



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

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**DIRECTOR GENERAL'S REPORT TO THE
103RD SESSION OF THE COUNCIL**

**Continuity, coherence and change – Guideposts to dignified, orderly, safe and
humane mobility**

Mr William Lacy Swing

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Geneva

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I. SETTING THE SCENE

1. At the Special Session of the Council in June, I announced my intention to pursue three objectives in the mandate period before us, namely: continuity in those matters that have stood the Organization in good stead; coherence with other actors on the regional and global stages in arriving at larger understandings and cooperation on migration matters; and change where this is needed and possible. This annual report, which is my personal status report on the Administration's accountability and perspective, represents my first elaboration of this theme of continuity, coherence and change and, as such, is designed to elicit your views on this theme to guide us forward in the five years ahead.

2. Since the 101st Session of the Council, we have witnessed a year marked by significant "highs" and "lows". The sum of these would appear to have ushered the question of human mobility into a potential watershed period in the global debate on migration governance. In an era in which more people than ever before are living outside their native country, migration continues to grow in terms of the importance that governments attach to it; nonetheless, for a minority, migration remains an intractable issue rather than a possible element of the solution to the demographic and labour concerns affecting their search for sustainable, inclusive growth.

3. IOM, with 97 per cent of its staff on the ground, remains, and shall continue to be, a quintessentially Field-based organization. In this sense, we share with the International Committee of the Red Cross its principle of "proximity", that is being at any given time as close as possible to migrants and Member States in order to meet their legitimate needs.

Significant "highs" during the year

United Nations High-level Dialogue on International Migration and Development

4. The 2013 High-level Dialogue on International Migration and Development, held on 3 and 4 October, was only the second time that the United Nations General Assembly formally considered the question of migration. This in itself is indicative of the sensitive nature of the issue, the tension between national sovereignty and individual freedoms, and a gradual awakening of governments to the link between migration and national and regional development planning.

5. Seven years after the first High-level Dialogue, which took place in 2006, this year's High-level Dialogue was quite remarkable for a number of reasons, most notably the large degree of convergence on key issues. I shall elaborate on the High-level Dialogue outcomes in greater detail under the rubric "coherence".

6. The challenge now before IOM, the Global Migration Group (GMG) and the Global Forum on Migration and Development (GFMD) will be to turn words into action. IOM has already begun its follow-up, and I met last month with the United Nations System High-level

Committee on Programmes to begin discussing the way forward. The issue at present is that the High-level Dialogue Declaration did not specify any mechanism or focal point for coordinating and implementing the good work of the High-level Dialogue, an issue on which we are already engaged in seeking a solution.

Diaspora Ministerial Conference

7. The Diaspora Ministerial Conference was the first of its kind – one at which high-level delegations shared their experiences, lessons learned and best practices in order to identify more effective means of engaging, enabling and empowering diaspora communities and to promote them as development actors in both their host and home communities. The Conference was remarkably well attended – 653 participants in all, of which there were 548 government delegates, including 55 ministers and senior-level government officials, along with 49 international organization representatives, 38 non-governmental organization representatives and seven journalists. Both the Conference and the publication of the conference proceedings were a further IOM contribution to preparations for the High-level Dialogue.

8. The Diaspora Ministerial Conference resonated so positively with participants that many suggested that IOM hold such global conferences regularly. As a result, the Administration is considering the possibility of alternating between a standard International Dialogue on Migration format of two annual workshops one year; and the alternate year a global ministerial conference. Under this scenario, the next such ministerial conference would be in 2015. The theme that we are considering, and to which the next World Migration Report in 2015 will be devoted, is “Migrants and cities”.

United Nations post-2015 development agenda

9. The year 2013 was also significant for migration challenges as IOM and many partners pressed for the inclusion of migration and development in the United Nations post-2015 development agenda – a priority that did not make it into the Millennium Development Goals, which have the target date of 2015. Much of IOM’s work was devoted to participation in the United Nations system’s extensive consultations and subsequent formulation of its vision for post-2015, including that of the High-level Panel of Eminent Persons on the Post-2015 Development Agenda. IOM was given a central role in the areas in which migration is most relevant, namely in population dynamics and the formulation of a global partnership for development. In this connection, IOM authored or co-authored numerous background materials on the role of migration and human mobility in the new development agenda within the United Nations System Task Team on the Post-2015 Development Agenda, in which we are a member. IOM also co-organized with the United Nations Population Fund (UNFPA), one of our traditional partners, the Global Thematic Consultation on Population Dynamics in the Post-2015 Development Agenda, held in Dhaka, Bangladesh, in March this year. The Organization also published in September an edition of essays on the evidence supporting migration’s relevance for the post-2015 agenda, including the first formulations of how migration could fit into new sustainable development goals.

IOM evolution

10. IOM, which began as a provisional committee that was supposed to disband after achieving its mandate of assisting those displaced by the ravages of the Second World War, continues to go on from strength to strength. This was particularly the case this past year.

11. With the new members welcomed today, IOM now has 155 Member States; and the Organization is more relevant than ever, with increasing access, respect and support. For example, this year, was the first time an IOM Director General was invited to a meeting of the United Nations System Chief Executives Board for Coordination and its High-level Committee on Programmes; the Deputy Director General was invited to meetings of the High-level Committee on Management; and the first IOM senior staff member was appointed as a United Nations Resident Coordinator, a post that she assumed last month in Belgrade.

Significant “lows” during the year

Armed attack on IOM Kabul

12. The attack on the IOM compound in Kabul on 24 May resulted in the death of a selfless IOM international staff member, who later succumbed to wounds sustained in the attack; she was one of IOM’s finest. She was highly professional and totally dedicated to public service, taking on the toughest and most dangerous postings, and was immensely popular and respected. Her service and human qualities were recognized when the Italian President bestowed upon her posthumously one of Italy’s highest awards, the Grand Cross of Honour of the Order of the Star of Italy, at a ceremony in Rome that I was privileged to attend alongside her family in October. Additionally, the attack provoked injuries to several others and the destruction of the IOM Kabul compound.

Continuing rise in anti-migrant sentiment

13. The rise in anti-migrant sentiment is reflected in national laws criminalizing irregular migrants; tightened visa regimes; insufficient legal migration alternatives; and in general overly restrictive migration policies.

Multiple complex humanitarian emergencies

14. The year 2013 followed the pattern of the twenty-first century thus far, namely an unbroken series of major complex humanitarian crises. These included:

- (a) Natural disasters such as the super typhoon *Haiyan* in the Philippines this month, the tsunami in Japan in 2011 and the Haiti earthquake in 2010;
- (b) Political upheavals, including in Libya in 2011, the Syrian Arab Republic and Mali in 2012 and the Central African Republic this year, not to speak of ongoing, unresolved armed conflict in other areas;
- (c) Slow-onset environmental and climate change occurrences, which are already threatening low-lying coastal areas of many island States and others.

15. These numerous crises are causing major population displacement, forcing migrants to leave home, in desperation and often unprepared for what awaits them.

16. Having just returned from the Philippines, and earlier from Malta and Lampedusa, I am acutely aware of this tumultuous, unpredictable activity, which causes great human suffering and loss of life, and also poses a major challenge for governments.

17. The multiplicity of these disasters may account, at least in part, for the stark reality that there has been little sustaining quality to most of the interventions of the international community in response to these events. Therefore, a central question is posed as the World Humanitarian Summit, to take place in 2016, approaches: How are we, as an international community, going to summon the political will and commensurate resources to deal with these multiple complex emergencies in a sustained, holistic, long-term manner?

18. For our part, the increasing scope and scale of crises have illustrated clear operational gaps and challenges to the provision of adequate assistance and protection to all those a crisis affects. Building on our concept of complex migration crises and on earlier engagement with the IOM membership on the migration dimensions of crises as a growing challenge for crisis response, the Administration produced a policy paper entitled Migration consequences of complex crises: Institutional and operational responses. The paper makes the link between migration and humanitarian approaches and clarifies some of the ways in which IOM is prepared to assist States in providing inclusive, efficient and predictable responses, with care to particular needs according to the various phases of a crisis and core management needs.

Loss of life at sea in the course of irregular maritime migration

19. The latest tragic events of October 2013 in the waters between Libya, Malta and Italy have drawn renewed attention to migrants – including refugees, asylum-seekers, victims of human trafficking and unaccompanied minors – drowning in the Mediterranean Sea as they attempt to make their way to Europe on unseaworthy vessels operated by smuggling and trafficking syndicates. These complex, mixed flows across the Mediterranean – and the Red Sea, the Indian Ocean and the Caribbean – comprise diverse groups of migrants who may fall outside established international legal principles of *non-refoulement* and protection and are, as such, particularly vulnerable.

20. Thousands of lives are lost every year as migrants make their way across the high seas and deserts – in “survival migration”. The top priority for all governments and policymakers, in these instances, must be to save life. These mixed flows, more often than not arranged by human traffickers, represent an entire range of migrants, from refugees to economic migrants. New international understandings are urgently needed, and we have strongly recommended that international consultations be engaged to discuss new policies to avoid further massive loss of life along the migratory routes of the world.

21. IOM recognizes the significant pressure on the response capacities of Member States at the southern borders of the European Union (EU) with regard to search and rescue at sea, reception, processing asylum claims, responding to the needs of vulnerable groups, and addressing irregular migration. IOM is prepared to support Member States with much-needed expertise and operational capacity. Following my visit to Lampedusa and Malta, IOM submitted to the EU and its Member States a discussion paper entitled Addressing complex migration flows and upholding the rights of migrants along the central Mediterranean route;

the paper makes suggestions for immediate actions in the EU and regions of transit and origin and priority policy issues along the central Mediterranean migration route.

Unaccompanied minors and large-scale global youth unemployment

22. These trends are rapidly growing, especially in the global South and have now become global trends. The underlying reasons behind the trends of unaccompanied minors and irregular youth migrants are varied and often complex. These include reunification with family; search for labour and livelihood opportunities; and insecurity and violence in countries of origin. Given unaccompanied minors' vulnerability all along the migratory route and even after arrival, IOM is encouraging all countries to take specific ameliorative measures to assist these vulnerable youth.

Unprecedented phenomena

23. In sum, as we review the past 12 months, it would appear that we are living in an era of several unprecedented and partially contradictory phenomena, namely:

- (a) Numerically unprecedented human mobility;
- (b) Multiple complex humanitarian emergencies, with widespread forced migration;
- (c) An increasing wave of anti-migrant and anti-foreign sentiment.

The way forward

24. IOM believes that the way forward in the midst of this turbulence is in three steps:

- (a) To continue the "high-road" policies we have been pursuing with your support;
- (b) To seek ever-greater coordination, cooperation and synergies with all other actors in the field of migration and human mobility;
- (c) To innovate wherever and whenever appropriate and where likely to result in more dignified, orderly, safe and humane migration.

II. CONTINUITY

Proprietorship

25. In pursuit of the strategic priority of Member State ownership of the Organization, I congratulate you, the Member States, for continuing to expand your interest and engagement in your organization.

26. The Working Group on Budget Reform, which was established three years ago, continues to do stellar work, especially under the dynamic chairmanship of our Rapporteur, Ambassador Bertrand de Crombrughe. I welcome the continuation of the Working Group in the foreseeable future to explore ways and means to ensure adequate coverage of the core structure.

27. Working Group on IOM–UN relations and the 12-point Strategy: Similarly, you have taken it upon yourselves to establish a Working Group on IOM–UN relations and the 12-point Strategy. This undertaking is, as it should be, for determining whether you are satisfied that the current status of both falls under the prerogatives of Member States.

28. Let me make the Administration's position absolutely clear: the Administration is neutral on the question of IOM–UN relations out of full respect for your sovereign right to determine what that relationship should be, as you have done in the past. The Administration has no position other than yours and has no agenda in the matter. We shall, therefore, not be a member of the Working Group; we shall, of course, be available for consultation at the technical level should the Working Group wish to have information from us on this question.

Partnerships

Public-sector partnerships

- *New observers*

29. The Administration has persisted in its efforts to gain more partners in addressing migration challenges and to strengthen existing partnerships. In this regard, we are very pleased to welcome several new observers at this session of the Council. As we are already working well with others within the United Nations system in particular, we have sometimes failed to formalize these relations by inviting these partners to become IOM observers.

- *Regional Economic Communities*

30. We have regularly reached out to, and taken an active part in the meetings of, the various regional groupings both abroad and in Geneva, including the various Regional Economic Communities (in Africa, for example, all of the Regional Economic Communities are IOM observers). Either I or the Deputy Director General attends all summits of the various geographical organizations (African Union, EU, Organization of American States, Organization of Islamic Cooperation, among others). This year was a special year, with the 50th anniversary celebration of the Organization of African Unity/African Union which I had the honour to attend. I also took part in the fifth Tokyo International Conference on African Development, held in Yokohama, which marked the Conference's 20th anniversary. IOM was granted consultative observer status by the Ibero-American Conference at the XXIII Latin American Summit of Heads of State and Government, and I was asked to be the lecturer at the Organization of American States' annual lecture series.

- *Civil society organizations*

31. Relations with civil society organizations have also expanded and become more regular, although much remains to be done. An annual senior-level consultation between civil society organizations and IOM brings us together around the major migration issues and concerns of the day, and all our Regional Offices – as extensions of Headquarters in Geneva – have been instructed to conduct similar regular briefings and consultations. The Administration is committed to continue reaching out to civil society in the interest of transparency, dialogue, cooperation and partnership.

Public-private partnerships

32. I am pleased to report on important progress in this key matter in the areas outlined below.

- *VFS-IOM Visa Application Centres*

33. Visa application centre services fall within IOM's constitutional mandate to facilitate humane and orderly migration, and link to the 12-point Strategy with regard to the provision of secure, reliable and cost-effective services to persons who require international migration assistance. IOM aims to protect applicants from often unscrupulous visa brokers and to limit the need to travel abroad to submit an application and enrol biometrics.

34. In November 2012, under a unique public-private partnership with VFS Global – a leading visa application centre service provider – IOM was designated to establish and operate 48 visa application centres on behalf of Citizenship and Immigration Canada and the Public Works and Government Services Canada. Under this partnership arrangement with VFS Global, IOM has so far established visa application centres in more than 40 countries, with all centres scheduled to be operational by December 2013. IOM is expected to process more than 80,000 applications per year, with centres located across all continents, primarily in the developing world.

35. In August 2013, under the same public-private partnership with VFS Global, IOM was designated to establish a further 11 visa application centres in South and Central America and the Caribbean for the Government of the United Kingdom. These centres are expected to process approximately 35,000 applications per year. All UK visa application centres have a biometric enrolment requirement, and IOM will also facilitate these services.

- *Gallup World Poll*

36. The *World Migration Report 2013: Migrant Well-being and Development* is a joint production by IOM and its newest private-sector partner, the Gallup World Poll. Through this partnership, IOM was able to use Gallup's polling data from 400,000 interviews conducted in 150 countries, some 26,000 of these from migrants themselves speaking about their migratory experience. I have held preliminary discussions with the CEO of Gallup World Poll concerning future collaboration, for example on the 2015 edition of the World Migration Report, and possible joint research efforts through their Princeton, New Jersey, office in the United States of America. A senior Gallup official and I will also be holding a special side event at the World Economic Forum in Davos in January 2014.

- *Partnerships with airlines*

37. Arranging safe and orderly transportation for refugees and other vulnerable persons of concern to the Organization has been and continues to be a fundamental activity of IOM. Strong, long-standing partnerships with most major air carriers are a critical element of IOM movement management programmes. Through its general agreements with airlines, IOM maintains flexible, cost-effective transport options throughout its global network of offices which are used in both emergency and regular operations. In doing so, IOM offers substantially reduced air fares and cost-efficiencies in travel services and management which are passed on to migrants, governments and donors.

- *Deloitte Touche Tohmatsu Limited*

38. As global co-lead for the Camp Coordination and Camp Management Cluster and second largest emergency shelter actor, IOM recently signed a partnership with Deloitte on an initiative aiming to strengthen management processes based on improved use of big data to enhance inter-agency knowledge of vulnerabilities, and support better informed, more coordinated and efficient humanitarian relief and response at country and global levels. Given IOM's operational nature, robust information management tools and experience in responding to migration and humanitarian needs at the country level, its partnership with Deloitte will further strengthen inter-agency partnerships by ensuring systematic coordination between various clusters despite differences in institutional database systems.

- *AmeriCares Foundation, Inc.*

39. In May of this year, IOM signed a cooperation agreement with AmeriCares, a non-profit emergency response and global health organization with its headquarters in the United States, for emergency relief and health-care activities. Following the agreement, we negotiated two templates: one for monetary contributions (funding agreement template) and another partnership template for in-kind contributions (e.g. donations of pharmaceutical products). Our productive collaboration on emergency health response has enabled access to life-saving primary health-care and referral services through cash grants and in-kind donations of medicines and medical supplies in 15 countries in Asia, Africa, the Caribbean, the Middle East and North Africa. AmeriCares and IOM worked closely to respond to typhoon *Bopha* that struck Mindanao, in the Philippines, in December 2012 and, similarly, are exploring potential joint areas of collaboration to respond to the health needs of Filipinos severely affected by typhoon *Haiyan* this month.

- *Federation of Indian Chambers of Commerce and Industry*

40. A memorandum of understanding is being concluded with the Federation of Indian Chambers of Commerce and Industry to establish a strategic partnership to encapsulate efforts by IOM and the Federation to promote freer movement of persons through safe migration and ethical recruitment initiatives and to inform policymakers, in the interests of India and its industry and business, and migrants. IOM and the Federation will work together to enhance private-sector engagement on migration issues, including migration policies, legal and regulatory frameworks, governance, recruitment and integrity in labour supply chains, and other economic and social dimensions of migration. The partnership will support platforms to strengthen information dissemination and improve knowledge-sharing on migration issues through surveys, studies and focused research and dialogue on key priority areas to be identified jointly. It will also facilitate networking among labour migration stakeholders through focused seminars, workshops and other forums to bring together different stakeholders on migration issues at the national and international levels and to promote ethical recruitment as an important aspect of supply chain management for private companies, including recruitment and employment agencies.

- *Kuehne Foundation*

41. The partnership with the Kuehne Foundation on logistics and supply chain management, which started in 2010 in Iraq, expanded further in 2013; this has enabled IOM to elaborate new ways to enhance efficiency in resource management and effectiveness in

outreach to our beneficiaries. The partnership, which was initially mostly focused on IOM Iraq operations, has expanded to Ethiopia and was activated as part of IOM's response to the Syria crisis. Additionally, with the support of the Kuehne Foundation and the University of Lugano, an innovative 14-month Masters of Advanced Studies in Humanitarian Operations and Supply Chain Management was launched as a pilot project in April 2013. Participants include IOM staff, mostly from IOM Iraq, as well as staff from the United Nations Assistance Mission for Iraq.

- *DLA Piper*

42. IOM (Office of Legal Affairs) signed a partnership with DLA Piper, the largest international law firm, which will provide pro bono counsel worldwide. The objective is to improve efficiencies and make use of alternative modes of resource mobilization.

Professionalism

43. I am richly blessed in having some of the finest colleagues in the field of public service. Dedicated and enthusiastic, they are unflagging in their determination to deliver quality results on time and within budget – this, often under very difficult conditions. Steady progress continues to be made in the Organization's approach to professionalism:

- (a) Regional training on the Migration Crisis Operational Framework took place in Regional Offices throughout this year.
- (b) The Transition, Recovery and Reparations Conference was held in Geneva in October, with the aim of strengthening and sharing IOM staff expertise in pursuing the Organization's mandate to address the root causes and longer-term consequences of natural and man-made forced displacement.
- (c) The Global Camp Coordination and Camp Management Cluster Retreat took place in Geneva at the beginning of November.
- (d) The Staff Evaluation System, now at the close of its second year, continues to have an impressively high rate of compliance.
- (e) Implementation of the staff rotation policy, now in its fifth year, continues to promote the interchange of staff, experience, expertise, migration expertise and migration perspectives, and to foster a sense of sharing the burden of hardship duty stations.

44. Overall, however, we are disappointed not to have advanced further in a number of areas. This is in no way a reflection on the work of our colleagues in the Department of Resources Management or its Human Resources Management Division; on the contrary, they continue to display remarkable resilience and creativity in stretching scarce resources to the maximum advantage of our staff worldwide. The areas that continue to require close attention include greater gender, geographical and linguistic balance; more training and professional development opportunities; a close examination of our current grade structure, as an additional step in structural reform; among others. Addressing these areas would contribute to a higher retention rate of our most able staff who might otherwise leave the Organization for better opportunities elsewhere.

Administrative issues

Amendments

45. With your strong support, IOM has achieved the necessary number of ratifications – two-thirds of Member States – for the long-pending constitutional amendments to take effect. With the entry into force of the amendments, the next phase of efficiency measures will be implemented. Both we in the Administration and you, in the membership, are relieved that, at long last, the amendments to our Constitution, languishing since 1998, have been ratified. I wish to express appreciation to all those Member States who ratified the amendments, which will result in financial and time savings and organizational efficiencies.

Arrears

46. The 15 countries subject to Article 4 of the Constitution represent the lowest number in recent years. Notwithstanding, the Administration, its Regional Offices and Country Offices will continue actively to encourage and assist Member States in clearing their arrears.

Accession

47. With 155 Member States, IOM is approaching the 160 Member State target the Administration set for itself at its annual retreat two years ago and, in a certain sense, universal membership over time. These goals are related to several fundamental objectives:

- (a) To enrich the dialogue on migration by adding new views to the chorus of voices already participating in discussions on migration;
- (b) To ensure that IOM remains the leading global agency for migration at a time when there is increased interest on the part of partner agencies and organizations to expand into the field of migration.

48. Also, with the addition of five new observers, there are now a total of 103 IOM observers. As already mentioned above, we have worked for so long with many United Nations and other agencies that we have not always thought to invite them to become official IOM observers; however, we are beginning to correct this, as you will note by two of our closest partners becoming observers recently – the World Food Programme at last year's Council and UNICEF at this year's session of the Council.

Accountability

49. The revised terms of reference for the Audit and Oversight Advisory Committee (AOAC) have been adopted, and this will increase the transparency and accountability of the Organization. Members of the AOAC are now appointed through a process that includes a selection panel including five Member State representatives. The AOAC reports annually to the Standing Committee on Programmes and Finance.

50. A new Inspector General has been appointed and brings to the position many years of experience in the corporate world, including expertise on enterprise risk management, a skill that he will apply to IOM's inspection function. In the interest of reinforcing the performance

of the tasks of the Office of the Inspector General, I will call on the Inspector General to brief the Bureau of the Council on the work of his Office.

51. I tasked the IOM Oversight Officer with setting up an Ethics and Conduct Office, working now under the auspices of the Ethics and Conduct Committee. The objective of the Office is to strengthen an enabling environment in IOM, in particular through a complaint-intake and processing system. In the coming year, this approach will be adjusted and further developed, as necessary, based on knowledge acquired and resource availability.

Review of the IOM structure

52. The new organizational structure, designed to enhance the delivery of IOM services, became fully operational in 2011, and the Programme and Budget for 2012 covered the first full budget year under the new structure. This reconfiguration was considered necessary because of the need to have structures that would be responsive to the rapidly expanding Organization and the commensurately changing dimensions and complexity of migration occurring worldwide in recent years. In approving the new structure in 2010, Member States asked me to undertake a review of the new structure with a view to ensuring the relevance, effectiveness and efficiency of the functioning of the Organization at Headquarters and Field levels. The drafting of the terms of reference for the review of the structure has already begun, and it is expected that the exercise will start in the first quarter of 2014 and be completed in time for me to report to the Council on the outcomes of the review at its session in autumn 2014.

Middle-income countries: Sustainability of IOM offices

53. As a “projectized” organization, whose operational budget is entirely dependent upon donor partnerships on projects, IOM faces substantial difficulties in maintaining its offices in many middle-income countries, which are no longer eligible for the funding of many donors. The Deputy Director General has been actively pursuing this issue, including by participating in several major conferences on the issue, and we will continue to search for solutions to this increasing challenge.

Property acquisition

54. IOM is embarking upon an initiative to acquire office property in various capitals around the world. IOM will explore ways and means to maximize the cost-benefit efficiency of its operations and presence through an initiative to acquire property to accommodate IOM’s offices, where it is feasible to do so. This initiative is designed to: (a) economize Member States contributions; and (b) to build up equity for the Organization. We will begin with a survey of the assets we already own, such as the IOM Headquarters building in Geneva and several others on various continents, and then ask our Regional Directors, in consultation with our Chiefs of Mission, to assess the situation and make recommendations, on a priority basis, to guide us in implementing this policy. For this programme to succeed, we will need your support. The acquisition could be done through soft loans and bilateral arrangements with the host countries where the office can be provided either free of cost or under more favourable terms compared with local market requirements. Such an initiative will give greater equity to Member States in their ownership of IOM and provide support not only to the activities and presence in the host country, but also globally through cost-efficiencies.

Working Group on Budget Reform

55. Following the extensive deliberations of the Working Group on Budget Reform, IOM supports the Working Group's proposal for a modest increase of 4 per cent in the Administrative Part of the Budget for 2014 and an increase from 5 per cent to 7 per cent in project-related overhead to address the central issue of the overstretched core structure. While we continue our efforts to explore alternative funding sources and further implement cost-saving and cost-deferral measures, I rely on your support to approve the Programme and Budget for 2014 as proposed.

III. COHERENCE

United Nations High-level Dialogue on International Migration and Development

56. The United Nations High-level Dialogue on International Migration and Development took place on 3 and 4 October, and I wish to offer my personal assessment of the High-level Dialogue and to give some details on IOM preparations leading up to the event.

57. First of all, during the High-level Dialogue, there was a focus on substance and a rather unusual convergence of views among the participating government delegations on many key migration issues, including those for which IOM had been advocating on your behalf. These include:

- (a) The human rights of migrants;
- (b) The costs of migration, including exorbitantly high remittance transfer fees; unethical recruitment agency fees for labour migrants; and increasing "survival migration" in which migrants unnecessarily put their lives at risk, in part owing to harsh migration policies;
- (c) Improving the public's perception of migrants;
- (d) Greater efforts to include migration in national and regional development planning; and a consensus outcome document.

58. Second, the United Nations Secretary-General put forward an eight-point programme that is closely aligned with both IOM's six-point recommendations and the GMG position paper outlining five priority areas. In calling for cooperation at all levels – GFMD, regional consultative processes (RCPs), civil society organizations, private sector and labour sector – the Secretary-General also charged his Special Representative on International Migration and Development to function as a liaison between the GFMD and the GMG.

59. In the past year leading up to the High-level Dialogue, and in an effort to contribute to its success, your Organization authored or co-authored five publications.

- (a) First and foremost among these was the 2013 edition of the World Migration Report, which was calibrated with the High-level Dialogue and unique in its focus on the well-being of migrants from the perspective of migrants.

- (b) Second, the United Nations System Chief Executives Board for Coordination asked IOM, together with UNFPA, to coordinate the contributions of 28 United Nations and other agencies concerning their respective activities, views and perspectives in regard to migration and development. To this end, IOM and UNFPA produced the overall verbatim text of all 28 submissions in book form in a publication entitled *International Migration and Development: Contributions and Recommendations of the International System*, subsequently distributed for the information of High-level Dialogue participants.
- (c) Third, IOM also contributed a volume to the High-level Dialogue entitled *Migration and the United Nations Post-2015 Development Agenda*. This volume aimed to ensure that one result of the High-level Dialogue would be a concerted effort to ensure that migration and development becomes an integral element in the post-2015 development agenda.
- (d) Fourth, IOM authored a monograph under the title *Towards the 2013 High-level Dialogue on International Migration and Development – Final Report of the High-level Dialogue Series*; this contained the papers emanating from a series of five round tables held in New York for the benefit of United Nations Missions and co-sponsored by IOM.
- (e) The fifth volume, *Diasporas and Development: Bridging Societies and States*, was a summary of the discussions, conclusions and recommendations from the IOM Diaspora Ministerial Conference.

60. In addition to these publications, IOM made the High-level Dialogue a strong focus throughout this past year. We sought to support Member States with their own High-level Dialogue preparations through the following:

- (a) The issuance of an IOM position paper on the High-level Dialogue;
- (b) The aforementioned series of five round tables held in New York;
- (c) Providing support to all regional preparatory discussions;
- (d) Holding a dedicated discussion at the spring session of the Standing Committee on Programmes and Finance;
- (e) A joint briefing of New York and Geneva delegations attending the United Nations Economic and Social Council in July in Geneva;
- (f) Outreach through IOM offices throughout the world.

61. It was gratifying that so many delegations mentioned in their plenary and round-table statements their appreciation of, and support for, IOM and its work; there were many references to the work on migrants in crisis situations and specifically the Migration Crisis Operational Framework and the Diaspora Ministerial Conference. IOM also found a receptive and appreciative audience for its publications, especially the World Migration Report; its plans for a global information campaign on public perception of migrants and their contributions to development; and its work on ethical recruitment.

Regional consultative processes

62. The Fourth Global Meeting of Chairs and Secretariats of Regional Consultative Processes on Migration, most of which IOM supports in various capacities, took place in Lima, Peru, on 22 and 23 May 2013 under the theme “Defining the Place of RCPs in a Changing International Migration Landscape”. The Meeting put forward five conclusions to the United Nations Secretary-General and the High-level Dialogue. Principal among these was that RCPs and interregional forums are critical pieces of the global institutional architecture on migration; and, as such, RCPs are an important means for promoting dialogue and cooperation among States with common migration interests and challenges. Participants highlighted that RCPs foster linkages between migration and development, as well as enhance the protection of human rights of migrants. It was concluded that RCPs go beyond information exchange and are now having a direct impact on policy, practice, capacity and cooperation.

Global Forum on Migration and Development

63. IOM has continued to support the GFMD by:

- (a) Hosting the support unit;
- (b) Providing support to the GFMD’s current Chair, Sweden, as appropriate and requested, and providing similar support to the troika of the previous, present and next Chairs through preparatory work on central themes;
- (c) Collaborating, as GMG Chair, with the current Chair and the Special Representative of the Secretary-General on International Migration and Development to work towards a coherent and effective joint approach to migration and development.

Global Migration Group

64. As Chair of the Global Migration Group beginning 1 July until 31 December, IOM:

- (a) Oversaw the adoption of the set of decisions by the Principals on 3 July with regard to reviewing and improving the functioning of the Group;
- (b) Led the preparation of statements and position and background papers for the High-level Dialogue; the United Nations post-2015 development agenda; and population dynamics discussions, in particular topics and thematic issues for the GFMD;
- (c) Organized a side event at the High-level Dialogue to present the GMG’s work and plans and allow for interaction with Member States; both the United Nations Secretary-General and his Special Representative on International Migration and Development participated and made formal remarks;
- (d) Is devoting a special session of this Council to giving you as Member States a further opportunity to interact with the GMG.

65. I have already met with the incoming GMG Chair, the Director-General of the International Labour Organization, to assure him of IOM’s commitment to a smooth

transition and of my full support of his Organization's Chairmanship of the GMG during the coming year.

United Nations System Chief Executives Board for Coordination and its High-level Committee on Programmes and High-level Committee on Management

66. I was invited, together with the UNFPA Executive Director, to brief the Chief Executives Board for Coordination, at its meeting in Madrid on 5 April, on our joint effort to assemble the views, activities and perspectives of 28 United Nations and other humanitarian agencies concerning migration and development, as well as their expectations in preparation for the United Nations High-level Dialogue on International Migration and Development. The upshot of the meeting was that we were both authorized and instructed to produce a volume containing the full text of each agency's submission as a contribution to the High-level Dialogue. This volume was published as *International Migration and Development: Contributions and Recommendations of the International System*. This was the first time that an IOM Director General had been invited to attend a Chief Executives Board meeting.

67. Prior thereto, I had also been invited to meet with the Board's High-level Committee on Programmes to make a similar briefing, and the Deputy Director General has been regularly invited over the past year to meetings of the High-level Committee on Management. These invitations represent a new element in IOM's relationship with the United Nations system.

Prevention of sexual exploitation and abuse "champion" and IOM's work to combat sexual and gender-based violence

68. At the request of the Emergency Relief Coordinator and the Inter-Agency Standing Committee (IASC), for the past two years, I have been serving as the IASC "champion" on preventing sexual exploitation and sexual abuse. In this role, my responsibility has been to coordinate the efforts of 25 United Nations and other humanitarian agencies on this issue in order to make it a political and operational priority, especially in emergency response operations. The outcome of several meetings a year is that all 25 of these agencies now have appointed senior focal points who have, in turn, developed and received approval for individual agency action plans on preventing sexual exploitation and abuse. At our regular meetings, we now review the status of implementation of the action plans. On behalf of the IASC, we shall be presenting a report to the United Nations Secretary-General at the end of this year on our work and progress to date.

69. IOM has also been an active participant in various efforts to combat sexual and gender-based violence in periods of conflict and population displacement. Most recently, on 13 November, I took part in a meeting convened by the United Kingdom on protecting women and girls in emergencies, together with various United Nations agency heads and senior officials from a number of governments. New instructions on preventing sexual and gender-based violence and protecting its victims are being prepared for all Regional Offices and Country Offices.

Research

70. The need for reliable data on international migration, and an accompanying knowledge base, was one of the common themes to coalesce at the High-level Dialogue and, indeed,

featured in the final Declaration. In this regard, I would like to inform you that, to date, IOM's Migration Research Division has produced 50 Migration Profiles in partnership with governments in many different regions of the world. Another 10 Migration Profiles are in preparation. I should like to express particular appreciation to the EU, which has been the principal source of financial support for this important series of studies, which has proven to be very much in demand by governments.

71. In total, IOM released 133 publications this year; this represents more than double the number published in 2011. *Migration Policy Practice*, a bimonthly policy journal, has become an increasingly important means for senior migration officials to exchange their views on current migration challenges. In 2013, for example, contributors to the journal included Peter Sutherland, Special Representative of the Secretary-General on International Migration and Development; Cecilia Malmström, EU Commissioner for Home Affairs; Imelda Nicolas of the Commission on Filipinos Overseas; and Eva Åkerman-Börje, current GFMD Chair.

72. Also in 2013, the European Commission made a EUR 2.4 million grant available to IOM to launch a major global migration and environment research and policy project over the next three years. IOM chairs the GMG Working Group on Data and Research with the United Nations Department of Economic and Social Affairs, and is working on a project to develop a migration and development data handbook. Our Migration Research Division also manages the Springer book series entitled *Global Migration Issues*; in this regard, IOM co-edited the latest volume published in this series entitled *People on the Move in a Changing Climate*.

Environmental degradation and climate change

73. Another key area in which IOM is working in close association with the United Nations system and other partners is that of the environment. The year 2013 was an important one in strengthening IOM's leadership on migration, environment and climate change. The leading international body for the assessment of climate change – the Intergovernmental Panel on Climate Change – invited IOM to apply for observer status. IOM is developing essential policy training in Asia and the Pacific and Africa, broadening its partnerships for instance with the United Nations Convention to Combat Desertification, and implementing global research projects on the relationship between migration and the environment – all as a means of spotlighting the human mobility dynamics of this emerging area.

74. IOM is now also working on the Global Platform for Disaster Risk Reduction to heighten awareness that human mobility is a key aspect to be considered when negotiating the post-2015 framework for disaster risk reduction as the end date approaches of the Hyogo Framework for Action 2005–2015. IOM is also actively advocating the human mobility dimension in the climate change negotiations under the United Nations Framework Convention on Climate Change.

IV. CHANGE

75. In the past 20 years, there have been no global agreements in the field of trade or disarmament; as yet, neither has there been a formal global understanding on the governance of migration, despite advances such as the High-level Dialogue and the GFMD. In the absence of such a global governance regime in the field of migration, the overall philosophy

underlying IOM's change management is – until such time as there is an agreement on governance – to continue taking initiatives designed to remove, one by one, obstacles to human mobility.

New initiatives planned for the year ahead

76. The following initiatives are either under way or planned for the year ahead. Member States will note that a number of these are calibrated with the outcomes and recommendations from this year's High-level Dialogue.

Policy initiatives

77. New policy initiatives are being actively undertaken in developing an overall humanitarian policy framework, with donor support, as well as in the field of practical protection. We shall keep Member States informed on the following:

- (a) A humanitarian policy framework;
- (b) Migration advocacy guidelines;
- (c) Migrant protection policy and an operational framework.

International Conference on Migrants and Cities

78. As a sequel to the successful Diaspora Ministerial Conference held this year, a further global conference is being planned for the first half of 2015 on the theme of "Migrants and cities". The objective is to examine the dynamic and interaction between migrants and their urban environment; to delve into questions such as the effect of migrants on cities, including their access to basic public services; and analyse the effect of cities on migrants, many of whom come from rural areas or small towns. The venue and agenda are under discussion and are yet to be decided. Participation will be directed primarily at mayors and city council members, in addition to interior or home affairs ministers.

Global information campaign on the contribution of migrants

79. In these times of global economic crisis, there is a proliferation of negative, unsubstantiated perceptions of and attitudes towards migrants, according to which migrants are held responsible, and indeed singled out as convenient scapegoats to blame, for unemployment, and economic and social insecurity. This is a state of affairs against which IOM must act. In this connection, I am pleased to inform you that IOM is formally launching at this Council session its worldwide campaign on the contribution of migrants – a campaign that intends to increase public awareness of the positive and constructive role of migrants and their contributions to their home and host societies in many areas. The aim is to arrive at a more favourable and balanced attitude towards migrants. This, in turn, will facilitate migrant integration, help ease social tensions and make it easier for governments and societies to reap the considerable potential benefits of international migration.

80. IOM will seek to implement the campaign in some 50 countries – both traditional immigration countries and newer destinations with considerable inflows and outflows. The campaign will be carried out in stages, in groups of 10 to 12 countries and will last between

three and five years. The launch will begin in earnest in early 2014, and in each country IOM will work closely with a broad range of national government, civil society and private-sector partners in order to ensure ample dissemination and sustained impact.

Ongoing initiatives

Remittance transfer costs

81. Many migrants are currently paying exorbitant fees ranging from 10 per cent to 15 per cent to transfer earnings home to their families – money needed for living costs, schooling and medical care, among other social outlays. I have initiated an internal working group to explore ways and means to offer concrete solutions to lower the costs of remittance transfers through creative and innovative partnerships with institutional actors, including both public and private-sector entities, and building on IOM's extensive network of offices worldwide and knowledge of the Field.

Recruitment costs

82. In 2014, IOM intends to launch IRIS (International Recruitment Integrity System), an initiative designed to address the issue of unscrupulous recruitment agencies and their negative costly and dangerous impact on labour migrants and others. IRIS is a voluntary accreditation framework – built around a universal code of conduct or set of standards – for international recruitment intermediaries and employers which seeks to strengthen government efforts to manage labour migration responsibly. IOM is proposing a global public-private alliance on ethical recruitment which would bring together governments, employers, recruitment agencies, civil society and other interested organizations to take collective action to increase the integrity and transparency of the international recruitment industry. The success of IRIS will depend, to a large extent, on a robust monitoring and compliance mechanism.

Migration Crisis Operational Framework and migrants in crisis situations

83. With regard to the Migration Crisis Operational Framework, endorsed by the 101st Session of the Council a year ago, the following should be mentioned:

- (a) It was recognized and appreciated by many delegations at the High-level Dialogue;
- (b) It has strengthened internal and external coherence through regional training held on the Framework;
- (c) It has strengthened the capacity of IOM and its partners to provide coordinated and holistic assistance to vulnerable migrants and to reduce the risks they face before, during and after crises;
- (d) It provided the policy basis for IOM's role in the initiative on migrants in crisis situations, in close collaboration with the Special Representative of the Secretary-General on International Migration and Development and the Governments of the Philippines and the United States.

84. These policy initiatives will further strengthen IOM's credibility and will bring much-needed policy coherence, as well as recognition of the principles relating to humanitarian, development, protection and human rights areas of IOM's activities. In many cases, it will be a matter of capturing and consolidating existing practices and policies; in other cases, it will require research, and coordination with relevant actors to ensure a comprehensive approach in these critical aspects of IOM's programming. In a similar vein, IOM will embark on other areas of migration policy work in the future. I will ensure that Member States are fully informed and consulted in these areas in the context of proprietorship, which has been, and remains, a cornerstone of my commitment to address the challenges of global human mobility.

V. CONCLUSION

85. In the light of the High-level Dialogue, the 20th anniversary of the International Conference on Population and Development that will take place in 2014; the United Nations post-2015 development agenda debate; and the World Humanitarian Summit to take place in 2016 – which will coincide with the 65th anniversary of IOM – we just may be on the cusp of real change in the way that people and their leaders think about human mobility. It could also be the case, however, that we will experience a longer period of anti-migrant sentiment, especially if the global economic crisis continues and more traditional views on migration persist and prevail. Whichever scenario holds, IOM will persevere with Member States and migrants in working for a more dignified, orderly, safe and humane approach to the age-old phenomenon of human mobility that, still today, is inevitable, necessary and desirable.