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# **COUNCIL**

## **105th Session**

### **REPORT ON THE**

### **105TH SESSION OF THE COUNCIL\***

Geneva

Tuesday, 25 November, to Friday, 28 November 2014

Rapporteur: Ms Marta Maurás (Chile)

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\* This report was approved by the Council at its 106th Session through Resolution No. 1307 of 24 November 2015.



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## DRAFT REPORT ON THE 105<sup>TH</sup> SESSION OF THE COUNCIL

### INTRODUCTION

1. Pursuant to Resolution No. 1268 of 29 November 2013, the Council convened for its 105th Session on Tuesday, 25 November 2014, at the Palais des Nations, Geneva. Eight meetings were held.

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

2. The following Member States were represented:

Afghanistan	Democratic	Libya	Slovakia
Albania	Republic of the	Lithuania	Slovenia
Algeria	Congo	Luxembourg	South Africa
Angola	Denmark	Madagascar	South Sudan
Argentina	Dominican	Maldives	Spain
Armenia	Republic	Mali	Sri Lanka
Australia	Ecuador	Malta	Sudan
Austria	Egypt	Mauritania	Swaziland
Azerbaijan	El Salvador	Mauritius	Sweden
Bahamas	Estonia	Mexico	Switzerland
Bangladesh	Ethiopia	Mongolia	Tajikistan
Belarus	Fiji	Montenegro	Thailand
Belgium	Finland	Morocco	The former
Benin	France	Mozambique	Yugoslav
Bolivia	Gabon	Myanmar	Republic of
(Plurinational	Georgia	Namibia	Macedonia
State of)	Germany	Nepal	Timor-Leste
Bosnia and	Ghana	Netherlands	Togo
Herzegovina	Greece	New Zealand	Trinidad and
Botswana	Guatemala	Nicaragua	Tobago
Brazil	Haiti	Niger	Tunisia
Bulgaria	Holy See	Nigeria	Turkey
Burkina Faso	Honduras	Norway	Turkmenistan
Burundi	Hungary	Pakistan	Ukraine
Cabo Verde	India	Panama	United Kingdom
Cambodia	Iran (Islamic	Paraguay	of Great Britain
Cameroon	Republic of)	Peru	and Northern
Canada	Ireland	Philippines	Ireland
Central African	Israel	Poland	United States of
Republic	Italy	Portugal	America
Chad	Jamaica	Republic of Korea	Uruguay
Chile	Japan	Republic of	Venezuela
Colombia	Jordan	Moldova	(Bolivarian
Costa Rica	Kazakhstan	Romania	Republic of)
Côte d'Ivoire	Kenya	Rwanda	Viet Nam
Croatia	Kyrgyzstan	Samoa <sup>2</sup>	Yemen
Cyprus	Latvia	Senegal	Zambia
Czech Republic	Lesotho	Serbia	Zimbabwe
	Liberia	Sierra Leone	

<sup>1</sup> See List of participants (C/105/43/Rev.1).

<sup>2</sup> See paragraph 12.

3. Bahrain, Bhutan, China, Cuba, Indonesia, Qatar, the Russian Federation, San Marino and Saudi Arabia were represented by observers.

4. The Food and Agriculture Organization of the United Nations, the International Labour Organization, the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Environment Programme, the United Nations Human Settlements Programme (UN-Habitat), the Universal Postal Union, the World Bank, the World Food Programme, the World Intellectual Property Organization and the World Meteorological Organization were represented by observers.

5. The African Union, the European Union, the International Committee of the Red Cross, the International Federation of Red Cross and Red Crescent Societies, the Organisation internationale de la francophonie, the Organisation of Islamic Cooperation, the Organization for Economic Co-operation and Development, the Parliamentary Assembly Union for the Mediterranean and the Sovereign Order of Malta were represented by observers, as were the following international non-governmental organizations (NGOs): Africa Humanitarian Action, African Foundation for Development, Caritas internationalis, Femmes Africa Solidarité, Internal Displacement Monitoring Centre, International Catholic Migration Commission, International Institute of Humanitarian Law, International Islamic Relief Organization, International Social Service, INTERSOS, Jesuit Refugee Service, “La Caixa” Foundation, Migrant Help, Refugee Education Trust, Save the Children, Scalabrini International Migration Network, Terre des Hommes International Federation, The Hague Institute for Global Justice and World Council of Churches.

### **OPENING OF THE SESSION, CREDENTIALS OF REPRESENTATIVES AND OBSERVERS**

6. The outgoing Chairperson, Mr Luis Enrique Chávez Basagoitia (Peru), opened the session on Tuesday, 25 November 2014, at 10.15 a.m.

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 the non-Member States, international governmental organizations and NGOs listed in paragraphs 3 to 5.

### **ADOPTION OF THE AGENDA**

8. The Council adopted the agenda as set out in document C/105/1/Rev.3.

### **REPORT OF THE CHAIRPERSON OF THE COUNCIL**

9. The outgoing Chairperson of the Council reported on his activities during his term of office, which had covered a period of administrative reform of particular importance to IOM's efforts to adapt to the challenges posed by global migration. He had played a prominent role in consultations on IOM–UN relations and had actively represented IOM Headquarters in the Field, undertaking more field visits than any previous Council Chairperson. As well as taking Geneva to the Field, he had also attended the Global Chiefs of Mission Meeting, which had

brought the Field to Geneva. Those efforts to strengthen coordination and interaction within the Organization had proven useful and should continue.

10. The Director General thanked the Chairperson for the support and enthusiasm he had shown for IOM's work throughout his mandate. His extensive visits to the Field had been particularly valuable. Future Chairpersons of the Council should be encouraged to engage in similar visits.

## **ELECTION OF OFFICERS**

11. The Council elected the following officers:

Chairperson:	Mr Sammie Eddico (Ghana)
First Vice-Chairperson:	Mr Bertrand de Crombrugghe (Belgium)
Second Vice-Chairperson:	Mr John Paton Quinn (Australia)
Rapporteur:	Ms Marta Maurás (Chile)

## **ADMISSION OF A NEW MEMBER AND OBSERVERS**

### **(a) Application for membership of the Organization**

12. The Council had before it an application for membership of the Organization from the Independent State of Samoa.

13. The Council adopted by acclamation Resolution No. 1274 of 25 November 2014 admitting Samoa as a member of IOM.

14. The Representative of Samoa thanked Member States for supporting his country's application for membership of the Organization. As a small island developing State, Samoa faced many challenges, in particular the effects of climate change and ensuing migration. IOM had a key role to play in meeting those challenges. Remittances were crucial to Samoa's future development, and the country was therefore particularly interested in IOM's efforts to promote reductions in the cost of remittance transfers. Samoa was committed to strengthening its cooperation with the Organization.

15. The Director General welcomed Samoa, as the 157th Member State and the seventh Pacific Island State to become a member of the Organization.

### **(b) Applications for representation by an observer**

16. The Council had before it the applications for representation by an observer from INTERSOS, Save the Children, The Hague Institute for Global Justice, the Parliamentary Assembly of the Union for the Mediterranean, "La Caixa" Foundation, UN-Habitat, the African Foundation for Development, the World Intellectual Property Organization, the Internal Displacement Monitoring Centre, Migrant Help, United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the United Nations Environment Programme, the World Meteorological Organization and the Danish Refugee Council.

17. The 14 organizations were granted observer status at meetings of the Council in accordance with the terms of Resolutions Nos 1275 to 1288 of 25 November 2014.

18. Representatives of 13 of the new observer organizations thanked the Council for accepting their applications for observer status and pledged to strengthen their cooperation with IOM. Each had a particular interest in key elements of the Organization's work, and their observer status would be of benefit to all concerned. Many of them had been working in informal partnership with IOM for several years already. Formalizing that relationship would strengthen it.

19. In response to a request for clarification of the criteria for observer status, the Legal Counsel drew attention to information circular C/105/INF/13, which had been distributed to all Member States and could be redistributed if necessary.

20. The Director General welcomed the new observers, whose presence would enrich and broaden the Council's dialogue on migration. Partnership had been a top priority for the Organization since the beginning of his mandate, and the admission of 14 new observer organizations was an eloquent expression of that commitment.

## **REPORT OF THE DIRECTOR GENERAL**

21. The Director General gave a slide presentation summing up his report to the Council.<sup>3</sup>

## **SPECIAL GUEST**

- **Abdullah Almatouq**, Advisor in the Amiri Diwan of the State of Kuwait, Chairman of the International Islamic Charitable Organization, Humanitarian Envoy of the United Nations Secretary-General

22. Mr Almatouq said that the Amir of the State of Kuwait, who had great respect and admiration for the work of the Organization, had been recognized by the United Nations Secretary-General as a global humanitarian leader. The Secretary-General had also named Kuwait a centre of humanitarian work, in recognition of its record of humanitarian and development initiatives, conferences, summits, and efforts to assist victims of disasters.

23. The Director General expressed appreciation to the Amir and State of Kuwait for their support for humanitarian causes.

## **DRAFT REPORTS ON THE 103RD SESSION AND 104TH (SPECIAL) SESSION OF THE COUNCIL**

24. The Council adopted Resolution No. 1289 of 25 November 2014 approving the reports on its 103rd Session (MC/2398) and 104th (Special) Session (C/104S/8).

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<sup>3</sup> The full text of the Director General's Report to the 105th Session of the Council (C/105/42) and the slide presentation are accessible on the IOM website at [www.iom.int](http://www.iom.int).



## **REPORTS ON THE FOURTEENTH AND FIFTEENTH SESSIONS OF THE STANDING COMMITTEE ON PROGRAMMES AND FINANCE**

### **(a) Status report on outstanding contributions to the Administrative Part of the Budget**

25. The Standing Committee Rapporteur said that the Administration had presented a status report (contained in document C/105/5/Rev.2) on outstanding contributions to the Administrative Part of the Budget as at 30 September 2014. The status report listed the Member States that had lost their right to vote after becoming subject to Article 4 of the Constitution and agreed to a payment plan. The total contributions owed were lower than in previous years, and Member States had made an enormous effort to clear their arrears. The issue of the assessed contributions of Brazil had been highlighted and appreciation expressed for the provisional agreement reached. The Standing Committee had taken note of the status report and urged Member States in arrears to make every effort to pay their contributions as soon as possible. Member States with contributions outstanding for two or more consecutive years in particular had been urged either to pay in full or agree to a payment plan.

26. The Administration added that the total amount of contributions outstanding had fallen to CHF 2,005,143 since the Standing Committee's Fifteenth Session. Eight Member States no longer had the right to vote. Since document C/105/5/Rev.3 had been issued, indicating the status on 31 October 2014, contributions had been received from Armenia, Costa Rica, Cyprus, France, Italy, Mali, Ukraine and Zimbabwe. Efforts would continue to collect outstanding arrears.

27. The Council endorsed the recommendations made by the Standing Committee and approved document C/105/5/Rev.3, in particular paragraph 2.

### **(b) Summary update on the Programme and Budget for 2014**

28. The Standing Committee Rapporteur said that the Administrative Part of the Budget had increased by CHF 1,980 with the contribution of the former Yugoslav Republic of Macedonia, admitted as a Member State in June 2014, to CHF 41,007,909, while the Operational Part had increased from USD 1.127 billion to USD 1.330 billion, reflecting additional funding received for ongoing projects and new activities undertaken since the approval of the Revision of the Programme and Budget for 2014 (S/14/7). The level of Operational Support Income had been maintained at USD 60.8 million. The Standing Committee had recommended that the Council take note of the document entitled Summary update on the Programme and Budget for 2014 (C/105/15).

29. The Council took note of document C/105/15.

### **(c) Programme and Budget for 2015**

30. The Standing Committee Rapporteur said that the Administrative Part of the Budget had been presented at CHF 42,586,949, incorporating an 8 per cent increase over 2013, in line with the three-year budget-strengthening plan and contributions from new Member States. The Operational Part of the Budget had been estimated at USD 846.89 million based on anticipated funding, representing an increase of USD 106.29 million over the 2014 estimate. The amount would be updated as further contributions were received to reflect the level of

activities undertaken by the Organization. Operational Support Income was projected at USD 66.2 million.

31. The Standing Committee had taken note of the Programme and Budget for 2015, as set out in document C/105/9, and recommended that the Council approve the amounts of CHF 42,586,949 and USD 846,889,000 for the Administrative and Operative Parts of the Budget, respectively.

32. The Council adopted Resolution No. 1290 of 25 November 2014 on the Programme and Budget for 2015.

**(d) Progress report on the 2014–2016 budget-strengthening plan for the core structure**

33. The Standing Committee Rapporteur said that the Standing Committee had been presented with the first annual progress report on the implementation of the budget-strengthening plan for 2014–2016. Since the plan had been approved by the Council in 2013, the Organization had taken essential steps to strengthen its core structure. New posts had been added to provide relief to some of the most overwhelmed units, funded from the additional revenue being generated from the annual 4 per cent increase in assessed contributions and the increased overhead rate for new projects of 7 per cent. Furthermore, in its pursuit of cost-efficiency, the Organization was strengthening the low-cost Manila and Panama Administrative Centres and implementing other cost-saving measures. Some representatives had lauded the Administration's efforts, while others had queried some aspects of the progress made and the financial situation of the Organization. Responding to comments made, the Administration had indicated that future reports would contain further information on the plan's implementation, including the impact of the steps taken, as results became available in the later stages.

34. The Standing Committee had taken note of the document entitled Funding the core structure: Budget-strengthening plan 2014–2016 – Annual progress report (S/15/6).

35. The Council took note of document S/15/6.

**(e) Improvements of the privileges and immunities granted to the Organization by States**

36. The Standing Committee Rapporteur said that the Standing Committee had reviewed the first annual report of the Director General on improvements in the privileges and immunities granted to the Organization by States. The Administration had indicated that, although five new agreements meeting the criteria contained in Council Resolution No. 1266 of 26 November 2013 had entered into force, engagement with States on the matter would be intensified in view of the progress that remained to be made.

37. The Standing Committee had taken note of the Director General's report and recommended that the Council keep the issue under consideration and reiterate its call to Member States to grant the Organization privileges and immunities substantially similar to those granted to the specialized agencies of the United Nations.

38. The Council took note of the report of the Director General and endorsed the recommendations made by the Standing Committee.

39. The representative of Togo announced that her country had signed an agreement, during the present session, granting the Organization the same privileges and immunities as were accorded to the specialized agencies of the United Nations and their staff.

40. The Director General expressed appreciation to the Government of Togo in that regard.

**(f) Report of the Chairperson of the Working Group on IOM–UN Relations and the IOM Strategy**

41. The Standing Committee Rapporteur said that the Chairperson of the Working Group on IOM–UN Relations and the IOM Strategy had provided the Standing Committee with a report on the Working Group’s initial meetings in which he had stated that the conditions had been met for a more in-depth discussion of IOM–UN relations, and that the Working Group should therefore be maintained in 2015. With regard to the IOM Strategy, the Administration was preparing a draft migration governance framework comprising key strategic objectives and providing a better frame of reference for the Organization’s work.

42. The Standing Committee had taken note of the document entitled Report of the Chairperson: Working Group on IOM–UN Relations and the IOM Strategy (S/15/12). It had recommended to the Council that the Working Group should continue its work in 2015, under a new chairperson to be appointed by the incoming Bureau.

43. The outgoing Chairperson of the Working Group said that, when it came to IOM–UN Relations, the crucial question was political in nature: IOM’s role as the central organization for migration. The time had therefore come to move from consideration of budgetary and administrative questions to more substantive issues, and all the information needed for that discussion was at hand.

44. The Director General reminded the Council that the Working Group was a Member State-driven initiative and, as such, one of the best examples of Member State “proprietorship” of the Organization. The Working Group’s report was most timely, given that the current debate on migration and development in the Economic and Financial (Second) Committee of the United Nations General Assembly had reached a critical juncture, with the Committee on the verge of adopting a draft resolution that could institutionalize migration within the United Nations. The draft resolution was significant because it risked marginalizing IOM – which was indisputably the lead organization on migration, the only one with near universal membership devoting 100 per cent of its resources to the issue of migration – and might create duplicate arrangements.

45. The Director General’s position on IOM–UN relations had remained consistent throughout his tenure: (a) the relationship between IOM and the United Nations was a Member State matter on which he was strictly neutral; (b) IOM might be forced to seek a more formal form of association with the United Nations system if the United Nations formed an entity within its Secretariat with a migration mandate, or if the United Nations and other agencies duplicated parts of the IOM mandate to the point that the Organization risked losing its global migration status; (c) the Administration stood ready to provide the Member States with an analysis of the various options available for more formal association with the United Nations system and its recommendation as to the best one for IOM; and (d) the Administration’s drive to enlist Member States had to be seen as part of IOM’s effort to be in

the strongest possible position should the Member States decide to open discussions with the United Nations regarding more formal association with it.

46. In view of the draft resolution currently before the Second Committee, he believed that the time had come for him to hold non-binding, strictly informal discussions with senior officials within the United Nations Secretariat in New York in order to obtain a clearer understanding of the United Nations' intentions regarding migration governance. Those discussions would focus on whether the Secretariat had plans to create a small unit on migration, and what IOM's role would be in the implementation of that resolution. He would provide regular feedback to the Working Group on those discussions.

47. The Council took note of the document entitled Report of the Chairperson: Working Group on IOM–UN Relations and the IOM Strategy (S/15/12) and endorsed the Standing Committee's recommendation that the Working Group should continue its work in 2015. It also endorsed the Director General's proposal to begin informal, non-binding discussions with senior United Nations officials, as set out in conference room paper C/105/CRP/48, entitled Director General's response to the Chairperson's report on the Working Group on IOM–UN Relations and the IOM Strategy.

**(g) Other items discussed at the Fourteenth and Fifteenth Sessions of the Standing Committee on Programmes and Finance**

48. The Standing Committee Rapporteur reported on a number of other items discussed by the Committee at its Fourteenth and Fifteenth Sessions.

- (i) Resolutions and decisions of the Fourteenth Session of the Standing Committee on Programmes and Finance

49. In pursuance of Council Resolution No. 1268 of 29 November 2013, the Standing Committee, at its Fourteenth Session, had adopted resolutions to:

- Take note of the Report of the Director General on the work of the Organization for the year 2013;
- Approve the Financial Report for the year ended 31 December 2013;
- Approve the Revision of the Programme and Budget for 2014.

50. In keeping with the same resolution, the Standing Committee had also approved the assessment scale for 2015.

- (ii) Exchange of views on items proposed by the membership

51. At the Standing Committee's sessions, the Administration had introduced documents on the following topics that had been selected by the Member States:

- IOM's role and activities relating to migration, the environment and climate change;
- Integrating migration into development planning;
- Regional Consultative Processes on Migration;
- Lowering the costs of migration.

52. Member States had commented on those documents and some had provided examples of their own experiences in those areas.

53. The Standing Committee had taken note of the documents presented and the comments of Member States.

(iii) Other reports and information provided to the Standing Committee on Programmes and Finance

54. At its sessions during the year, the Standing Committee had also examined and taken note of the following reports:

- Statement and report of the External Auditor
- Report of the Chairperson on the recruitment of the members of the IOM Audit and Oversight Advisory Committee
- Report on IOM's application of the Migration Crisis Operational Framework and other related humanitarian matters
- IOM Development Fund reports
- IOM global initiatives funding status
- Information on the election of a Deputy Director General
- Report on human resources management
- Progress report on the implementation of the External Auditor's recommendations
- Report of the IOM Audit Advisory Committee and the Audit and Oversight Advisory Committee activities from July 2013 to July 2014
- Annual report of the Office of the Inspector General
- Report on the 2014 review of the structural reform.

55. Furthermore, the Standing Committee had been informed that two information documents for the 105th Session of the Council had been produced and circulated to Member States: one on the distribution and numbering of governing body documents and the other on the criteria for admitting NGOs as observers to the Council.

(iv) Statements by representatives of the Staff Association Committee

56. At both sessions of the Standing Committee, statements had been made by a representative of the Staff Association Committee. On both occasions, the Standing Committee had taken note of those statements.

57. The Council took note of the decisions and documents relating to other items discussed by the Standing Committee.

58. The Council adopted Resolution No. 1291 of 25 November 2014 approving the reports on the Fourteenth and Fifteenth Sessions of the Standing Committee on Programmes and Finance.

## **IOM EMERGENCY RESPONSE**

59. A video presentation was shown outlining the Organization's work in camp coordination and camp management in South Sudan and describing some of the challenges faced by those who lived and worked in the country's camps.

60. The Director General pointed out that IOM was able to carry out activities in crises such as that in South Sudan thanks in part to the funds it drew from the Migration Emergency Funding Mechanism, which the Council had established in 2012. The funds contributed to the Mechanism had never exceeded USD 10 million, but he remained hopeful that more Member States would contribute and bring it up to the target level of USD 30 million.

## **HIGH-LEVEL SEGMENT: HUMAN MOBILITY, ENVIRONMENT AND CLIMATE**

### **Speaker**

- **Christiana Figueres**, Executive Secretary, United Nations Framework Convention on Climate Change (UNFCCC)

### **Panellists**

- **Monique Barbut**, Executive Secretary, United Nations Convention to Combat Desertification (UNCCD)
- **Marcelo Mena Carrasco**, Vice Minister of Environment, Chile
- **Shameem Ahsan**, Permanent Representative of Bangladesh to the United Nations Office in Geneva
- **Claude Wild**, Ambassador, Head of the Human Security Division, Federal Department of Foreign Affairs, Switzerland

### **Moderator**

- **Laura Thompson**, Deputy Director General, IOM

61. The Deputy Director General said that the Administration had decided to organize the panel on human mobility, environment and climate at the behest of Member States, as they had encouraged the Organization to share the knowledge and experience it had gained in over 20 years of work in that field. The panel provided a unique opportunity to connect policy, evidence-building and operational activities, and would allow the Organization to provide an informed understanding of how migration could be a positive climate adaptation strategy and a preparedness tool, counterbalancing the usual perception of despair linked to migration and climate change. Lastly, the discussion was intended to help build momentum as IOM worked to mainstream migration into key debates on issues such as disaster risk reduction, into climate negotiations, and into land, development and humanitarian processes.

62. The Administration had established three objectives for the panel discussion. First, and most importantly, the aim was to underscore that human mobility in the context of climate change and environmental degradation was the defining reality of the present day.

The second objective was to join voices across policy divides. The third was to affirm IOM's role and commitment in terms of migration, climate change, the environment, natural disaster response and disaster risk reduction.

63. In a video message, Ms Figueres stressed the importance for every organization working on multilateral solutions to international issues to adopt a holistic and integrated approach to the issue of climate change, which cut across borders and economic sectors. IOM was to be commended in that respect for integrating environmental and climate issues into all aspects of its work: policy, research, international migration law, advocacy, communication, capacity-building and operations.

64. The Fifth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) had made it clear that those with and those without the resources to migrate away from the effects of climate change were equally vulnerable. The report had also stated that the high human costs of climate change could be avoided by immediately switching to low-carbon economies and setting a target of carbon neutrality for the second half of the century. The momentum for such a transformation was building, but governments needed reasons and resources to take bolder action. IOM's Member States had to make sure their governments understood the migration-related reasons to act.

65. IOM understood the need for resources to create actionable policy choices and had taken steps to find them. It should pursue those efforts. Member States were in a position to bolster the political will for ambitious mitigation targets and the commitment to adaptation in the new climate agreement to be finalized at the twenty-first session of the Conference of the Parties to the UNFCCC. In so doing, they would minimize the need to manage migration and maximize the ability to stabilize the climate and promote low-carbon social and economic growth. They had to seize the opportunity to preserve natural resources, keep populations secure in their communities and minimize climate-related migration for years to come, and do so together.

66. Ms Barbut observed that many migrants were forced to move when land degradation affected their homes and livelihoods. Some relocated to forest areas, where they cleared land for agricultural use, resulting in increased deforestation and perpetuating the cycle of land degradation and forced migration. As a result, more people moved to cities, creating a perfect storm. The global population was expected to reach 9 billion by 2050, placing a severe strain on water supplies and the amount of agricultural land available. Food production was falling as a result of land degradation and desertification, leading to increased food prices. The water cycle had also been affected. By 2050, more than 5 billion people would be living in drought-affected regions and 135 million would have been displaced by desertification and land degradation. The Sahel region of Africa was particularly vulnerable in that regard. Climate change was a significant factor: rising temperatures and changing precipitation rates were already being observed and displacing millions of people. In many cases, migrants moved to areas that were unable to cope with them, leading to conflict. Such phenomena would become more common in future, so it was important to ensure effective management of temporary and permanent migration.

67. Remittances were extremely important for many countries; however, investment of those funds usually focused on sectors such as tourism, housing and infrastructure rather than on land management. UNCCD and IOM had therefore launched a project to facilitate and encourage the channelling of remittances and diaspora investments towards sustainable land management and adaptation to climate change. Proactive management of land and agriculture

could help to reduce the effects of drought, such as forced migration, and ensure food security. Such activities should not rely solely on public sector funding; the private sector and migrants themselves had an important role to play. It was more economical to help communities to properly manage their lands than it was to provide support in times of famine. It was in the interests of all to ensure that vulnerable communities were protected through efficient land management. Sustainable land management should thus be part of the post-2015 development agenda and the next agreement on climate change.

68. Mr Mena Carrasco said that environmental injustice was a key element of inequality. A survey carried out in his country had shown that 86 per cent of those questioned believed that climate change was man-made, with 78 per cent believing that it was the biggest environmental challenge faced by the world. Chile was especially vulnerable to climate change, owing to the layout of its cities, its mountain terrains, water vulnerability and the number of coastal cities. The frequency of extreme weather events was increasing and climate change was affecting a growing number of sectors, including mining and agriculture. There had been a 15 per cent decrease in the amount of precipitation, affecting water sources in the Andes. Glaciers were retreating and the natural reservoirs had been affected. As a result, Chile was in the process of developing frameworks on water rights and glacier protection. Other actions taken with regard to climate change had included the development of a national climate change adaptation plan, the establishment of an agency on biodiversity and protected areas, and the formulation of legislation on glacier protection. Chile had also instigated a tax on power generation that would be channelled into the education sector, thereby helping to reduce emissions by 11 per cent by 2030. It had also introduced a tax on cars based on fuel efficiency and emissions. Use of clean energy, such as solar power, was becoming more common, which was important for development. While energy was vital for growth, it must be sourced sustainably in order to protect future generations.

69. At the international level, momentum was building towards the signing of a new climate change agreement, which now had the support of key players such as China and the United States. Environmental justice should be promoted through access to information, with a clear explanation of the impact of climate change on communities. A regional workshop had been held in Santiago in October 2014 on the environment, climate change and migration in South America, which had a large but segregated urban population in which inequality was high. A better understanding of the interaction between migration and climate change was needed, together with a study of the social and economic drivers of migration. It was important to acknowledge that urban areas were vulnerable to climate change and land and water scarcity. Inequality and poverty made the adoption of adaptation measures difficult. That issue should be addressed at the national and regional levels.

70. The Deputy Director General acknowledged the need to develop standard terminology on the issue. IOM had worked with the European Union to build a glossary on migration, environment and climate change, which was available on the IOM website.

71. Mr Ahsan said that, while no country would be spared the impact of climate change, the poor and vulnerable countries were bearing the brunt, even though they had contributed least to global warming. In many such countries, the adverse effects of climate change were threatening the population's survival. In Bangladesh, for example, the development process was being significantly affected by rising sea levels, increased air and sea surface temperatures, greater monsoon precipitation and run-off, reduced dry season precipitation, more intense tropical storms and storm surges, floods and prolonged droughts. As a result, the food security, livelihoods and housing of millions of people were threatened, and poverty



reduction strategies were being undermined, giving rise to fear that many people would be forced to move.

72. A balance had to be struck between adaptation and mitigation in response to climate change. Bangladesh, for its part, had taken significant steps in terms of mitigation, developing its own stress-tolerant crop varieties, installing millions of solar systems in homes, and implementing its own climate change strategy and action plan. It had allocated USD 385 million of its own funds to mitigation measures, and expected the developed countries to match that effort.

73. In terms of adaptation to climate change, Bangladesh was of the view that migration was a key strategy. However, while the IPCC Fifth Assessment Report noted that it was generally agreed that climate change would trigger increased human displacement, whether people actually migrated depended on whether they had the resources needed to do so. Populations lacking the resources for planned migration were more exposed to extreme weather events and to the risk of the violent conflicts triggered by climate change. A 2011 report published by the United Kingdom Government Office for Science as part of its Foresight Project, *Migration and Global Environmental Change: Future Challenges and Opportunities*, had concluded that the common perception of migrants as a threat or risk would give rise to intractable situations characterized by increased impoverishment, displacement and irregular migration. Planned and well-governed migration, on the other hand, was a form of adaptation to climate change that would prove effective at building resilience in the long term, in particular when coupled with livelihood skills training.

74. In the ongoing debate on migration and development, Bangladesh was endeavouring to shift from a problem-focused or crisis-led approach to a more balanced framework that promoted development and migration governance, with a view to ensuring that migration was considered a part of population dynamics in the context of the post-2015 development agenda.

75. Mr Wild noted that the risk of displacement following a natural disaster had doubled in the past 40 years. While the rights of persons so displaced within their own countries were protected by the Inter-Agency Standing Committee Operational Guidelines on the Protection of Persons in Situations of Natural Disasters, people forced by natural disasters to flee abroad did not benefit from similar protection of their rights. The Nansen Initiative had been established by Switzerland and Norway in October 2012 to develop a protection programme for that group of people, who were neither refugees in the classic sense nor internally displaced persons.

76. The Nansen Initiative had organized regional consultations in parts of the world particularly affected by cross-border migration induced by natural disasters. The data obtained had shown that the realities of disaster-induced displacement varied from one region to another. In the Pacific, for example, the focus was on disaster preparedness, resilience and, in the longer term, possible population transfers. In Central America, on the other hand, the focus was on cooperation, notably to facilitate the granting of humanitarian visas.

77. In its third and final year, the Nansen Initiative would concentrate on collecting and transferring the results of the regional consultations to the protection agenda, which would be its final product. The agenda would take the form of a non-binding document reflecting consensus on the key principles relating to the protection of persons seeking refuge from natural disasters abroad. It would structure the activities to be undertaken at international, regional and national level. To date, five priorities had been identified: shared understanding

of the issues and challenges involved; best practices and instruments to better address the needs of the persons concerned; the basic principles underpinning the standards applying to the protection of displaced persons, cooperation between States and operational responses; recommendations for the roles and responsibilities of the players involved; and an action plan for the agenda's implementation.

78. The protection agenda would be presented and discussed at a global consultation conference to be held in Geneva in October 2015. It would take the form of a "toolbox" from which each region could select the principles and measures best suited to its specific situation. To have an impact on the ground, the agenda would require the support of a number of States willing to commit to it and of key partners such as IOM and UNHCR. The Initiative was therefore counting on the participation of IOM Member States at the conference.

79. In the ensuing discussion, several Member States welcomed the Organization's climate change-related activities, particularly their cross-cutting nature. Climate change was an inter-agency issue, and a number of Member States applauded IOM's collaboration with relevant bodies, including the Nansen Initiative, whose work was of particular importance, and the efforts made to reach out to affected populations and involve them in the work. Other speakers agreed that climate change was becoming a key determining factor of displacement, including internal displacement; more data on that phenomenon were vital and the signing of a memorandum of understanding between IOM and UNCCD in that regard was particularly welcome. It was important to have substantive data establishing and clarifying the link between climate change and migration and to develop ways to increase communities' resilience to extreme weather events and climate change. Several Member States also highlighted the importance of regional initiatives to address climate-related migration and provided specific examples.

80. A number of representatives drew attention to the twentieth and twenty-first sessions of the Conference of the Parties to the UNFCCC, which would be important opportunities to raise awareness of the effects of climate change on migrants and for countries to renew their commitment to addressing climate change and respond to the challenges arising in that context.

81. Referring to Ms Barbut's suggestions for the use of remittances, one representative pointed out that most remittances sent home by migrants were used to improve the livelihoods of their families and were not usually large. In addition, remittances were private funds earned by individuals; governments often had no claim to them and should not be able to channel them into specific areas without the permission of the individual concerned. Another representative asked the panellists for their opinions on the responsibility of transnational corporations in terms of climate change management, given that commercial exploitation of natural resources had contributed to the phenomenon. It would also be useful to hear more about the experiences of Chile in preventing mass migration caused by natural disasters. A third representative asked the panellists for their views on the adequacy of existing international and regional frameworks on the protection of climate migrants and what else could be done under the auspices of IOM to complement and strengthen current activities.

82. Ms Barbut explained that incentives could be used to encourage the channelling of remittances into certain areas; IOM and UNCCD were working together on an initiative in the Sahel region of Africa to build innovative financing tools in that regard. In terms of the responsibility of transnational corporations, national governments usually granted such

companies the right to carry out their activities. As such, it was the responsibility of governments to regulate private sector activity in their territories.

83. Mr Mena Carrasco said that the 2010 earthquake in Chile and subsequent tsunami had highlighted the need to bolster the capacity to respond to natural disasters; the tsunami had demonstrated the important role played by biodiversity in protecting people from such events. In response, Chile had established a national research centre on natural disasters, the mandate of which was to improve internal capacity with regard to disaster risk reduction and response and to carry out research and planning in relevant areas, such as flooding, landslides and temperature extremes.

84. Mr Wild observed that climate change and the forced migration it caused were linked to the issue of human security. The aim of the Nansen Initiative was not solely to develop a legal framework on the issue, but also to provide States with a way to undertake practical actions to improve people's resilience to climate change. Preparing communities to adapt to climate change was the first step to make migration less chaotic. It was also important to undertake measures to assist migrants during the migration process. Current legal frameworks on the issue were inadequate, principally because of their non-binding nature. In addition, application of standards was a key challenge.

85. Mr Ahsan highlighted the importance of reaching amicable settlements on disagreements related to shared natural resources, which had been achieved by Bangladesh in respect of demarcation of maritime boundaries.

86. The Deputy Director General reaffirmed IOM's commitment to enhance its action in the field of human mobility, environment and climate, and to assist, protect and empower migrants affected by climate change and environmental degradation, in cooperation with the Nansen Initiative, UNCCD and UNFCCC, inter alia.

## **KEYNOTE ADDRESS**

- **Graça Machel**, Founder, Graça Machel Trust; President, Foundation for Community Development

87. Ms Machel said that migration, although a manifestation of current developments, was a subject that divided public opinion. People had more information at their fingertips than ever before, and it was easier than ever to cross continents. Levels of freedom of choice were unprecedented: people could choose where to live and where to work, in order to best realize their aspirations. That trend would only increase, and must therefore be managed in a way that ensured equal treatment for all.

88. Although migration occurred in many directions, public concerns tended to be voiced when large movements occurred from developing to developed countries. Those concerns resulted from misperceptions and a lack of information about the benefits of diversity. It was not widely known that around 40 per cent of employment growth in developed countries was attributable to the foreign workforce. In fact, global remittance flows, including to high-income countries, had amounted to an estimated USD 529 billion in 2012. Migrants made considerable contributions to their host communities, as well as to their countries of origin. That information should be used to improve public perceptions of migration.

89. Despite its benefits, migration had laid bare some of humanity's ugliest preconceptions. Migrants often faced discrimination on grounds of race, gender, class and religion. Many suffered ill-treatment or died as a result of being moved like commodities, in spite of the sophisticated global human rights and humanitarian infrastructure put in place to protect them. In practice, human lives were worth more in some circumstances than in others. It was therefore high time for the global community to reaffirm its commitment to the principles enshrined in the Universal Declaration of Human Rights. That was particularly important in the context of the post-2015 development process.

90. Governments of the North and South alike must have the courage to adopt policies to protect the rights of migrants and to halt the thousands of deaths and disappearances at the hands of smugglers and traffickers. The conditions in which all migrants were received must be improved. Migration governance was not, however, required only in countries of destination, but also in countries of origin, where community leaders must ensure that people were made aware of the risks and realities of migration. Everyone should have the opportunity to live and thrive, and all sectors of society had a role to play in granting that opportunity. No one must be left behind.

91. In the ensuing discussion, representatives thanked Ms Machel for addressing the Council and expressed support for her call to countries to review their migration governance structures. They agreed on the need to embrace diversity and reaffirm commitment to according equal value to all human life. People would always move to seek better economic opportunities, improve their living conditions, access education and flee political persecution or conflict. Cooperation and dialogue between States were therefore essential, and particular efforts should be made to ease restrictive visa regimes.

92. Ms Machel, responding to the comments made, said she agreed that visa requirements constituted a major challenge. People would still migrate, whether they were able to obtain the requisite visa or not. The result of strict visa regimes was simply that more people would migrate illegally. Migration governance systems at national and regional level should be revisited, with an emphasis on promoting the positive aspects of migration and changing public perceptions. At the same time, better management of resources was required in countries of origin so that their citizens could thrive. In many countries, especially in Africa, civil society organizations were not engaged in the debate on migration. The topic of migration and migrants' rights should not only be on government agendas, it should also be the subject of public discussion. The principles of equality and the value of human life must be upheld, and the fears associated with migration should be challenged by society itself.

93. The Director General agreed that negative public perceptions of migration must be challenged. He thanked Ms Machel for her impassioned and comprehensive presentation, which had made a compelling case for the connection between migration and development. Honouring and saving human life must be a priority for every stakeholder.

## HIGH-LEVEL SEGMENT: POST-2015 UN DEVELOPMENT AGENDA AND MIGRATION

### Panellists

- **Peter D. Sutherland**, Special Representative of the Secretary-General of the United Nations on International Migration and Development
- **Mary Chinery-Hesse**, Friend of the African Union Panel of the Wise, former Director-General of the International Labour Organization
- **Michael Gerber**, Ambassador for Switzerland, Swiss Special Envoy for Global Sustainable Development
- **Eva Åkerman Börje**, Ambassador for Sweden, former chair of the Global Forum on Migration and Development

### Moderator

- **William Lacy Swing**, Director General, IOM

94. The Director General said that the high-level segment aimed to focus on two things: the place of migration in the post-2015 process and debate to date, and how discussions were likely to develop as the planned adoption of the post-2015 development agenda and sustainable development goals approached. As part of the post-2015 process, the Organization had been a member of the United Nations System Task Team, collaborated closely in the Global Forum on Migration and Development and the Global Migration Group and organized a range of IOM-specific activities.

95. The Organization's engagement in the post-2015 process should be driven by accountability and advocacy. It had plans to establish a monitoring framework to track progress on migration-related targets, to which end the Council should give some thought to the contribution that Member States could make by reporting baseline data on migration. The Organization was already well placed to implement the migration aspects of the post-2015 agenda, with an unmatched global presence and extensive expertise and operational capacity. The most successful Millennium Development Goals (MDGs) had been those that had garnered support from a broad range of participants, which should be borne in mind in developing new targets. A series of advocacy initiatives would be launched by IOM to strengthen the engagement of civil society, the academic community and the private sector.

96. Mr Sutherland said that, after the first High-level Dialogue on International Migration and Development, in 2006, the international community had started to acknowledge that migration was not only an enduring theme in human history, but one that must be proactively and positively shaped. Linking migration to development was not to deny the essential elements of development itself, nor to imply any reduction in the commitment to development funding. The cultural and economic ties created over millennia through migration were being upended in a world of increasing nationalism, xenophobia and economic protectionism. In the face of reluctance from some developed countries to engage fully in migration matters, the post-2015 development agenda and sustainable development goals must frame the issue of migration in a more positive and constructive way, focusing not on the quantity but on the quality of migration. People should be able to move across borders safely. The gains from migration should not be squandered but should be turned to everyone's

advantage. Migrants should be viewed not through the lens of criminality, but through the prism of universal human values.

97. Expressions of general support for migration policy in the international arena must be translated into constructive cooperation among States. With the right incentives, governments and the private sector could be encouraged to pursue policies that protected the rights of individuals, allowing them to work in decent conditions that prevented discrimination and thereby improving societies of origin and of destination. Policies should not pit States against each other or against the interests of migrants or citizens. Practical measures to reduce remittance costs, promote ethical recruitment practices and make social security benefits portable would vastly improve the lot of the world's poorest. Migrants were the most powerful agents of development. The treatment of migration in the sustainable development goals ultimately chosen would be the litmus test for the relevance of the post-2015 development agenda.

98. Ms Chinery-Hesse said that it was important to look at the impact of migration on real people, rather than simply in abstract terms. Migration offered opportunities to escape from poverty, conflict and other potentially life-threatening situations. In Africa, the picture was particularly complex. Having a family member working abroad not only conferred economic and material benefits on families in countries of origin but also improved their social standing; however, as more parents encouraged their children to migrate and the static population aged, agricultural productivity was falling. Avoiding the basic need for migration was a policy issue that should be studied and factored into the sustainable development debate. Many of those who moved to urban centres in search of work found themselves jobless in what was effectively no more than a transit camp. Rather than return home and risk losing face, they would seek opportunities elsewhere, often through informal channels. International migration should be better structured to avoid the tragedy of smuggling and trafficking.

99. Migration was not a gender-neutral phenomenon. Women who became migrants tended to be disproportionately subject to abuse and exploitation, particularly in areas such as domestic work. Conversely, in matrilineal societies, such as many of those in Africa, remittances were often sent to women, who were more likely to use them for family welfare. Reducing costs would help to ensure that the maximum amount of remittances reached beneficiaries. Gender should be taken into account in the post-2015 development agenda, as should issues peculiar to the African situation. Africa had large numbers of internally displaced persons, whose particular vulnerability was frequently overlooked. Efforts should be made to reduce involuntary internal migration.

100. As a cross-cutting topic, migration was of interest to many agencies in the field of development. IOM should ensure that its efforts were deployed to best effect, particularly through partnerships, so as to fill gaps and avoid duplication. Migration policies around the world should be consolidated and translated into action.

101. Mr Gerber said that migration was the expression of human aspirations for dignity, safety and a better future. Sustainable development could be achieved only if those aspirations were taken into account and migrants' potential to contribute to society in their countries of origin and destination was harnessed. Migration had not been included in the MDGs, despite being an important driver for development. That must change in the post-2015 development agenda. The comprehensive consultation process that had taken place to draft the new sustainable development goals had so far been inclusive and positive. That said, efforts would

still be required to ensure that those goals were not weakened in further discussions, prior to their adoption in 2015.

102. Migration was about people, their human rights and fundamental freedoms. It was the cumulative outcome of individual choices and opportunities, and of the will of people to overcome adversity. Migration contributed to poverty reduction, particularly through the transfer of remittances, which in turn worked to improve health care and education. Migration also filled gaps in labour markets. The contribution of migrants would be even greater if the cost of remittance transfers could be reduced. In that regard, innovative thinking should be promoted to allow migrants to manage their finances better, such as through the use of remittances to make direct payment for tuition fees or health-care services in countries of origin.

103. Ms Åkerman Börje said that, during its chairmanship of the Global Forum on Migration and Development, Sweden had chosen to focus on “unlocking the potential of migration” through good policy and strong partnerships. Emphasis had also been placed on the importance of building the evidence base to illustrate the enabling effects of migration on development. The inclusion of migration in the post-2015 development agenda had become a priority for the Forum under the Swedish chairmanship and had been presented in a strong and clear message by more than 50 States, international organizations and civil society during the High-level Dialogue in 2013.

104. Migrants should be recognized as enablers of development, and the protection of their rights deserved to be included in the post-2015 development agenda. To that end, the Global Forum had issued detailed recommendations on the inclusion of migration in the sustainable development goals and a number of targets had been suggested, including on preventing labour exploitation, discrimination and xenophobia, reducing the cost of remittance transfers and enhancing migrants’ access to social security. A thematic meeting on the inclusion of migration in the post-2015 development agenda would be held in February 2015.

105. During the ensuing discussion, the importance of ensuring that migration was included in the post-2015 sustainable development goals was emphasized. In that regard, vigilance would be required on the part of IOM and its Member States. International instruments should adequately meet the real needs of people, and the post-2015 agenda should reflect not only the potential vulnerability of migrants, but also the fact that they could be part of the solution. The human and economic costs of migration should be reduced to enable migrants to realize their potential as agents of change. Attention was also drawn to the link between internal migration and displacement, on the one hand, and international migration, on the other.

106. One representative pointed out that the MDGs had been even more successful than expected, leading directly to the debate on the post-2015 agenda and sustainable development goals. How could the various challenges, which in some cases went to the heart of migration law, be addressed? Another representative asked how migration could be factored into development planning in practical terms, while a third enquired what governments could do to further the cause.

107. Mr Sutherland emphasized that words must be translated into action. Progress had been made towards ensuring that migration would be included in the sustainable development

goals but more remained to be done. International consensus should not be undermined by divergences among State actors at the national level.

108. Ms Chinery-Hesse said that the negotiation process itself should not detract from the substance or the outcome thereof and that targets should be achievable. Migration could no longer be ignored within the development agenda, but advocacy remained important nonetheless. Those who would be responsible for implementing the post-2015 development agenda should be involved in formulating it so that they could champion migration issues at national level.

109. Ms Åkerman Börje said that effective coordination among governments and between organizations based in Geneva and New York would contribute to the success of negotiations on the post-2015 development agenda. Regional economic and political integration organizations should ensure that migration was included in their common positions on development policy. Migration should also be part of implementation activities.

110. Mr Gerber underlined the need for specific targets. The momentum developed at international level must be maintained as implementation began at national level so as to ensure that migration was integrated into all aspects of national development strategies.

111. The representative of Turkey, the current chair of the Global Forum on Migration and Development, reiterated the importance of including migration in the post-2015 development agenda. Her Government was determined to build on the momentum generated during the Swedish chairmanship of the Forum.

112. The Director General stressed the need for positions to be expressed consistently in different international forums and for continued vigilance in negotiating the final outcome document of the post-2015 development process and ensuring that migration issues were included. The Organization stood ready to assist in any way it could.

## **PRESENTATION: MIGRATION RESEARCH AND TRAINING CENTRE**

113. Mr Jang Joon-oh, Director of the Migration Research and Training Centre, Republic of Korea, explained that the number of foreign residents in the Republic had increased significantly in the previous two decades. In the 1960s and 1970s, the Republic of Korea had been a major country of origin for migration, not a destination; the turning point had been the hosting of the Olympic Games in 1988, which had led to rapid economic growth and the need for more foreign workers. Government programmes had been introduced to facilitate labour migration and to help men from rural areas find spouses through immigration for marriage. At present, the Republic of Korea faced a new challenge: the combination of an extremely low birth rate and a super-ageing population. In order to ensure economic prosperity, new migration policies were required. Current migration policies focused on the social integration of migrants, facilitation of employment through an employment permit system, and assistance to refugees.

114. The shift from being a country of origin to one of destination had produced a number of challenges, which the Migration Research and Training Centre had been established to address. The Centre conducted surveys on migration issues, analysed national and regional migration data and conducted numerous training activities, mainly for migration policy specialists, including government officials, policymakers and academics. It was interested in



developing public–private partnerships to enhance its research and training activities; in that vein, in 2015 a cooperation project would be launched between the Association of Southeast Asian Nations and the Republic of Korea, in collaboration with IOM. The Centre also planned to launch an online training platform for migration officials from Asian countries.

115. The Director General, highlighting the importance of partnerships, said that the IOM Regional Office for Asia and the Pacific stood ready to establish a partnership with the Centre in order to develop joint projects on relevant issues.

## **MIGRANTS' VOICES**

### **Panellists**

- **Jasmine Lee**, Member of the National Assembly, Republic of Korea
- **Cécile Kyenge**, Member of the European Parliament, Italy
- **Ulrike Helene Zamudio**, master's student of human geography, Norway
- **Yurika Tsuda Moribe**, clinical psychologist, Japan

### **Moderator**

- **Leonard Doyle**, IOM Spokesperson

116. The moderator said that the panel would focus on the transition from being a migrant to becoming part of a diaspora and how migrants coped with the negative perceptions about them and the growing political impact those perceptions were having worldwide. He introduced the panellists, two of whom were migrants themselves, and two of whom were the children of migrants who had appeared on the 2013 Migrants' Voices panel.

117. Ms Lee's first experience of migration had been in her native Philippines, when her family had left the city for the provinces. The tough lessons she had learned then had stood her in good stead when she had migrated to the Republic of Korea as an adult to marry. After her marriage, she had taught herself Korean but had at the same time been prompted to learn more about the culture she had been born into. She had also decided to look for work, an endeavour in which she had been greatly aided by the fact that she had become trilingual. That, together with her new self-knowledge, had resulted in her working on television documentaries that required a clear understanding of both cultures.

118. On her arrival in the Republic of Korea, she had been regarded simply as a foreigner, as something of a curiosity. Later, when the country had started receiving an influx of migrant brides and workers, negative perceptions of foreigners had begun to emerge. As the numbers of international marriages had grown, a new word had been coined: *damunhwa*, the Korean equivalent of "multiculturalism". Initially that had been a positive development, with multicultural families benefiting from targeted policies, support centres and welfare payments. The media, however, had tended to highlight the problems faced by such families and so had stereotyped them as underprivileged, poor and problematic.

119. To counter those stereotypes, she had become involved in media programmes showing that migrants and multicultural families, far from being merely welfare beneficiaries, could be agents of the country's growth and productive members of society. She had helped

found a network, the Waterdrop Society of Korea, to promote cultural exchanges and had organized events to help people in need. As interest in multiculturalism had grown, she had started lecturing about her experience in the country and abroad, at schools and universities, for the general public, educators and government employees, even at the seat of government. She had been asked by government ministries to sit on their policy advisory committees and to run for a seat on the local council, but her interest at the time had been, not in politics, but in the drive to give migrants a voice.

120. That drive had resulted in migrants being offered the first opportunities to work in government, and in 2010 a marriage migrant from Mongolia had become the first migrant elected to a local council. Ms Lee had lost her husband the same year and, although devastated, and much for the sake of her children, had decided to remain in the Republic of Korea and had resumed her media activities. She had appeared in a successful film prompting people to think about multiculturalism and the plight of foreigners in the country. Asked again to stand for election, that time to the National Assembly, she had accepted.

121. As a result of her involvement in politics, she had come to embody multiculturalism and had thus been placed at the forefront in the battle with anti-immigrant groups. She had decided to meet with such groups, and their reactions had confirmed the wisdom of her decision. As a member of the National Assembly, she engaged in advocacy on a wide range of issues – multiculturalism, domestic violence, labour, the environment, “comfort women”, defectors, persons with disabilities. She had established the Multicultural Society Forum, a group of like-minded National Assembly members interested in forging relevant and sustainable policies for a multicultural Republic of Korea. She had also founded the Dream School, to help migrant brides find their own spot in society and fulfil their dreams, as she was fulfilling hers.

122. Ms Kyenge had been born in the Democratic Republic of the Congo and had only been able to fulfil her dream of becoming a doctor when she had obtained a scholarship to study in Italy. Her first years in Italy had been difficult: she had had to learn the language and work to survive, and had also suffered from loneliness. She had found it difficult to integrate given the absence of a migrant reception policy and of places where migrants could meet with local inhabitants. The value of such meeting places continued to be underestimated, and the trend was instead to build more and more detention centres. As a result, migrants found themselves locked behind bars rather than in centres open to the population.

123. After finishing her medical studies, she had been unable to return to her country of origin as planned because of the armed conflicts that had broken out there. At the same time, Italian law did not allow her to convert her student permit into a work permit unless she returned home, and even then did not guarantee that she would be able to come back to Italy. It was only thanks to a mass regularization of migrants that she had finally been able to start working in her chosen profession. She had still been denied access to public sector jobs because she was not an Italian citizen. She had initially not wished to change nationality for fear of losing her identity and her roots, but had ultimately realized that her life was in Italy and had therefore been able to take that very difficult step.

124. She had subsequently forged a strong link between her profession and the social sector, and that had led her to politics. She had been elected as a member of parliament, was later appointed as the Minister of Integration and was currently a member of the European Parliament. She had started out feeling that it was somewhat demeaning for a migrant to deal

only with migration issues, but had come to realize that those issues were at the centre of all political debates, whether on labour, education, the environment or foreign policy.

125. As a member of the European Parliament she was working to review the Common European Asylum System, which could not, in fact, be defined as “common”; unfortunately, the 28 European Union Member States did not have the same goals in that respect. Having witnessed the tragic events in Lampedusa while Minister of Integration, she also hoped to find a better successor to the Mare Nostrum project than Frontex’s Operation Triton, one that looked beyond emergency response to long-term policy, and to review the Dublin Regulation, which in her view blocked many people from reaching Europe. She was working to create humanitarian corridors and hoped in that respect to benefit from the help of humanitarian organizations such as IOM and UNHCR.

126. She was also working to stir collective awareness at the European Parliament of hate speech and incitement to violence, discrimination and hatred. She had first acted on the matter as Minister of Integration, with the Rome Declaration on Racism, and was currently setting up a European Parliament working group on the fight against racism and xenophobia. The overarching aim was to depict diversity as an added value and not a fault. She herself continued to be a victim of hate speech, including from senior government officials; she was covered by a protection programme in Italy and was constantly accompanied by bodyguards.

127. Lastly, as co-chair of the ACP-EU Joint Parliamentary Assembly Women's Forum, she stressed the importance of education, training and capacity-building for women, so as to build a class of women leaders who would act, not as victims, but as persons able to take responsibility for their lives.

128. Ms Tsuda Moribe explained that, as the Japan-born child of a Japanese father and a Filipina mother, she always had difficulty defining where her home was, even though she had Japanese nationality and had lost her Philippine citizenship at the age of 20. Japan, contrary to a common misconception, was a multi-ethnic country with a number of different indigenous peoples and numerous immigrants, principally from Asian and Latin American countries. Growing up she had struggled to talk about her Philippine background; although Japanese was her first language and Japan was her home, she had never felt 100 per cent Japanese, a feeling which was exacerbated by the remarks and jokes about foreigners that were often directed at her. Negative stereotypes of Filipinos had persisted since the time her mother had first arrived in Japan: those of poverty, street children and Filipinas as entertainers. Yet Philippine culture was not foreign to her, causing internal conflict as to who she was. She had grown up feeling caught between two cultures and societies. As a teenager, then living in the United States, she had decided to return to both Japan and the Philippines alone; that experience had enabled her to feel more comfortable with both cultures and had shown her that the concept of home was less important than the love and trust of the people around her. That belief had heightened her desire to help others, particularly other migrants and their families, who faced a number of difficult challenges and usually lacked a strong support system. Her multicultural background allowed her to draw on her own experiences to help others.

129. Ms Zamudio explained that she was the child of two migrants from different countries who lived in a third; her mother was from Peru and her father from Chile and she had been born and raised in Norway. As a child of migrants, she had noticed that her parents’ perspective on the situation was very different to her own. For her parents, there had been a much clearer distinction of “us” and “them”, compounded by the language barrier, whereas

she had learned Norwegian from birth and was more knowledgeable about national quirks and norms. In childhood, she had not been aware of any racism or xenophobia, but as she had grown older she had become aware that other Norwegians did not see her as completely Norwegian because of her ethnic background. When asked where she was from, the response that she was from Oslo was often met with irritation and a second question about where she was really from. That ascribing of identity based on ethnic background, which was mainly appearance-related, often felt like racism. In addition, she often felt that she needed to justify why she acted Norwegian, both to Norwegians themselves and to family in Latin America. She was currently writing a research thesis for her Master's degree on the meaning of "home" for internally displaced women in Colombia. Her interest in the topic had stemmed from her experiences as the child of migrants and the mismatch between her view of her world and the view of other people of how her world should be. Migration did not have to be dramatic or involve crossing oceans to have a big impact on a person's sense of self. She hoped that her work would contribute to better understanding of migrants and migration.

130. In the ensuing discussion, several representatives thanked the Administration for having made it possible for the panellists to share their stories, which were moving and fascinating in the extreme. One suggested that the presentations be made available to a wider audience. The Chairperson suggested that the Administration consider inviting North-South migrants to participate in future Migrants' Voices panels.

131. One delegate said that the fight against xenophobia should be the guiding principle underpinning all the instruments and acts of law being developed by the States, both domestically and in international forums, in particular with regard to the post-2015 development agenda. The challenge was to implement that principle in practice. Given that insulting behaviour and denial of basic rights started in schools, the first step to preventing xenophobia at the top was to educate school-age children not to discriminate against others.

132. Ms Lee agreed. One of the first bills she had sponsored as a member of the National Assembly had promoted enhanced understanding of multiculturalism in schools. It was particularly important for countries receiving migrants for the first time to educate children about discrimination and prejudices. It was also important for governments to support migrant communities and for migrants themselves to have the opportunity to project a good image of themselves.

133. Ms Zamudio added that xenophobic attitudes had, in her experience, become more subtle in nature. Questions about her origins betrayed xenophobic reactions to her appearance; friends who were the children of migrants from European countries were not asked the same questions.

134. One delegate asked whether the panellists' status as women had complicated or simplified their experience as migrants, and how.

135. Ms Lee said that, in her case, the fact that she was a woman had worked in her favour. Indeed, since over 80 per cent of migrants to the Republic of Korea were brides and therefore women, women had benefited most when given the opportunity to express themselves or work. For Ms Kyenge, however, her status as a woman had been a complicating factor. As a woman, a black woman, and a black African woman she had broken all manner of taboos and continued to pay the price.

136. Another delegate asked Ms Kyenge whether she had noticed, in the course of her various activities, any change in the image of migration in general and of African migrants in particular.

137. Ms Kyenge had not noticed any real change. Indeed, she had been prompted to form the European Parliament working group because she had encountered the same difficulties there as in the Italian Parliament. Immigration continued to foster fear because migrants were seen as delinquents. Her political group and others were working to change the approach to immigration and to promote a common policy on migrant reception based on the Treaty of the European Union, namely on solidarity and the shared responsibility of the 28 Member States. That policy should consider migrants as a resource and not a problem, and provide a path to citizenship: unless people had an identity it was difficult for them to integrate.

138. One delegate asked the panellists what they thought needed to be done to ensure that migrants and their families were integrated in their host countries.

139. Ms Kyenge replied that the policy to date in many host countries had been to house migrants in what were tantamount to “ghettos”, namely communities closed in on themselves. That deprived the migrants and the local community of direct contact with each other and reinforced stereotypes. Good integration also required local institutions and instruments that enhanced migrants’ understanding of the host country and its laws and language.

140. The moderator added that IOM would be launching a social media campaign in 2015, “Migrants Contribute”, to change the perception of migrants. Every country would be asked to produce a list of its migrant heroes, namely people who were living abroad and had made a serious contribution to human endeavour.

## **GENERAL DEBATE<sup>4</sup>**

141. Statements were made by the following Member States listed in alphabetical order: Algeria, Australia, Austria, Bahamas, Bangladesh, Belgium, Benin, Botswana (for the African Group and in its own name), Brazil, Burkina Faso, Canada, Chad, Chile (for the Group of Latin American and Caribbean States and in its own name), Colombia, Costa Rica, Côte d’Ivoire, Ecuador, Egypt, El Salvador, Ethiopia, Fiji, France, Germany, Ghana, Greece, Guatemala, Holy See, Honduras, Hungary, India, Iran (Islamic Republic of), Ireland, Israel, Italy, Japan, Jordan, Kenya, Kyrgyzstan, Latvia, Lesotho, Lithuania, Mali, Malta, Mexico, Morocco, Mozambique, Namibia, Nepal, Netherlands, New Zealand, Nigeria, Pakistan, Panama, Peru, Philippines, Poland, Portugal, Republic of Korea, Republic of Moldova, Rwanda, Senegal, Serbia, Sierra Leone, South Africa, Spain, Sri Lanka, Sudan, Sweden, Switzerland, Thailand, the former Yugoslav Republic of Macedonia, Togo, Trinidad and Tobago, Tunisia, Turkey (for the Global Forum on Migration and Development and in its own name), Turkmenistan, Ukraine, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela (Bolivarian Republic of), Yemen, Zambia and Zimbabwe.

142. Statements were made by the following observers: the African Union, China, the European Union, the International Catholic Migration Commission, the Organisation of

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<sup>4</sup> Texts of statements, as and if received from the members and observers, and of the Director General’s concluding remarks are accessible on the IOM website at [www.iom.int](http://www.iom.int).

Islamic Cooperation, the Parliamentary Assembly of the Union for the Mediterranean, the Russian Federation, Save the Children, Universal Postal Union, the Sovereign Order of Malta and Terre des Hommes.

143. A warm welcome was extended to the new Member State and the unprecedented number of new observers joining the IOM family. It was particularly heartening to see so many United Nations agencies among the observers.

144. Many speakers paid tribute to the members of IOM's staff, 95 per cent of whom worked in the Field in what were often very difficult circumstances and at great personal risk. IOM's efforts to improve staff security were commended, but the Organization nevertheless had to work harder to achieve gender balance at the senior manager level. Given the advantage of having staff with better knowledge and expertise of local situations, it should also do more to improve geographical representativity among international staff.

145. Many speakers, including several regional groups, stressed the importance of ensuring that the linkage between migration and development was well established in the post-2015 sustainable development goals, and accompanied by appropriate targets and indicators. Migration was key to poverty eradication and development, and IOM's role in helping to highlight that linkage, at platforms such as the Global Forum on Migration and Development, was greatly appreciated.

146. It was widely acknowledged that IOM often worked in difficult circumstances and played a pivotal part in providing a swift and effective response in humanitarian crises. Extraordinary demands had been placed on its services in 2014, including during four Level 3 humanitarian crises (in the Central African Republic, Iraq, South Sudan and the Syrian Arab Republic). Its activities in favour of the victims of the Ebola virus disease outbreak in West Africa had been equally impressive; those activities undeniably fell within IOM's mandate, as the outbreak could give rise to an unparalleled migration crisis. The Organization could do more, however, to reduce the stigma and sensationalism attached to the disease. Moreover, as one delegate pointed out, while many countries relied on IOM for assistance to evacuate and help their citizens in crisis situations, it needed a clear strategy for its engagement, based on complementarity and value added and to ensure principled and coherent action.

147. The representative of the Republic of Korea announced his Government's intention to make a voluntary contribution of USD 500,000 to support IOM's activities in Iraq.

148. Given the importance of a comprehensive migration governance approach, and in view of the challenges facing the Organization, several delegations welcomed the Administration's decision to develop a migration governance framework, which would provide a blueprint for the efficient and effective management of migration.

149. Several delegates welcomed the progress report on the budget-strengthening plan. One of them expressed the hope that the reform measures would further strengthen the Administration while maintaining a lean structure at Headquarters; another expressed concern that the increase in the core budget would be insufficient to strengthen the capacity of key functions such as financial management, oversight and internal control. Another delegate stressed the need to strengthen management and oversight functions, a task that would require patience, a strong vision and clear benchmarks.

150. In the view of numerous delegates, IOM contributed immensely to the search for practical solutions to migration problems, with innovative approaches such as the International Recruitment Integrity System (IRIS) to improve recruitment procedures and its partnership with the Universal Postal Union to reduce remittance costs. One observer pointed out that post offices were ideally placed to offer affordable financial services because they were located everywhere, even in the remotest areas. Another pointed out that ethical recruitment practices would help address issues of forced labour and human trafficking.

151. Two representatives, referring to the discussions of the Working Group on IOM–UN Relations and the IOM Strategy, encouraged a coherent approach to promoting partnership between the two institutions in Geneva and New York. Another suggested that consideration should be given to whether it would be more effective for the Working Group to focus on IOM–UN relations exclusively. Given IOM’s contribution to humanitarian response, closer coordination with the United Nations system was essential, and IOM–UN relations should therefore be strengthened, but with an emphasis on avoiding duplication. Several representatives endorsed the Director General’s intention to engage in non-binding and informal senior-level contacts with the United Nations Secretariat in New York on the matter, which would work in favour of greater efficiency and effectiveness, and asked to be kept informed of developments in that regard. It was important to ensure that IOM’s expertise and leadership on migration issues was recognized, regardless of the precise nature of its relationship with the United Nations, in order to guarantee that its “comparative advantage”, namely its independence, flexibility and operational capacity, was maintained. It was also important to assess the potential impact of any decisions on migrants themselves. Two Member States expressed the hope that the Working Group would wind up its deliberations in 2015.

152. Several representatives described national and regional initiatives to combat human trafficking and people smuggling. The international community as a whole should spare no effort to stop such grave violations of human rights, which had to be addressed holistically, with full respect for the principles of burden-sharing and solidarity. IOM’s efforts to work with national governments to address those issues, including through preventive action, were to be applauded.

153. Widespread agreement was expressed with the Director General’s views on the need to change the public perception of migrants and to promote tolerance, although it was suggested by one Member State that IOM could do more to fight racism, xenophobia and discrimination. IOM’s decision to address harmful rhetoric with evidence was vital in undercutting attempts to dehumanize irregular migrants and deprive them of the full protection of the law, especially in the context of rising intercultural tensions. Migrants should not be criminalized; they should be regarded as people with rights and duties. The “Migrants Contribute” campaign was welcomed as a means of changing the current negative narrative on migrants and underscoring the positive contributions they made to societies the world over.

154. The Director General acknowledged that IOM staff often worked in stressful and difficult situations, and welcomed the supportive comments made about their dedication and hard work. Gender equality and geographical balance in staffing were constant challenges, and he was grateful for the Member States’ support in that respect.

155. He expressed appreciation for Member States’ efforts to integrate migrants, respond to humanitarian crises and combat people smuggling, all of which IOM would continue to

support. By the same token, the Organization was grateful to be able to count on the Member States' support in humanitarian crises. IOM's response to the Ebola virus disease outbreak was a case in point. Although its activities in that respect had placed the Organization under considerable strain, it never hesitated to act in such pioneering areas, while recognizing the need not to take on more than it could handle. That being said, governments with nationals stranded anywhere in the world should call on IOM first, as it had offices even in outlying areas and could often be of help.

156. The migration governance framework being developed by the Administration was essentially intended to be a companion piece to the Migration Crisis Operational Framework and would probably be submitted to Council for approval in 2015. He agreed that care had to be taken to protect IOM's operational effectiveness and flexibility in any decision regarding IOM–UN relations.

157. During the general debate, one Observer State exercised its right of reply in response to the statement made by a Member State, which was subsequently also granted a right of reply.

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

158. The Council adopted Resolution No. 1292 of 28 November 2014 on its next regular session, which was tentatively scheduled for November or December 2015. The Sixteenth and Seventeenth Sessions of the Standing Committee on Programmes and Finance were provisionally scheduled for early July and late October 2015, respectively.

#### **CLOSURE OF THE SESSION**

159. After the Director General's brief closing remarks, the Chairperson drew particular attention to the two high-level panels, on migration, the environment and climate and the post-2015 development agenda, respectively, and to the Migrants' Voices panel, which had highlighted the need to emphasize the positive sides of migration. The general debate had focussed on a number of important matters, such as protection of the human rights of migrants, the need to change the negative perceptions of migrants and the importance of recognizing the key role played by IOM as the only organization active in all areas of migration. In the light of ongoing discussions on IOM–UN relations, Member States should work to ensure that the Organization maintained its lead role in migration management, both at the policy and operational levels. It would also be important to further strengthen internal controls and oversight within IOM. He declared the 105th Session of the Council closed on Friday, 28 November 2014, at 5.20 p.m.