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**EIGHTY-SIXTH SESSION**

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**DRAFT REPORT ON THE  
EIGHTY-SIXTH SESSION OF THE COUNCIL**

**International Dialogue on Migration**

**Migration in a Globalized World**

Geneva

18-21 November 2003

Rapporteur: Mr. J. C. Ejinaka (Nigeria)

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## DRAFT REPORT ON THE EIGHTY-SIXTH SESSION OF THE COUNCIL

### INTRODUCTION

1. Pursuant to Resolution No. 1078 (LXXXIV) of 4 December 2002, the Council convened for its Eighty-sixth Session on Tuesday, 18 November 2003, at the Palais des Nations, Geneva. In the temporary absence of the Chairperson, Mr. G. Albin (Mexico), Second Vice-Chairperson elected at the Eighty-fourth Session, opened the session. Eight meetings were held and the session ended on Friday, 21 November 2003.

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

2. The following Member States were represented:

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

<sup>1</sup> See List of Participants (MC/2125).

<sup>2</sup> See paragraph 9.

3. Belarus, Bhutan, Bosnia and Herzegovina, Brazil, Burundi, China, Estonia, Ethiopia, Ghana, Holy See, India, Indonesia, Jamaica, Libyan Arab Jamahiriya, Namibia, Nepal, Russian Federation, San Marino, Spain, The former Yugoslav Republic of Macedonia and Turkey were represented by observers.

4. The United Nations, Office of the United Nations High Commissioner for Refugees, Office for the Coordination of Humanitarian Affairs, United Nations Conference on Trade and Development, United Nations Development Programme, United Nations High Commissioner for Human Rights, United Nations Population Fund, International Labour Organization, Food and Agriculture Organization of the United Nations, World Health Organization, International Bank for Reconstruction and Development, European Commission, African Union, *Organisation internationale de la Francophonie*, Southeast European Cooperative Initiative (SECI) – Regional Center for Combating Transborder Crime, League of Arab States<sup>3</sup> and the Organization of the Islamic Conference<sup>3</sup> were represented by observers.

5. The International Committee of the Red Cross and the Sovereign Military and Hospitaller Order of Malta, as well as the following international non-governmental organizations, were represented by observers: International Confederation of Free Trade Unions, World Confederation of Labour, Caritas Internationalis, International Catholic Migration Commission, International Islamic Relief Organization, International Social Service, Lutheran World Federation, Fundación Paulino Torras Domènech, World Council of Churches, Migrants Rights International, Human Rights Watch, Amnesty International, American Jewish Joint Distribution Committee (JDC) – Center for International Migration and Integration (CIMI)<sup>3</sup> and the Jesuit Refugee Service (JRS).<sup>3</sup>

## **CREDENTIALS OF REPRESENTATIVES AND OBSERVERS**

6. The Council noted that the Director General had examined the credentials of the representatives of the Member States listed in paragraph 2 and found them to be in order; and that he had been advised of the names of the observers for non-member States and international governmental and non-governmental organizations listed in paragraphs 3 to 5.

## **ELECTION OF OFFICERS**

7. The Council elected the following officers:

Chairperson:	H.E. Mr. J. Kārklīnš (Latvia)
First Vice-Chairperson:	H.E. Mr. G. Albin (Mexico)
Second Vice-Chairperson:	H.E. Mr. S. Umer (Pakistan)
Rapporteur:	Mr. J. C. Ejinaka (Nigeria)

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<sup>3</sup> See paragraph 11.

## **ADOPTION OF THE AGENDA**

8. The Council adopted the agenda subsequently issued as document MC/2112/Rev.3.

## **NEW MEMBERS AND OBSERVERS**

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

- (i) Republic of Malta

9. At its 448th meeting the Council adopted Resolution No. 1085 (LXXXVI) admitting the Republic of Malta as a Member of IOM.

10. The representative of the Republic of Malta made a statement to the Council expressing the Government of Malta's appreciation of the Council's unanimous approval of Malta's membership in IOM and pledging its full support to the Organization.

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

- (i) League of Arab States  
(ii) Organization of the Islamic Conference  
(iii) American Jewish Joint Distribution Committee (JDC) – Center for International Migration and Integration (CIMI)  
(iv) Jesuit Refugee Service (JRS)

11. At the Council's 448th meeting, the League of Arab States, the Organization of the Islamic Conference, the American Jewish Joint Distribution Committee (JDC) – Center for International Migration and Integration (CIMI) and the Jesuit Refugee Service (JRS) were granted observer status at meetings of the Council, in accordance with the terms of Resolutions Nos. 1086, 1087, 1088 and 1089 (LXXXVI).

12. The new observers made statements thanking the Council for their acceptance as observers and assuring IOM of their full cooperation.

13. The Director General thanked the outgoing Chairperson, Mrs. Mohamed (Kenya), for her outstanding service to the Organization and welcomed the new Member and new observers to IOM.

## **STATEMENTS BY THE DIRECTOR GENERAL AND THE DEPUTY DIRECTOR GENERAL**

14. The Director General delivered the statement reproduced as Annex I to this report.  
15. The Deputy Director General delivered the statement reproduced as Annex II to this report.

## **INTERNATIONAL DIALOGUE ON MIGRATION – MIGRATION IN A GLOBALIZED WORLD**

### **(a) Presentation on Migration Trends**

16. The Director of the Migration Policy and Research Programme (MPRP) gave a presentation, stressing the vital link between physical mobility and policy mobility. In the past four decades, the migrant population worldwide had increased from 75 million and would reach a projected 230 million in 2050. Migrants were now travelling for a greater variety of reasons and to a larger number of destinations than in the past. Women migrants now accounted for more than 50 per cent of the total. Almost all countries were affected. Reasons for migration hinged primarily on demographic and economic factors such as population ageing in industrialized countries or income disparities between developed and developing economies. Migration was now increasingly seen as an available life choice. Initial movement was often internal from rural to urban areas followed by travel to international destinations.

17. The main implication for policy makers was that a choice had to be made between harnessing the positive potential of migration or allowing market forces to exert their influence blindly, resulting in irregular flows, trafficking and smuggling. The essential requirement was to achieve a balance between facilitation and control. Major challenges to policy makers included the establishment of constructive links between migration and development, and the analysis of migration from a life-cycle perspective (including questions such as preparation at the pre-departure stage, security and protection during passage, facilitation and control of entry on arrival and, in the longer term, integration). A further major challenge was that of ensuring that the discourse at the global level was focused and constructive. Initiatives such as the IOM Council International Dialogue on Migration, the Geneva Migration Group, the Berne Initiative and the Global Commission on International Migration should be mutually supportive. A final challenge was that of partnerships, ensuring that migration management brought together governments, international organizations, non-governmental organizations, recruitment agencies, employers and all other shareholders involved in the enterprise.

18. All these challenges were best addressed in the context of a comprehensive policy framework based on four pillars: migration and development, facilitated migration, migration control and forced migration. Such an approach would enable governments to maximize the benefits of migration for all stakeholders while bearing in mind the human dimension of migration.

19. In conclusion, policy makers needed to acknowledge that mobility was an established and unavoidable feature of modern life. A choice had to be made between managed and disruptive migration. IOM's Constitution offered a vision of migration as a beneficial factor for societies, as well as for individual and collective development. To reach that goal it was essential to match physical mobility with policy mobility and adaptability.



**(b) The Geneva Migration Group (GMG)**

20. The Director General, himself a member of the Group, presided over the proceedings. He welcomed Mr. Juan Somavia, Mr. Ruud Lubbers, Mr. Bertrand Ramcharan and Mr. Rubens Ricupero<sup>4</sup> and regretted the unavoidable absence of a fifth member of the GMG, Mr. Antonio Costa, Head of the United Nations Office on Drugs and Crime, Vienna. The Group, which met at head of agency level in Geneva, captured the essentials of the migration policy debate and demonstrated that migration was complex and multidimensional, and had to be addressed from many different perspectives as advocated by the Director of MPRP.

21. Mr. Juan Somavia, Director General of the International Labour Office (ILO), stressed that migration was one of the key issues of the times and that its importance and complexity would continue to grow. It was estimated that currently between 60 and 65 million people were economically active in a country other than their own, with or without authorization, and were accompanied by numerous dependants. In the 19th and early 20th centuries, Latin America had welcomed a considerable number of European immigrants seeking a better life but controls on movements of people were now tightening although there was greater freedom for movement of capital, goods and services.

22. Migration was triggered by differences: inequality in the world was increasing and global interconnectivity and communications led to growing awareness of the imbalance; simultaneously, the decline in transport costs lowered an important barrier to migration. Present-day society faced three challenges. The first encapsulated the fundamental question of whether it was possible to have open economies but closed societies. Since countries were becoming increasingly multi-ethnic and multicultural, the challenge of promoting social integration would become ever more complex as migrants now comprised over 15 per cent of the population of more than 50 States. Secondly, it was essential to address worldwide demographic imbalances between rich countries with decreasing or stagnating populations and developing countries with young and growing populations. To absorb new entrants to the labour market, 50 million new jobs would be required annually. Thirdly, the biggest failure of globalization was its lack of success in providing opportunities for decent work where people lived; most people would then remain in their own communities.

23. The problems entailed in managing migration pressures and seizing the opportunities offered were fraught with controversy and defensive attitudes were emerging in many countries. The problem was how to manage balanced migration flows and there was urgent need for an overall multilateral framework governing migration in the interests of sending and receiving countries, and of migrants themselves. In industrialized countries, many of the challenges of an ageing population could be eased by increased migration. More generally, global labour productivity might increase, since migration would be from low productivity labour-surplus countries to higher productivity ones. The migrants' home countries would benefit through remittances, which currently amounted to approximately 1.5 times the value of official development assistance. The positive contributions made by returning migrants to their home countries had to be offset against the brain drain; and so it was essential to balance the interests of sending countries, receiving countries and migrants themselves.

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<sup>4</sup> For further information, see Agenda (MC/2112/Rev.3) and List of Participants (MC/2125).

24. Restrictions on unskilled worker migration had led to a sharp increase in illegal migration and the international trafficking of persons, particularly women and children. Estimates indicated there were between 15 and 30 million migrants in an irregular situation worldwide and the number was growing. Hence there was a need to revitalize multilateral action on the basic rights of migrant workers and their protection from trafficking, discrimination and exploitation. The discussion on migrant workers at the International Labour Conference in June 2004 might be a first step in that direction. The Geneva Migration Group had been established to facilitate the exchange of key information at the highest level, to pave the way to a more effective and consistent system of international governance for the future. In his view, the important function of the Group was to provide different perspectives. Enhanced inter-agency activity could, however, be effective only if countries themselves cooperated more closely at regional and international levels. Hence the members of the Geneva Migration Group had a very important stake in the success of the migration dialogue, in which the IOM Council historically had particular expertise.

25. The Director General expressed his appreciation for Mr. Somavia's personal efforts in the field of migration and looked forward to cooperating with him at the International Labour Conference in 2004. IOM had already followed up the ILO's concept of a life cycle of migration, which in his view was excellent.

26. Mr. Ruud Lubbers, United Nations High Commissioner for Refugees (UNHCR), said that migration, and especially its good governance, were of paramount importance in today's world. Despite his very heavy agenda, the United Nations Secretary-General found time to focus on that aspect of migration and had invited interested countries to pursue the subject. In the past, for a long time the arrival of migrants was not seen as a problem but as a good happening. Recently, however, States had adopted a more protective attitude to their own citizens in regard to migrants. After the Second World War greater consciousness of human rights had developed along with the concept of protection of people. In that sense, the Geneva Migration Group was representative of both the practical side of migration as reflected by IOM, which was an organization ensuring orderly migration, and the humanitarian side in the protection of migrant workers as reflected by other international agencies. Another very important aspect of migration was that of remittances transferred home by migrants to their families, as acknowledged by the World Trade Organization in the so-called mode 4.

27. His task as High Commissioner was seriously impeded by the fact that migration was not managed but consisted of mixed flows, with no distinction between those forced to move and those impelled to do so for social or economic reasons. That was the first justification for developing a better system of governance. The second was that protection of refugees was the core of the UNHCR's mandate and the approach brought to the GMG was therefore normative as well as practical. He emphasized that when IOM moved migrants, UNHCR was faced with many questions regarding their status and possibilities for return, their safety and their possible resettlement. The two organizations must therefore work closely together. He hoped to see more such complementarity displayed in the Geneva Migration Group.

28. The Director General thanked Mr. Lubbers for his lucid and positive remarks, and for his efforts in setting up the Geneva Migration Group.

29. Mr. Bertrand Ramcharan, Acting United Nations High Commissioner for Human Rights (UNHCHR), said that the Office of the UNHCHR must make its contribution to the Geneva Migration Group. From the premise, identified during drafting of the Universal Declaration on Human Rights, that everyone was born with reason and conscience and should act towards one another in a spirit of brotherhood, had resulted the famous concept that the world must be built on the basis of respect for the rights of every person. It was important to bear that norm in mind as a policy objective. Nor must it be forgotten that human rights applied to the poor as well as the rich, especially since many migrants were poor people in search of a better life. As well as the norms and human rights enshrined in the Universal Declaration, the Office of the UNHCHR brought to the Geneva Migration Group the various normative pronouncements of the United Nations as well as those embodied in the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. A further input from the UNHCHR was the “vulnerability factor” to which people on the move, whether regular or irregular migrants, were particularly susceptible. He stressed that their protection, regardless of circumstances, constituted an important objective in the work of the UNHCHR and recalled the predicament of tens of thousands of women who were trafficked into contemporary forms of slavery and prostitution.

30. UNHCHR also had a fact-finding function, associated with monitoring migrants and their families in relation to protection and a supervisory function, in monitoring compliance of States Parties with the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, to which it was hoped an increasing number of States would accede. Further responsibilities of UNHCHR included the coordination of appropriate activities within the United Nations system, and the formulation of policies and recommendations for the protection of individuals in all walks of life. Finally, the human rights perspective introduced into the discussions of the Geneva Migration Group the concept of an international conscience, based on human rights norms, which was accountable to migrant individuals in need of protection, whatever their status or circumstances.

31. The Director General thanked Mr. Ramcharan and paid tribute to his eloquence.

32. Mr. Rubens Ricupero, Secretary-General, United Nations Conference on Trade and Development (UNCTAD) considered that Geneva was the sole venue in which such a variety of perspectives on complex migratory issues could be envisaged. He underscored the particular perspective of UNCTAD, which covered not only trade in goods but also, increasingly, trade in services, a concept defined under mode 4 of the General Agreement on Trade in Services (GATS), which described the supply of services through the temporary movement of natural persons and introduced the notion that labour mobility should complement the movement of capital and goods. The first problem was to draw the dividing line between immigration policy and trade policy, a more difficult task than it appeared since immigration covered permanent as well as temporary migration. In an annex to the GATS Agreement, temporary migrants were described as natural persons seeking non-permanent entry to supply services abroad. Although not entirely satisfactory, that definition provided an initial distinction between the temporary movement of people to supply services on the one hand, and migration on the other. One of the tasks of the migration specialist was to establish the link between migration and trade policy needs, how the temporary movement of persons in the service context might be reflected in national migration policy.

33. Secondly, there was a general misperception that the liberalization of the movement of persons under mode 4 was particularly complicated. In fact, liberalization in goods and services had also forced countries to pay for adjustments, but that had not been a reason to recoil from it, even in developing countries, which lacked social safety nets. There was also the possibility of a win-win outcome, contrary to the misperception that the liberalization of mode 4 benefited only the sending and not the receiving countries, which were perceived as suffering the costs but not reaping the benefits. He strongly disagreed with that analysis, and maintained that that area of migration provided perhaps the greatest potential global welfare gains. A recognized authority on the subject had estimated that an increase of only 3 per cent in the admission quotas of migrant workers to developed countries would result in gains of USD 156 billion per year. Another expert had shown that, as a result of liberalization in markets and financial assets, the price differentials were close, with a ratio of 2 to 1 for goods and financial assets, whereas the differentials for wages were 10 to 1 or more. Hence there was greater potential in the labour field, likely to contribute to gains in the supply capabilities of developing countries in general, which were already profiting from outsourcing as well as the offshore supply of services. In two areas which were central to present day international debate, namely the relationship between trade and poverty and that between trade and gender, the most important contribution would be provided by the liberalization of mode 4. Thus when the current round of trade negotiations was launched in Doha, the inclusion of a commitment to the liberalization of mode 4 had constituted a litmus test for developing countries and for the development content of the Doha Work Programme. So far, however, there had been little progress in that area and concern was being voiced about the development deficit in the current negotiations, which had in turn been reflected in the regrettable outcome of the Cancun negotiations. As the developing countries had made significant concessions to industrial countries in two landmark agreements in extremely difficult fields, namely basic telecommunication services and financial and banking services, it was now high time to step up efforts for liberalization of movement of persons.

34. The Director General thanked Mr. Ricupero for his cogent explanation of the trade and labour market as they impacted upon migration.

35. The Council expressed its appreciation for the contribution of the Geneva Migration Group.

**(c) Presentations by keynote speakers, followed by interactive discussion**

36. The keynote speakers<sup>5</sup> were Mr. Jan O. Karlsson, Mr. Ousmane Ngom, Mr. Milton Ray Guevara and Mr. Michel Dorais and the commentator on the debate was Mr. Nitin Desai.

37. Introducing the topic, the Director of the Migration Policy and Research Programme said that informal consultations with Member States had quickly identified Migration in a Globalized World as the overarching theme for discussion at the Council's International Dialogue on Migration. One possible reason was the increasing consciousness of the international community that migration was an unavoidable reality. In that context, the term "globalized" had to be considered not only in the technical and economic sense, but also at the broader social level where modern technology made communication throughout the world more readily accessible. The

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<sup>5</sup> For further information, see Agenda (MC/2112/Rev.3) and List of Participants (MC/2125).

panelists had been asked to give their views on the globalized world and on the reciprocal impact of globalization and migration. The aim was to obtain individual perspectives on the issue from different regions of the world.

38. Mr. Karlsson, Co-Chair of the Global Commission on International Migration, addressed the issue of migration in a globalized world from his viewpoint as the former Swedish Minister for Migration and Development, an uncommon combination of functions although the link between migration and development was very important. Immediately after the International Conference on Financing for Development (Monterrey, 2002), the Swedish Foreign Office had learnt that, at a time when annual official development aid worldwide totalled between USD 50 and 55 billion, remittances from migrants, according to the United Nations, stood at between USD 80 and 100 billion a year. The Monterrey Consensus had made no mention of that fact although it was of great importance. The Swedish Foreign Office had concluded that it was essential to incorporate migration-related issues in its development cooperation bill.

39. At the Trade and Migration Workshop held with IOM in November 2003, the Organisation for Economic Co-operation and Development (OECD) and the World Bank had specifically discussed the impact of the General Agreement of Trade in Services (GATS) which touched on migration, namely the movement of the service provided. After three days of discussions, all were agreed that the linkages between trade and migration made migration a crucial part of any discussion of globalization, be it in the developed or the developing world. Indeed, migration was also key to development, trade and security, not least after 11 September 2001. In May 2003, the speaker had been given the Doyle Report on migration which painted a dramatic picture of the mounting frustration experienced in developing countries at the brain drain, matched by the frustration felt in the developed world at the problems created by failed asylum policies, and at the contradiction between the increase, in Western Europe in particular, of xenophobia and politically-motivated demands to limit migration, on the one hand, and the knowledge that for purely demographic reasons there would be an enormous need for foreign labour in five to ten years, on the other.

40. Migration was therefore key to balanced growth in the developed world and to the distribution of the fruits of globalization in the developing world. The Doyle Report concluded with a call from the United Nations Secretary-General for an independent initiative to move migration issues forward, a conclusion that had also been reached by several governments, including his own. He was involved in endeavours to form a Global Commission on International Migration, which he hoped would be established in the very near future. He expressed concern that too much might be expected of the Commission which would be dealing with one of the most important paradigm shifts of modern times. Migration would come to be seen as a strategic factor of human development, growth and continued economic and social development worldwide. Establishing the Commission would be a very small step in the right direction, but also an interesting harbinger of the increased interest that would be shown in the matter by society in general at all levels. The shift would be far-reaching and the Commission would consult frequently with IOM and its Member States, with a view to finding new avenues of reflection and paving the way for fresh initiatives. Some people talked about a win-win opportunity but the possibilities, while real, should not be exaggerated. Any such strategy would require enormous effort and completely innovative thinking.

41. Mr. Ngom, Minister Counsellor to the Office of the President of the Republic, in charge of international relations, Senegal, said that half of Africa's population lived on less than one dollar a day, the under-5 mortality rate was 140 per thousand, life expectancy was 54 years and only 50 per cent of the population had access to drinking water. Armed conflict and its results compounded the problem. That situation had prompted numerous Africans to seek a better life in developed countries. Aware of the reasons why African countries had fallen behind developed countries, in July 2001 African leaders had adopted the New Partnership for Africa's Development (NEPAD), a pledge to eradicate poverty, promote sustainable growth and development and participate in the world economy and body politic. Africans had thus determined to take their destiny into their own hands.

42. Clearly, the billions of dollars that Africans abroad sent home every year was a major factor in the fight against poverty, in which cooperation with IOM would help Africa to face the challenges posed by international migration. The Organization was performing a remarkable job in favour of a world of greater solidarity and humanity and, in that context, the Senegalese authorities and the African Union called for the re-election of the IOM Deputy Director General. The Organization was aware of the economic reasons which deterred migrants from returning to their countries of origin and had adopted an approach dealing simultaneously with migration issues and development problems, resulting in the successful Migration for Development in Africa (MIDA) return programme among others. IOM's activities to consolidate peace, security and stability in Africa, resulting in demobilization and reintegration of people in a number of countries, were another source of satisfaction. Migratory flows were an essential factor in the maintenance of peace and the construction of favourable political and economic conditions. Hence it was time to establish a true partnership between IOM, the United Nations specialized agencies and, of course, the African Union.

43. NEPAD had been constructed essentially for the African region as a whole and eight priority development sectors, with emphasis on good governance in public and private affairs; a regional approach to priority programme implementation; and the choice of the African private sector to cover financial needs. NEPAD had conducted a number of activities, in Africa and abroad, to heighten awareness among Africa's main partners and had termed the diaspora the continent's sixth region to enable it to play its full role in Africa's development. Complementarity between IOM and NEPAD was reflected in their approach to the brain drain and to migrants' remittances. The former created a void that had to be filled by Western technical assistance and it was time for IOM and NEPAD to coordinate their strategies in order to stave off its devastating effects. Migrants' remittances to their countries of origin often accounted for a substantial portion of gross domestic product (GDP), were double the amount of public development aid and constituted a major factor in poverty reduction. IOM and the African Union should endeavour to channel some of those funds into the productive investments NEPAD planned to make. Furthermore, women remitted more money than men and had to play a greater part in funding Africa's development. Clearly, the African diaspora had a pivotal role to play in funding and implementing NEPAD. The time had come for migration to be perceived as a positive force for countries of origin, host countries and migrants themselves, and for international institutions such as IOM to work with States in guiding migrants in that direction. Through NEPAD, Africa held the key to its own development, a historic opportunity to develop a true partnership with international institutions in order to find lasting solutions to problems of good governance, human resources management, peace and security, and harmonious economic and social development in a globalized world.

44. Mr. Guevara, Secretary of State for Labour, Dominican Republic, said that the occurrence of globalization with its resulting market liberalization and free circulation of goods, requiring open societies, and the development of means of communication, had prompted poor workers to seek a better life abroad. Unfortunately, whereas the fundamental aim of globalization was to maintain current macro-economic balances, its aim should be to create jobs and promote decent and dignified work in order to reduce poverty and to solve the economic problems of the poorest sectors. His country therefore attached great importance to the ILO's reflections on the social aspects of globalization.

45. Migration was of enormous interest to the Dominican Republic as over one million Dominicans had emigrated. In addition, the country had to deal with rural migration which it was countering by launching programmes to provide the rural population with appropriate infrastructures in order to discourage migration to urban areas.

46. Since 1994, the Dominican Republic had accepted the legal concept of dual nationality, allowing Dominican migrants to accept the nationality of their country of residence, thus enabling them to integrate socially and to claim full employment rights there. In 2001, remittances from Dominicans abroad had amounted to USD 1.8 billion, or 15 per cent of GDP, of which 80 per cent had come from the United States of America. Of the total, 60 per cent had been spent on consumer goods, 30 per cent on construction, and 10 per cent on investment. Accepting that people were justified in migrating to seek dignified and decent work, the Dominican Government had developed a job creation policy comprising two projects for the young, to provide occupational training and make young people more employable.

47. Legislation had been enacted to make people smuggling a criminal offence and a successful agreement, that had proved to be a model of its kind, had been concluded to regulate the flow of migrant workers to and from Spain. The Dominican Republic hoped to negotiate similar bilateral agreements with other countries. In addition, the Senate was currently examining new migration legislation guaranteeing the right of migrant workers in the Dominican Republic to be treated in full accordance with Dominican law. Finally, the Dominican Republic had prepared six projects to be shared with Haiti, from which many foreign workers came, for submission to a bilateral committee when possible.

48. In the view of the Dominican Republic, IOM's efforts were fully justified in a world where not only the economy and markets, but also solidarity had to be globalized. That entailed protecting the rights of migrant workers.

49. Mr. Dorais, Deputy Minister for Citizenship and Immigration Canada (CIC), said that the current new age of migration was distinguished by its magnitude and global reach. What was largely an asylum movement in the 1980s had metamorphosed into a far more complex issue that echoed other aspects of globalization – increasingly, migrants were making informed choices about where they wished to live. Migration had become a broad public issue that must be understood in conjunction with trade, development, governance, human rights and security and, as IOM had stated (*Migration in a Globalized World (MC/INF/268)*), one of the defining global issues of the early 21st century. Migration brought diversity and its successful management would be the yardstick of successful countries.

50. One challenge in trying to link migration to other public agenda issues was the difference in perception: the developed world tended to view migration in terms of responsibility of migrants to comply, while the developing world saw it more in terms of right of access and fair treatment. Neither position was sufficiently broad to encompass all dimensions of migration. First, countries must realize that most of them were, simultaneously, “sending” countries, “receiving” countries and “transit” countries, and therefore “countries of migration”. They should not be blinded to that fact simply because they lacked a legislative framework or data collection system for migrant movements. Migration was a natural occurrence from which countries benefited, although that was not always obvious. Immigration had positive and negative aspects and the key distinguishing feature between the two was the extent to which migration was managed.

51. That entailed an honest assessment of labour market needs and the role therein played by immigrants. The IOM paper on Migration in a Globalized World noted that a growing number of countries were pursuing policies to increase and facilitate the flow of regular labour migrants. In failing to provide legal mechanisms for migrants to enter, countries had created expensive legal problems regarding illegal entry or claims for asylum. Ways had to be found to regularize labour migration, which might alleviate the asylum issue. The programmes for skilled workers initiated by Canada and Australia merited consideration, as did programmes for temporary workers and permanent immigration. Furthermore, integration demanded reflection. While migration was perceived as temporary, countries would hesitate to integrate immigrants, thereby creating a permanent immigrant population that remained outside the mainstream of society, a potential threat to social cohesion. Canada had learnt three key lessons: to integrate immigrants as soon as possible; to find ways of bringing immigrants and the host population into contact; and to offer and promote full membership in society.

52. Crafting a new immigration paradigm required new approaches: structures were needed that instituted benefits and responsibilities for individuals and for States, and the paradigm had to be realistic and workable. Definitions of temporary and permanent migration were needed for designing migration programmes and all countries had to ensure that they had a place for migrants and recognized themselves as “countries of migration”. Honest and open discussion on how to achieve a win-win outcome in the area of migration was needed resulting, hopefully, in a model of mutual benefit and responsibility.

53. The current discussion was but one of a number on migration but it would take time, significant investment and a broad spectrum of viewpoints to achieve consensus on a new paradigm. Premature decisions would polarize and politicize the debate before interesting ideas could emerge. If countries would stop labelling themselves and agree that the perfect model had not yet been found, they would already have made great progress towards managing migration in the 21st century.

54. Mr. Desai, former Under Secretary-General of the United Nations, said that he was struck by the almost complete absence of a set of agreed standards on migration policy at the global level whereas globalized trade and finance were governed by global rules. In some areas, debate on migration issues was reaching a point where policies would have to be defined, for example in movement of people to provide a service so that suppliers from anywhere in the world could compete on the same basis. It was sometimes argued that the movement of people was culturally



more disruptive but it was surely not more so than the movement of capital to establish an American fast food outlet. The increase in movement of people did not represent an expansion in long-term migration; many people moved temporarily, for various reasons. Every day, about one million people crossed national borders and, as a result, interest in migration issues had grown.

55. The growth of interest stemmed from four things. First, the developing countries were becoming increasingly aware of the diaspora/development connection which concerned remittances but also the changing nature of peoples' movements. Those who migrated now tended to maintain ties with their countries of origin. Developing countries had a growing interest in recognizing the role of the diaspora and putting it to positive use, in stemming the brain drain and developing policies to maximize its impact on domestic development. All countries had special schemes for non-resident citizens living abroad. In the developed countries, the upsurge in interest in migration policy stemmed from the asylum problem in Europe, which could provide a way of filling vacancies in the labour market. Second, developed countries were also interested in migration issues because migrants were from very different cultures and questions of integration were qualitatively different from those faced in earlier times. A further reason why interest in migration was growing in both the developed and the developing world was what he called "boutique migration" where a country that needed a particular profession or talent obtained only that, mostly from developing countries. There was growing concern about the need for a policy at the global level, not least to compensate countries which had invested heavily in training. The fourth reason for heightened interest in migration affairs was the question of trafficking and the illegal movement of people.

56. Policy dialogue on all those issues was dispersed in different parts of the global system, particularly in the various specialized agencies and departments of the United Nations. An agenda of the issues to be addressed and a greater sense of clarity about migration policy requirements at national level were required leading to consistent dialogue and a more systematic negotiation of standards and principles. In that context, he expressed his satisfaction that sessions of the IOM Council were creating such an opportunity and that the Global Commission on International Migration was being convened. He hoped that those processes would lead to progress in the matter and that action would be taken on Mr. Dorais' suggestion for a more systematic and honest analysis of domestic migration policies. It might then be possible to develop an agenda that would truly address the need for predictable, understandable and defensible rules governing the movement of persons from one country to another.

57. Ms. Carral Cuevas (Mexico), speaking as the Commissioner of the Mexican National Migration Institute, said that the removal of trade barriers had had an impact on the destination, transit and origin of migrants. In the 1990s, her country had concluded 11 free trade agreements with 32 countries. Free trade was producing positive effects on the tourist investment sector and the provision of services and had opened up Mexico's border with the United States, which was over 3,000 kilometres long. One million people crossed the border every day in an area with a total population of 11 million Mexican and United States citizens. Referring to Mr. Somavia's statement, she pointed out that migration policy makers could not ignore the fact that they had been unable to regulate and control unreported migration which often depended on supply and demand generated by economic factors and demographic changes. Despite increased freedom in movement, change in the attitude and mutual perceptions of the people on both sides of the border was less visible and the prevailing spirit among governments, reflecting their will to work together

to tackle migration issues, was welcome. Important steps were being taken to guarantee humane treatment, legal security and decent working conditions for migrants while facilitating trade. The Mexican Government would continue to promote such approaches through the development of effective migratory management systems based on state-of-the-art technology. Migration procedures could also be simplified and made more transparent and migration policy could be developed to reflect revised, updated regulations that could deal effectively with current trends. Remittances were the second largest source of income in Mexico after oil, amounting in 2003 to USD 14.5 billion. It was important for that income to be channelled into productive projects, not just current expenditure and, to that end, the Government of Mexico believed that measures should be taken to stimulate investment in countries of origin. It had introduced the “three-for-one” system in Mexico where for each dollar remitted, the State and City would each contribute a further dollar.

58. A representative of Egypt stressed that the migratory flow which was largest and posed the most problems was from developing to developed countries. Flows could not be limited effectively and therefore had to be accommodated creatively which was paradoxical since the ability to control migration had declined as the desire to do so had risen. Government policies had to be reoriented so as to seek benefits for all, instead of attempting to curb the flow. Migration was increasingly becoming a major expression of globalization and trade, reflected in people from the South filling socio-economic gaps in the North, thus making a significant contribution to the developed world. Similarly the North fuelled growth in the South through flows of financial surpluses and expatriates’ contributions to the development of their countries of origin through social and technical investment. Unfortunately, there were no global rules to address what was a globalized phenomenon or to fix the terms of the lucrative global exchange constituted by international migration. The challenge was to internationalize norms and standards by means of a policy dialogue, along with a political dialogue to create political will, which should emphasize various aspects of international migration such as human, humanitarian and human rights, and the fact that poverty was becoming a major reason for human displacement. Endorsing the conclusions of IOM in the document on Migration in a Globalized World (MC/INF/268) that efforts were needed to make the system more effective, he considered that the basic need was to begin to envisage the possibility of creating a system first and then making sure it worked and improving it.

59. Mr. Karlsson concurred with Mr. Dorais that finding a universal consensus on how migratory developments could be linked to a world economic and social order could be lengthy and also that it would be better if everyone understood and had experience of all kinds of migration: that every country was a transit country, a sending country and a receiving country. It was vital for the 15 members of the Global Commission on International Migration to understand that point if it were to achieve significant results in 18 months. Integration was the key to managing future migratory movements and would enable governments to establish a universal set of rules. He did not entirely agree with the representative of Egypt that migration was essentially a North-South issue. Remittances were an important factor, but most migratory border crossings were between adjacent countries and it would be advisable to set up a legal system as suggested by Mr. Desai that would benefit neighbouring countries in the South as well. Some countries were finding alternatives to the traditional North-South model and were making common cause in international organizations. Perception of problems also had a North-North connotation, tending,

for example, to see only a small part of the picture and not realizing that the majority of refugees went from one poor country to another.

60. A representative of the United States of America agreed with the Director of MPRP's vision of migration as a benefit to society requiring the matching of physical mobility with policy mobility and adaptability and emphasized the difficulty of applying globalization rules and concepts to millions of people. Complexities in movement of people could not be compared to the regulatory efforts applied to movement of capital and trade. In addition, there were normative issues and a number of factors other than the trade of people for labour, including the requirements for family reunification, provision of social services and citizenship rights. He agreed in principle with the concept of all countries being sending, receiving and transit countries; nonetheless some were predominantly sending countries and others predominantly receiving countries. It was important to realize that those trends would not change in the near future. The regional dialogues on migration that had begun in the 1990s should be reinvigorated and greater attention should be paid to recommendations produced by current regional dialogues.

61. A representative of Chile agreed with Mr. Karlsson's definition of the responsibility of States – it was necessary to draw up a system of rules or principles beginning at national level. In addition to effective migration management, it was necessary to defend migrants' human rights and, once consensus had been reached at national and inter-institutional levels, migration policy could be extended to regional and global levels. The most significant positive development at regional level had been the overall consensus reached in 2002 at the third South American Conference on Migration where a set of common principles and a plan of action had been approved. Once those principles had been established at regional level, interregional discussions (South-South and North-South) could begin.

62. A representative of Australia said that managed migration could be beneficial to the economic and social welfare of States and to the health and security of their citizens. His country was built on migration. He fully agreed with Mr. Dorais' assessment that there were winners and losers in the migration experience, that win-win situations should be created so that benefits were more equally distributed and the wide-ranging interests of States and individuals could be better reconciled. Some countries had invested heavily in administrations on migration whereas others had not and, with the objective of promoting dialogue and practical cooperation on migration, he wondered how important it would be to ensure that all States enjoyed sufficient capacity to set up such national administrations and engage in capacity-building activities of the kind in which IOM took part.

63. Mr. Dorais agreed that capacity-building was essential but, despite great efforts at regional level, it had not yet been defined.

64. The Director General, referring to temporary migration, said that the "trade in services" model particular to the Gulf States considered workers and professionals as a commodity that could be packaged in short-term migration units. The Canadian model, conversely, was characterized by the desire to treat all individuals equally and to work towards their integration. He wondered whether it was possible to blend the two models to meet the needs of different countries and pointed out that some governments were already considering that possibility. Regarding the new emphasis on security and its relevance to migration, it was in the interests of

those striving to improve migration management to deal with the security issue so as to facilitate the cross-border movements that were essential for managing an integrated world economy. The use of new technologies to make it easier for people crossing borders to establish their identity warranted attention.

65. Mr. Desai said that the discussion illustrated the lack of an agreed definition of “migrants”. There were time-related criteria (the length of stay in a country) and intention-related criteria (formal intention of permanent residence). There was a link between the way types of movement of people were treated and the way capital was treated (movements driven by economic factors, providing a business service). He suggested that the term “migrant” could be considered, in regard firstly to the duration of migration and, secondly, to the extent to which the person moving had an established connection in the country of origin. Thought should be given to a more structured classification of people moving across borders. A significant part of migratory flows was driven by economic factors in both sending and receiving countries and an application of principles, not necessarily rules, would be appropriate. Although it might be premature to decide what those principles should be, it was high time to begin discussing their nature. It had been assumed that border controls were the responsibility of each country but any means of facilitating those matters would constitute a valuable contribution. Finally, in order to avoid fragmentation at national level and to cope effectively with migration problems such as border controls of illicit movements, it would be advisable to help countries to establish internal coherence and coordination.

66. The Chairperson agreed, adding that a distinction should be made between regular and irregular migration because the same rules, regulations and policies could not be applied to both. Furthermore, it was confusing to refer to two types of movement in the same way.

67. Mr. Dorais said that the issue of security was seldom raised because migration in itself was not dangerous. The need for new instruments to govern the circulation of people in a secure way related to border management and the way in which borders were conceptualized. The Chairperson’s observation about the confusion resulting from blanket references to migration meant that people recognized that there were different concepts of migration. It was important to discuss the issue thoroughly before a definition was reached since any definition would have far-reaching consequences.

68. Mr. Guevara, referring to the distinction between regular and irregular migration, pointed out that a recent Supreme Court Ruling in his country held that immigrants in an irregular situation were entitled to claim employment benefits. In another development, in 1992 the Labour Code of the Dominican Republic had abolished the *fianza judicatum solvi* that had been required of all legal foreign workers before they could take legal action.

69. The Director of MPRP said that all speakers had been struck by the fact that the world of migration was changing and that there was a lack of appropriate norms. He considered that international cooperation could be promoted as follows. First, there was a need for a more honest analysis of the problem and a clearer perception of the issues. He concurred with Mr. Dorais that there was no need for haste. Integration had become more complex than in the past now that people were more mobile. In addition, policy makers had to decide how to address migration in the future and more discussion was essential. Regarding cooperation in a globalized world, it was necessary to work at national, bilateral and regional levels, as illustrated by the example given by

Mr. Guevara. Regional activity was a strong driving force in the world of migration and there were at least 50 regional forums under way. A CD-Rom that had been distributed to all participants contained an analytical compilation of resolutions, declarations and plans of action that had emerged from the forums.

70. It was important to identify common principles for migration and best practices. Capacity-building was also necessary so that all countries could benefit from the exchange and sharing of expertise in that field, an area in which IOM was very active. Ways should be found to make partnerships work better. In that context, the European Union had been urging members to reach out to partner countries, particularly countries of origin, with a view to managing migration effectively in Europe. Clearly the IOM community intended to address the issues together, particularly North-South perspectives, rights and rules. Although that would be a challenge, it was essential that the work should begin.

71. Mr. Geingob (Global Coalition for Africa), speaking at the invitation of the Chairperson, said that Mr. Ngom had covered many of the issues that concerned Africa. The speaker asked whether globalization in fact meant survival of the fittest and whether it was harder for the poor to cross borders than the rich. He wondered whether a system of global apartheid had been established in the wake of the events of 11 September 2001.

72. Mr. Dorais said that globalization would be what people made it and that security and migration were two different issues. Nevertheless, in a changing world, security had become a new reality that had to be faced by all, regardless of income status.

**(d) Regional and Thematic Updates: brief reports on selected developments**

73. The presenters,<sup>6</sup> Ms. P. Santo Tomas, Ms. N. Chekrouni, Mr. A. Ragonesi, Mr. J. D. Gerber, Ms. Z. Jakab, Mr. M. Widodo, Mr. Y. Sow, Mr. L. Sica and Ms. M. Carral Cuevas took the floor in turn.

74. Ms. Santo Tomas, Secretary, Department of Labour and Employment, Philippines, speaking on the Labour Migration Ministerial Consultations for Countries of Origin in Asia, indicated that in Asia some 2.6 million workers had left their countries every year for contract employment abroad, particularly during the period 1995 to 1999, to perform all types of service, trade and construction work. However, new patterns of migration had emerged in the past five years, with significant movements of professionals and technical workers to North America and Europe, particularly nurses and information technology experts. Interregional labour migration had also shown rapid growth, with flows from South-East Asia to the East Asian economies, as had female migration. By 2000, the number of female migrants in the Asian region amounted to 5 million, exceeding the number of male migrants, although women had remained in more vulnerable occupations such as entertainment, domestic and tertiary services. The cost of obtaining a job abroad had also increased, owing to the intervention of brokers between sending and receiving countries. Recruitment had likewise occurred through the Internet, creating a new challenge in illegal recruitment and trafficking. A chequered pattern of tolerance and crackdown observed by

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<sup>6</sup> For further information, see Agenda (MC/2112/Rev.3) and List of Participants (MC/2125).

many host governments, in addition to persistent labour migrant restrictions, had prevented the success of measures to address irregular migration. Furthermore, security and health concerns such as terrorism and the HIV/AIDS and SARS viruses had affected the mobility and safety of the migrant labour population and, at worksites, the rates of runaway and overstaying workers had remained a major problem for both host and sending country authorities. Consequently IOM had been approached in early 2002 with a view to holding a ministerial level forum for Asian labour-sending countries, with the objective of setting up regular multilateral consultations to share experiences and good practices and to strengthen dialogue on labour migration.

75. The first, held in Colombo, Sri Lanka, in April 2003, was attended by the main sending countries in Asia, which faced common issues and were able to share experiences and identify steps for follow-up. The ten States that attended the Conference had made 22 recommendations concerning the protection of, and provision of services to, migrant workers; the optimization of benefits of organized labour migration; and capacity-building, data collection and inter-State cooperation.

76. Specific measures identified for the effective management of labour migration programmes were: to ensure the human rights of migrant workers, whatever their legal status; to promote the signing and ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families; to develop regulatory frameworks to prevent malpractice and abuses by private recruitment agencies; to advocate that host countries share responsibility for ensuring that foreign labour participation in the economy was authorized and protected; to ensure respect for the economic and social rights of domestic workers; to guarantee the protection of female migrants, particularly in low-skill and low-wage sectors; to develop pre-departure orientation programmes; to establish migrant advocacy and welfare centres in receiving countries; and to create a standing committee to work on overseas employment contracts.

77. For optimizing the benefits of organized labour migration, recommendations included simplification of procedures and regulations to deter irregular migration; development of policies and incentives to encourage remittance flows; development of strategies to tap newly acquired skills or expertise of returning migrants; development of opportunities in sending countries for technical training of prospective migrant workers; reduction of transfer costs for remittances; and information campaigns on remittance channels, the risks of irregular migration and on regular migration procedures.

78. On capacity-building, data collection and inter-State cooperation, the ministerial consultations had recommended that IOM and ILO develop training courses on labour migration administration for government officials and establish regular multilateral consultations on labour migration. A further objective was to encourage the free movement of natural persons between States, as well as greater cooperation among sending countries, and to develop a common stance in addressing issues affecting migrant workers.

79. The ministerial consultations in Colombo had been significant as a first step towards the forging of regional alliances in a continuing policy forum focused on the need to address protection of migrant workers. The alliance of labour-sending countries was seen as a representation of collective comparative advantage, as well as the manifestation of a desire to be heard by the host countries. The need had been ascertained to meet regularly, perhaps annually for

the first two years, so funding was urgently required from international organizations as well as regional entities. A follow-up meeting would be held in Manila in the first quarter of 2004, to consider the drafting of an instrument embodying a regional approach to tackle the new challenges in migration management.

80. Ms. Chekrouni, Alternate Minister responsible for Moroccans living abroad, Ministry of Foreign Affairs and Cooperation, Morocco, speaking on Dialogue on Migration in the Western Mediterranean, pointed out that migration was a delicate issue which could be dealt with only in a regional framework; IOM made an essential contribution by providing the necessary means and logistics, for which her country was extremely grateful.

81. As a consequence of the 11 September 2001 events, migration was a difficult issue because of the perceived links between terrorism and Islam, or between migration and terrorism. An objective approach was therefore essential, since discussion of migration concerned problems, but also solutions. Regrettably, stress was almost always laid on irregular and clandestine migration with its negative effects. It was consequently important to strengthen partnerships in the region, in particular the Barcelona Process, in order to achieve a better understanding between the northern and southern shores of the Mediterranean, and of the interdependence of development and democratization of that area on a balanced and equitable basis.

82. For decades, immigrants from North Africa had made a valuable contribution to the European economies in general. Well-established migrants created closer links between their countries of origin and of destination through establishing cooperative partnerships in areas such as the financing of facilities and transfer of technology, in regional planning projects such as road construction, fresh water supplies and electrification, especially in rural areas. Hence there was a need to consider migration as an economic lever from both the regional and global angles, which envisaged creating links with civil society in order to define areas of action and guarantee optimum results. With that aim, Morocco had engaged in a dialogue with the European Union once the Association Agreement entered into force. The dialogue had been held in the spirit of the Tunis Declaration, which had outlined the objectives for a global, balanced approach to migration where people were at the centre of concern.

83. The Second Ministerial Conference on Migration in the Western Mediterranean had been held in Rabat, Morocco in October 2003, with a view to intensifying regional dialogue, consolidating gains and promoting effective cooperation. The objectives set out in the Declaration covered both regular and irregular migration, in particular movement of persons, together with their rights and obligations, as well as the integration process. Three themes had been covered: the first was on handling of migratory flows through concerted management of movements of people and action against irregular migration and trafficking in which discussions emphasized promotion of readmission agreements, including a review of those already in force in countries of the region. Bilateral agreements were also required regarding the identification and return to their countries of origin of migrants in an irregular situation. Exchanges of information and awareness-raising activities at all levels were deemed very important as a means to dissuade young potential migrants from embarking on irregular migration, particularly in the Western Mediterranean and Africa, and also to further the protection of young people who were transported and lived in appalling conditions. Most countries were signatories to the United Nations Convention on the Rights of the Child and thus committed to protecting children and young people.

84. On the second theme, regarding the rights and obligations of migrants and the integration process, exchanges of information between countries of origin and receiving countries had been developed and a dialogue begun between governmental experts on issues relating to family reunification. The third theme, on migration and co-development, was a challenge implying shared responsibility between the northern and southern shores of the Mediterranean, aimed at involving migrants in development and occupational training in order to respond to the needs of the northern shore and aimed essentially at slowing down migration.

85. In conclusion, she emphasized the need to strengthen action at regional level and to enhance joint responsibility and partnership in a global approach not only on security but also on the humanitarian aspect of the problem. It was of primordial importance also that on their return home migrants found their expectations fulfilled by the progress of democratization, especially in regard to the status of women, which had been firmly undertaken by the government, civil society and the political parties.

86. Mr. Ragonesi, Chief, Department for Social Policies and Immigration, National Association of Italian Municipalities – ANCI, Italy, spoke about “unprogrammed immigration” by foreigners – refugees, unaccompanied minors, the victims of trafficking – who entered a country in irregular fashion but were entitled to stay because they had recognized national or international protection. While they did not constitute the majority of migrants – in Italy they amounted to 20,000 people each year – they posed the biggest integration problem for the country concerned. Central government had taken no specific action on the matter and looked no further than the “regular/ clandestine” foreigner dichotomy. As a result, municipalities were unable to establish integration policies.

87. In Italy, social welfare fell within the sole jurisdiction of local government and all migration and asylum policies within that of central government. While that important distinction showed clearly where responsibility lay, it was also true that for reception, integration and voluntary return policies, the problem of migration could not be dealt with exclusively by the central government. Foreigners could be and were integrated at local level, which was where they were first received. Lampedusa, for example, an island whose economy was based essentially on tourism and fishing, was not equipped to receive the large number of foreigners who had arrived there in the past year. To supplement the Ministry of the Interior’s reception centre, ANCI and the Municipality of Lampedusa, working with the Ministry of the Interior, would launch a project that had three objectives: a new reception centre, a plan to restore the island’s tourist image, and help for Lampedusa’s network of public services.

88. Since coordination had to be close between central and local levels of government, ANCI had created a national system for the reception, integration and voluntary return of foreigners, the National Asylum Programme (PNA). The system comprised 150 municipalities working as a network, various non-governmental organizations and IOM, the international organization best qualified to work in the sector, which could respond to the municipalities’ concerns and to foreigners’ problems. A training plan had to be developed for local immigration services and social services. In addition, IOM was best suited to establish framework agreements and to find operational capacity. Italy’s municipalities would be drawing up a plan to coordinate their



decentralized cooperation activities in order to promote a more informed migratory process and provide an alternative to foreigners who could not stay in Italy or other European countries.

89. Along with Spain's Ministry of Interior and the IOM Country Office in Madrid, ANCI was studying voluntary return measures in Spain that used the same strategy as Italy, namely a network of municipal social services. The results had been astounding: in less than three months, over 1,000 people from all parts of Spain had applied for voluntary return and the number was growing steadily. Not only had response to the programme exceeded initial expectations, it provided further evidence of the feelings of vulnerability and social exclusion experienced by some of the immigrant population whose unprogrammed immigration had resulted in vulnerability and failure. IOM Madrid had done an excellent job in the matter. ANCI was convinced, therefore, that the PNA was worthwhile and was worth exporting to other countries.

90. Mr. Gerber, Director of the Federal Office for Refugees, Switzerland, presenting the Berne Initiative, said that there was general acknowledgement that migratory flows could be managed only through a regional and global approach, with priority to the former, since most people moved within a region. Nevertheless, a global approach was necessary since migration between regions and continents was clearly on the increase. Experience gained at regional level on the issue, which affected almost all countries, should be put to use at global level. On that basis, the Berne Initiative had been created in 2001 with the aim of providing a States-managed consultation process for the exchange of views on migration between countries of origin, transit and destination which, through enhanced cooperation between States, should lead to better management of migratory flows. He emphasized that there was no intention of establishing new norms, rules or binding agreements.

91. In the past two years, consultations involving some 80 specialists on migration had been held in almost all continents with the objective of formulating an international agenda for migration management. The proposed agenda was two-fold: the first part comprised a list of 17 common principles for international migration flows while the second contained some 200 best practices embodying the common principles. It was planned to continue the process, holding meetings of intergovernmental experts in America, Africa, Asia and Europe in 2004 in order to test and review the two-fold approach at regional level so that the final text would represent the views of all regions of the world. Subsequently, it was hoped that a reviewed version of the agenda would be presented at global level at a symposium in Berne in late 2004 and transmitted thereafter to interested governments and international organizations, including IOM, and to the Global Commission on International Migration. Contrary to the usual custom, efforts had concentrated on content rather than form. In any event, the first stage of the Berne Initiative should conclude in 2004 and subsequent action would depend on governments.

92. Ms. Jakab, Secretary of State, Ministry of Health, Social and Family Affairs, Hungary, speaking on the Regional Conference on Public Health and Trafficking in Human Beings in Central, Eastern and Southeast Europe held in Budapest from 19 to 21 March 2003, addressed the following issues: the importance of human trafficking and public health; the purpose of the Conference and its impact on migration management; and key issues raised during the Conference that were important for the Government of Hungary and possibly other countries. The magnitude of the problem was reflected by the fact that there were 4 million trafficked persons in the world, the majority being women and children. One million children had been forced into sex trade and

child labour and 500,000 trafficked persons, two-thirds of them women primarily from Newly Independent States (NIS), were from Central, Eastern and Southern Europe. The women suffered from infectious diseases such as HIV/AIDS, tuberculosis and vaccine-related diseases, and were often seriously mentally disturbed.

93. Public health concern was at two levels: individual, relating to the trafficked victims themselves, and public to which insufficient attention had been paid. As a result, governments and IOM had expressed the need for a comprehensive strategy to deal with the interrelationship between human trafficking and public health. The Regional Conference, organized by IOM, USAID and the Hungarian Ministry of Health, Social and Family Affairs, had been convened: to review the public health aspects of trafficking and public health risks facing countries; to develop guidelines for best practices; to review training for service providers, which was sorely lacking; and to develop minimum standards of care and protocols. The speaker expressed special appreciation to the Director General of IOM for the initiative, the Deputy Director General for attending and the IOM Office in Budapest for its valuable support.

94. Culminating in the Budapest Declaration on Public Health and Trafficking in Human Beings, the Conference had affirmed that trafficking was a violation of human rights and had expressed deep concern at the exposure of the victims to physical and psychological trauma, sexually transmitted disease and other infections, non-infectious diseases, and all kinds of mental anguish. It had also recognized that countries in the region experienced epidemic levels of HIV/AIDS and tuberculosis: there had been a tremendous rise in HIV/AIDS in the past five years, mainly in the Newly Independent States, creating a serious threat to neighbouring countries where the level of HIV/AIDS infection was still low. With a view to providing improved health assistance to trafficked victims, the following recommendations and commitments were made: to provide more resources for public health concerns related to trafficking; to give victims access to comprehensive health care focusing on overall physical, mental and social well-being; to provide professional care in conformity with professional codes and ethics, ensuring that all victims were accorded full information and confidentiality; and to establish minimum standards based on best practice through partnership with governments, NGOs, international governmental organizations and academic institutions. The participants had agreed that different stages of intervention called for different priorities. During the initial rescue phase, the country of destination and/or transit should focus on treatment for injury and trauma, basic health care and counselling. In the rehabilitation phase, often in the country of origin, the focus should be on meeting long-term health needs and on reintegration. It was also agreed that trafficked children and adolescents had special health needs, calling for a long-term approach dealing with mental and psychological factors and complex legal issues. It was stressed that the best interests of the children should always prevail.

95. The Conference had also adopted a standardized approach to shelters and rehabilitation centres, which played a very important role. Training programmes for multidisciplinary health teams should focus on heightening awareness of the special needs of victims and psychosocial counselling played a critical role in long-term rehabilitation.

96. On 1 May 2004, Hungary would become a Member of the European Union (EU). In that connection, it was working to improve the health status of the population, by transposing EU legislation into national law and by launching a major public health programme in an effort to

close the gap in life expectancy at birth that existed between the present EU Member States and the new Member States. The Conference was important because it had taken place in a region that was not high on the political agenda and that was home to one eighth of all trafficked people worldwide; it had started raising public awareness of the issues, provided a set of recommendations for policy action and initiated cooperation and partnership. It was expected to contribute to a reduction in the public health risks of human trafficking for both the community and individuals, in countries that were directly and indirectly affected by migration and human trafficking. Conferences, however, were only useful if they were followed up; she therefore asked the Director General to place the matter high on IOM's agenda.

97. Hungary would incorporate the Conference's recommendations into its public health policy. In addition, given its position as a new Member State of the European Union located at the crossroads of Central Europe, close to the countries of the former Yugoslavia and bordering on a number of Newly Independent States, it welcomed the opportunity to play a subregional role in terms of advocacy and, more specifically, training. Indeed, it could play a central role in training multi-professional teams at one of its medical universities. By the same token, the IOM Mission with Regional Functions in Budapest was staffed by a number of experts who could be helpful in developing minimum standards and protocols.

98. Mr. Widodo, Director General of Multilateral for Political, Social and Security Affairs, Department of Foreign Affairs, Indonesia, presenting the Bali Ministerial Conference on People Smuggling, Trafficking in Persons and Related Transnational Crime, said that the terrorist attack of 11 September 2001 in New York had indeed affected global security methods. Owing to the upsurge in terrorism, the spread of weapons of mass destruction and the rising incidence of transnational crimes throughout the world, two countries from the Asia-Pacific region, Indonesia and Australia, had decided to organize a meeting to tackle those problems: the First Bali Regional Ministerial Conference on People Smuggling, Trafficking in Persons and Related Transnational Crimes, held on 27 and 28 February 2002, at which it had been agreed to lay the foundation for regional policies and efforts to combat transnational crimes which were considered a threat to global peace and security. Two *ad hoc* experts' working groups, chaired by New Zealand and Thailand, had been set up, the first to address international and regional cooperation, while the second had discussed issues related to policies, legislative framework and law enforcement. At the Second Conference, held on 29 to 30 April 2003, it had been agreed to continue the so-called Bali Process, a process of concerted regional policies and programmes, involving countries within the region and international organizations such as IOM and UNHCR, aimed at achieving a peaceful and secure world. The countries in the region felt that the prevalence of peace and security in one or two regions would have a positive impact on other regions such as the North. The Ministers had agreed to ask IOM to launch a funding appeal to support the Process, as the countries within the region lacked the necessary human and financial resources and national capacities, and IOM's positive and prompt response was highly appreciated.

99. Mr. Widodo urged donor countries to make contributions so that the Bali Process could continue to make progress.

100. Mr. Sow, Economic Community of West African States (ECOWAS), Head of Office, Brussels, presenting the work of ECOWAS recalled the links between migration and poverty, civil conflict and lack of security. West Africa's population had increased from 30 million inhabitants

at the end of the 1930s to 85 million people in 1960 and 240 million people in 2003. Factors such as poverty, failing economies and socio-political conflicts in West Africa had spurred significant migratory movements. The crisis in Côte d'Ivoire had had widespread regional ramifications owing to the importance of its economy.

101. It had been shown that in West Africa three out of four migrants were employed in their host countries, and that in the Western world, West African migrants were better educated and generally improved their qualifications through training. That positive aspect of migration was reinforced by the sizeable remittances they sent back home. The liberalization of trade was the most highly controversial aspect of globalization and had a significant impact on migration. Many observers considered that free trade, based on opening up markets and borders, had triggered job losses in all economic sectors of the developing countries, particularly in the ECOWAS region, resulting in poverty which caused people to emigrate. He pointed out the inconsistency of economic policy in the industrialized countries which advocated opening up borders, while they continued to subsidize their agricultural production, thus producing adverse effects on income in African countries, especially in West Africa, a major cotton producer. Another problem was the lack of clarity in the World Trade Organization mode 4 regulations relating to the movement of natural persons. The mode was not fully operational in West Africa and countries there could not benefit from it because of the lack of equivalence of diplomas between developing and developed countries. Perhaps the problem of equivalence of diplomas could be addressed in IOM operational programmes.

102. Regarding security and stability, which have a major impact on human displacement, it was important to find lasting solutions to conflicts and tackle the root cause which was often poverty. That could be achieved only through sound political and economic governance, and NEPAD's leadership. ECOWAS was often hailed as an exemplary keeper of peace and security in the region, thanks to the prevention and conflict management mechanisms implemented in West Africa. Because of scarcity of resources, however, the mechanism was not fully operational and needed reinforcement in order to help maintain peace and security in the region. The problems of refugees and displaced people also had to be taken into consideration in the operational activities of various African institutions which would help to close the gap between emergency assistance and the long-term needs of those groups.

103. The international community should agree to allocate some of the resources earmarked for peacekeeping operations to emergency aid and the long-term needs of refugees. The aid could be increased and provided through public aid for development. In that respect developed countries should respect United Nations resolutions, in particular the recent decision to devote 0.7 per cent of GDP to development aid (International Conference on Financing for Development, Monterrey, Mexico, 18-22 March 2002).

104. Mr. Sica, Director for Consular Affairs, Ministry of Foreign Affairs, Uruguay, reporting on the South American Conference on Migration, said that the institution had originally been established to promote dialogue among South American governments on improving migration management in the region. The First Conference, held in Argentina in 2000, was defined as a forum for coordination and consultation on migration issues in South America. The Second, held in Chile in 2001, became a standing forum for coordination and analysis of migration policies and discussion on migration as a whole. Participants had stressed the need to coordinate consular

policy in order to serve the best interests of citizens abroad, develop programmes to streamline migration management, establish a regional monitoring unit on migration and hold technical consultative meetings in preparation for the Conference. At the Third Conference, held in Ecuador in 2002, a plan of action containing strategic objectives for international migration in South America was adopted.

105. The plan of action was examined at the second technical consultative meeting in April 2003, in preparation for the Fourth Conference held in Uruguay in November 2003. Discussion had focused on points where consensus had not been achieved and steps were taken to act on items where agreement had been reached. The Fourth Conference expressed its desire to constitute the political nucleus of the region, with a view to organizing programmes that would promote international migration policies in the region, and affirmed that the plan of action adopted in Quito in 2002 would be a means of accomplishing the following strategic goals: to develop programmes and activities aimed at facilitating the movement, settlement and residence of nationals of countries in the region; to coordinate action providing assistance to migrants and ensuring protection of their human rights; and to promote the inclusion of migration issues in bilateral and multilateral negotiations on political, economic, trade and environmental relations conducted by South American governments.

106. A number of initiatives had been proposed: promoting the human rights of migrants and their families, strengthening management of regional migration flows and developing national and bilateral programmes to regularize the status of migrants and their families. The relationship between migration management and consular activities was also examined as it was particularly important to provide migrants with consular assistance to ensure that they were treated fairly and humanely. In that respect, the technical secretariat had been asked to explain the full scope of Article 36 of the Vienna Convention on Consular Relations, particularly regarding the principle of consular notification. It was decided that a South American agreement on mutual consular assistance should be established. The Conference had evaluated the mechanisms of mutual consular assistance applied by the Andean Group and MERCOSUR (South American Common Market). New travel documents for use by all countries in the region, relating to assistance to migrants and the return of immigrants in an irregular situation, were in the final stages of preparation. Other Conference topics included the exchange of successful border integration experiences, simplified procedures and difficulties encountered by consulates in obtaining a register of their nationals abroad.

107. The streamlining of information systems and the need to keep abreast with current migration processes and means of obtaining reliable information were discussed. There were several examples of good practice in the region. Argentina had offered to host a workshop on migration statistics. The Conference had also requested that its bodies cooperate technically and financially to produce appropriate information tools for the generation of strategic information for decision-making on migration issues. Main priorities included basic education and the training of civil servants involved in migration management; the Ministries of Culture were thus included in the Second International Forum on Education which Colombia offered to host. Another important priority was capacity-building of technical and professional staff and members of civil society, which was being done with IOM's support, to modernize national migration administrations. Because of the political importance attributed to the outcome of the Fourth South American Conference on Migration, its final declaration would be considered at the summit meeting of

MERCOSUR member countries and the Andean Group to be held in Uruguay on 16 December 2003. A point of special importance was the need to institutionalize the South American Conference on Migration as a regional mechanism.

108. Ms. Carral Cuevas, Commissioner, National Migration Institute, Mexico, reported on the Eighth Meeting of the Regional Conference on Migration, (Puebla Process) held in Mexico, in May 2003. The Puebla Process constituted a forum for dialogue and consensus on migration in North and Central America, and a mechanism for the implementation of specific activities; it recognized the positive impact of safe and orderly migration. The deputy ministers attending the Meeting had decided to consolidate the mechanism by: strengthening respect for the human rights of all migrants, regardless of their status, with special attention to vulnerable groups such as women and children; intensifying cooperation to combat smuggling and trafficking of persons, making borders safe and orderly places; and reinforcing coordination among the authorities concerned to guarantee that return of migrants was undertaken in a safe, dignified and orderly manner.

109. One of the Meeting's most important decisions concerned the Mexican Government's pledge to prepare a general framework for implementation of the Project for the Dignified, Safe and Orderly Return of Regional Migrants by Land. The framework had already been submitted for consideration to the Puebla Process Member States and would be discussed at a workshop in El Salvador in December 2003. At the workshop the Mexican Government would also submit a proposal for a general framework for the Programme on Multilateral Cooperation for the Assisted Return of Extra-Regional Migrants Stranded in Member Countries of the RCM (Regional Conference on Migration), which provided for bilateral agreements between each country and IOM. She informed the Council that she had that day signed a letter of intent with the IOM Director General concerning a Memorandum of Understanding on the voluntary assisted return of extra-regional migrants, making Mexico the first country in Latin America to benefit from an instrument of that kind and thereby from the wide experience the Organization had acquired from the voluntary assisted return programmes agreed on chiefly with European countries.

### **Discussion on the presentations**

110. A representative of the Philippines said that while regional dialogues were a necessary beginning for a coordinated approach to addressing migration, the logical follow-up would be for a dialogue to be established, not only between regions that comprised major countries of origin but, more importantly, with regions that consisted of major host countries. She asked if and when IOM planned to pursue such a dialogue.

111. The Director General replied that he was very sympathetic to the idea of dialogue between sending and receiving countries and that the Council, at which representatives of all interested States were free to speak and exchange views at least once a year, constituted such a dialogue. More specifically, IOM was discussing with the Asian-African Legal Consultative Organization on how best to arrange a dialogue among the ten Asian sending countries which had met in Colombo and would meet in Manila, and the major countries of destination for their citizens. The Organization was also working to bring the results of the two ministerial conferences to the direct attention of States in which many citizens of the Philippines were working and to begin a dialogue

on the matter. Furthermore, some of the existing regional processes already involved dialogue between sending and receiving countries.

112. A representative of the Sudan asked what plans existed to carry forward the Berne Initiative in Africa.

113. The Director of MPRP said that the matter had been discussed for the countries of Eastern Africa, Central Africa and the Horn of Africa. As Mr. Gerber had explained, the focus of the Berne Initiative over the forthcoming 12 months would be regional consultations, with a capacity-building and pedagogical function. IOM planned to hold a first regional consultative process in Africa under the auspices of the Berne Initiative, probably in Addis Ababa and early in 2004. He assured the Council that the agenda would be discussed with countries of the region in order to draw on their experience and to learn together how to manage migration more effectively.

114. A representative of Uruguay said that international migration in South America was changing, with migration to developed countries and migration between countries in the region predominating, largely as a result of economic globalization and subregional integration. Migration issues therefore had to be dealt with through multilateral mechanisms for dialogue and coordinated policies and activities among the region's countries, in order to strengthen the processes of regional integration and development. The regional consultative processes functioned as focal points to enhance understanding of the causes and effects of migratory trends, and as practical means of collecting and exchanging accurate data and documents on related trends, programmes and policies. The South American Regional Conference on Migration provided governments of the region with a forum for coordinating interests and programmes for the purpose of incorporating migration into South American integration processes and thereby promoting migration governance. The Plan of Action approved at the Third South American Conference on Migration (Quito, 2002) had been adopted as the work plan for the South American Migration Forum. The Final Declaration adopted in November 2003 by the Fourth South American Conference on Migration expressed the will to consolidate the Forum as the region's policy-making body, which would generate and coordinate initiatives and programmes to promote and develop policy on international migration in relation to regional development and integration.

115. Most regional processes faced serious financial obstacles in their endeavours to become permanent. Article 14 of the Final Declaration referred to the importance of financing the Conference's technical and coordination activities and bodies, and Article 15 requested the regional and international technical and financial cooperation organizations to coordinate in drawing up programmes and projects aimed at fulfilling the objectives of the Plan of Action on International Migration in South America. Speaking on behalf of the South American Conference on Migration, he requested that the Eighty-sixth Session of the Council take note of the institutionalization of the South American Migration Forum. The countries of South America would be raising the issue anew in subsequent sessions of the Council.

116. A representative of South Africa recalled that the Migration Dialogue for Southern Africa (MIDSA) process was established in November 2002 as a forum for government ministries and departments involved in migration management to engage in dialogue and to develop a more coherent and collaborative approach to migration management across the Southern African region. MIDSA functioned at two levels: through a series of technical workshops that addressed specific

aspects of migration such as border management, labour migration and human trafficking and smuggling, and through the forum, which focused on migration policy and legislation and set the programme of action and the agenda for MIDSAs activities. MIDSAs had become an important institutional feature in the development of a more collaborative approach to migration management in Southern Africa. While time was needed to achieve a complete consensus and to integrate migration management fully, MIDSAs was a significant initiative to that end. Those concerned in the process thanked IOM and the other partner organizations involved in MIDSAs management and support and appealed for ongoing financial and other support.

117. A representative of Thailand referred to the Bali Process, which was headed by Australia and Indonesia, and received much-appreciated support from IOM and UNHCR. Thailand strongly supported the Process and the work of the two expert groups. Exchanges and initiatives to coordinate procedures and practices could be carried further, but at the same time thought should be given to the future of the Process which should remain voluntary, evolving into a mechanism for combating human trafficking, people smuggling and related transnational crime at regional level. Although the input of the international organizations was greatly valued, the Bali Process should remain State-led so that discussions had the impetus needed to carry the process forward.

118. The Director General observed that there was no single model for a regional process. Like ECOWAS, some were based on existing institutions while others were purpose-built, like the Budapest Conference. Some, like the new South American Migration Forum and the Puebla Process, were more narrowly geographic but had a broad agenda covering everything from human rights to border management. Others were broader in geographic scope but focused narrowly on a single important issue: the Bali Process was a case in point.

119. He concurred that the processes had to be State-led: States had to invest in them, individually and collectively, in order to give them the vitality to meet their goals. Of course, an international organization such as IOM could often play a very useful role. All the regional conferences and processes could count on IOM to help as much as it could, and the Organization remained open to consideration of other areas in which a regional institution on migration could be usefully involved or in which there were unfulfilled needs that multilateral diplomacy could best address.

120. After expressing its appreciation of the presentations, the Council took note of the institutionalization of the South American Migration Forum.

#### **(e) Workshops on Migration in a Globalized World**

121. During the Council Session, six workshops on Migration in a Globalized World took place – three on labour migration and three on capacity-building in migration management – after which the moderators reported to the Council on their respective workshops.



## **Workshops on labour migration**

Moderators:<sup>7</sup> Ms. P. Santo Tomas, Mr. H. Falconí Escobar and Mr. S. Wood  
Independent experts:<sup>7</sup> Ms. S. Burrow, Mr. R. Blion and Mr. T. Achacoso

122. Ms. Santo Tomas (Secretary, Department of Labour and Employment, Philippines), moderator of Group 1, said that the Group had concluded that labour migration had many faces, ranging from organized movements from labour-surplus to labour-deficit countries covered by appropriate labour contracts, to irregular migration generated by the promise of better opportunities, but vulnerable since it was undocumented. Migration could also be permanent or temporary. The key issues common to all types of labour migration were: protection of human rights, the gain or drain of human capital, demographic reasons for migration, the cost of training and equitable ways of sharing that burden. Some of those concerns had already been addressed in certain countries. The private sector had a role in the pre-departure period and governments played their part in provision of welfare services. There was a need for research-based policies and reliable databases in the more advanced sending and receiving countries. A number of challenges remained including: trafficking and smuggling of people; family reunification; restrictive immigration policies such as unreasonable detention for verification purposes; and improving the image of migrants and migration as a means of development and cultural enrichment. All those challenges underscored the need to go beyond national policies and to institute regional alliances. Migration was a global phenomenon and must therefore be tackled globally. Ultimately, instead of polarization between sending countries and receiving countries, migration should be viewed as realignments further improving the human condition.

123. Mr. Falconí Escobar (Under-Secretary for Migration and Consular Affairs, Ministry of Foreign Affairs, Ecuador), moderator of Group 2, said that valuable information had been given in the Group concerning labour migration projects conducted by IOM in Rome and the experience of Italy in orderly migration through various legal instruments; IOM experience in the management of labour migration in various parts of the world and the themes that would be included in the ILO Conference on Labour Migration to be held in 2004; and the nexus between migration and development, particularly the role played by public opinion and the need for bilateral and multilateral agreements to channel migration for the benefit of migrants and of sending and receiving countries alike. Constructive debate in the working group had produced the following key points for effective management of labour migration: first, the need for structural mechanisms to aid potential migrants in recruitment, integration, transfer of remittances and migrants' rights and duties; some countries already had labour migration agreements. Secondly, the need for regional processes such as the 5+5 mechanism. Thirdly, recent experiences of some countries in issuing short-term visas to migrants. Fourthly, the compilation of a database, available to potential employers, in the countries of recruitment.

124. In regard to challenges, the participants considered that: there was a need to increase knowledge of migration trends and patterns by region; interrelations between international migration and development should be explored; the economic, social and political consequences of migration should be analysed; multilateral diplomatic initiatives designed to manage labour

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<sup>7</sup> For further information, see Agenda (MC/2112/Rev.3) and List of Participants (MC/2125).

migration flows and promote international cooperation should be evaluated; transfer of remittances should be studied to find cheaper methods, avoiding losses to the remittance-receiving countries; and information campaigns to improve the image of migrants and facilitate their integration and protection should be promoted.

125. Mr. Achacoso (Former Head of the Philippine Overseas Employment Agency), reporting on behalf of Mr. Stewart Wood, moderator of Group 3, said that the discussion had centred on three key points: first, how to deal with the introduction of lesser skilled migrants on temporary contracts to the workforces of receiving countries where the major challenges were: to ensure that migrants were protected from exploitation; to achieve a balance between the need for integration and the need to encourage migrants to return to their home countries; to persuade receiving countries that lesser skilled migrants did not constitute a threat to the indigenous workforce; and to develop relevant policies to reduce illegal migration. The following were suggested as effective approaches: the conclusion of bilateral agreements such as those already in force between several countries; and ensuring that migrant workers had the opportunity to return to the destination country after the end of their period of work in order to reduce overstaying.

126. The second major theme discussed was how to achieve effective social and economic integration of migrant workers in receiving countries. The major challenges identified related to demonstration of the positive effects of migration in the face of hostility and ways of coping with social problems such as segregation, family separation, trafficking and the spread of diseases. Effective approaches included: support services provided by the home country to migrants abroad; language training and cultural orientation; integration focused on education, particularly of migrants' children; research that demonstrated tangible benefits to host populations; and the establishment of tripartite partnerships between governments and social partners.

127. The third concern of the Group focused on remittances and ensuring that the economic benefits were returned to the source countries. Major challenges included lowering the costs of transfers; encouraging saving by migrant workers; prevention of excessive reliance on remittances to fill foreign earnings gaps; and understanding the role of remittances in providing exchange rate stability in the event of financial shocks.

### **Workshops on capacity-building in migration management**

Moderators:<sup>8</sup> Mr. P. Torres, Mr. M. Odwedo and Mr. G. Medaru

Independent experts:<sup>8</sup> Mr. V. Williams and Ms. E. Thomas-Hope

128. Mr. Torres (Director General, Consular Department, Ministry of Foreign Affairs, Chile), moderator of Group 1, said that discussions had focused, first, on the meaning of the terms "capacity-building" and "migration management" which had positive, global connotations for some participants but negative, restrictive connotations for others. Intense discussion had taken place, secondly, on individual and collective needs of countries and, thirdly, on the need for resources, the close link between migration and socio-economic conditions, and the importance of maximizing the benefits of migration. The principle aim should be mobility of persons, rather

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<sup>8</sup> For further information, see Agenda (MC/2112/Rev.3) and List of Participants (MC/2125).

than control; the crucial nature of reliable, comparable and standardized data was emphasized. Most speakers deemed regional dialogue and dialogue between sending and receiving countries to be fundamental and considered that specific priorities had to be identified and resources allocated to them. One problem mentioned was the extremely high demand for training in capacity-building and the scarcity of available resources. All speakers mentioned IOM's fundamental role in supporting those needs. Effective experiences included: dialogue between donor and receiving countries and at regional and interregional levels; individual and collective evaluation of capacity-building; training in technical skills and assistance and training for policy formulation; the need for effective use of research and reliable data on migration; and the need to establish effective legal norms against trafficking. It was mentioned that in many countries the offence of people trafficking was not covered by legislation and that there was urgent need for norms imposing sanctions. The Group had identified three challenges for the future: priorities should be defined for capacity-building on migration; resources should be identified; and dialogue on migration should be expanded from national and bilateral to regional and global levels.

129. Mr. Odwedo (Permanent Secretary, Office of the Prime Minister, Uganda), moderator of Group 2, said that the following key points had emerged from discussions: the need for a proactive rather than a reactive approach; emphasis should be placed on non-traditional sectors such as economic development as well as on traditional sectors such as border control and legislation; the role played by regional dialogues on migration, which could lead to consensus, was deemed satisfactory; capacity-building needs related not only to developing countries but also to developed countries which could also assist the former; the question of how capacity-building could address the political element as well as the operational aspect of migration was raised; the scale of forced migration created challenges for countries having limited resources and sometimes led to irregular migration; capacity needs were interdependent and addressing one need alone was not adequate; and the recruitment of skilled labour from developing to developed countries had some positive benefits such as transfer of remittances, but other effects, such as human resource deficits, were detrimental to the developing countries.

130. The following effective approaches were identified: working through regional processes to address the political element, to target and prioritize the needs most relevant to the region; flexibility determined by regional needs; the value of cross-regional or global processes such as the Berne Initiative in highlighting capacity-building; the need to identify and formulate common terminology for capacity-building in trafficking, smuggling, return processes, security and transnational crime; and the need for partnerships whereby countries with differing capacities would complement each other. Major challenges were: the need for a common definition of capacity-building; the need to institute a pathway of development to provide for migration governance similar to the way that sectors such as health and education were treated, a trend that had already begun, for example, through the European Commission.

131. Mr. Medaru (Chief of Section, General Directorate for European Integration and International Relations, Ministry of Administration and Interior, Romania), moderator of Group 3, said that key points made were that capacity-building needs were complex and contextual, varying from country to country and region to region. While it was difficult to prioritize those needs on a general level, the following were identified: data management; documentation for detection; border control; political will; improved resources; immigration policy framework; regional versus national migration management; training of migration officials; and strengthening of

migration institutions. Effective approaches mentioned were: as an *ad hoc* or segmented approach to migration management had limited impact there was a need for an integrated migration management approach; regional consultative processes were useful in addressing migration challenges more effectively; regular and irregular migration, particularly trafficking in people and smuggling of migrants, needed to be addressed through an integrated and consistent approach; improved inter-ministerial coordination and joint implementation of policies and programmes at national levels were required; and policy consistency was necessary on migration management issues within regions. The major challenges met were insufficiency of political will; inadequate resources; and weak governance in the field of migration. Recommendations made in the Group were for a more proactive role to be played by government, supported by adequate budgetary allocations; in capacity development priorities, appropriate legislative and policy framework, and supportive administrative arrangements were fundamental to effective migration management; capacity development needed to be undertaken on both individual and institutional levels; regional consultative processes should be strengthened; increased resources should be made available for improving national operational capacity leading to better migration management; and there was a need for support from intergovernmental organizations such as IOM.

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

132. The Director of MPRP said that, in summing up, he would include other discussions held during the year within the framework of the International Dialogue on Migration. Several speakers at the workshops had noted that migration would clearly be one of the defining issues of the 21<sup>st</sup> century and that it had undergone important changes: contrary to the past when migration was limited to the adventurous few or to the unfortunate who were forced out of their countries, the norm in the future might be that mobility was essential for conducting business or maintaining family relationships. The international community structures that were adapted to a static world would need to be modified to adjust to a mobile one, resulting in emotions of anxiety and excitement. Many speakers considered that much time must be spent understanding the implications of the change, without rushing to conclusions. It was heartening that everyone felt the need to join the debate – for example, the heads of United Nations specialized agencies in the GMG who had underlined the resolve of international organizations to work together. In the workshops, great willingness had been shown to begin work at home on the issue, rather than assuming that someone else must take the responsibility. The many updates on migration-related activities had provided a reminder that migration took place throughout the world and that the International Dialogue on Migration was thus a special forum for the sharing of experience. The ideas that had emerged indicated that much more planning was needed to improve management of migration – the countries concerned and the international organizations had to work in order to establish clear objectives; IOM had to recognize the very special role it was being asked to perform and to decide, with States, on priorities, especially taking into account the value of regional processes and global efforts such as the Berne Initiative.

133. A workshop on data, attended by over 200 delegates from all over the world, had been organized by IOM in 2003. Dialogue among Member States had been very constructive, with some States providing answers to questions raised by others on subjects such as remittances. A second workshop, on trade and migration, organized jointly with the Organisation for Economic Co-operation and Development (OECD) and the World Bank, had brought the trade and

migration-policy communities together for the first time and proved very valuable in contributing to a better understanding of the relationship between trade and migration and the potential for growth in that field. In conclusion, the international migration dialogue had once again significantly furthered the understanding of migration issues and he looked forward to the continuing engagement of Member States in planning IOM's programme and activities for 2004. He thanked donors for providing support for the workshops and hoped that they would continue to do so.

## GENERAL DEBATE

134. The general debate, in which over 50 delegations spoke, took place at the 452<sup>nd</sup>, 453<sup>rd</sup> and 454<sup>th</sup> meetings. The Director General responded to the debate at the 455<sup>th</sup> meeting.

135. All speakers welcomed the newly admitted Member, the Republic of Malta, and the organizations which were granted observer status. Many delegations supported the candidature of the Deputy Director General to serve a second term of office.

136. The work of the Migration Policy and Research Programme (MPRP) was appreciated by several speakers, of which one who welcomed the decision to incorporate the MPRP into IOM's structure. They welcomed the opportunity offered by the IOM Council to participate in an international dialogue on migration in a globalized world which had constituted a valuable exchange of information and contributed to better understanding of the dynamics of migration. Two delegates drew particular attention to the presentations of the Geneva Migration Group (GMG) and one of them requested the Director General to consider organizing a further international dialogue in 2004. One country agreed that the dialogue had reflected the major challenges confronting sending, transit and receiving countries and advocated that, while IOM should continue to serve as an international forum on international migration, that function should be integrated into the Council's deliberations, not considered as a separate topic, since many of the same subjects were discussed. The same speaker considered that the workshop discussions should be evaluated but that the 2003 Council agenda had perhaps been too dense and ambitious.

137. Many speakers referred to the fact that migration was a long-standing constant in human history which led to richness and diversity but had recently caused problems and imbalances because of its extremely fast growth. Several speakers acknowledged the potential benefits of migration and pointed out that the contributions made by migrants to their host countries should not be forgotten. There was a danger, however, that migrant expatriate communities could be manipulated for purposes of trafficking in persons and in drugs and for terrorism: regulatory measures to facilitate *bona fide* international migration should therefore be developed. Another country also referred to the need for effective migration management to circumvent organized crime and it was pointed out that developed countries were under pressure because of irregular migration flows towards their countries.

138. One country drew attention to population displacement caused by environmental factors, a second to the need for a comprehensive study on international migration to promote decent working conditions, freedom from discrimination and protection against abuse, and a third stressed

the importance of capacity-building to formulate migration policy. The importance of enhancing scientific and technical cooperation in the developing countries was noted.

139. In that connection, the role of remittances from migrants to their countries of origin was acknowledged as crucial, constituting a very important source of foreign exchange earnings and encouraging growth and prosperity. One group of countries welcomed the recent attempt to quantify the remittances and, along with other speakers on the subject, urged that the amounts remitted should be channelled towards investment in primary production and trade networks in order to yield maximum economic benefits in the countries of origin. A similar study was needed to quantify the economic benefits of migration to countries of destination. Several speakers referred to the benefits reaped by countries of origin from the skills and expertise brought back by returning migrants.

140. One speaker from a developed country attached great value to cultural diversity and emphasized the positive contribution made by migrants to modern society and development in countries of origin; his country was ready to take part in high-level dialogue on the positive aspects of migration in the service of development.

141. There was general agreement that globalization, which had caused greater disparities between different parts of the world and between the rich and the poor, had resulted in a sharp increase in migration, which was now an unavoidable reality and would have to be addressed in a comprehensive manner. New relationships were emerging between migration and other issues and, in view of the impact on migrants, it was important to ensure equal distribution of goods among the inhabitants of the world and to raise awareness of human rights in order to maximize benefits and to prevent abuse and exploitation as well as to combat illegal migration. Several delegates pointed to the fact that liberalization of movement of workers in relation, for example, to mode 4 of the General Agreement on Trade in Services (GATS), could yield far greater benefits than flows of goods and capital, but should be accompanied by migration policies and practices to promote trade and national economies through an ordered flow of workers. Intensified dialogue on the matter was needed.

142. Frequent references were made to the negative effects of the brain drain which affected Africa particularly and on which IOM should produce qualitative statistics. Some countries emphasized the loss of skills and expertise which had been costly to produce and were needed in the country's reform process. One speaker said that although the loss of qualified workers was detrimental to his country, it benefited from their increased expertise if they returned, and others noted the contribution of the diaspora to development in countries of origin. Appreciation of IOM's efforts to heighten governments' awareness of the importance of the brain drain and the potential contribution of the diaspora to African reconstruction was expressed. Attention was drawn, in addition to the brain drain, to the problem of young, unqualified, undocumented migrants who were vulnerable to exploitation. A delegate from a developed country stated that his government had decided to pay greater attention to projects aimed at stemming the brain drain and fostering return and integration of migrants, and also to projects oriented towards sustainable development in order to reduce the need for migration. Closer cooperation between countries of origin and destination was needed in order to enhance the positive and reduce the negative effects of migration, and to encourage social reintegration of returnees.

143. Given the huge increases in and complexity of migration in recent years, along with the altered socio-political context in the world, the need for migration management was critical for the good of all. Cooperation on the matter was essential, on the basis of a number of characteristics, and should be conducted at regional level and through well-coordinated efforts by the international community in order to avoid abuses. There was a need for reflection on how to channel migration and management was more important than erecting barriers. In that context, capacity-building on the development of adequate structures in developing countries to combat irregular migration was needed and it was inadequate that only 10 per cent of IOM's budget was devoted to programmes in Africa. Greater efforts were essential in confronting the migration challenges of developing countries and the current session of the Council had provided an opportunity to explore such possibilities. One speaker supported all initiatives related to migration management and two others underlined that full respect for human rights was essential in all management systems. A number of countries alluded to IOM's successful efforts in the matter of orderly migration, which should be strengthened. Several delegates mentioned the pre-eminent role of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families which one speaker urged all States to ratify.

144. A very large number of delegates stated that multilateral cooperation was essential in discussion and action on international migration. The creation of the GMG was welcomed as a sound initiative which it was hoped would yield tangible results. Cooperation with bodies such as the Berne Initiative and the Global Commission on Migration was encouraged as was enhanced collaboration with international organizations, United Nations specialized agencies, and NGOs, given the complexity and number of migration flows.

145. One speaker judged that countries needed to assess the impact of international initiatives, another considered that a more robust dialogue was needed to solve the challenges of migration, a third stressed its readiness to maintain a constructive dialogue with other States on particular migration problems while one delegate wondered whether the international community was ready for more global discussion on migration.

146. The necessity for regional cooperation was also underscored by many speakers and IOM's consistent efforts to stimulate action at regional level and play its role in regional forums were noted. Many countries emphasized the importance of regional processes and pledged their support to them. The importance of sharing regional experiences, furthermore, was pointed out and of employing a coherent approach which was crucial for orderly migration. It was stressed that migration management should be dealt with at regional level and that IOM should set objectives based on the outcome of regional processes, working through the regions to strengthen the essential link between migration and development. One speaker from a country of origin, transit and destination favoured the regional approach along with local and international action.

147. Many countries alluded to their national programmes and legislation and also to the strengthening of partnership with international organizations and IOM. Solidarity with nationals living abroad was referred to and IOM was thanked by a large number of countries for its activities and assistance. On the question of internally displaced persons, one speaker said that countries had a moral duty to create mechanisms to help access to humanitarian assistance for which there was no adequate international framework. Another speaker welcomed the Administration's report on human resources and was pleased that more open and transparent procedures were being used

to recruit staff, agreeing that close attention was needed to staff security. A number of countries expressed satisfaction at IOM's efforts to mainstream gender issues.

148. The great majority of those who took the floor in the general debate commented on IOM's role and strategy. Several speakers noted that the Organization had adapted to the complexity of migration and was an essential partner for States, especially since, given the proliferation of new global initiatives, duplication must be avoided. According to one country, IOM had contributed to fostering a change of attitude towards migration which was now seen by many governments as essential. A number of delegates referred to IOM's pivotal role in promoting innovative and practical solutions to illegal migration and stressed the need for a concerted global approach to the issue as reflected in the themes of the current Session of the Council. One speaker pointed out that it was imperative IOM's role be defined while another considered it premature to take a decision on the Organization's future role and strategy – IOM should remain flexible and efficient and work closely with strategic partners.

149. IOM had a significant role as the main international forum for discussion on migration with a view to developing better balanced, more financially beneficial migration as reflected by the dialogue at the current Session, in partnership with international agencies and constituted a vehicle for raising awareness of migration issues. One delegate said that IOM's expansion had made it more representative, but had also aggravated already existing problems, such as that of arrears, not only due to the impact on the finances of IOM but also on the authority of the Council, given the number of Members who did not pay their financial contributions. The migration dialogue at the present Council had been good, as well as the Trade and Migration and the Data workshops, and he encouraged the Administration to pursue focused workshops and debate. He also appreciated IOM's promotion of the benefits of orderly migration and its humanitarian commitment. In that context, several speakers thanked IOM for its assistance in protecting migrants and implementing national and regional activities.

150. The Administration's note on strategy (MC/INF/262), as well as the Director General's commitment to reviewing IOM's internal structure, was welcomed and a request was made that the note be revised in the light of Members' comments. One speaker cautioned that the Organization must concentrate on its mandate and core services to avoid becoming the victim of its own success.

151. An important topic of discussion following on from IOM's role and strategy was its relationship with the United Nations (MC/INF/263). Many speakers welcomed the dialogue between IOM and the United Nations and advocated further strengthening of ties between the two institutions which would enhance IOM's position and heighten its visibility, and closer links with the specialized agencies and other international organizations in particular. There was a widely held view that IOM should retain its independence and remain a lean, effective, flexible and responsive organization. Some speakers considered that more information on the topic was needed and encouraged the Administration to conduct the necessary consultations and report back to Members; the matter should be seen in the light of the Berne Initiative, Geneva Migration Group and Second Committee of the United Nations General Assembly. One delegate said that the time was not ripe for IOM to seek specialized agency status; further debate and a decision by IOM Members was needed and, in that connection, the establishment of the Geneva Migration Group was welcomed.



152. One country preferred the *status quo* to be maintained and strategic alliances with other specialized agencies to be concluded. Two other countries favoured IOM's becoming a specialized agency of the United Nations, granting it legitimacy and recognition as a leading migration organization and facilitating cooperation with other United Nations institutions. One country advocated cooperation between IOM and the United Nations, with IOM as the lead agency.

153. A large number of delegations referred in their statements to the Programme and Budget for 2004. Opinion was divided on whether a zero real growth or a zero nominal growth approach should be adopted. A substantial number of speakers were prepared to support zero real growth in the Administrative Part of the Budget as IOM must have adequate funding for its activities and the zero real growth option most closely approached reality. Several speakers supported zero nominal growth which would entail the absorption of costs and statutory increases and require reforms in the Administration's functioning, along with additional efforts by Member States to pay arrears.

154. One group of countries regretted the lack of clarity as to whether all the components included in the Administration's proposal were intended to cover unavoidable cost increases and urged that a debate should be undertaken on the zero real growth/zero nominal growth dichotomy, and two other countries would also welcome constructive dialogue on IOM's budget policy and structure. One speaker said that IOM must comply with the financial regulations and emphasized the need for efficiency and transparency, a second said that IOM should rationalize expenses and a third delegate criticised the way the budget for 2004 was presented on the basis of zero real growth; only very recently had the Administration specified the unavoidable costs and statutory increases for 2004 but it had not made available a budget based on zero nominal growth. That delegation was willing to be flexible regarding increases in line with the United Nations system as long as IOM continued with the cost-reduction process, but could not subscribe to the "other necessary costs" presented by the Administration.

155. Several delegates expressed willingness to accept whatever compromise solution was reached and another said that the crux of the matter was that IOM must have the means to carry out its programmes effectively: everything should be done to enable the Organization to fulfil its mandate without increasing Members' statutory contributions. One delegate expressed appreciation for the support in the budget for capacity-development at national level while another deplored the recent significant expansion of "core" positions in the Administration which was presented as a natural consequence of the expansion of IOM's activities but was not in keeping with Members' wish to avoid increases in administrative costs.

156. On the subject of payment of outstanding contributions, several countries stressed IOM's need of resources to pay its expenses and to achieve financial stability. Two speakers called on the Administration to make payment of contributions a true priority. The need to find a solution to the issue was underscored and the endeavours of the Friends of the SCBF Chair Group in that regard were commended. Several speakers emphasized that there should be no exclusions for Members on the grounds of failure to pay contributions which would jeopardize IOM's universality.

157. A number of countries said that they were committed to settling their contributions: Honduras would continue paying on time despite its current difficulties; the Republic of the Congo had decided to pay its outstanding contributions in spite of the crisis it had undergone;

Venezuela made a commitment to propose to the national government an exceptional measure to begin bringing its contributions up to date; and Madagascar had agreed in April 2003 to pay its outstanding contributions.

158. One speaker said that the growth of IOM had aggravated the arrears problem, thereby undermining the authority of the Council; he questioned the moral authority of that body to take decisions binding on Members and would await the outcome of the debate in the Friends of the SCBF Chair Group.

159. A large number of speakers expressed their support for the 1035 Facility as a means of support for needs-based targeted programmes and a way of strengthening training and national capacity-building, thus making a valuable contribution to improving migration management. There was appreciation for the attempt to improve its functioning and a call for donors to provide support. Two delegates stressed that beneficiaries should not be subject to eligibility conditions other than those inherent in the Facility and one of them highlighted the need for the Facility to be used for projects, not studies. One speaker expressed disappointment that only two programmes benefiting his country were included in the Programme and Budget for 2004. Another speaker said his government had worked closely with IOM in countries of transition.

160. The observer for the World Health Organization (WHO) supported IOM's position paper on psychosocial and mental well-being of migrants (MC/INF/271) which WHO had reviewed and with which it was in full agreement. It was impossible to overemphasize the importance of increasing attention and resources to mental health, especially in crisis situations involving displaced people. Mental health, which accounted for over 12 per cent of all disease and was increasing, had been the theme for 2001 selected by the World Health Organization, which looked forward to future collaboration with IOM on the issue. He invited the Organization to review with WHO all aspects of the two organizations' vigorous and complementary cooperation.

161. The observer for Human Rights Watch expressed concern at IOM's association with a number of activities in which human rights had allegedly been violated. Member States and IOM must develop clear criteria for assessing the legitimacy of the Organization's operations. Human Rights Watch was also concerned at IOM's involvement in areas in which it lacked expertise. Although acknowledging the good work done by the Organization with respect to counter-trafficking, she urged IOM to confirm that it followed the United Nations definition of "trafficking victim" and to clarify its activities in that field. Human Rights Watch also encouraged IOM to engage with NGOs and humanitarian organizations to ensure that civil society actors were fully enfranchised in the migration debate; the Berne Initiative provided an opportunity generally to involve NGOs in preparation of the international agenda for migration management. She urged, furthermore, that Member States should indicate clearly that international human rights and refugee protection norms must be observed in all operations. Member States should also request that IOM develop effective accountability mechanisms to counter criticism and allegations of human rights violations.

162. The observer for Amnesty International was concerned that IOM continued to carry out projects, on behalf of governments, that had a negative impact on the human rights of refugees, asylum-seekers and other migrants. The Organization should refrain from moving persons who fell within the mandate of UNHCR in the absence of explicit endorsement by that agency; such

transfers might compound problems of displacement in post-conflict regions and be unsustainable, leading to renewed cycles of displacement. According to her, IOM would not be an appropriate body to assess the human rights situation in the place of origin and she would welcome clarification regarding whose assessment it relied on prior to assisting an individual to return. Amnesty International recognized IOM's desire to be pragmatic and flexible but that did not permit the Organization to acquiesce in activities that might be in conflict with international human rights standards.

163. She welcomed the institutionalization of a consultative mechanism with NGOs but was concerned at the absence of tangible results to date; IOM's public commitment to work towards effective respect for migrant rights was also welcomed. She urged that Member States should ratify the Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families which brought together a range of human rights standards and specifically recognized them as applicable to migrant workers and their families. Finally, she invited IOM to give assurances that it would abide by international human rights and refugee law standards and asked the Organization to study, with NGOs, the possibilities of institutionalizing a consultative mechanism with NGOs in the form of a focal point based at IOM's Headquarters.

164. Responding to the General Debate and subsequent discussions, the Director General said that in approving the Programme and Budget for 2004 Member States had endorsed some minor adjustments at Headquarters and some reorientation of the duties of Missions with Regional Responsibilities. The most significant single change was the incorporation of the Migration Policy and Research Department as a core IOM activity and he applauded the wisdom of making MPR a mainline department; it would pursue policy dialogue and continue the workshops and its work on policy research and public diplomacy. In accordance with the principle of form following function, IOM would continue to tailor its structure to the needs of the world and the Member States. He believed that labour migration merited even closer attention and hoped that the debate could be strengthened in the coming months, leading to the creation of a better organized world labour market.

165. Concerning institutional arrangements and IOM's outreach to other institutions, the Organization would take the course of action recommended by the majority of those attending the Council: it would work to improve the status quo and to enhance its relationships with other organizations and would not close the debate on institutional arrangements.

166. The Geneva Migration Group was a promising new development and IOM would endeavour to make it work effectively. When the GMG next met on 24 November, under the auspices of the ILO Director-General, he would report to it the suggestions made by IOM Member States for its future and would ensure they were informed of developments in that regard. IOM also intended to work closely with the Global Commission on International Migration. The informal consultations on IOM strategies would continue in a manner decided on by the Chair.

167. He thanked Member States for approving the increase in the 2004 Budget which would allow the Administration to focus on three areas: delocalization would continue and indeed be accelerated, as Member States had requested; the Administration would continue to seek ways to make better use of technology and heighten cost efficiency; lastly, as required by Resolution No. 1092 (LXXXVI) the Bureaux of the Council and the Subcommittee on Budget and Finance

would meet promptly to set up a working group to discuss and elaborate the Organization's budget planning strategy.

168. On outstanding contributions, the Administration would redouble efforts to conclude repayment plans and adopt strategies in respect of Member States that were in arrears. Despite the fact that the amount owed to the Organization had increased substantially, he believed the mood had changed and that many governments had recognized their responsibilities.

169. IOM's work in emergency and post-conflict situations (EPC) was by nature highly decentralized and was done by experts working in the Field. The EPC Division had been formed at Headquarters, in the Operations Department. IOM work in emergencies included Colombia, where the Organization had large-scale programmes that were effecting good work in a difficult situation, and Iraq, where IOM was working from the outside in, as it were. In the near future, he would be visiting Afghanistan, where IOM was achieving significant results. All such programmes were currently under great pressure, especially from the security point of view. It was to be hoped that Sudan, where IOM was preparing to conduct large-scale activities, would soon be in a post-conflict situation.

170. Regarding security, IOM had done quite well in attempting to protect its people, despite some losses in 2003. The security specialist hired by IOM, with Member States' support, to strengthen its internal security operations was doing an excellent job and had impressed the UN system under the UNSECOORD umbrella. The cost of security was enormous and the matter therefore required close attention. In conclusion, he thanked the Member States for making the Eighty-Sixth Session of the Council a success and for their continued support throughout the year.

### **IOM STRATEGY: CURRENT AND FUTURE MIGRATION REALITIES AND IOM'S ROLE**

171. The topic was introduced by Mrs. Mohamed (Kenya) in her capacity as former Chairperson of the Council. In response to a request from Members at the Eighty-fourth Session of the Council, a note on IOM strategy (MC/INF/262), based on a previous strategy paper endorsed by the Council in 1995, had been circulated and constructive informal consultations had been held on 17 October 2003. The international community wanted IOM's work to alleviate the negative effects of migration; a reference should be made to international law instruments regulating migration; there was a need to strengthen IOM's role as a key source of analysis and knowledge in the migration field; IOM could also strengthen its ability to fight extreme poverty, one of the primary causes of forced migration. The need for cooperation with other organizations was emphasized. It was felt that the note was less structured than the 1995 paper and Member States were asked for their comments so that the Administration could prepare a revised version listing the key functions or objectives of the Organization for discussion at a next round of informal consultations.

172. One speaker pointed out that the note had some omissions while two others drew attention to several problems, such as a possible contradiction between the expansionist globalization of IOM and the policy of zero nominal or zero real growth: Member States should not be faced with having to make cuts in the Administrative Part of the Budget while knowing that resources from

discretionary funds were being used to finance new activities and the globalization of the Organization. There was general agreement that further consultations were needed on IOM's role.

173. The Council took note of the Note on IOM Strategy: Current and Future Migration Realities and IOM's role (MC/INF/262) and endorsed the course of action presented by the former Chairperson of the Council.

## **IOM-UN RELATIONSHIP**

174. Ms. Mohamed (Kenya) in her capacity as Chairperson of the Working Group on Institutional Arrangements, emphasized that when the working group had met in May 2003 its members had stressed the need for IOM to retain its flexibility, independence, efficiency and responsiveness and the majority had been in favour of retaining IOM's current status outside the United Nations system. When the group met on 17 October 2003, it had before it the supplementary information it had requested from the Administration which contained three possible options: to move towards specialized agency status; to seek strengthened relations with the United Nations without becoming a specialized agency, the so-called "improved *status quo*"; or to take no action at present. The second option – "improving the *status quo*" – was widely supported by the group. She believed that the issue of the IOM-UN relationship should remain under consideration by IOM Members as that would help the Organization to adapt to the complexities of migration and to better address collective needs, as well as drawing attention to the challenges IOM faced in carrying out its mandate. The Council noted that the option favoured by the majority was a form of "improved *status quo*". Improvements to the existing cooperation agreement with the United Nations should be sought and the Chairperson of the Working Group undertook to write to the United Nations Secretary-General to this effect. Consultations on the matter would continue as appropriate.

175. The Council took note of the document on IOM-UN Relationship: Summary Report of the Working Group on Institutional Arrangements (MC/INF/263) and endorsed the course of action suggested by the Chairperson of the Working Group.

## **DRAFT REPORTS ON THE EIGHTY-FOURTH SESSION AND THE EIGHTY-FIFTH (SPECIAL) SESSION OF THE COUNCIL**

176. At its 455<sup>th</sup> meeting, the Council adopted Resolution No. 1090 (LXXXVI) approving the report on its Eighty-fourth Session (MC/2097 and MC/2097/Corr.1) and Eighty-fifth (Special) Session (MC/2110).

## **REPORT ON THE HUNDREDTH SESSION OF THE EXECUTIVE COMMITTEE**

177. By Resolution No. 1091 (LXXXVI) adopted at its 455<sup>th</sup> meeting, the Council endorsed the decisions taken by the Executive Committee at its spring session, took note of the Report on the Hundredth Session of the Executive Committee (MC/2115) and of the Report of the Director

General on the work of the Organization for the year 2002 (MC/2114), and approved the Financial Report for the year ended 31 December 2002 (MC/2113).

### **SUMMARY UPDATE ON THE PROGRAMME AND BUDGET FOR 2003**

178. The Council examined the Summary Update on the Programme and Budget for 2003 (MC/2116) and took note of it.

### **PROGRAMME AND BUDGET FOR 2004**

179. The Council examined the Programme and Budget for 2004 (MC/2117) at its 455th meeting, after the Rapporteur of the Subcommittee on Budget and Finance had given a summary of the Subcommittee's discussions and recommendations (see MC/2119). After extensive consultations, a consensus was reached on an increase in the Administrative Part of the Budget (reflected in document MC/2117/Amdt.1); in conjunction with such increase, Member States were encouraged by the Administration to pay their contributions regularly and it was decided that consultations would be held on budget planning strategies.

180. At its 455th meeting the Council adopted Resolution No. 1092 (LXXXVI) on the Programme and Budget for 2004.

### **APPOINTMENT OF THE EXTERNAL AUDITORS FOR THE PERIOD 2004-2006**

181. The Council, through its Resolution No. 1094 (LXXXVI), reappointed the Auditor General of Norway as IOM external auditors at its 455<sup>th</sup> meeting.

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

182. The Rapporteur of the Subcommittee on Budget and Finance reported on a number of other items discussed by the Subcommittee. Outstanding contributions to the Administrative Part of the Budget continued to pose a major challenge to the Organization. The status report (SCBF/262) presented by the Administration showed that total outstanding contributions as at 30 September 2003 stood at roughly CHF 6.4 million, representing an increase of nearly CHF 1 million over the amount recorded for the same period in 2002. A repayment plan had been concluded with Armenia, removing it from the provisions of Article 4 of the IOM Constitution, and repayment plans had been proposed to three other countries. Some delegations from countries subject to Article 4 had indicated that efforts were being made to settle their arrears.

183. The Vice-Chairman of the Friends of the SCBF Chair Working Group on Outstanding Contributions had presented an Interim Report; the Group had been requested to continue its work and submit a final report and proposals to the Ninety-first Session of the Subcommittee on Budget and Finance. The Subcommittee had taken note of the efforts made by some Member States to

pay their outstanding contributions and had urged those with contributions outstanding for two or more consecutive years to make their contributions in full or agree to a repayment plan.

184. At its 455<sup>th</sup> meeting the Council adopted Resolution No. 1093 (LXXXVI) on outstanding contributions to the Administrative Part of the Budget, requesting in particular the Administration to submit a report on steps taken and a plan of action.

185. The Subcommittee had taken note of document SCBF/260 (Support for Developing Member States and Member States with Economy in Transition – Status Report 1 January – 30 September 2003), in which the Administration had emphasized that the aim was to distribute funds equitably by region. The Subcommittee had expressed satisfaction at the internal evaluation of the 1035 Facility presented in CRP/7, which was based on the criteria and guidelines established by the IOM Administration in consultation with Member States to facilitate and streamline the allocation of funds. The Subcommittee had been apprised of the work of the Informal Group on the 1035 Facility, chaired by Canada, and proposed to the Council that the Informal Group would continue its deliberations with a view to producing a paper for discussion by all Member States.

186. The Council endorsed the Subcommittee's proposal that the Informal Group on the 1035 Facility continue its deliberations with a view to producing a paper for discussion by all Member States.

187. The Administration had provided an update on the delocalization of functions to Manila, undertaken with a view to coping with the dual challenges of the Organization's growth and limited core funding. In addition to transferring field personnel support and additional IT functions to the Manila facility, the Administration had adopted other cost-saving measures such as reducing printing and postage costs by making documents available on the IOM web site and suspending the issuing of summary records of governing body meetings. The Subcommittee had examined CRP/8 and been advised by the Administration that IOM was committed to a continued review of functions that might be transferred.

188. The Council took note of CRP/8 (Additional information to the update on Manila delocalization) and its annex.

189. The Director of Human Resources Management had provided an overview of IOM's human resource policy, pointing to the various initiatives the Administration had taken to address issues of interest and concern to the staff and to Member States. The Administration had provided clarification on specific questions raised by some delegations and the Subcommittee had taken note of the Human Resources Report (MC/INF/261).

190. In CRP/9, the Administration had reported on steps taken to ensure the security of IOM staff and had informed the Subcommittee that the Administration was constantly reviewing its security structures as a result of the steady increase in violence directed at international agency personnel in recent years. The Administration had highlighted its responsibility for the protection of staff and property but noted the difficulty of attaining those objectives due to the need for additional financial resources. The subsequent discussion had underscored that the vulnerability of humanitarian workers was a matter of concern to all countries. The Subcommittee had taken note

of CRP/9 and informed the Council of its concern on the issue of staff security, which it had agreed to maintain as a separate agenda item in future.

191. In its biannual statement to the Member States, the Staff Association Committee – SAC had stressed the importance of maintaining constructive dialogue with the Administration. It had highlighted the growth of the Organization, the issues of staff security and retirement schemes, and expressed its support for the Administration's proposal for a zero-real-growth Administrative Part of the Budget. The Subcommittee had taken note of the SAC's statement.

192. At the request of the SAC, the Subcommittee had observed a minute of silence in memory of an IOM staff member who had been killed in the course of duty in Iraq.

193. The Council took note of the Human Resources Report and of the concern of the Subcommittee on Budget and Finance and the Staff Association on the issue of staff security.

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

194. The Council was informed of the names of the following 23 Member States that wished to be represented on the Executive Committee: Algeria, Canada, Congo, Costa Rica, France, Germany, Guatemala, Honduras, Hungary, Iran (Islamic Republic of), Italy, Japan, Mexico, Morocco, Nigeria, Peru, Romania, South Africa, Sudan, Switzerland, Thailand, United States of America and Yemen.

195. Resolution No. 1095 (LXXXVI) on the election of the Executive Committee was adopted.

#### **OTHER BUSINESS**

196. There was no further business.

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

197. At its 455<sup>th</sup> meeting, the Council adopted Resolution No. 1096 (LXXXVI) concerning its next regular session and inviting the Executive Committee to meet in June 2004. Tentative dates were: 30 November to 3 December 2004 for the Council and 2 and 3 June 2004 for the Executive Committee. Provisional dates for the Ninety-first and Ninety-second Sessions of the Subcommittee on Budget and Finance were 4 and 5 May, and 2 and 3 November 2004 respectively.

198. The Council also adopted Resolution No. 1097 (LXXXVI) convening a special session of the Council in order to proceed with the election of a Deputy Director General. The date proposed was 4 June 2004.



Annex I

**STATEMENT BY THE DIRECTOR GENERAL**

Distinguished delegates, ladies and gentlemen,

1. This year's Council continues and strengthens the policy debate launched two years ago and now a regular feature of our year-end meeting. The world is reflecting more deeply than ever on how best to manage migration. We shall contribute strongly to that reflection this week through the statements of governments, international organizations and independent experts.

2. In a few minutes, we shall hear from my colleague, Gervais Appave, an analysis of the changing dynamics of migration. In our general debate and workshops, we shall touch upon the growing list of activities in IOM's policy and programmatic ambit. We shall hear progress reports on regional and thematic developments.

3. In the course of today and tomorrow, members of the new Geneva Migration Group and personalities active in setting up the new Global Commission on Migration will give us their views. Speakers will address the subject of IOM-UN relations, particularly as the Secretary General has just designated a blue-ribbon panel on the future of collective security broadly conceived.

4. With such a wealth of discussion in the offing, I intend to keep these first remarks brief, simply highlighting a few developments this year that I find particularly important.

Ladies and gentlemen,

5. **The economic, social and developmental aspects of migration** are now recognized as fundamental to building a more prosperous, fairer world. Here are some examples of how this dimension of our work is growing.

6. Developing countries are looking for ways to channel remittance flows into productive, job-creating investments in the home country. Remittances constitute a large and growing share of hard-currency transfers to developing countries. Too often remittances are, in effect, re-exported in the form of consumer purchases. IOM pilot projects in remittance management can provide models for new thinking.

7. Last week we organized here in Geneva a seminar on Migration and Trade. It provided an opportunity to build greater understanding between the trade and migration policy communities on issues, opportunities and challenges. You will be hearing more about its conclusions in due course.

8. The Conference of Asian Labour Ministers in Colombo was a first attempt by ten countries of Asia with substantial workforces abroad to harmonize efforts in the fields of education, placement, preparation and protection. The Philippines will host the next ministerial meeting.

9. In parallel, there are many lessons to be learned from the Gulf States' experience in contract labour. IOM will organize a dialogue, together with the Asia-Africa Legal Consultative Organization, of sending and receiving countries interested in contract work. Many migrants want the chance to work and save abroad and then return home to a better life.

10. The Egyptian Government has recently launched an ambitious experiment in registration and placement of nationals for work in industrialized countries. Other governments are engaged in similar programmes designed for graduates who cannot be accommodated by the national job market. This is a trend to watch.

11. As India, North Africa and other nations have convincingly shown, overseas workers and professionals can bring home new ideas, skills, contacts and job-creating investment. African countries have come to see that regulated migration can usefully replace spontaneous (and dangerous) exodus. Countries that manage relations with their citizens abroad can turn brain drain into brain gain.

12. These and other efforts to harness the human development resource of workers and professionals abroad deserve our attention and support.

Ladies and gentlemen,

13. IOM has devoted considerable time and attention over the past year to **the migration needs of the Islamic nations**. History, geography and current events have created particular migration challenges for countries from Morocco to Indonesia.

14. Muslim communities are growing in every part of the world. Members of those communities are engaged in a daily dialogue of civilizations whose successful outcome is of capital importance to all of us. It is therefore gratifying to take note of the attention that Islamic countries now give to migration questions.

15. This year IOM concluded an agreement with the Organization of the Islamic Conference and attended the OIC summit in Kuala Lumpur. We co-sponsored with the League of Arab States a conference on Arab migration in the era of globalization. We are in the process of establishing a migration academy in Teheran in cooperation with the Iranian Government. Kuwait has joined the ranks of our donors.

16. These developments help position IOM as an interlocutor and facilitator for Islamic States across the spectrum of our activities, whether in the economic, social, developmental and security areas or in our important post-conflict programmes in Afghanistan, Iraq and – soon – Sudan.

Ladies and gentlemen,

17. If I have dwelt on the Islamic world, it is not to minimize our **progress in all regions**.

18. Europe is increasingly engaged in the migration policy debate. Its outcome will have a profound impact on the nature of the enlarged European Union and its relations with neighbours

to the south and east. IOM has become a partner of the EU on such major emerging issues as counter-trafficking, voluntary returns, integration and capacity-building.

19. The second ministerial meeting of the Migration Dialogue in the Western Mediterranean (5+5) took place in Rabat last month and agreed on a plan of action for the implementation of the Tunis Declaration. Algiers has agreed to host the process next year.

20. Latin America and the Caribbean are redefining their relations with global migration. IOM is supporting regional processes throughout the Western Hemisphere. Brazil is moving to rejoin IOM. Latin America will build new relations with Asia, Africa, North America and Europe in reaction to changed migration patterns.

21. In the year ahead, I shall pay renewed attention to Asia. There and in the Middle East, IOM is still relatively weak, despite the enormous opportunities for migration programmes and assistance.

Ladies and gentlemen,

22. In our **management agenda**, we shall move ahead with measures to strengthen decentralization, to recruit more nationals of underrepresented Member States, to make regular rotation the rule and to boost the role of women. In 2003, for the first time the number of women in professional positions in IOM Headquarters exceeded the number of men.

23. By year's end we shall have in place new leadership in several of the main Headquarters departments and a modest restructuring, as described in the Blue Book. In Geneva and in the Field, our management structures and personnel are stronger than ever.

24. We shall continue to use the Manila Administrative Support Centre to achieve cost efficiencies and will be looking to revamp processes and procedures. Staff security requires even greater attention, given the accumulating threats to international staff and the inadequacy of current responses.

Ladies and gentlemen,

25. The coming year promises to be more active and interesting than ever before. In the expectation of strong Member State support for our attempts to maintain a minimal core structure, all of us are confident that IOM will be up to the new challenges. We look forward to supporting your ever-greater needs in migration management.

Annex II

**STATEMENT BY THE DEPUTY DIRECTOR GENERAL**

Ministers, Ambassadors, distinguished delegates, ladies and gentlemen,

1. We see your presence at this session of our Council, and the active and discerning participation of delegations in the various informal consultations in the preparatory phase, as a clear demonstration of your interest in the process launched under the leadership of the Director General two years ago.
2. This reinforces us in our endeavour to facilitate the discussion on worldwide migration flows and to provide Member States with the services they expect of us under our mandate. I should therefore like to begin by thanking you for this token of confidence.
3. Naturally I shall not be going over the points just discussed by the Director General regarding initiatives by certain countries, regions or organizations or priority projects. I endorse all that he has said.
4. I would also like to indicate here that the complementarity of our team makes it possible first and foremost to tackle the issues in a spirit of coordination and to take account of the complex realities of migration in the various regions of world.
5. I would simply like to draw your attention to some matters that seem crucial to me.
6. In recent months, several Ambassadors have had occasion to remind us that IOM "is at a crossroads". I think they are absolutely right.
7. **The Organization has indeed seen exceptional growth** of almost 50 per cent over the past five years, as membership increased from 67 in 1998 to 102 today. A look at the geographical distribution of the new Members will show that all continents are represented, and the main lines of potential development for the future have just been described.
8. These accessions strengthen IOM in the international arena and enhance the perception of its role by all partners. Owing to the cross-cutting nature of migration issues, several international organizations or agencies are taking an interest in them for varying reasons and to differing degrees. IOM is nevertheless the most obvious "focal point", and its expansion has done much to change the way it is perceived by the international community.
9. The critical mass now attained is enabling IOM to make its voice better heard, but should not, however, inhibit its effectiveness and its capacity for targeted responses to the main challenges arising in a changing world. We shall continue to see to this.
10. These are largely positive dynamics, but they mean that IOM **must be particularly vigilant in managing its resources**, as the ongoing discussions clearly show us. I should like to take a moment to discuss the matter of outstanding contributions.

11. It is the countries themselves that state their wish to join IOM or express an interest in its activities. At the political level and at that of the technical structures concerned, we make clear to them the legal implications, as well as the recurring financial commitments entailed, giving them a breakdown of the amount and the way it is computed.

12. For the current year, we note that the rate of collection of assessed contributions is still appreciable. However, we have also observed a trend towards an increase in the number of countries failing to meet their commitments.

13. This year, the efforts of IOM – be it the actions carried out by the Director General, by me or by the Administration – have combined with those of Member States under the aegis of the Chairperson of the Subcommittee on Budget and Finance. I take this opportunity to commend the work of the group, which has now tabled an initial progress report.

14. The outcomes of these cross-cutting initiatives are indeed encouraging, whether in terms of boosting awareness in the capitals or in strictly financial terms, since several countries from different groups have made payments or agreed on long-term payment plans.

15. This is why it is useful for this dialogue to continue in the spirit of coordination that has prevailed so far. The necessary appeal to the responsibility of all the Member States goes hand-in-hand with the quest for solutions on a case-by-case basis.

16. Each Member State must of course be constantly sensitized to the fact that paying its contributions is a primordial obligation of solidarity.

17. Yet to my mind, any move to institute sanctions at this stage in respect of access to projects or eligibility to certain instruments implies a considerable risk at a time when we are witnessing positive evolutions that should be further encouraged.

Distinguished delegates,

18. I would now like to underscore the fact that the efforts of the international community in all the agencies have this year focused largely on **following up the major decisions taken under action plans to attain the millennium goals, and on the means of financing development**, in continuation of the Monterrey Conference.

19. Globalization has triggered many discussions on the movement of goods and capital. Last week's joint workshop, to which the Director General referred, was an opportunity to examine in depth the implications of Mode 4 for temporary migration to provide services, jointly with the partners concerned, in particular the OECD and the World Bank.

20. I believe that IOM must play its full part in this discussion, but must also better communicate its potential role in realizing the millennium goals. There are indeed many points of convergence, and I shall limit myself to mentioning some that have represented core areas this year.

21. Beginning with the first objective, which concerns **poverty eradication and a better distribution of wealth**, it may be said that the skills of migrants are instrumental in building the capacities of low-income countries and can contribute endogenously to better governance. Money remittances by migrants are also an effective tool in the fight against poverty, provided that their use for income and employment-generating projects is improved.
22. Moreover, unlike public development aid – which has been declining over the past decade – or foreign direct investment, which is often uncertain, these remittances are increasing steadily. They concern almost all developing and transition countries, which is not the case for most other potential sources of development funding.
23. We must nevertheless ensure that endeavours to make better use of migrants' savings on the basis of solidarity do not replace commitments made by development partners in regard to public assistance.
24. This also applies to **private sector development and productive work for young people** (goals 1 and 8). The possibilities of associating migrants with investments or the creation of enterprises in their country of origin or of residence reduce the risks of failure and establish links and networks beneficial to economic activity and to university research.
25. Most migrants from low-income countries work in the private sector in developed countries, and greater advantage could be derived from their entrepreneurial skills through tax and customs incentives as well as some amendments to the regulations governing the movement of people.
26. Various initiatives have been taken in this field by some countries in Latin America and Asia and could serve as models.
27. As pertains to **enhancing the role of women in development** (goal 3), there has been a very marked feminization of migration flows in recent years, as well as an increasingly obvious trend towards independent migration by women, no longer under family reunification schemes as in the past.
28. Migrants are contributing meaningfully to the economic development of their two areas of reference and can be true agents of change and evolution for country of residence and of origin alike.
29. For us, this raises, *inter alia*, the necessary concern for the harmonious integration of these women into the host societies, in such a way that they can be protected against all the forms of abuse they face, and are granted access to the job market.
30. By way of example, I shall cite the EQUAL projects funded by the European Social Fund, and which, in the countries of execution, constitute important signals to which IOM is contributing its technical expertise.
31. I would now like to turn to **the progressive escalation of migration issues in international agendas, such as in regional and transcontinental dialogues, to which we are endeavouring to contribute.**

32. From recent discussions I was able to hold with some Caribbean countries such as the Dominican Republic and Haiti as well as with CARICOM, I was able to detect a very strong interest in a better understanding of the impact of migration flows on the region and on the main countries or regions of destination.

33. The reinforced dialogue between the ACP countries and the European Union now fully includes migration flows, as shown by the Nadi Declaration, and sets the tone for a responsible partnership in which respect for the rights of migrants plays an important part. The ongoing analysis of Articles 13, 79 and 80 of the Cotonou Agreement regarding the coordinated management of migration flows is oriented along these lines.

34. Both amongst themselves and with their American or European partners, the countries of Asia are drawing up discussion frameworks for addressing such crucial issues as migration for work, the fight against human trafficking or the impact of migration on development.

35. Latin America has opted to address its relationships with all its partners both by concluding bilateral agreements and seeking, together with other regions or continents, methods of dealing with the implications of globalization.

36. The brand new constitution of the African Union clearly mentions migration and emphasizes its potential contribution to the continent's development. At this very moment the Commission is drawing up the main lines of its action in this field, and IOM has been consulted.

37. It will therefore be by joint endeavour that we will find appropriate responses to all these challenges, which have grown more acute over the past two years. We share with other organizations a special responsibility in promoting the 1990 United Nations Convention on the Protection of the Rights of all Migrant Workers and Members of Their Families, which since taking effect this year has provided a suitable legal framework in a fast-changing world environment.

Ladies and gentlemen,

38. I shall conclude by confirming our determination **to reinforce or forge alliances and partnerships** with the other bilateral and multilateral players in the realm of migration, while respecting the mandates of each one.

39. To bear this out, let me first mention that, together with the United Nations Development Programme, we have drawn up a project linking migration and development, this being a domain which is particularly important for me. We are also engaged in a long-term study with WHO, the partial findings of which were tabled this year. The project is designed to provide the countries of origin with better knowledge of the health sector skills that have emigrated and to encourage their mobilization.

40. We will of course have a strong presence at the ILO General Conference in 2004, the theme of which is directly linked to the activities we are carrying out. We will endeavour on that occasion to make our complementarities better known.

41. The notions of responsible partnership, solidarity and fulfilment of commitments seem to me to be particularly important for the future.

42. During this crucial stage, we must both safeguard our accomplishments and the qualities for which we are recognized and prepare to make clear the place that IOM can and must occupy in a context of in-depth international analysis of migration.

43. Several forums have recently been created or expanded, such as the Geneva Migration Group or the Global Commission. The latter addresses, amongst other things, the interest of the Secretary General of the United Nations in having an independent and consolidated approach to migration questions. Various speakers will no doubt be dealing with this shortly.

44. We are truly facing shared challenges for the future and we will be unable to meet them without engaging in dialogue that necessarily respects all sensitivities.

I thank you.