



IOM International Organization for Migration
OIM Organisation Internationale pour les Migrations
OIM Organización Internacional para las Migraciones

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**IOM IN THE LEAD-UP TO THE SECOND UNITED NATIONS
GENERAL ASSEMBLY HIGH-LEVEL DIALOGUE ON INTERNATIONAL
MIGRATION AND DEVELOPMENT**

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Introduction

1. The second United Nations General Assembly High-level Dialogue on International Migration and Development (UNGA/HLD), to be held during the 68th Session of the United Nations General Assembly in 2013, presents an opportunity to reinforce development outcomes of international migration for migrants and societies alike, while strengthening multi-stakeholder partnerships. The 2013 UNGA/HLD will take stock of, and build on, progress made since the first UNGA/HLD held in 2006. Markedly, this second UNGA/HLD will take place at a critical time in the lead-up to the revision of the broader global development agenda in 2015.

2. Ahead of the second UNGA/HLD, this paper seeks to contribute to IOM Member States' understanding of the historical evolution of the international debate and multi-stakeholder cooperation on migration and development; and recent activities to leverage migration for development in countries of origin and destination. This paper proposes ways in which the second UNGA/HLD might contribute to strengthening multi-stakeholder partnerships, then highlights promising migration and development activities, before closing by suggesting ways in which IOM Member States might most effectively advance these matters.

Evolution of the migration and development landscape and the High-level Dialogue

The road to the 2006 UNGA/HLD

3. Prior to the first UNGA/HLD, several global and regional initiatives advanced the concept of migration management, from one focused primarily on unilateral immigration control to that of a multidimensional phenomenon with opportunities and challenges for development that are best addressed on multiple levels – national, bilateral, regional and global. Since the late 1980s, several Regional Consultative Processes on Migration (RCPs) have come into being in all regions, providing a non-binding forum for dialogue and cooperation specifically dedicated to migration issues. The 1994 United Nations International Conference on Population and Development (ICPD) Programme of Action addressed various dimensions of international migration and internal migration, in what was the most comprehensive internationally agreed text on migration of its time. Since 1994, the UNGA Second Committee has held biennial discussions on international migration and development.

4. In response to the growing interest of its membership in matters of migration policy, the IOM Council launched the International Dialogue on Migration (IDM) in 2001. The annual IDM intersessional workshops and IOM Council sessions continue to facilitate government and other stakeholder discussions on migration policy issues, including in relation to development, and provide an opportunity to consider practical approaches and solutions to challenges. From 2001 to 2004, the Swiss Government-led Berne Initiative – for which IOM served as Secretariat – aimed to enhance inter-State cooperation on migration by

developing a uniform approach to migration management in the form of the International Agenda for Migration Management, a reference system and non-binding policy framework drawn in large part from the statements and outputs of the RCPs, bringing together at the global level lessons learned in regional dialogues. With similar intentions, Switzerland and Sweden, joined by a core group of States¹ and with support from the United Nations Secretary-General, established the Global Commission on International Migration (GCIM) in 2003, designed to produce a coherent framework for a global response to migration. The final GCIM report, *Migration in an interconnected world: New directions for action*, was the result of extensive thematic, regional and global consultations.

5. In addition to these inter-State dialogue processes, the need for a more coordinated inter-agency approach to migration was recognized, which led to the establishment of the Geneva Migration Group in 2003.² Acting on the recommendations of the GCIM and building on the Geneva Migration Group, the United Nations Secretary-General established the Global Migration Group (GMG) in 2006.

6. In the lead-up to the 2006 UNGA/HLD, the Secretary-General appointed a Special Representative for Migration and Development to advise on preparations for this landmark event. The 2006 UNGA/HLD succeeded in placing migration more squarely on the development agenda of States and other stakeholders across the world. While it did not generate consensus to establish a norm-setting institution or regime, it led to the establishment of the State-led Global Forum on Migration and Development (GFMD). The GFMD is a voluntary, non-binding and informal dialogue process among governments, and between States, civil society, the private sector, academia and international organizations. In 2006, through resolution 61/208 of 6 March 2007, UNGA took note of the summary of the first UNGA/HLD and the coming into being of the GFMD and GMG.

From 2006 to the 2013 UNGA/HLD

7. Following the first UNGA/HLD, more elaborate multi-stakeholder initiatives and cooperation mechanisms, particularly the GMG and GFMD, are helping to more fully realize the development potential of migration. Since its inception in 2006, the GFMD has evolved beyond the traditional annual conference into a more continuous process of interaction, helping States redefine their migration and development policies in cooperation with relevant stakeholders. The Special Representative for Migration and Development continues to play a key advisory role to the GFMD. In the lead-up to the 2013 UNGA/HLD, an assessment of the GFMD has been carried out under the leadership of the Swiss and Mauritian GFMD Chairs.³

¹ In 2005, this group comprised 32 governments and one regional body, as follows: Algeria, Australia, Bangladesh, Belgium, Brazil, Canada, Egypt, Finland, France, Germany, Holy See, Hungary, India, Indonesia, Islamic Republic of Iran, Japan, Mexico, Morocco, Netherlands, Nigeria, Norway, Pakistan, Peru, Philippines, Russian Federation, South Africa, Spain, Sri Lanka, Sweden, Switzerland, Turkey, United Kingdom and the European Community/European Union.

² The Geneva Migration Group was launched as an informal initiative by the principals of IOM and the Office of the United Nations High Commissioner for Refugees (UNHCR). By 2005, its membership had increased to six, bringing in the International Labour Organization (ILO), the Office of the United Nations High Commissioner for Human Rights (OHCHR), the United Nations Conference on Trade and Development (UNCTAD), and the United Nations Office on Drugs and Crime (UNODC).

³ The GFMD has been hosted by Belgium, the Philippines, Greece, Mexico and Switzerland. Mauritius is the GFMD Chair for 2012, and Sweden is expected to assume the chairmanship in 2014.

8. While not yet living up to expectations, the GMG has also continued to provide a platform for enhancing coordination by bringing together 15 United Nations and United Nations-affiliated agencies and IOM⁴ through regular working-level meetings and meetings of GMG principals. The GMG has adopted joint positions and statements on a number of thematic issues, thereby advancing coherence and promoting the wider application of relevant global and regional norms and instruments. This work has been furthered by joint GMG publications and two GMG working groups: the Working Group on Mainstreaming Migration into National Development Strategies, co-chaired by IOM and UNDP; and the Working Group on Data and Research, co-chaired by IOM and UNDESA. An internal review of GMG working processes is currently under way.

9. GMG members have individually and collectively provided support to the GFMD by, among others, assisting in the organization of meetings, preparing background papers and supporting the work of the GFMD ad hoc working groups. Furthermore, IOM has seconded a senior migration expert to the GFMD since its inception, and also administratively hosts the GFMD support unit. To help advance GFMD outcomes, GMG agencies contribute ideas for the GFMD Platform for Partnerships.

10. The UNGA/HLD will take place not long after the United Nations Conference on Sustainable Development (Rio+20), held in June 2012, and in the midst of preparations for both the “Beyond 2014” review process of the ICPD Programme of Action and the United Nations development agenda beyond 2015. In preparation for the 2013 UNGA/HLD, an informal one-day thematic debate on international migration and development was organized by the President of the General Assembly in 2011, in which IOM participated. On 18 October 2012, the Second Committee of the General Assembly began to debate the modalities of the 2013 UNGA/HLD when it took up an agenda item on globalization and interdependence and the sub-item on international migration and development, drawing on the 2012 United Nations Secretary-General report on the same topic as the sub-item (A/67/254).

11. IOM and its partners continue to work on informing the substantive deliberations at the 2013 UNGA/HLD through a variety of means. Of note, IOM and UNFPA were invited by the United Nations System Chief Executives Board for Coordination in April 2012 to produce, in collaboration with the GMG, a set of draft recommendations and outcomes on migration issues to be proposed by the United Nations system in preparation for the UNGA/HLD. This paper will be submitted to the United Nations High-level Committee on Programmes in January 2013. In tandem with this effort, IOM, UNDESA and UNFPA, in collaboration with interested governments, are organizing a series of five round-table events to prepare New York-based delegates and observers to the United Nations for the UNGA/HLD.⁵

12. Based on the invitation extended through UNGA resolution 65/170 of 17 March 2011, IOM is further collaborating with the United Nations Regional Commissions to examine regional aspects of international migration and development and to provide inputs to the

⁴ The GMG membership is as follows: the ILO, IOM, OHCHR, UNCTAD, the United Nations Department of Economic and Social Affairs (UNDESA), the United Nations Development Programme (UNDP), the United Nations Educational Scientific and Cultural Organization, the United Nations Population Fund (UNFPA), UNHCR, UNICEF, the United Nations Institute for Training and Research, UNODC, the United Nations Regional Commissions, UN-Women, the World Health Organization (WHO) and the World Bank.

⁵ The first round table was held on 12 October 2012, in collaboration with the Permanent Missions of Mauritius and Switzerland.

report of the Secretary-General on this item, as well as on preparations for the UNGA/HLD. IOM also continues to support RCPs that have an interest in considering the inclusion or advancement of discussions on migration and development within their respective processes. In this endeavour, IOM remains cognizant of the fact that United Nations Member States were also invited in resolution 65/170 of 17 March 2011 to contribute to the UNGA/HLD through RCPs, among other processes. IOM has further responded to the GFMD call for greater exchange among RCPs by organizing Global Meetings of Chairs and Secretariats of RCPs on a biennial basis. Along with the Government of Peru, IOM is working on the 2013 Global Meeting of RCPs which, among others, will consider joint contributions to the 2013 UNGA/HLD.

13. Various regional economic communities continue to explore how best to facilitate migration with a view to more fully harnessing its developmental potential. Interregional forums with a migration focus constitute an additional dimension of multilateral cooperation on migration. Furthermore, the IDM continues to contribute to inter-State reflection on migration and development, among other migration policy domains.

Migration and development achievements by IOM and partners

14. With the support of interested Member States, and in partnership with other GMG agencies and civil society, IOM is undertaking a range of concrete initiatives to strengthen the developmental impact of migration. A sample of recent initiatives is presented below.

Mainstreaming migration into national development strategies and other sectoral policies

15. IOM is supporting national-level reforms to develop coherent migration management frameworks and strategies. IOM also works to mainstream migration into the United Nations Development Assistance Framework process and to help implement the European Commission–United Nations Joint Migration and Development Initiative, led by UNDP, including through the secondment of a migration expert to UNDP. To encourage more systematic integration of migration into development planning and broader sectoral policies, IOM led the development of the *Mainstreaming Migration into Development Planning: A handbook for policy-makers and practitioners*, which was subsequently endorsed by the GMG and launched at the 2010 GFMD. With funding from the Swiss Government and the support of a GMG-developed toolkit, this handbook is currently being piloted in selected countries under the leadership of IOM and UNDP.

16. In the field of labour migration, to enable the most vulnerable women and youth to access remunerative foreign employment, while reducing unemployment rates at home, States have looked to IOM to enhance their vocational and training programmes in line with labour demand in primary destination countries. IOM-supported skills-matching databases help to link employers with would-be migrants, while assisting governments in the drafting and implementation of targeted bilateral labour agreements. IOM also actively supports temporary and circular labour migration schemes to make the bilateral labour agreements operational. IOM support to such schemes includes initiatives aimed at making migration more affordable and ensuring migrant access to pre-departure orientation training. To encourage circular/return migration and its development potential, IOM has developed, monitored and evaluated various incentives, including the provision of return assistance and support for reinsertion into the labour market, and supported their implementation.

17. As migrants are more able to support societal development if they are well-integrated, IOM assists States in formulating migrant integration strategies and improving public perceptions of migrants, in partnership with media and employers. The IOM *World Migration Report 2011: Communicating Effectively about Migration* is a critical contribution in this regard. IOM is also working with interested States on the implementation of an operational framework for the promotion of migrant health which was agreed upon at the 2010 Global Consultation on Migrant Health co-convened by WHO, IOM and the Spanish Government.

18. With regard to diasporas and remittances, IOM partners with States, microfinance institutions and post office networks to enhance access to and productive use of remittances by vulnerable families left behind. To further leverage diaspora investment and trade with home countries, IOM maps diaspora communities, enhances the capacity of diaspora associations, and provides advice to and funds diaspora business start-ups. To enhance the impact of such work, including for the benefit of large-scale infrastructural projects, IOM assists source States in developing diaspora engagement policies, putting in place institutional structures and enhancing their capacity. IOM also facilitates the temporary return of qualified nationals, including in support of post-conflict recovery and peacebuilding in partnership with UNDP and USAID.

19. IOM and the European Commission (EC) will seek to stimulate collective inputs to the 2013 UNGA/HLD from national entities dedicated to diaspora engagement by convening a diaspora ministerial conference in 2013. A key contribution to this reflection process is *Developing a Road Map for Engaging Diasporas in Development: A Handbook for Policymakers and Practitioners in Home and Host Countries*, co-produced by IOM and the Migration Policy Institute.

20. Additionally, IOM works with States to strengthen socio-economic development of major source regions of migration in order to make international migration a genuine choice and not a necessity. Reducing push factors for migration can simultaneously make return migration feasible and more desirable. IOM also advises States on facilitating (temporary) outward labour migration in response to climate change and its impact on livelihoods. National adaptation programmes of action and capacity-building for their implementation can help to reduce pressure on natural resources and leverage migrant contributions towards community resilience. IOM also supports national disaster risk reduction strategies that seek to reduce forced migration.

21. As part of its comprehensive support for achieving durable solutions to human displacement, IOM works to improve displaced persons' access to housing, land and property reparation programmes through support for the development of national policies, strategies and capacities in this area. IOM further supports the assisted voluntary return and reintegration programmes that have enabled 1.2 million migrants to return home and rebuild their lives since 1979.

Ensuring migrant protection

22. If the mainstreaming of migration into national development strategies is to bring tangible benefits to migrants and societies, the well-being and human rights of migrants must be secured. IOM therefore provides assistance for formulating national legislation to protect migrants and for enhancing government capacities to regulate and monitor private recruitment

agencies and conditions in the workplace. Alongside these efforts, IOM supports government efforts to counter human trafficking and smuggling and to protect and assist trafficking victims, including through the recent development of the handbook *Caring for Trafficked Persons: Guidance for Health Providers* produced by IOM in collaboration with the London School of Hygiene and Tropical Medicine.

23. IOM works with partners to strengthen indicators and standards for monitoring migrant health and to encourage bilateral agreements on the portability of social security and other benefits. IOM helps States to develop and institutionalize Migrant Resource Centres that inform migrants of their rights and responsibilities, and to raise public awareness about the rights of unaccompanied minors and strengthen guardianship institutions and systems entrusted with their care.

24. IOM also strives to ensure a robust and coordinated operational response to migrants caught in crisis situations, particularly as migrants have often been overlooked in pre-crisis preparedness and response frameworks. IOM interventions in this regard cover the emergency phase of a crisis and beyond by assisting governments to develop policies and programmes for longer-term support for returnees and their communities, thereby enhancing long-term recovery and development. Building on the experience gained when evacuating some 300,000 migrants stranded in the 2011 Libyan crisis, the services that IOM can provide before, during, and after a crisis have been consolidated within the IOM Migration Crisis Operational Framework, currently under consideration by its Member States. The 2012 IDM offered a platform to develop and exchange policy solutions to the issue of migrants caught in crises. IOM also participates in the informal initiative on stranded migrants launched by the Special Representative for Migration and Development to enhance reflection in this field ahead of the 2013 UNGA/HLD. IOM supports States that are interested in considering the use of non-custodial alternatives to the administrative detention of irregular migrants.

Enhancing data and research

25. To support evidence-based policymaking on migration and development, Migration Profiles, first proposed by the EC in 2005 and later implemented in partnership with IOM, offer an indispensable framework for synthesizing existing information on migration trends. IOM now supports extended Migration Profile exercises that bring the developmental impact of migration into focus and enhance State capacity in data collection and analysis, in consultation with a broad range of stakeholders. In response to a request from the 2011 GFMD Chair, IOM has made available a Migration Profiles Repository on the GFMD Platform for Partnerships website. Furthermore, in 2011 IOM produced a guide on the implementation of Migration Profiles, *Migration Profiles – Making the Most of the Process*. The GMG Working Group on Data and Research has developed a core set of indicators for Migration Profiles and is drafting a handbook on improving data on migration and development.

26. With the support of IOM and several partners, the ACP Observatory on Migration, an initiative of the Secretariat of the African, Caribbean and Pacific Group of States, produced its *Research Guide* in 2011 with a set of impact indicators for African, Caribbean and Pacific countries. With EC funding, IOM has been able to advise several West and Central African countries on how best to incorporate migration into development-related household surveys. IOM further helped to establish the IOM Migration Research and Training Centre in the

Republic of Korea and the African Capacity Building Centre in the United Republic of Tanzania, and is currently providing technical expertise for the establishment of the African Institute for Remittances and the International Migrants Remittances Observatory for least developed countries.

27. In addition to the aforementioned IOM activities and publications, IOM has devoted key publications and studies to enhancing the visibility of the migration and development nexus. These include, among others, the IOM flagship publication the *World Migration Report*, the IOM Migration Research Series, and the newly launched book series Global Migration Issues produced by IOM and Springer. The working title of the *World Migration Report 2013* and theme of IDM 2013 is “Migrants and development” with a focus on the well-being of migrants. By focusing on this theme next year, IOM aims to support Member States in their preparations for the UNGA/HLD with original research and a space for policy discussions.

The continued IOM role and engagement in migration and development

28. IOM considers the 2013 UNGA/HLD as an opportunity to consolidate progress in the domain of migration and development, to foster a wider range of development outcomes of migration and to ensure the well-being of migrants and the protection of their human rights.

Potential UNGA/HLD recommendations and outcomes

29. On a substantive level, the UNGA/HLD could reaffirm the importance of migration to development and encourage the commitment of United Nations Member States to incorporating migration as a cross-cutting issue within the development agenda beyond 2015. Furthermore, the UNGA/HLD could encourage States to pursue a more comprehensive approach to mainstreaming migration into development planning at the national level, taking into account broader sectoral policies and plans. To this end, more needs to be done to assist States that have an interest in mainstreaming migration into national development planning on the basis of the *Mainstreaming Migration into Development Planning: A handbook for policy-makers and practitioners*. Given the potential development setbacks that result from crises, the consequences of natural disasters, conflict and other crises for migrants and migration deserve greater attention in the migration–development equation. Furthermore, policymakers could be encouraged to more systematically engage non-line ministries, local authorities, civil society – including migrant associations – and the private sector in decision-making on migration-related issues.

30. To inform the mainstreaming of migration into development planning, the UNGA/HLD could encourage States to consider undertaking extended Migration Profile exercises. Consideration could also be given to dedicating greater funding to the development of better indicators and assessments of the impact of migration on development. All migration and development initiatives should support the well-being of migrants and protect their human rights.

31. The UNGA/HLD may wish to call for the strengthening of the GMG and for enhancing its cooperation with the GFMD. In this regard, the GMG could consider developing comprehensive operating modalities and establishing a secretariat to enhance its efficiency and effectiveness, as well as its support to the GFMD.

32. To give effect to this recommendation, the UNGA/HLD could consider having IOM take a leadership role within the GMG⁶ or in any subsequent inter-agency collaboration framework that may emerge from the UNGA/HLD deliberations. IOM has conveyed its commitment to working in solid cooperation with its partners, and is well-positioned to undertake such a role given the unparalleled scope of its migration programme and project portfolio and its existing mandate under the IOM Constitution, Article 1(1)(e): “to provide a forum to States as well as international and other organizations for the exchange of views and experiences, and the promotion of co-operation and co-ordination of efforts on international migration issues...”.

33. The UNGA/HLD may also wish to encourage States to strengthen RCPs, interregional forums and regional economic communities and to promote the integration of the migration and development nexus into their agendas. Coordination among these mechanisms, and between them and the GFMD and GMG, could be further enhanced. The UNGA/HLD could further promote more effective engagement of civil society and the private sector in migration dialogue and cooperation, including in the GFMD.

34. The UNGA/HLD may also wish to call for the creation of a multi-partner trust fund to enable GMG agencies, in cooperation with interested stakeholders, to better assist States in mainstreaming migration into their development strategies at the national level and in following up on GFMD recommendations and carrying out additional initiatives.

The way forward: IOM membership and the 2013 UNGA/HLD deliberations

35. The IOM membership has a variety of means at its disposal should it wish to encourage the 2013 UNGA/HLD to consider the recommendations put forth above. IOM stands ready to support its membership in feeding into the draft succinct action-oriented outcome document to be prepared by the President of the General Assembly ahead of the UNGA/HLD, should this proposal be retained in the final modalities resolution. Similarly, as was the case for the 2006 UNGA/HLD, IOM Country Offices can assist with national-level briefings and consultations in preparation for the 2013 UNGA/HLD. IOM also stands ready to support the Friends of the Chair should it wish to draft a joint statement for endorsement and submission by the IOM Council to the UNGA/HLD.

Looking ahead at the development agenda beyond 2015

36. Beyond the UNGA/HLD, IOM is engaged at a number of levels in encouraging the mainstreaming of migration into the United Nations development agenda beyond 2015. IOM participated in Rio+20 and is now advising interested governments on how migration might feature in the draft Sustainable Development Goals to converge with the drafting of the development agenda beyond 2015. IOM and UNDESA contributed the Thematic Think Piece on Migration and Human Mobility to the United Nations system task team on the post-2015 United Nations development agenda⁷ to inform the road map it proposed in *Realizing the Future We Want for All*. IOM and UNDESA are further supporting preparations for a global consultation on population dynamics and development being organized by UNFPA,

⁶ For example, having IOM as the permanent GMG Chair with an annual, rotational Co-Chair from another GMG agency.

⁷ In July 2012, the task team was replaced by the High-level Panel of Eminent Persons on the Post-2015 Development Agenda.

UN-Habitat and the potential hosting government as one of the thematic preparatory events feeding into the post-2015 development process. Throughout these processes, IOM will continuously work with its membership to ensure that migration is included as a cross-cutting issue in the development agenda beyond 2015.

Conclusion

37. As the principal international agency on migration, IOM has been at the forefront in shaping global discourse and action on migration and development. Working alongside and in support of its membership, IOM will continue to make substantive contributions to the 2013 UNGA/HLD preparatory process. The outcomes and recommendations of this landmark event will be largely determined by the informed engagement of IOM Member States and other governments.