

CHAPTER

7

**International
Organization for
Migration**



International Organization for Migration (IOM)

International Organization for Migration

The International Organization for Migration (IOM)¹ is the leading global agency on migration, mandated by its Constitution to address the full spectrum of migration issues, ranging across humanitarian, labour mobility and development aspects. While not part of the UN system, the Organization acts in close partnership with the UN and the international community to: (a) meet the growing operational challenges of migration management; (b) advance understanding of migration issues; (c) encourage social and economic development through migration; and (d) uphold the human dignity and well-being of migrants. The primary goal of IOM is to facilitate the orderly and humane management of international migration and to maximize its benefits and minimize its negative effects. IOM promotes comprehensive migration approaches that empower migrants; protect their rights, safety and dignity; and ensure that migration is beneficial for sustainable development in home and host communities.

The Organization's activities broadly include direct assistance and protection to mobile populations in different circumstances, capacity development and training, awareness-raising, partnership-building, research, data collection and analysis, advice and support on migration policies and international migration law, and the provision of fora to promote dialogue, good practices and cooperation. As one of the founding members of the Geneva Migration Group (the precursor of the Global Migration Group [GMG]), IOM is committed to and has contributed substantially to inter-agency coordination. Given its global mandate on migration and wide geographic and thematic scope, the examples presented in this chapter constitute a selection of IOM activities rather than an exhaustive account of the Organization's work on migration.

1. Migration and development activities since the 2006 High-level Dialogue

Migration for the human development of individual migrants

Improving the human development outcomes of migration for migrants and their families requires placing migrants at the centre of the debate. Only when migrants' rights are protected and migrants are healthy and well-integrated can they support development in both countries of origin and destination.

¹ Established in 1951 for the specific purpose of resettling millions of displaced persons and those with no economic prospects in war-ravaged Europe after the Second World War, the Organization, after a succession of name changes, formally became the International Organization for Migration in 1989 (official website: www.iom.int). Today IOM has a global footprint, with 151 Member States, 12 Observer States and numerous observer international and non-governmental organizations. The Organization's broad mandate for migration is reflected in its Constitution (available at www.iom.int/cms/constitution) and reiterated in the 2007 Strategy (available at www.iom.int/cms/en/sites/iom/home/about-iom-1/mission.html). IOM implements close to 3,000 projects annually in more than 440 locations.

IOM strengthens the protection of the human rights of migrants and promotes effective respect for the international legal framework relevant for migration through, inter alia, training, technical assistance, support to regional and global human rights monitoring mechanisms, and research.² With IOM assistance, States have put in place laws on the protection of migrants and their families; broader laws that provide for benefits in education, health and other areas; laws to facilitate and manage labour migration at all skills levels; and anti-trafficking laws or the adaptation of existing ones to regional standards.

IOM aims to foster migrants' access to social protection and has recently facilitated bilateral agreements on social security and on the portability of social benefits. With respect to migrants' access to the right to health, and as a follow-up to the 2008 World Health Assembly Resolution on the health of migrants, IOM, together with WHO and the Government of Spain, convened the 2010 Global Consultation on Migrant Health. This consultation agreed on an operational framework to promote migrant health, with a focus on monitoring migrant health; policy and legal frameworks; migrant-sensitive health systems; and partnerships, networks and multi-country frameworks. Since 2010, this operational framework has been rolled out at the country and regional levels.

IOM has enhanced service provision to migrants by training health-care workers, equipping rural health centres and setting up child-care and psychosocial services accessible to migrants and their families as, for example, in the 2007–2008 Finca Sana project for Panamanian indigenous migrant workers in Costa Rica. To inform and support the sustainability of such activities, IOM assisted States in formulating migrant-sensitive national health policies.

IOM further promotes a rights-based approach to migration through engagement with migrants and host societies, including innovative national and local integration strategies, and by dispelling myths and misinformation about migrants and migration. For example, in France IOM helped develop a network of European city partners and a training module for migrant associations and local administrations, to engage migrants in local decision-making. The project was subsequently showcased as a good practice by the European Commission, and the training element is being replicated in other localities in France. In Ukraine, IOM and UNHCR co-chair the multi-partner Diversity Initiative started in 2007 to combat racism and xenophobia. In South Africa, the anti-xenophobia activities of IOM date back to 2007, when ONEMovement was initiated; this was followed by the "I Am a Migrant Too" campaign in 2012.

In 2009 IOM and UNHCR produced *Not Just Numbers*, an educational toolkit about migration and asylum in the European Union. In a number of European countries, IOM was involved in capacity-building initiatives to strengthen the role of migrant religious

² See the IOM International Migration Law series and key volumes, for example: IOM and TMC Asser Press, *International Migration Law: Developing Paradigms and Key Challenges* (Geneva, 2007); and IOM and Cambridge University Press, *Foundations of International Migration Law* (Geneva, 2012).

leaders in integration. At the global level, the Organization's flagship publication, *World Migration Report 2011: Communicating Effectively about Migration*, called for a fundamental shift in the public perception of migrants, in order to realize migrants' rights and unlock migration's development potential. IOM trained media professionals and journalism students to accurately report on migration issues, and equipped migrants with skills and media access to share their own stories. To facilitate dialogue on building intercultural respect, the UN Alliance of Civilizations (UNAOC) and IOM developed the virtual multi-stakeholder platform "Integration: Building Inclusive Societies." IOM and UNAOC are also partners in the annual Plural+ Youth Video Festival, a competition of videos on migration, diversity, integration and identity.

IOM further protects the rights and well-being of migrants by promoting informed migration and ensuring that migrants and potential migrants are aware of their rights, obligations and the conditions for entry, stay and employment in the host country. To this end, IOM has helped establish and institutionalize national and regional networks of State-run migrant resource centres to inform and support prospective and returning migrant workers and the diaspora.³ IOM has also assisted States in offering large-scale pre-departure training for their nationals migrating for work abroad, as well as pre-departure training and cultural orientation in support of resettlement to countries such as Australia, Canada, Norway, the United Kingdom and the United States of America.⁴ In addition, IOM has supported information campaigns for potential migrants on the risks of irregular migration and on legal migration options; web-based information portals to combat trafficking in persons; and campaigns to inform unaccompanied minors of their rights and available support services. Where States lack the capacity to provide consular services to their nationals abroad, IOM has provided information, documentation and other forms of consular assistance.

To help enhance the development outcomes of migration for individuals, IOM has supported the design of infrastructure and curricula for vocational training, focusing on skills in high demand in countries of destination, to increase the employability of vulnerable youth in foreign labour markets. In some countries, such support has included language training and pre-departure orientation, as well as a gender focus in skills training.⁵ For example, IOM recently carried out a project in southern Mexico to promote the education and validation of studies of foreign workers' children both in their communities of origin (usually Guatemala) and destination.

To minimize harmful forms and effects of migration and ensure the protection of the most vulnerable migrants, IOM provides direct assistance and protection, especially to

³ See, for example: IOM, *Migrant Resource Centres: An Initial Assessment*, Migration Research Series, No. 40 (Geneva, 2010); and IOM and Migration Policy Institute, "Strengthening pre-departure orientation programmes in Indonesia, Nepal and the Philippines," Issue in Brief No. 5 (Geneva, 2012).

⁴ In 2011 alone, 42,664 persons participated in IOM migrant training programmes.

⁵ See the recent IOM publication on this subject: IOM, *Crushed Hopes: Underemployment and Deskilling among Skilled Migrant Women* (Geneva, 2012).

victims of trafficking and other exploited migrants, unaccompanied migrant children,⁶ stranded migrants, migrants caught in crises and migrants in mixed migration flows. To respond to the protection challenges of mixed migration, IOM co-chairs Mixed Migration Task Forces at the national and regional levels, for example, in the Horn of Africa; and has supported, together with UNHCR, the establishment of an Emergency Transit Centre in Romania, to grant temporary stay to persons in need of international protection. IOM has trained social workers, public officials, shelter managers and NGOs in detecting trafficking, assisting trafficking victims and providing enhanced shelter.⁷ IOM has also strengthened guardianship institutions and systems to offer adequate standards of protection and assistance to unaccompanied minor asylum-seekers in Bulgaria, the Czech Republic, Hungary, Poland, Romania, Slovakia and Slovenia. IOM assisted in the development of regularization schemes to enable migrants in an irregular situation and in good standing with the law to obtain legal status. IOM also enhances the capacity of border management staff and infrastructure to help make migration safe for all.

As concerns humanitarian crises, IOM has supported States and vulnerable mobile populations through disaster risk reduction and resilience-building, emergency response, transition and recovery and resettlement activities.⁸ For example, the IOM Displacement Tracking Matrix, developed following the earthquake in Haiti in 2010 and implemented in numerous emergencies since, is a monitoring tool designed to track the movements of internally displaced persons (IDPs) and provide updated information on basic conditions in IDP sites and camp-like settlements. In addition, IOM developed its Migration Crisis Operational Framework, endorsed by IOM Member States in 2012,⁹ to enhance its response to crises with migration dimensions and better address the assistance and protection needs of crisis-affected populations, particularly international migrants caught in destination and/or transit countries. As a direct response to the 2011 crisis in Libya, 45 States requested assistance from IOM in evacuating hundreds of thousands of migrant workers to safety. IOM Member States also set up the Migration Emergency Funding Mechanism to enable the Organization to be the first responder to crises affecting international migrants.¹⁰

Migration for societal development

IOM assists States, civil society and the private sector in creating an environment conducive to improving the development impact of migration at the societal level. IOM supports safe and regular international and regional labour mobility, including

⁶ See: IOM, *Unaccompanied Children on the Move* (Geneva, 2011).

⁷ See, for example: IOM, *The IOM Handbook on Direct Assistance for Victims of Trafficking* (Geneva, 2011); and IOM, *Guidelines for Assisting Victims of Human Trafficking in the East Africa Region* (Geneva, 2011).

⁸ Over the last seven years, the annual operational expenditures of IOM in these areas have more than doubled (from USD 283.2 million to some USD 774.1 million in 2011).

⁹ See: IOM, "IOM Migration Crisis Operational Framework," council document MC/2355 (2012); and IOM, Council Resolution No.1243 on the IOM Migration Crisis Operational Framework (2012).

¹⁰ See: IOM, Council Resolution No. 1229 (2011); and IOM, *Migrants Caught in Crisis: The IOM Experience in Libya* (Geneva, 2012).

short-term temporary or circular movement, by assisting States in devising appropriate policies, facilitating the necessary cooperation between States and promoting international and regional legal standards in relation to labour migration.

IOM has conducted country studies in the Republic of Moldova, Pakistan and Tajikistan on family separation due to migration, which revealed not only the adverse effects of migration on families left behind, but also its potential to empower women as heads of households if adequate support mechanisms are in place. To mitigate the negative effects of family separation, IOM programmes have strengthened protection, livelihood support and affordable housing for low-income families separated by migration. For example, an IOM project in Guatemala helped families of migrants to access housing through the Guatemalan Housing Fund, supplemented with contributions from family members working abroad. In the Russian Federation, IOM helped equip specialized centres for Kyrgyz migrants with internet access, to enable communication with families back home.

IOM supports efforts to cut remittance transaction costs and increase the transparency and competitiveness of the money transfer sector, for example, by helping set up State-run websites for public and private institutions providing remittance services, as done in Italy. To encourage the productive use of remittances in Nicaragua, IOM has trained recipients in financial literacy and provided information on formal and safe transfer options and related services (for example, savings, microcredit and investment). In Tanzania and Uganda, IOM and the Universal Postal Union have engaged local post offices to improve access to formal transfer services in rural areas. A project in Cambodia studied the use and impact of remittances and developed proposals on utilizing remittances for economic or social activities, or as insurance mechanisms. IOM has also supported interregional dialogue and pilot projects to enhance the impact of remittances on community development along remittance corridors.

IOM supports States in designing coherent migration policies, builds capacities and creates tools and programmes to promote comprehensive migration management, in particular through mainstreaming migration in national development and other sectoral policies and plans, and putting in place institutional structures dedicated to migration and development. In countries like Albania, Austria, the Russian Federation, Senegal and Zimbabwe, IOM assisted in institutional reform and developing coherent migration management policies, frameworks and strategies, as well as policies to address migration as an integral issue. In Egypt, Georgia, Morocco, the Philippines, Sri Lanka and Tunisia, IOM helped build civil society capacity through the Joint EC–UN Migration and Development Initiative (JMDI). Where IOM has a field presence, it has worked to mainstream migration into the UN Development Assistance Frameworks, where relevant.

Training, workshops and policy dialogues organized by IOM, such as the Annual Inter-American Course on International Migration, which covers Latin America and the Caribbean, and the workshops of its International Dialogue on Migration (IDM), further contribute to the exchange of knowledge and good practices in policymaking on migration and development. The Organization also initiated the GMG publication *Mainstreaming Migration into Development Planning: A Handbook for Policymakers and Practitioners* (2010), as a practical guide for policymakers. The handbook is now being piloted in Bangladesh, Jamaica, Mali and the Republic of Moldova, with oversight by UNDP and IOM. As a result, Jamaica has already developed a national policy and plan of action on international migration and development.

IOM encourages States to include migration in broader sectoral planning, including in health, education, the labour market, environmental policy and disaster risk reduction, and account for migrants in the target populations for these policies. For example, IOM has helped States set up interministerial coordination frameworks on migration health to facilitate effective policy development, targeted research and programmatic responses. It has also helped devise migrant-sensitive health systems that are inclusive of gender-related provisions, as, for instance, in Portugal. To enhance the capacity of health-care providers to meet the needs of vulnerable migrants, IOM, in collaboration with the London School of Hygiene and Tropical Medicine, developed a handbook entitled *Caring for Trafficked Persons: Guidance for Health Providers* (2009) and an accompanying training package.

IOM has advised States on integrating migration into national employment policies and youth and employment plans to ensure that migrants are included as beneficiaries of active employment measures. In Kenya, IOM helped insert migration into draft national population policy; in the Philippines IOM facilitated multisectoral consultations to include migration in draft urban development plans.

IOM has, in recent years, placed great priority on the links between migration, the environment and climate change, and has pioneered operational responses, research, policy dialogue and capacity-building in this area.¹¹ Its 2009 publication *Migration, Environment and Climate Change: Assessing the Evidence* was one of the first to gather evidence on the complex linkages between environmental change and human mobility. Lessons learned from the Organization's operational experience are captured in a *Compendium of IOM's Activities in Migration, Climate Change and the Environment* (2009). IOM has supported disaster risk reduction (DRR) strategies that seek to prevent

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¹¹ A summary of the perspective and work of IOM on this subject can be found in, for example: "Environment, climate change and migration: IOM's approach and activities," climate change info sheet (Geneva, 2011); *Expert Seminar: Migration and the Environment*, International Dialogue on Migration Series, No. 10 (Geneva, 2008); *Assessing the Evidence: Environment, Climate Change and Migration in Bangladesh* (Dhaka, 2010); *Climate Change, Environmental Degradation and Migration*, International Dialogue on Migration Series, No. 18 (Geneva, 2012); *Environmental Degradation, Migration, Internal Displacement, and Rural Vulnerabilities in Tajikistan* (Geneva, 2012); and *People on the Move in a Changing Climate: A Bibliography* (Geneva, 2012).

forced movements occurring as a result of natural disasters, and has promoted bridging DRR, climate change adaptation programmes and suitable development strategies.¹²

To enhance the developmental outcomes of migration, IOM has facilitated temporary and circular migration programmes and the conclusion of bilateral labour agreements for managing migration – for example, between Albania and a number of countries in the European Union – and built State capacity in implementing these.¹³ IOM also supported States in developing databases that facilitate skills matching between would-be migrant workers and employers abroad. IOM has implemented temporary and circular migration schemes between Portugal and Ukraine, Ecuador and Spain, Colombia and Spain, and Colombia and Canada, as well as schemes for less-skilled migrant workers in the agricultural and food processing sectors, for instance, between Guatemala and Canada. These have included incentives for circular migration, such as assisted return and reintegration into the local labour market through vocational training and support for income-generating activities upon return.

IOM has worked to harness the positive potential of well-managed labour migration in other contexts, for example, as part of a recovery and relocation approach in Colombia, where members of households in zones at high risk of natural disaster were offered temporary migration opportunities to gain skills and income, in preparation for eventual relocation. In the context of South–South migration, a co-development project between Costa Rica and Nicaragua (2007 to 2010) aimed to promote the social integration and labour market insertion of migrants and improve the psychosocial well-being of migrants and their families.

IOM has been a pioneer in the area of diaspora engagement for development, including diaspora mobilization for development and post-crisis reconstruction, the promotion of diaspora return and the entrepreneurial potential of transnational communities. Through its longstanding Temporary Return of Qualified Nationals (TRQN) programme, IOM has helped countries develop their human capital by placing diaspora experts on short- to medium-term assignments in public and private institutions critical to development and peacebuilding in their home countries. TRQN initiatives in recent years have also sought to enhance institutional capacities in post-conflict and fragile States. There have been two such programmes for qualified Sudanese nationals (in

¹² Migration and adaptation activities have been implemented via capacity-building projects in countries like Egypt, Mali, Mauritius and Senegal. For more on IOM and disaster risk reduction, see: IOM, “Disaster risk reduction, climate change adaptation and environmental migration: A policy perspective,” paper on disaster risk reduction and climate change adaptation (Geneva, 2010); and IOM, *Compendium of IOM Activities in Disaster Risk Reduction and Resilience* (Geneva, 2013).

¹³ IOM and the Organization for Security and Co-operation in Europe developed *Training Modules on Labour Migration Management: Trainer’s Manual* in 2010, which has been used to train State officials in Central America, West Africa, the Middle East, North Africa, the Gulf States, Eastern Europe and Central Asia. See also: IOM, *Políticas Públicas sobre Migración Laboral: Herramientas y buenas prácticas* (Coyoacán, 2010); IOM and the Arab Labour Organization, *Intra-regional Labour Mobility in the Arab World* (Cairo, 2010); IOM and the Central European Forum for Migration and Population Research, *Labour Migration Patterns, Policies and Migration Propensity in the Western Balkans* (Budapest, 2010).

2008–2012 and 2006–2009) and similar programmes for Afghanistan, the Democratic Republic of the Congo, Iraq, Sierra Leone and Somalia.

One of the flagship programmes of IOM, Migration for Development in Africa (MIDA), has supported development via transnational partnerships between diasporas and public or private institutions in countries of origin in Western, Central and Eastern Africa since 2001.¹⁴ Four ongoing MIDA projects for Somalia to date have placed over 100 diaspora experts in various positions across different institutions, and MIDA projects in Ethiopia, Ghana and Rwanda have facilitated the transfer of the knowledge of medical professionals from the diaspora. TRQN/MIDA programmes are now implemented in a total of 40 countries worldwide.

In numerous countries, IOM has mapped diasporas and registered the skills and business plans of interested members. The Organization has also supported diaspora associations and individuals technically and financially in business development, in setting up development projects in their home countries, and by facilitating cooperation with institutions in countries of origin or with NGOs and private sector actors in host countries. Recent programmes have included an inventory of institutional capacities and practices with respect to emigrant communities from Algeria, Egypt, Morocco and Tunisia (2009–2010). Through technical cooperation, IOM has supported the development of diaspora policies and institutional frameworks (such as diaspora ministerial units or interministerial committees). Some of the lessons learned and good practices are captured in *Developing a Road Map for Engaging Diasporas in Development: A Handbook for Policymakers and Practitioners in Home and Host Countries* (2012), co-produced by IOM and the Migration Policy Institute, based on a survey participated in by 62 governments and interviews with State and non-State actors.¹⁵

At the global level, the Organization’s 2013 International Dialogue on Migration is a Diaspora Ministerial Conference and the first such global conference to bring together the concerned ministry representatives to exchange good practices in engaging the diaspora as development partners.

¹⁴ See: IOM, *The MIDA Experience and Beyond* (Geneva, 2009), which offers good practices and lessons learned from ten years of IOM support to States in leveraging the development potential of diasporas. For a country-specific analysis, see: IOM, *Migration for Development in the Horn of Africa: Health expertise from the Somali diaspora in Finland* (Helsinki, 2009).

¹⁵ For other relevant studies on the subject, see, for example: IOM, *Engaging Diasporas as Development Partners for Home and Destination Countries: Challenges for Policymakers*, IOM Migration Research Series, No. 26 (Geneva, 2006); IOM, *Living Across Worlds: Diaspora, Development and Transnational Engagement* (Geneva, 2007); *Diaspora Dialogues* (Geneva, 2007); IOM, *Enhancing the Role of Return Migration in Fostering Development*, International Dialogue on Migration Series, No. 15 (Geneva, 2010); IOM and Migration Policy Institute, *Engaging the Asian Diaspora*, Issue in Brief No. 7 (2012); IOM and League of Arab States, *A study on the Dynamics of Arab Expatriate Communities: Promoting Positive Contributions to Socioeconomic Development and Political Transitions in their Homelands* (Cairo, 2012).

Migration as a choice, not a necessity

Strengthening the economic and social development of areas of origin of migration is critical to making international migration a choice and not a desperate obligation. IOM has worked to reduce migration pressures in regions with high unemployment rates through professional training of youth and women, as well as job creation. A project in Tunisia (2009–2013), for instance, targets disadvantaged youth from rural areas through measures to improve productivity and conditions of work, and to upgrade informal enterprises, with the aim to minimize recourse to irregular migration. Likewise in Tunisia (2007–2012), IOM collaborated with public and private banks to increase access to microfinancing for enterprise development in areas of high migration pressure. IOM has also helped improve livelihoods in areas of low socioeconomic development, disaster risk and conflict. For example, a three-year project (2009–2012) in Colombia has benefited coffee grower families affected by violence through income generation and strengthened commercial and productive capabilities.

To make it viable for victims of violence to remain in or, if displaced, return to their place of residence, IOM has provided technical assistance in the area of housing, land and property rights, as well as in developing legal frameworks and national reparation policies (for example, in Nepal) and in implementing collective reparations programmes (for example, in Sierra Leone). IOM also trained and advised civil servants in the review of compensation claims and the restoration and reinstatement of property rights and documents of IDPs.¹⁶

Finally, many countries of origin have inadequate capacity to facilitate the economic reinsertion of their returning migrants, compelling many of them to re-migrate. IOM has therefore continued its assisted voluntary return and reintegration programme, which, since 1979, has benefited more than 1.2 million migrants in returning voluntarily and in a dignified manner to over 160 countries.

¹⁶ See, for example these recent IOM publications on post-conflict contexts: IOM, *Property Restitution and Compensation: Practices and Experiences of Claims Programmes* (Geneva, 2008); IOM and USAID, *A Comparative Study on Large-scale Administrative Reparations Programmes: The Cases of Colombia, Argentina, Chile, Iraq, Turkey and Germany* (in Spanish) (Geneva, 2010); and IOM, *Ending the 2006 Internal Displacement Crisis in Timor-Leste: Between Humanitarian Aid and Transitional Justice*, IOM Migration Research Series, No.44 (Geneva, 2012).

Data and research

Since 2006 IOM has continued to promote data and research on migration, including through its own series of publications¹⁷ on an increasing range of topics. In addition to numerous regional and country-level studies on diasporas¹⁸ and remittances,¹⁹ the following examples relate specifically to the migration–development nexus.

- (a) The Organization’s flagship publication, the *World Migration Report*, has devoted numerous editions to migration and development in all its facets, most notably *Managing Labour Mobility in the Evolving Global Economy* (2008) and *The Future of Migration: Building Capacities for Change* (2010). The *2013 World Migration Report: Migrant’s Well-being and Development* is based on empirical data pertaining to 25,000 migrants from 150 countries surveyed by Gallup. The report analyses development in terms of “human well-being” indicators and considers migration and development in terms of South–North, South–South, North–South and North–North migration.
- (b) Having produced the Migration Profiles series for a number of years,²⁰ IOM now supports Extended Migration Profiles. Carried out in consultation with governments and a broad range of stakeholders, including civil society, Extended Migration Profile exercises expand the range of themes covered in the reports (for example, to the social and human development aspects of migration and/or by including a migration impact analysis) and help implement complementary capacity-building activities. In 2012 alone, Migration Profiles were completed for Benin, Jamaica, the Republic of Korea and Serbia: in all, IOM has supported the development of more than 50 national Migration Profiles. New Migration Profile processes were launched in regions not covered previously, such as in South-central Asia (specifically, in Afghanistan) and Eastern Africa (Madagascar and Mauritius). IOM has also produced *Migration Profiles: Making the Most of the Process* (2011), a guidance tool on how governments and implementing partners can develop and conduct a Migration Profile exercise.

¹⁷ All publications are available on the IOM Online Bookstore: <http://publications.iom.int/bookstore>.

¹⁸ See: IOM, *The MIDA Experience and Beyond* (Geneva, 2009), which offers good practices and lessons learned from ten years of IOM support to States in leveraging the development potential of diasporas. For a country-specific analysis, see: IOM, *Migration for Development in the Horn of Africa: Health Expertise from the Somali Diaspora in Finland* (Helsinki, 2009).

¹⁹ See, for example: IOM, *Economic and Social Impacts of Remittances on Households: The Case of Pakistani Migrants Working in Saudi Arabia* (Geneva, 2009); *Angola: A Study of the Impact of Remittances from Portugal and South Africa*, IOM Migration Research Series, No. 39 (Geneva, 2010); IOM, *Bangladesh Household Remittance Survey 2010*, the first such nationwide survey in the country (Dhaka, 2010); *Harnessing the Development Potential of Remittances: The Italy–Philippines Migration and Remittance Corridor* (2010); and IOM, *Labour migration from Colombo Process Countries: Good practices, challenges and ways forward*, report (2011).

²⁰ Migration Profiles are an initiative proposed by the European Commission in its 2005 Communication on Migration and Development, and taken forward by the European Commission, IOM and the International Centre for Migration Policy Development. They were conceived as a tool to provide concise information in a standardized form and have evolved into a country-led process involving dialogue and consultation with a wide range of migration actors, thereby contributing to greater policy coherence and evidence-based policymaking. Migration Profiles help identify data gaps and to develop strategies to collect better data on migration.

- (c) In the last few years, IOM has established and supported various regional and cross-regional research and capacity-building centres. The African, Caribbean and Pacific (ACP) Observatory on Migration, established in 2010 and serviced by IOM in a consortium with 15 academic partners and three associates, has established a network of research centres and government departments in six regions of the ACP area to produce and collect data on South–South migration and build relevant capacities in ACP countries. The Observatory has produced a migration research guide for ACP countries, indicators of the impact of migration on development, as well as 12 national and six regional overviews on migration and development. The IOM Independent Network of Labour Migration and Integration Experts, created in 2009, provides the European Commission’s Directorate General for Employment, Social Affairs and Inclusion with expert analysis and advice on economic migration and the labour market integration of migrants from countries outside the European Union. The IOM Migration Research and Training Centre in Korea (2009) works to enhance the capacity of States in the region to apply international migration law and develop migration policies. Similarly, the IOM-established African Capacity Building Centre in Tanzania (2009) enhances the capacity of African States by providing training to officials on a range of migration issues.
- (d) In recent years, research has also focused on the impacts of the global economic crisis on migrants and migration, with key IOM publications such as *The Global Economic Crisis and Migration – Where Do We Go from Here?* (2011) and Migration Research Series No.37: *The Impact of the Global Financial Crises on International Migration: Lessons Learned* (2009).

Support to multi-stakeholder cooperation and dialogue processes

IOM has worked consistently to promote, support and facilitate global and regional debate and policy dialogue on migration, and to strengthen inter-agency cooperation.

The International Dialogue on Migration (IDM) is the Organization’s principal forum for migration policy dialogue. Founded in 2001 and rooted in the IOM Constitution and Strategy, the IDM is open to IOM Member and Observer States, as well as international and non-governmental actors and provides a space to analyse current and emerging issues in migration governance and to exchange experiences, policy approaches and effective practices. Several IDM events in recent years have dealt with the migration–development nexus, examples of which are the Free Movement of Persons in Regional Integration Processes (2007), Making Global Labour Mobility a Catalyst for Development (2007), Enhancing the Role of Return Migration in Fostering Development (2008) and Economic Cycles, Demographic Change and Migration (2011).

At the regional level, IOM has continued its long-standing support to regional consultative processes on migration (RCPs), both individually and collectively.²¹ IOM organized, in cooperation with respective host governments, three global meetings of RCP chairs and secretariats, in 2009 (Thailand), 2011 (Botswana) and 2013 (Peru). The Organization also supports Central African and Caribbean countries aiming to establish RCPs in their respective regions and works with various regional economic communities and interregional forums with a migration focus to improve coherence in migration management at the regional and interregional levels. For example, IOM helped inform the Common Approach on Migration of the Economic Community of West African States, which addresses the link between migration and development and includes six associated action plans. In the Andean region, IOM has supported the production of specific guidelines on intraregional labour migration.

IOM actively participates in all aspects of the work of the GMG, at the working level, through contributions to workshops and symposia, and through high-level participation at GMG Principals' Meetings (the IOM Director General is the only principal who has attended every meeting of the GMG principals). During the IOM chairmanship of the GMG in the first half of 2007, initiatives included improvements of the Group's working methods and a briefing in New York by the GMG for UN Member States. IOM has since sought to facilitate interaction between the GMG and UN Member States by organizing GMG panels at IOM Council Sessions in 2008, 2009 and 2010. IOM takes up the GMG chairmanship again during the second half of 2013. IOM co-chairs the GMG working group on mainstreaming migration into national development strategies with UNDP, as well as the working group on data and research, with UN DESA. In addition, the Organization will co-lead the newly founded GMG task forces on capacity development and on migration and decent work with the United Nations Institute for Training and Research (UNITAR) and ILO, respectively.

IOM seconded two migration experts to UNDP to work on its Human Development Report 2009 and on JMDI. In collaboration with UNITAR and UNFPA, IOM convenes the Migration and Development Seminar Series in New York on a wide range of topics. In 2011 IOM supported the fourth UN Conference on the Least Developed Countries in integrating migration, development and remittances into the Programme of Action. In 2012 IOM contributed to the Rio+20 UN Conference on Sustainable Development and subsequently became a member of the UN System Task Team on the Post-2015 Development Agenda. From 2012 to 2013, IOM, in collaboration with UN DESA and UNFPA, has been helping prepare New York-based delegations for their participation in the second High-level Dialogue on International Migration and Development (HLD) through five round tables on topics that will be discussed at the HLD.

²¹ IOM is involved in the work of RCPs in different ways, including as a secretariat, through a dedicated web space for governments, secretariats and partners to exchange and disseminate information, and by supporting global meetings of the chairs and secretariats of RCPs.

In addition to convening these more development-focused processes, IOM is actively involved in numerous other processes and bodies, such as the Inter-agency Standing Committee (IASC) on humanitarian response (in which IOM co-leads the Camp Coordination and Camp Management Cluster and participates in several other clusters) or the climate change negotiations in the context of the UN Framework Convention on Climate Change (UNFCCC). In 2009, for example, IOM initiated a joint letter by the heads of IASC agencies to the UNFCCC calling attention to the humanitarian consequences of climate change, including migration and displacement consequences. At the field level, IOM now takes part in UN Country Teams in countries where the Organization is present and for which migration is of importance.

2. Support provided to the Global Forum on Migration and Development

IOM has supported the State-led GFMD from its beginning through: (a) the secondment of a senior migration expert (2007–2012); (b) substantive inputs into national and regional thematic events and annual summit meetings; (c) preparing round table background papers, identifying experts and case studies and presenting at the meetings; and (d) hosting the GFMD Support Unit since 2009.

Specific examples of IOM expert input to the GFMD and follow-up on recommendations include: (a) co-producing, with ILO and the Organisation for Security and Co-operation in Europe, the *Compendium of Good Practice Elements in Temporary Bilateral Labour Arrangements* (2008), sponsored by the Governments of Morocco and Spain; (b) substantial input to the joint European Commission–Mauritius “Workshop on Creating Development Benefits through Circular Migration” (2008); (c) facilitating exchange among RCPs through the above-mentioned global meetings of RCP chairs and secretariats; (d) commissioning an assessment of RCPs in 2010;²² and (e) a comparative review and analysis of IOM migrant resource centres (2010).

In support of the GFMD ad hoc Working Group on Policy Coherence, Data and Research, IOM prepared an information note for its Migration Profiles series, in advance of the 2010 Puerto Vallarta discussions. Also in support of the 2010 GFMD, IOM and Mexico’s National Institute of Migration collated good practices and successful partnerships in *Mexico: Public Policies Benefiting Migrants*. In addition, IOM has contributed to the GFMD Platform for Partnership since 2010, for example, by making available the Migration Profiles Repository, in partnership with the GFMD, in 2011. IOM contributed to 9 out of the 14 GFMD 2011 thematic meetings, including as co-organizer of a workshop entitled “Managing International Migration for Development: Policymaking, Assessment and Evaluation,” together with the World Bank. In Mauritius in 2012, the

²² See: IOM, *An Assessment of Principal Regional Consultative Processes on Migration*, IOM Migration Research Series No.38 (Geneva, 2011).

IOM Director General opened the “Common Space” between governments and civil society, during which IOM acted as rapporteur for a number of round tables.

In 2012 IOM dedicated the first volume of the new IOM–Springer series, Global Migration Issues, entitled *Global Perspectives on Migration and Development: GFMD Puerto Vallarta and Beyond*, to the GFMD. This first-ever book on the GFMD examines the relationship between migration and development and explores fresh strategies proposed by the GFMD in its fourth year of operations in Mexico.

3. Identified good practices

IOM works with governments to promote a “high road” scenario for migration governance, one in which facilitating, not restricting, migration is the priority; which sees migration as a process to be managed rather than a problem to be solved; and which strives to expand options for people to realize their human development aspirations and potential through mobility. A high-road scenario aims to offer governments a range of options to meet short-, medium- and long-term national interests within the framework of the rule of law, through evidence-based migration policy and in a spirit of multilateral cooperation. While not an exhaustive account of good practices, the following are some key ingredients for a high-road scenario:

- (a) *Migration for the human development of individual migrants.* This consists of rights-based and gender-sensitive approaches inclusive of economic and social rights, as well as labour rights consistent with relevant international standards and pursuant to the due process of law; migrant access to social protection and services; migrant-sensitive health and education policies; effective regulation of the recruitment industry, including lowering the cost burden on migrants; decriminalization of irregular migrants; pathways to obtain legal status; options for return in dignity where stay in the host country is not possible or permitted; access to justice and alternatives to migrant detention.
- (b) *Migration for societal development.* This involves mainstreaming migration into national development strategies and other sectoral policies at the national and subnational levels; lowering the cost of remittance transfers and increasing the access of recipients to financial services; effective systems for the recognition of foreign qualifications; engagement of diaspora and transnational communities to enhance their contribution as development partners; bilateral and regional agreements on labour and other forms of mobility at all skill levels; portability of social benefits; engagement with migrants, host communities and civil society to facilitate integration; and greater protection and support for families separated by migration, especially children remaining in countries of origin.

- (c) *Dialogue, cooperation and policy coherence.* These include coherent migration management frameworks, laws and policies that maximize synergies and minimize contradictions between different policy sectors; interministerial coordination frameworks; effective regional, interregional, global and inter-agency cooperation frameworks; properly trained and resourced migration management personnel; “migration lifecycle” approaches encompassing the pre-departure stage, transit, stay in country of destination and possible return and reintegration.

Over the course of its 60 years of experience, IOM has built the capacities of policymakers and practitioners, and has gathered, developed and disseminated good practices pertaining to various aspects of migration, which it implements through its projects and makes available through the following tools and means:

- tools and handbooks in a variety of areas of migration management;²³
- training, technical assistance and capacity-building for policymakers and practitioners, particularly in international migration law, labour migration management, counter-trafficking and border management;
- Migration Profiles and associated tools, research guides and impact studies to improve ways to obtain, manage and utilize available data and information on migration;
- the International Dialogue on Migration, which synthesizes lessons learned, policy options and good practices from around the world;²⁴
- the Migration Crisis Operational Framework, as an operational and analytical tool to address the migration dimensions of humanitarian crises;
- support at the national and regional levels in developing or revising migration laws and policies, upon request by governments and institutions, consistent with international standards and good practice.

²³ See, for example: IOM, *Compendium of International Migration Law Instruments* (the Hague, 2007); and various abovementioned handbooks, such as: IOM, *The IOM Handbook on Direct Assistance for Victims of Trafficking* (Geneva, 2007); *Caring for Trafficked Persons: Guidance for Health Providers* (Geneva, 2009); *Guidelines for Assisting Victims of Human Trafficking in the East Africa Region* (Geneva, 2011); *Developing a Road Map for Engaging Diasporas in Development: A Handbook for Policymakers and Practitioners in Home and Host Countries* (Geneva, 2012); *Compendium of Good Practice Elements in Temporary Bilateral Labour Arrangements* (Geneva, 2008); *Mainstreaming Migration into Development Planning: GMG A Handbook for Policy-makers and Practitioners* (Geneva, 2010).

²⁴ Published in the International Dialogue on Migration “Red Book” series.

4. Challenges identified in carrying out IOM work

The traditional reluctance of States to engage multilaterally on migration has long been a challenge to the work of IOM and others in the field, but this has changed noticeably in recent years. The fact that IOM membership has more than doubled in the last decade, the dynamic engagement of Member States in IOM policy dialogues and the growth of the GFMD as a relevant global process since 2007 are testimony to this trend. Nevertheless, important challenges concerning the governance and discourse on migration at the national and international levels remain and continue to impact on the work of IOM.

- (a) *Data and evidence.* A lack of adequate data and evidence, especially on the migration–development nexus, remains a chronic obstacle to coherent approaches in many countries. Issues include scattered migration data sources, restricted release of statistical data, poor comparability of data, low capacity to analyse such data, and the lack of rigorous evaluations and assessments of, and follow-up on, the impact of migration on various sectors of development. The lack of data on migrant contributions to societies and economies also hampers arguments in favour of migration and efforts to counter negative perceptions of migration and its effects.
- (b) *Political will and societal acceptance of migration.* Political sensitivities, combined with disconcerting levels of public resentment against migrants and migration, have led to knee-jerk and short-term policies, exacerbated by the strains of the global economic downturn. On the one hand, legitimate social concerns have remained unaddressed, while on the other hand there is a persistent lack of public awareness of the potential benefits of migration for countries of origin and destination. Overall, the growth and diversification of migration patterns have meant that an increasing number of countries are affected by migration. Countries, which in the past defined themselves as countries of destination, may now also be countries of origin, and vice versa, challenging policy and social discourse to keep up with these changes.
- (c) *Comprehensive approaches.* Reducing migration to any single dimension – for example, economy, culture or security – risks giving rise to narrow approaches and unsatisfactory outcomes both for migrants and societies. Insufficient labour market analysis and a disconnect between migration policy and overseas development objectives produces incoherent policies in countries of destination, thus leading to failure in the realization of migration’s potential to contribute to strong domestic labour markets and development objectives abroad. Conversely, there is still a tendency on the part of some countries of origin to view their communities abroad with suspicion, instead of recognizing and facilitating their contributions.

- (d) *Policy capacity.* Policy coherence and truly multisectoral approaches – at the global, national and local levels – to mainstreaming migration, both into development policies and other relevant policy sectors, remain scant. Coherent policymaking is further limited by the absence of a dedicated national authority or interministerial mechanism to coordinate migration management. Tensions among ministries, resource limitations and a high turnover of senior-level officials can complicate efforts to strengthen capacity and coherence. Capacities to implement international standards in national law and practice also remain low. Across borders, a reluctance to coordinate policies between countries perpetuates the mismatch between labour demand and supply that is at the core of many challenges in the area of migration management.
- (e) *Inclusion and cooperation.* Due to the number of actors with stakes in migration, and of the thematic areas involved, conversations have often remained segmented and not sufficiently inclusive of all relevant governmental and non-governmental partners. There is also inadequate dialogue with migrants themselves, as well as broader civil society and the private sector, which need to be brought more firmly into the discussion. At the inter-agency level, the GMG should be strengthened to enable more coordinated support to these efforts.

5. Key gaps in the global migration and development sphere

Despite progress in dialogue and cooperation at the global level, a balanced appreciation of the interactions between migration and the social, economic and environmental dimensions of sustainable development have not been fully realized in either policy or practice. Above all, channels for legal migration remain inadequate and inaccessible, especially at lower skill levels. This mismatch between labour demand and supply gives rise to abusive forms and conditions of migration, including trafficking and smuggling, and reduces the positive potential of migration for development. Linked to this is the fact that migration policies generally do not adequately protect the human rights of all migrants to safe and dignified migration, nor do they allow individuals to realize their human development potential and aspirations through mobility. Specific gaps in seeking to enhance the benefits of migration for development are described below.

- (a) Migration remains inadequately reflected in development frameworks and broader sectoral policies at both the national and local levels and in global development agendas, including the Millennium Development Goals (MDGs). Given the relevance of migration for sustainable development in economic, social and environmental terms, coherent policy frameworks must consider how migration could be a help or a hindrance in achieving sustainable developmental goals. For instance, migration is insufficiently addressed in health policies, yet being healthy is a pre-condition for migrants to be able to contribute to sustainable development – for themselves, their children and families, and the wider communities in both origin and destination countries.

- (b) While there is a growing awareness of how migration affects development, there may be merit in re-focusing the debate on how development, including achieving the MDGs, may in turn impact migration.
- (c) There is a lack of understanding of how migration affects sustainable development in developing countries. Given the significance of South–South migration, there needs to be greater focus on data and capacities in destination countries in the global South, as well as on the impacts of intraregional labour mobility on regional economic development.
- (d) Public perceptions of migrants and migration have not kept pace with the reality of human mobility and remain dangerously negative. Resulting xenophobia and discrimination threaten social cohesion and the overall rights and well-being of migrants.
- (e) The impacts of humanitarian crises on migrants and migration are emerging as an important concern and can have implications for development, for example, the loss of employment and income for migrants and their families; the sudden departure of an important labour force from destination countries; and the serious reintegration challenges for countries of origin.
- (f) The relationship between human mobility and climate change and environmental factors has not been sufficiently factored into policies that aim to bridge disaster preparedness, climate change adaptation and sustainable development.

6. Recommendations for the 2013 High-level Dialogue

IOM views the 2013 HLD as an important opportunity to improve the governance of migration, in particular the migration–development nexus, at the local, national, regional and global levels, while keeping the rights and well-being of migrants at the centre of the debate.

- (a) *Improve public perceptions of migrants.* Call for a fundamental shift in the public perception of migration towards a process to be managed, not a problem to be solved. Specifically, there should be a move away from the narrow and inadequate view of the phenomenon as an escape from poverty that negatively impacts on host communities, towards an acknowledgement of the important role that migrants can and do play as partners in the development of host and origin countries.
 - (i) Address misperceptions of migration through factual information on current demographic and other relevant trends and the overwhelmingly positive contribution of migrants historically.
 - (ii) Engage both migrants and the host society, not least to avoid discrimination, xenophobia and violence against migrants.

- (iii) States, the media, the private sector, civil society and migrants, which all have an important role to play in generating accurate and constructive discourse and reporting on migration.
 - (iv) Redouble efforts on migrant integration – involving governmental and non-governmental actors, especially host communities, in the process – which should be tailored to the local context and profile of migrants.
 - (v) Engage diaspora groups and transnational communities in creating links between countries and contributing to the development of their home countries.
- (b) *Factor migration into development planning.* Encourage mainstreaming of migration into development and broader sectoral planning at the local, national and global levels, and in both developing and developed countries. Specifically, recognize that migration today is relevant to all three pillars of sustainable development – economic, social and environmental – and that it needs to be appropriately factored into the post-2015 UN development agenda, setting clear targets.
- (i) Embark on a process of mainstreaming migration into development planning that has full national ownership and which is made public and visible.
 - (ii) Establish or enhance the capacity of designated national institutions or interministerial coordination committees to manage the migration–development nexus.
 - (iii) Encourage a multi-stakeholder approach that is inclusive of all relevant ministries and government agencies, as well as civil society, academia and diaspora organizations.
 - (iv) Consider crucial sectoral topics in the mainstreaming process, especially issues in the areas of financing for development, labour market policy, migrant health and human rights protection.
 - (v) Consider demographic trends in migration and development policies, in particular opportunities and challenges surrounding youth unemployment and youth migration, and the consequences of demographic ageing for migration policies.
 - (vi) Bilateral cooperation, especially through dialogue between countries of origin and destination, that is, at regional level, can significantly boost mainstreaming processes.
- (c) *Protect the human rights of all migrants.* Ensure respect for and protection of the human rights of all migrants. Specifically, promote a more rights-based approach to migration that ensures migrants’ access to their social and economic rights, taking into account differentiated vulnerabilities based on gender, age, health, legal status and other factors.
- (i) Encourage the development and effective implementation of national laws to protect the rights of all migrants, including by ensuring equitable pay and

- conditions of work, as well as non-discriminatory access to due process of law and relevant health and other social services.
- (ii) Promote the development of more bilateral and regional agreements to facilitate the portability of social security and other relevant benefits.
 - (iii) Urge States to promote migrant-sensitive health policies that ensure equitable access to health and disease prevention for migrants, subject to national laws and practice and without discrimination.
 - (iv) Provide greater protection and support for families separated by migration.
 - (v) Call on States to consider regularizing the status of long-standing irregular migrants in good standing with the law, to improve their protection and contribution to the tax base.
- (d) *Manage migration in crisis situations.* Draw attention to the implications of humanitarian crises for migration and migrant populations, including in terms of protection and development. Specifically, consider the role of human mobility in disaster risk reduction strategies, disaster preparedness, national climate change adaptation programmes and sustainable urban planning.
- (i) Recognize the important role that temporary and circular migration can play in facilitating post-crisis recovery and adaptation to climate change and environmental degradation.
 - (ii) Incorporate disaster preparedness and resilience measures in development plans, to reduce the risk of forced migration and its adverse impact on development, involving migrants in the planning process.
 - (iii) Put in place measures to protect and more effectively assist vulnerable migrants stranded in crisis situations in host countries, as well as migrants in mixed migration flows. Both origin and destination countries have responsibilities in this regard. States should also consider the longer-term effects on development of crisis situations affecting migrants.
 - (iv) Ensure greater synergies between transitional justice, the resolution of land and property disputes, and access to reparations on the one hand, and the pursuit of durable solutions to internal and international displacement on the other.
- (e) *Enhance evidence-building and knowledge-based policymaking on migration.* Raise the quality of research and data collection on migration. Specifically, invest in more systematic evaluation and impact assessments of migration policies and migration and development initiatives.
- (i) Develop comparable indicators and generate data on migration and on the migration–development nexus. Enhance State capacity to capture data, by, inter alia, integrating migration indicators in routine population censuses and other surveys, and analyse such data.
 - (ii) Promote more research on the contributions of migrants, including refugees, to development; the nexus between climate change, the environment and

- labour mobility; migration and health; and the implications of migration crises on development.
- (iii) Invest in building migration research and data capacities in developing countries, and develop research networks and observatories to promote the sharing of good practices.
 - (iv) Encourage all countries to prepare migration profiles on a regular basis to promote greater policy coherence and evidenced-based policymaking.
 - (v) Facilitate action at the global and regional levels to fund and develop more systematic evaluations and assessments of the impact of migration and development initiatives.
- (f) *Promote policy coherence and institutional development.* Improve policymaking processes at the national, regional and international levels through the effective participation of a range of partners.
- (i) Taking account of global statistics on migration, greater attention should be directed to specific challenges and opportunities presented by South–South migration. Whereas some developing States have acquired the capability to implement migration and development policies, others struggle to translate migration and development theory into practice.
 - (ii) Encourage States to ensure adequate channels for legal migration and, where labour needs are temporary, to design temporary and circular labour migration programmes for less skilled workers, thereby harmonizing migration policy, labour market needs and development assistance priorities.
 - (iii) Encourage regional economic communities and regional consultative processes on migration to devote greater attention to migration and development policy.
 - (iv) Reaffirm the positive impact of the State-led GFMD in promoting dialogue and cooperation between countries across the migration spectrum.
 - (v) Urge States to ensure continued funding for migration and development initiatives, particularly in light of the global economic recession.

