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REVIEW OF THE IOM STRATEGY

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(Background document submitted by the Administration)

Introduction

1. The IOM Strategy was approved by the IOM Council in June 2007 as Part I of the Annex to Resolution No. 1150 of 7 June 2007. It is composed of an opening paragraph reaffirming that IOM should continue its role as a leading global organization focusing on migration management, addressing the migration phenomenon from an integral and holistic perspective; it then lists 12 points on which IOM should focus to achieve its goal (see the annex). By virtue of the fifth paragraph of the Resolution, Member States resolved to review the Strategy in three years.
2. This paper serves to assist Member States in their review of the IOM Strategy since its approval in 2007. It is divided into four parts. The first part provides an overview of the principal trends and developments that have taken place in the field of migration since the Strategy was adopted, and considers future challenges. The second part complements this overview by highlighting internal developments at IOM. The third part provides a structured summary of IOM's work in relation to each point of the strategy and identifies a number of current challenges. The fourth and concluding part of the paper seeks to map the way forward for the implementation of the Strategy in the coming years in the light of developments since June 2007 in the migration field.
3. It is important to underline that the 12-point Strategy does not cover the full range of IOM's activities and must be read in conjunction with the Constitution and Council resolutions, which constitute the legal framework for IOM action. Indeed, the Strategy does not explicitly refer to several key aspects of the Organization's work, for example resettlement and migration health programmes. This document, therefore, needs to be viewed in this broader context.

I. Major trends and developments in the migration field since June 2007

4. According to the Population Division of the United Nations Department of Economic and Social Affairs, there are an estimated 214 million international migrants in the world today, nearly a 20 million increase over the 2005 figure of 195 million. International migrants now comprise 3.1 per cent of the world's population and, as underlined in the IOM publication *World Migration 2008: Managing Labour Mobility in the Evolving Global Economy*, the majority of these migrants are moving for work-related reasons. When adding the 740 million internal migrants estimated by the United Nations Development Programme (UNDP) *Human Development Report 2009*, the total number of migrants (both international and internal) is close to 1 billion.
5. As a result of this growth in human mobility, as well as more qualitative changes in the nature of migration, the issue remains high on the policy agendas of Member States and the international community. The IOM Strategy was approved shortly before the first meeting of the Global Forum on Migration and Development (GFMD), held in Brussels, Belgium, in

July 2007. Since then, the interest and commitment of governments to concretize the consensus reached on the relationship between migration and development and to optimize the positive impact of migration on development have resulted in two further GFMD meetings, in Manila, Philippines (2008), and in Athens, Greece (2009), with a fourth meeting set to take place in Puerto Vallarta, Mexico, in 2010. The second United Nations High-level Dialogue on International Migration and Development, scheduled to take place in December 2013, is likely, inter alia, to review the impact of the GFMD to date. In addition, the Global Migration Group (GMG) has been enlarged since the adoption of the IOM Strategy and now encompasses 14 agencies, including the United Nations regional commissions.

6. The political weight attached to challenges posed by migration is also demonstrable at the regional level where numerous regional bodies now include migration on their agendas, often with the objective of harmonizing migration policies and facilitating human mobility. In addition, many special-purpose regional consultative processes (RCPs) have been established as dedicated forums for the discussion of migration issues of common concern.

7. Migration is affected by and interacts with other global developments, most notably global economic cycles. As IOM has underscored, while the current economic crisis has resulted in substantial job losses for both nationals and migrant men and women in specific sectors, as well as reductions in flows of remittances to countries of origin, it does not affect the structural fundamentals, namely population and labour force decline in many developed countries and the continued abundant availability of labour in developing countries. Another growing issue is the impact of climate change on both international and internal migration, which is likely to preoccupy the international community in the years to come. Other issues such as racism, xenophobia, human rights and integration continue to represent high-priority cross-cutting areas requiring ongoing attention at the national, regional and international levels.

II. Changes at IOM

8. IOM has undergone a number of important changes since June 2007. Upon taking office, the Director General identified three priorities for IOM: ensuring Member State ownership, thereby bolstering their trust in and engagement with the Organization; building collaborative partnerships; and staff development to foster morale and high standards of professionalism. Since the Strategy was adopted, seven States (Burundi, India, Mongolia, Namibia, Somalia, Trinidad and Tobago, Viet Nam) have become IOM Member States and three States (Bahrain, Saudi Arabia, Qatar) have become Observer States.

9. Total expenditures (administrative and operational programmes combined) stood at USD 783.8 million in 2007 and at USD 1,027 million in 2009. The total number of active projects was over 1,600 in 2007 (of which 550 were started in 2007) and over 2,300 in 2009 (more than 700 started in 2009). The total number of staff grew from 6,457 in 2007 to 7,258 in 2009. Ninety-seven per cent of IOM staff members are posted in the Field.

10. The former Sub-Committee on Budget and Finance has been replaced by the Standing Committee on Programmes and Finance, providing the membership with greater transparency and more regular information on key areas of IOM's programmes and the opportunity to determine more directly the policy direction of the Organization. IOM's governance

mechanisms have thus been strengthened. Moreover, the 1035 Facility, which provides special support to IOM developing Member States and Member States with economy in transition, has been expanded and the membership has adopted a formula ensuring that the migration-related priorities of IOM's developing country Member States are addressed in a more sustained manner.

11. In terms of inter-agency partnerships, IOM continues to develop its "improved status quo" relationship with the United Nations. This is being done both at the Headquarters and Field levels and includes partnerships as diverse as IOM's participation, inter alia, in the United Nations country team in every country in which IOM has a Field presence, in the Inter-Agency Standing Committee (IASC), including its cluster activities, and in the GMG. It also includes enhanced cooperation with individual agencies wherever appropriate, including through the conclusion or updating of memorandums of understanding. The United Nations reform emphasis on system-wide coherence and "Delivering as One" requires IOM to work hand-in-hand with its partners in the United Nations and international community more broadly to share information and coordinate activities. However, because IOM is not a formal member of the United Nations system, certain important barriers exist to full information sharing and cooperation with United Nations bodies (namely, lack of participation in key United Nations policy coordinating mechanisms). It is generally accepted that close collaboration between the United Nations and IOM is needed to effectively address migration challenges.

III. IOM's work in implementing the 12-point Strategy

12. This section discusses IOM's work since June 2007 pursuant to each of the 12 points of the Strategy. The Strategy finds practical application during programmatic and budgetary planning, for instance in preparation of the annual Programme and Budget and the Report of the Director General on the Work of the Organization, through a systematic referencing of activities against the 12 points. This has enhanced the Organization's ability to monitor the alignment of its activities with the principles expressed in the Strategy. As a result, IOM has been better able to focus on its areas of strength, while determining where partner agencies and other actors may be better placed to act.

13. The following section also refers to a number of the challenges encountered in realizing some of these activities both systematically and globally, often due to the projectized nature of IOM's work or specific donor interest. Given that there is overlap between several of the Strategy points, certain areas of IOM's work described below also fall under more than one of the Strategy points. Therefore, IOM's work to implement the Strategy should be viewed in a holistic way, also bearing in mind the importance of cross-cutting themes such as migration health,¹ gender issues and the human rights of migrants. References to these themes are made as and when appropriate.

¹ Regarding IOM's work on migration health, see also the document entitled Migration and health: IOM's programmes and perspectives – Towards a multi-sectoral approach (SCPF/12) of 15 April 2008.

Point 1: To provide secure, reliable, flexible and cost-effective services for persons who require international migration assistance.

14. IOM's work under this Strategy point focuses on the provision of services to persons before, during and after the time of travel through its worldwide network of offices.

15. The objectives of IOM's pre-consular work include:

- to provide pre-consular support often where no full-time representation exists;
- to provide secure and comprehensive visa and immigration support services to migrants and governments which simplify and streamline processes, reduce time-consuming administrative functions, lower costs and improve visa processing times;
- to facilitate informed, safe and economical air transport for migrants and governments.

16. IOM's services in support of both temporary and permanent visa categories include application assistance, logistics and liaison duties, verification of documents, interviews and site visits, provision of country of origin information, the operation of visa application centres, DNA sampling and air transport. The number of applicants served by IOM under pre-consular support services has been increasing: 43,204 in 2007, 61,189 in 2008 and 133,532 in 2009.

17. Migrant training is another component of IOM's pre-migration work, which includes pre-employment orientation, language training, and pre-departure and post-arrival cultural orientation.² The objectives of migrant training include:

- to provide migrants with up-to-date factual information about the country of destination;
- to assist migrants in developing the skills and awareness needed to succeed in their new environment;
- to manage migrants' expectations about the host country and facilitate successful adaptation and/or integration prospects where possible.

18. IOM's migrant training activities have been carried out in some 40 countries across five continents. Participants include refugees, humanitarian entrants, temporary labour migrants and immigrants and persons displaced by conflict or natural disasters. To date, approximately 78 per cent of participants have been resettlement cases. About 45 per cent of training participants are women. The number of migrant training participants has been steadily increasing: 45,619 in 2007, 50,678 in 2008 and 56,637 in 2009.

² IOM currently provides pre-departure cultural orientation services to the following countries: United States of America (since 1990), Canada (since 1998), Finland (since 2001), Australia (since 2003), United Kingdom (since 2005), France (since 2008) and the Netherlands (from 2010).

19. IOM also undertakes health assessments for migrants and refugees. In 2009, over 270,000 of such assessments were performed in more than 50 countries through migrant-friendly systems of assessment and diagnosis, based on principles of quality, integrity and efficiency. The purpose of health assessments is to facilitate integration into the host community by addressing individual health and safety needs and concerns of migrants, and to mitigate the impact on national health and social services. In cases of large-scale displacement caused by conflict or natural disasters, IOM also provides emergency health travel assistance.

20. Since its founding, a fundamental activity of the Organization has been to facilitate the orderly transfer of persons requiring international assistance between and among States. In this context, IOM continues to provide a host of case processing, medical, migrant training/integration and transportation services to States and the Office of the United Nations High Commissioner for Refugees (UNHCR) in support of refugee resettlement, temporary protection, family reunification and other organized migration programmes. IOM services span the continuum from the identification and selection of persons requiring such assistance to their successful integration into new communities. Working closely with States, UNHCR and others, IOM strives to ensure that the support it provides to resettlement efforts is relevant, flexible and cost-effective, while respecting the rights and recognizing the human potential of those it serves. IOM support to resettlement efforts is ongoing in all parts of the world and the Organization continues to build upon its decades of experience in this area to adapt its programmes to an ever-changing migration landscape. From 2007 through 2009, IOM provided resettlement assistance to nearly 300,000 persons.

21. Resettlement requires movement. IOM is unique among other resettlement actors in that it holds agreements with a global network of air transport providers offering concessionary fares and other benefits for persons travelling under IOM auspices. This strong, cost-effective transportation network, along with arrangements for the organized movement of IOM passengers through major air transit hubs and a global cadre of transportation experts throughout the Organization's Field structure, ensures the safe and orderly transfer of persons travelling with IOM assistance.

Point 2: To enhance the humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law.

22. Many of the ways in which IOM actively works "to enhance the humane and orderly management of migration" are described in this paper in connection with other Strategy points (including, but not limited to, points 1, 3, 5, 11 and 12). In order to avoid repetition, the following paragraphs focus on IOM's efforts "to enhance ... the effective respect for the human rights of migrants in accordance with international law."³

23. In recent years, IOM has increasingly responded to governments' requests concerning matters such as the development of national migration legislation and policy in accordance with international norms and standards, including those designed to reduce migrant exploitation and xenophobia (for example, the Diversity Initiative in the Ukraine). IOM also

³ The document entitled The human rights of migrants: IOM policy and activities (MC/INF/298) of 12 November 2009, prepared for the Ninety-eighth Session of the IOM Council, provides additional information on recent IOM activities related to the human rights of migrants.

provides training and capacity-building for States and other stakeholders in international migration law,⁴ contributing to the development of rights-based legislative and administrative structures. Similarly, considerations relating to the rights and duties of migrants and of States are included in the Organization's advisory services, capacity-building projects and technical assistance in areas as diverse as facilitating labour migration, preventing irregular migration, facilitating return and reintegration, and aspects of migrant processing and integration. IOM also undertakes research and collects and disseminates information in the area of migrants' rights, including through numerous publications in its International Migration Law Series and an extensive online migration law database.⁵

24. While IOM does not have a mandate for the development and setting of norms, the Organization focuses on practical, problem-solving approaches to ensure full respect for the human rights of migrants. In fact, a growing number of IOM's activities have as their primary aim the promotion and protection of the human rights of migrants. These include pre-departure training for migrants (as observed also under Strategy point 1), health promotion and information campaigns that empower migrants by informing them of their rights and procedures to implement them.

25. Moreover, many of the Organization's operational activities which provide assistance to migrants result in de facto protection of their human rights. In response to natural disasters and conflict, both within and between countries, IOM works with governments and all partners to provide life-saving interventions such as providing shelter, non-food items, transportation services and reintegration support, as well as health assistance to reduce mortality and morbidity among affected and vulnerable displaced persons. The shelter and assistance that IOM provides to victims of trafficking and other vulnerable migrants protects the fundamental human right not to be held in slavery or servitude. IOM's programmes for special resettlement or emigration in situations of internal strife further the right to live in safety.⁶ IOM has put in place a number of guidelines and standard operating procedures to ensure that the human rights of migrants, as well as gender, age and culturally adequate norms, are respected. These include attention to mental health issues, psychosocial support and HIV counselling, among others.

26. IOM contributes to promoting respect for the human rights of migrant women, including migrant domestic workers. For example, the Organization actively contributes to committee sessions on the Convention on the Elimination of All Forms of Discrimination against Women and to specific reports by the United Nations Secretary-General.

⁴ International migration law is an umbrella term referring to the complex web of legal relationships that together regulate the movement of individuals. Notably, it includes both the rights and duties of migrants, and those of States.

⁵ This database is available at <http://www.imldb.iom.int/section.do>.

⁶ For further information, see Council Resolution No. 674 of 7 December 1983.

Point 3: To offer expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.

27. IOM offers advisory services, technical assistance and training activities for the following:

- to help strengthen the institutional capacity of national migration authorities;
- to help articulate and manage migration policy, legislation and administration and foster collaborative migration management approaches among States;
- to establish or enhance multilateral dialogue and planning processes for migration management and foster collaborative migration management approaches among States.

28. Through the framework of the Capacity-building in Migration Management Programme (CBMMP), IOM provides assistance to governments in the core areas of border management;⁷ improvement of the administrative, policy and legal framework; and alignment of national policies and practices to create national and regional coherence. CBMMP projects have been developed and implemented in numerous countries, with the assistance of governmental technical expertise from developed countries, as well as in collaboration with regional bodies (for example, the East African Community (EAC), the Intergovernmental Authority on Development (IGAD) and the Inter-American Committee Against Terrorism (CICTE) of the Organization of American States (OAS)) and the private sector.

29. Recognizing the magnitude and range of tasks in this area, combined with limited resources, IOM has taken every opportunity to join forces and further strengthen cooperation with partner agencies in the area of technical cooperation in capacity-building. Examples of some of the Organization's partner agencies include Frontex (European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union), INTERPOL, the International Civil Aviation Organization, OAS-CICTE, the Organization for Security and Co-operation in Europe (OSCE), the United Nations Counter-Terrorism Committee Executive Directorate and the World Customs Organization. These partnerships take the form of joint country assessments, the organization of international conferences, contributions to publications, and so on.

30. In 2008, the African Capacity-building Centre in the United Republic of Tanzania was established to promote international understanding of migrants and migration issues; promote sound migration management in Africa; develop, institutionalize and deliver on-site and off-site training programmes; and build the migration management capacity of African States. In 2009, the Centre provided training to some 500 officials through 21 training activities covering, inter alia, the following areas: regional migration management; border management; interviewing; counselling for victims of trafficking; planning preparedness for the influenza

⁷ For more information on border management, see the document entitled Border Management and the Role of IOM (SCPF/38) of 19 October 2009.

pandemic; identity verification; curriculum development; travel document fraud; and migration and development.

31. At the regional level, IOM has provided technical assistance and capacity-building in migration health to regional economic communities such as the EAC, the West African Health Organization of the Economic Community of West African States, IGAD, the Southern African Development Community and the European Union (EU) in order to strengthen cross-border collaboration between countries in specific regions. Building the capacity of relevant stakeholders on issues relating to gender and migration is another area of importance to this Strategy point.

Point 4: To contribute to the economic and social development of States through research, dialogue, design and implementation of migration-related programmes aimed at maximizing migration's benefits.

32. Migration and development is a particularly vast and complex field of activity, and one which solicits the interest of a wide range of actors in the international community. IOM is conscious of the need to concentrate its attention on value added activities in this area, minimizing possible duplication and maximizing synergies with other development-oriented agencies. The two broad orientations of its work are:

- Participation in and support to broad international endeavours that aim to enhance the positive potential of migration for development through inter-State dialogue and cooperation.
- Support and implementation of practical steps at the regional, national and local levels to reduce migration pressures, enhance the development potential of migration and ensure that, to the extent possible, migration remains a choice for individuals and communities.

33. With regard to the former, IOM participated as an observer at the September 2006 United Nations High-level Dialogue on International Migration and Development and has provided substantive contributions to the GFMD since its first meeting in Brussels in 2007, for example in assisting in the preparation of background papers for governmental and civil society days. IOM has also delivered presentations at the Forum as and when requested by the Chair (for more information on the GFMD, see point 7).

34. With regard to the latter, IOM develops and implements programmes aimed at maximizing the benefits of migration for economic and social development. This programmatic area focuses on countering the possible negative effects of migration through the realization of migration's potential to contribute to sustainable socio-economic development and poverty reduction, including in least developed countries. In collaboration with external and internal IOM experts, IOM works with governments, migrants and other stakeholders to achieve the following objectives:

- to facilitate the development of policies and mechanisms that improve remittance services and employment opportunities for migrants and thus enhance developmental impact;

- to strengthen the institutional capacities of governments to better manage migration so that it can contribute to their national developmental goals and plans;
- to support economic revitalization and growth at the local level with a view to reducing migration pressures and thus provide alternatives, including the option not to migrate;
- to harness the development potential of nationals abroad as vectors for development (see also Strategy point 8).

35. In addition, the Organization has promoted and facilitated numerous research activities on migration and development, resulting in some pioneering publications since the adoption of the Strategy.⁸

36. In fulfilment of these broad orientations and specific objectives, IOM's Migration for Development in Africa (MIDA) programmes provide one illustration of such work. MIDA has been a standard-bearer for IOM's initiatives to enhance the developmental benefits of migration for more than 10 years. The publication in 2009 of the book *The MIDA Experience and Beyond* was an opportunity for the Organization to draw important lessons from almost a decade of MIDA programmes, with the aim of encouraging other regions to consider some of the good practices gleaned from the African experience. IOM is also the main partner of the European Commission–United Nations Joint Migration and Development Initiative (JMDI), and seconded an official to UNDP (the lead agency) in Brussels to coordinate JMDI activities. Also, taking advantage of the synergies and complementarities between IOM and its partner agencies in this field, the Handbook on Mainstreaming Migration in Development Planning is currently being finalized as an inter-agency product involving UNDP, the United Nations Children's Fund, the United Nations Population Fund and the International Labour Organization (ILO), and will potentially become a collective GMG product. A GMG working group has also been set up to pilot the use of the Handbook in a number of selected developing countries.

37. As regards practical efforts in the realm of migration and development, IOM is involved in initiatives to lower the transfer costs of remittances. For example, IOM has collaborated with the Italian Government in developing the mandasoldicasa.it website⁹ aimed at helping migrants make informed decisions about money transfers to their home countries. IOM is also working with the Universal Postal Union to pilot a project on electronic remittance transfers between the United Republic of Tanzania and Uganda, with the objective of lowering remittance costs for migrants; it is planned that the project will be expanded to other countries in the region. Lastly, IOM has carried out several studies on remittance corridors, including two in 2010 on the Philippines and Indonesia.

⁸ For example, *Migration and Development: Perspectives from the South* (S. Castles and R. Delgado Wise, eds), IOM, Geneva, 2008.

⁹ See www.mandasoldiacasa.com.

Point 5: To support States, migrants and communities in addressing the challenges of irregular migration, including through research and analysis into root causes, sharing information and spreading best practices, as well as facilitating development-focused solutions.

38. This section focuses on IOM's work with irregular migrants in the field of research activities on irregular migration, including those relating to human trafficking and migrant smuggling, the situation of unaccompanied minors and other vulnerable migrants, and migrant health. The data-collection and programmatic aspects (including direct assistance to vulnerable migrants in the context of mixed migration flows) of IOM's work on trafficking in persons and migrant smuggling are discussed under Strategy points 6 and 11, respectively.

39. Reflecting the comprehensive approach laid out in this Strategy point, IOM believes that an in-depth understanding of the complex causes and consequences of irregular migration is an essential prerequisite to any interventions aimed at managing the phenomenon through appropriate legislative, policy and operational measures and at minimizing its negative effects on individuals and communities. With regard to human trafficking and migrant smuggling, since the adoption of the Strategy, specific areas of focus of IOM research have included trafficking and smuggling routes and trends (East Africa and the Horn of Africa, Eastern Europe, southern Africa, Latin America); the causes and consequences of migrant smuggling and human trafficking, both for the individual trafficked person or migrant and for society at large, including issues of demand (Central America, Central Asia, Cambodia, East Africa and the Horn of Africa, Indonesia, Thailand); the structures, motivations and modus operandi of organized criminal groups (Eastern Europe, southern Africa); the methodological and ethical considerations associated with researching this phenomenon (within Europe and Association of Southeast Asian Nations regions, and globally); and residence and protection options for trafficked persons and vulnerable migrants (Austria, Belgium, Ecuador, Egypt, Italy, the United States). The Organization has also undertaken considerable research in the areas of legislation and policy and a number of studies on the health aspects of human trafficking, examining both physical and mental health issues in collaboration with leading academics in this area. In 2007, the United Nations launched the Global Initiative to Fight Human Trafficking (UN.GIFT), one of the main goals of which is to enhance the knowledge base and data on trafficking, with full IOM support and engagement. In 2008, IOM organized a global expert meeting in Cairo, Egypt, to assess how to advance a new global agenda for research on human trafficking across regions. During the last three years, for example, IOM has implemented more than 35 projects addressing irregular migration in support of the IOM Strategy valued at approximately USD 16 million.

40. Based on principles of public health, as well as individual and community safety and equity, IOM promotes migrants' access to basic health care regardless of migration status, including irregular migrants who are often reluctant to access health services because of their undocumented status. IOM works to ensure that trafficked persons have access to quality medical and psychological health services throughout the course of providing assistance, including upon return and reintegration. Good practices are summarized in the handbook *Caring for Trafficked Persons: Guidance for Health Providers*, produced by IOM, the London School of Hygiene and Tropical Medicine, and UN.GIFT (2009).

Point 6: To be a primary reference point for migration information, research, best practices, data collection, compatibility and sharing.

41. IOM conducts and commissions research designed to guide and inform migration policy and practice. As such, it conducts policy-oriented, action-oriented and applied research with the aim to bring research achievements into the policy debate and to stimulate innovative programmatic approaches and activities at the operational level in response to emerging migration challenges. Convinced that improved consultation between researchers and policy makers is needed, the Organization identifies and shares effective practices in migration management and disseminates research results through its numerous publications worldwide. Since the adoption of the IOM Strategy, the Organization has enhanced the capacity-building component of its research work through pioneering the development and implementation of new tools intended to assist governments to gather, share and analyse critical migration-related data for the development of informed migration policies.

42. IOM fully recognizes the contributions of other institutions to migration research and works in partnership with a number of leading research and policy think tanks around the world, including the Migration Policy Institute based in Washington, D.C., and Georgetown University's Institute for the Study of International Migration, which manages IOM's migration journal, *International Migration*.

43. IOM's research activities cover a number of thematic areas such as migration trends and data, international migration law, migration and development, migration and the environment, health and migration, counter-trafficking, labour migration, remittances, irregular migration, integration and return migration. In addition to IOM's flagship publication, the *World Migration Report (2008: Managing Labour Mobility in the Evolving Global Economy and 2010: The Future of Migration: Building Capacities for Change (forthcoming))*, IOM has promoted strategic new research on emerging global issues. For example, towards the end of 2009 and in the run-up to the United Nations Climate Change Conference in Copenhagen, IOM published the *Compendium of IOM's Activities in Migration, Climate Change and the Environment* and a research volume entitled *Migration, Environment and Climate Change: Assessing the Evidence*, in partnership with other agencies and research institutions. IOM's work on the impact of the global economic crisis on migrants and migration has included the preparation of a policy brief, a research paper on lessons learned from past economic crises, and a thematic study on the policy implications of the economic crisis for the 27 EU Member States (to be published in 2010). The Publications Unit and IOM Library have also increased their reach to a wider audience of both internal and external users.¹⁰

44. In terms of new research initiatives to build capacity for policy development, a total of 30 Migration Profiles¹¹ have been completed for countries in Africa, Eastern Europe and South America. Migration Profiles have evolved from being a statistical report on migration

¹⁰ The IOM Publications Catalogue currently lists over 600 titles. The range of publications is broad, reflecting the diversity of IOM's activities in terms of subjects, geographical scope and purpose. In 2008, 25 publications were released, while 2009 saw the production of 49 books and reports, including the Migration Profiles mentioned below.

¹¹ The concept behind the Migration Profiles dates back to the European Commission's Communication on Migration and Development (2005) and its Communication on the Global Approach to Migration one year on: Towards a comprehensive migration policy (2006).

bringing together data from a wide range of sources, to a more elaborate process involving consultation with many different actors in an effort to help identify and develop strategies to address data gaps and produce the evidence required to inform policy. The process of preparing Migration Profiles is also a capacity-building exercise that promotes discussion about migration policy, coherence and coordination between ministries and other stakeholders.

45. In addition to the Migration Profiles, IOM has supported efforts to establish national migration research centres in the Republic of Korea and Sudan, and the African, Caribbean and Pacific Group of States Observatory on Migration, a research/capacity-building project implemented by IOM in partnership with 19 research institutions from around the world.

46. With regard to primary data collection on human trafficking, the IOM Global Human Trafficking Database has evolved into an important organizational tool since its establishment in 2000. Its purpose is to collect information in a standardized manner, to draw attention to less considered aspects of human trafficking, to facilitate information sharing and knowledge development through the production of internal and external country-level and thematic reports, and to handle requests for information from a variety of different actors (approximately 100 requests per year). In the period from June 2007 to December 2009, the number of IOM offices using the tool increased by more than one third, and during the same period IOM has been able to transfer its human trafficking screening and data-collection methodology to a number of governmental and civil society partners in Europe, the Middle East and the Gulf States, Africa, Asia and Latin America. Recently, best practices gleaned through the IOM human trafficking data-collection methodology were summarized in the *Guidelines for the Collection of Data on Trafficking in Human Beings, including Comparable Indicators* produced by IOM and the Federal Ministry of the Interior of Austria (2009).

Point 7: To promote, facilitate and support regional and global debate and dialogue on migration, including through the International Dialogue on Migration, so as to advance understanding of the opportunities and challenges it presents, the identification and development of effective policies for addressing those challenges and to identify comprehensive approaches and measures for advancing international cooperation.

47. IOM does the following in both its Field Offices and Headquarters:

- promotes discussion on a range of migration issues by offering platforms for non-binding exchanges among policymakers and other stakeholders;
- facilitates debate and dialogue by bringing together relevant actors, setting up structures or offering technical and substantive support;
- supports existing dialogues at the request of governments or other partners, providing substantive input and/or logistical assistance.

Initiatives to this end take place at the national, regional or international levels, and are often held in partnership with other agencies or institutions.¹²

48. Launched in 2001, the International Dialogue on Migration (IDM)¹³ is owned and led by IOM Member States and observers which – through a process of informal consultations – choose the issues to be discussed. Since the Strategy was adopted, the overarching themes for IDM have been “Return migration: Challenges and opportunities” (2008); “Human rights and migration: Working together towards safe, dignified and secure migration” (2009); and “Migration and social change” (2010). Each year, two intersessional workshops are held, attended by governments from around 70 countries, partner intergovernmental and non-governmental organizations, academia and the private sector, totalling 200 participants on average.¹⁴ Every year, the IDM concludes with high-level discussions at the IOM Council session. The results of each IDM workshop are available on the IOM website as well as in printed form through the so-called “Red Book” series.

49. Dialogue between governments also takes place through RCPs. These processes are led, owned and managed by States and intend to address the needs and priorities identified by them, with a view to achieving greater inter-State dialogue and cooperation on migration issues. RCPs have emerged in large measure due to recognition of the limitations inherent in ad hoc and bilateral approaches to managing international migration. The majority of RCPs address a wide range of issues, reflecting governments’ growing recognition that migration significantly affects other major public policy areas, and vice versa.

50. The role of IOM with respect to RCPs is deliberately circumscribed and can include the provision of secretariat, technical and research services, as needed.¹⁵ IOM has facilitated the development of several RCPs, including most recently the Ministerial Consultation on Overseas Employment and Contractual Labour for Countries of Origin and Destination in Asia (Abu Dhabi Dialogue) and the Intergovernmental Authority on Development Regional Consultative Process on Migration (IGAD-RCP). IOM is also stepping up its efforts to further enhance the capacity of those RCPs that need and request such assistance, with the goal of furthering meaningful exchange among RCPs and between them and interregional forums dealing with migration-related issues. With the objective of fostering this type of exchange and interaction, IOM collects and collates key and up-to-date information on each of the principal RCPs which is made available through the IOM website.¹⁶ In the same vein, IOM has also facilitated and co-chaired the Global Meeting of Chairs and Secretariats of the RCPs, held in Bangkok, Thailand, in June 2009, and supported the production of *An Assessment of Principal Regional Consultative Processes* (R. Hansen, 2010).

¹² IOM also strives to mainstream issues such as migration health and gender into such initiatives. For example, the United Nations International Research and Training Institute for the Advancement of Women, UNDP and IOM co-organized the Global Consultation on Migration, Remittances and Development: Responding to the Global Economic Crisis from a Gender Perspective (Geneva, 29 June to 1 July 2009). Participants adopted a communiqué setting out policy recommendations for future action which was publicized during third GFMD, held in Athens.

¹³ See <http://www.iom.int/idm>.

¹⁴ In a participant satisfaction survey conducted following a recent intersessional workshop, 88 per cent of participants testified that the workshop helped enhance understanding of the issues; 79 per cent indicated that through the workshop they were able to identify measures for international cooperation; 81 per cent stated that it had contributed to mutual learning among governments and other actors; and 74 per cent confirmed that it helped identify effective policies.

¹⁵ See also the document entitled IOM’s role in supporting regional consultative processes on migration (SCPF/30) of 4 May 2009.

¹⁶ See <http://www.iom.int/rcps>.

51. In addition, IOM also assists the GFMD through, among others, the secondment of a Senior Advisor to the GFMD to work with each of the chairing governments to help prepare and manage their chairmanships; the preparation of input to the GFMD at the request of the organizers and/or participating governments (for example, background papers for round tables during the governmental days) and/or organizers (for example, for the civil society days); and administratively hosting the independent Support Unit that assists the work of the GFMD Chair-in-Office.

52. In terms of remaining challenges, the Organization has made concerted efforts to ensure that all relevant stakeholders are informed of and able to participate in different forums; this may mean having to overcome financial constraints that limit the participation of some stakeholders, especially from developing countries, including least developed countries. IOM continues to seek synergies between different initiatives, in particular strengthening interregional exchanges and feedbacks between regional and global dialogues. IOM also strives to harmonize the IDM with other ongoing efforts at the regional and global levels.

Point 8: To assist States to facilitate the integration of migrants in their new environment and to engage diasporas, including as development partners.

53. Under this Strategy point, IOM seeks:

- to promote better understanding among host communities of the culture and living conditions of migrants;
- to enhance the capacity of migrants to adapt to their new environment;
- to promote harmonious coexistence between migrants and host communities, irrespective of whether the migrants are permanently or temporarily in the country.

54. IOM works closely with governments and civil society to identify effective policy options, including raising awareness; providing advisory and technical support to practitioners working directly with migrants; and conducting research and studies that provide overviews and analyses of international experiences. For instance, the IDM (see Strategy point 7) was dedicated to the topic of integration and society–migrant relations in 2006 and 2010, offering a space for constructive policy dialogue and exchange of experiences and effective practices between governments on this issue.

55. Examples of IOM work in the integration field include the preparation of a compendium of migrant integration policies and practices covering 19 countries, which will be regularly updated and expanded as resources become available. Another key development since the adoption of the Strategy was the signing of the Cooperation Agreement between IOM and the United Nations Alliance of Civilizations (UNAOC). IOM and the UNAOC are collaborating on the development of a web-based clearing house for best practices of government programmes, civil society activities and academic initiatives that facilitate the integration and empowerment of migrants. In 2009, UNAOC and IOM successfully launched the PLURAL+ initiative, a video competition for youth on issues surrounding migration and diversity.

56. In 2009 alone there were 40 IOM migrant integration projects. For instance, at the request of the Portuguese Government, IOM undertook the third external evaluation of the country's national integration services, while regularly facilitating exchange and study visits from other countries. An IOM project in Japan manages a fund to establish bridging schools and community spaces for migrant children to learn the Japanese language and culture to facilitate their integration into Japanese society and enable them to attend public schools.

57. With regard to the second theme under this Strategy point – engaging diasporas, including as development partners – IOM's activities relating to MIDA programmes, which mobilize the development potential of the diaspora, have already been discussed under Strategy point 4 above. Recognizing the success of permanent returns under return of qualified nationals programmes, MIDA includes a more flexible and innovative capacity-building approach to engage migrants in their home countries' development goals through professional placements in key development sectors of private and public institutions. Similarly, IOM aims to facilitate the contribution of health workers in the diaspora to strengthen health systems in their countries of origin, by giving support to diaspora members wishing to temporarily return or otherwise contribute to the development of health systems and knowledge in their countries of origin. As another example of engaging diasporas, the Capacity Building Workshop for Women Leaders of Diaspora Associations, held in Haifa, Israel, in November 2009 aimed to strengthen the capacity of migrant women from developing countries now mainly in Europe and North America to lead diaspora organizations and mobilize diaspora human and financial capital towards the development of their country and communities of origin.

Point 9: To participate in coordinated humanitarian responses in the context of inter-agency arrangements in this field and to provide migration services in other emergency or post-crisis situations as appropriate and as relates to the needs of individuals, thereby contributing to their protection.¹⁷

58. IOM's approach to emergency and post-crisis movement in situations of conflict-induced displacement and natural disasters is guided by the two objectives contained in this Strategy point, namely:

- participation in coordinated humanitarian responses;
- provision of migration services contributing to the protection of individuals in emergency or post-crisis situations.¹⁸

59. Since the Strategy was adopted, IOM has implemented 517 projects in this domain: 203 projects related directly to emergency responses and 314 to recovery, mitigation and preparedness activities under post-crisis operations. In this context, IOM has played a significant role in responding to major international emergencies, notably the 2007/08 post-election violence in Kenya, the May 2008 cyclone in Myanmar, the events in Sri Lanka in 2009, and the earthquake in Haiti and the floods in Pakistan in 2010.

¹⁷ This Strategy point is accompanied by the following footnote: "Although IOM has no legal protection mandate, the fact remains that its activities contribute to protecting human rights, having the effect, or consequence, of protecting persons involved in migration."

¹⁸ See also the document entitled IOM's emergency response capacity (SCPF/29) of 24 April 2009.

60. IOM increasingly takes a leadership role in responses to internal displacement and is a key actor in the inter-agency humanitarian system, including its specific role as Global Cluster Lead for Camp Coordination and Camp Management (CCCM). IOM's work aims to support States and local communities in assisting and protecting mobile populations, while striving for durable solutions for internally displaced persons. All of IOM's activities contribute to protecting those displaced by natural disasters or conflicts and are in line with the United Nations *Guiding Principles on Internal Displacement*. Furthermore, to ensure a comprehensive approach to displacement, IOM engages in the shelter, health, protection, early recovery and logistics clusters of the IASC – while fully respecting the leadership and expertise of other agencies in some of these domains.¹⁹ Only through a comprehensive approach and a well-coordinated inter-agency structure is IOM able to respond to the basic needs and concerns of internally displaced persons and affected communities.

61. To strengthen its strategic approach in this area, the Organization revises and consolidates its operational response framework and standard operating procedures in emergency situations on a continuous basis. IOM has consolidated its knowledge management framework and intensified its preparedness and response capabilities through the development of an expert roster, the promotion of internal capacity development, the fine-tuning of its internal early warning mechanism, the establishment of a focal point function at the regional level, and the strengthening of its revolving funds mechanism to kick-start emergency activities (Emergency Preparedness Account). Furthermore, through the inter-agency mechanisms, IOM participates in various cluster training activities to ensure a uniform approach and implementation of common standards. As a cluster lead agency, IOM also offers training in camp management not only to IOM staff, but also to inter-agency partners and government officials.

62. In order to create the conditions for durable solutions, the IOM approach to emergencies focuses on assistance and protection to displaced populations and the broader community through the provision of camp management and coordination services, emergency shelter, logistics support, transportation, emergency health services and infrastructure and water/sanitation rehabilitation, and the distribution of non-food items.

63. In terms of post-crisis activities, IOM provides technical assistance in the areas of disarmament, demobilization and reintegration; community stabilization; security sector reform; early recovery; land and property compensation; and transitional activities. In line with its objective of orderly and humane management of migration, IOM intends to address, to the greatest extent possible, the root causes of a crisis through disaster risk reduction and/or conflict resolution with the aim of contributing to the stabilization and the sustainable development of the country concerned and its affected communities.

¹⁹ The Organization is the Global Cluster Lead for CCCM in natural disasters coordinated jointly with UNHCR as the Global Cluster Lead for CCCM in conflict-induced displacement. Currently, at the country level, IOM leads the CCCM cluster in four countries (Ethiopia, Haiti, Nepal, Timor-Leste). IOM is also a partner in numerous other clusters in a wide range of countries.

Point 10: To undertake programmes which facilitate the voluntary return and reintegration of refugees, displaced persons, migrants and other individuals in need of international migration services, in cooperation with other relevant international organizations as appropriate, and taking into account the needs and concerns of local communities.

64. The objective of IOM's assisted voluntary return and reintegration (AVRR) activities is to provide humane, safe and dignified return and reintegration options for irregular migrants and asylum-seekers whose claim to protection has not been upheld and who wish to return voluntarily to their country or origin. AVRR programmes also contribute greatly to promoting voluntary return policies and practices nationally and regionally.

65. IOM has been carrying out AVRR programmes for nearly three decades, and is currently implementing around 80 programmes worldwide mainly from Europe, but also from other regions. Reintegration assistance continues to increase in an effort by IOM and stakeholders to make returns more sustainable. Over the past decade, and in response to diversifying target groups, more comprehensive approaches have been adopted and assistance is becoming more individualized, with special attention being given to vulnerable groups.

66. Since the approval of the Strategy, IOM's AVRR activities have helped approximately 80,000 migrants return to more than 160 countries. Following years of large-scale returns and reintegration activities in the Balkan countries, the volume of returns over the last three years has fluctuated, with the average being around 26,000 returns per year.

67. Specific types of activities are developed based on AVRR activities, such as individualized and tailored return counselling for vulnerable groups of migrants (unaccompanied minors, victims of trafficking, migrants with specific medical needs, and so on) and data analyses of migration trends.

68. IOM continues to work with its large network of partners worldwide to provide Member States with a comprehensive level of services and relevant expertise in promoting voluntary return policies at the national and regional levels.

Point 11: To assist States in the development and delivery of programmes, studies and technical expertise on combating migrant smuggling and trafficking in persons, in particular women and children, in a manner consistent with international law.²⁰

69. Since the adoption of the Strategy, approximately 100 projects have been implemented which aim to prevent irregular migration and, specifically, prevent people from falling prey to traffickers. This Strategy point also relates to the phenomenon of mixed migration flows involving the specific vulnerabilities of different migrant groups, potentially including trafficked persons, minors and asylum-seekers. In cooperation with its partners, especially UNHCR, IOM promotes a comprehensive approach within the broad context of migration management to meet the varying protection, assistance and service needs of such groups.

²⁰ The research and data-collection aspects regarding this Strategy point are discussed under Strategy points 5 and 6, respectively.

70. Rooted in the provisions of the Palermo Protocols that supplement the 2000 United Nations Convention against Transnational Organized Crime, the majority of interventions relating to migrant smuggling and trafficking in persons provide information and education to vulnerable groups and communities in countries of origin about the hazards of migrant smuggling and trafficking. IOM has carried out “safe migration” campaigns in a range of countries, while other campaigns have encouraged members of the public to act as whistle-blowers and report incidences of trafficking in persons directly to the relevant authorities or through IOM-sponsored national hotlines. A recent joint venture between IOM and Saatchi & Saatchi (Switzerland) addresses the demand-side of the problem by raising consumer awareness about the linkage between consumer behaviour and trafficking for forced labour.²¹

71. Since 2007, the Organization has assisted approximately 3,500 trafficked persons through the provision of safe accommodation, medical, psychosocial and legal support, assisted voluntary return, education and training opportunities and assistance with the establishment of small businesses. In addition to its numerous national and regional-level projects that offer support to trafficked persons, the Organization is also able to provide emergency humanitarian assistance to victims of trafficking throughout Africa, Asia and Latin America through the Global Assistance Fund.

72. Furthermore, IOM continues to support States with a range of capacity-building initiatives, which include training for immigration and police authorities, prosecutors and judges, as well as health and social services officials. Since the adoption of the Strategy, the Organization has implemented approximately 160 projects to strengthen the capacity of both State and non-State partners to address trafficking in persons and migrant smuggling. For example, since 2008, IOM has facilitated two- to three-week training workshops for interior ministry officials in four Middle Eastern countries, focusing on international migration law and good practices in the identification and protection of trafficked persons, and the investigation and prosecution of traffickers. IOM continues to provide other technical assistance to States, such as support for the development of comprehensive anti-trafficking legislation, and the establishment and/or provision of support to national referral mechanisms and intersectoral task teams. IOM also continues to develop anti-trafficking training tools, including curricula, to ensure that good practices concerning the prevention of trafficking, the provision of health assistance and protection to victims and the prosecution of traffickers are integrated into national structures.

Point 12: To support the efforts of States in the area of labour migration, in particular short-term movements, and other types of circular migration.

73. IOM provides project development and technical and strategic policy support on labour migration to governments, civil society and private sector stakeholders, so as:

- to foster the synergies between labour migration and development;
- to facilitate the formulation and implementation of labour migration policies and programmes that optimize the developmental benefits of migration for both countries of origin and destination;

²¹ See <http://www.buyresponsibly.org>.

- to promote legal channels for labour mobility, including as an alternative to irregular migration;
- to promote effective protection of, and provision of support services to, migrant workers and their families.²²

74. With regard to policy support and capacity-building, in December 2007, IOM, in collaboration with the OSCE and the ILO, launched the Mediterranean edition of the *Handbook on Establishing Effective Labour Migration Policies* at a workshop in Rabat, Morocco, to complement the global edition published in 2006. In partnership with the OSCE and at the request of a number of Member States, IOM has developed a comprehensive Training Manual on Labour Migration Management based on the Handbook. The Training Manual, first tested in seven western Balkan countries, is being adapted, expanded and tested by IOM to cover Francophone Africa, the Arab world and Latin America for future national roll-out in Arabic, French and Spanish.

75. In West Africa, IOM builds the capacity of countries of origin to manage labour migration and to combat irregular migration through assessments of national labour migration policies; by providing assistance for the establishment of mechanisms for the identification, registration and selection of candidate migrant workers to match the skills required in destination countries; and through information dissemination on labour migration opportunities and the risks of irregular migration. In Central Asia, IOM seeks to improve the situation of labour migrants by working with government counterparts, international and regional organizations and the media to promote the formulation of policies and laws that recognize the economic reality of labour migration and give legal status and protection to labour migrants.

76. Short-term or temporary movements for the purpose of foreign employment and circular migration are specifically identified under this Strategy point. Increasingly, governments have sought IOM's assistance to put in place transparent equitable recruitment schemes ensuring that migrant workers are placed in decent working conditions, in particular within the framework of bilateral arrangements. Specifically, this can include information dissemination, database creation and the registration of potential migrant workers, matching skills with demand, and several activities mentioned in Strategy point 1. IOM assisted, among others, countries of origin such as Colombia, El Salvador, Guatemala, Honduras and Mauritius in pre-selecting, preparing and deploying 12,405 temporary foreign workers to Canada between 2007 and 2009.

77. Concerning the promotion of effective protection of, and provision of support services to, migrant workers and their families, health assessments prior to labour migration or upon return are important tools to promote the occupational health of migrants. Also, in 2009, the Organization published *Working to Prevent and Address Violence Against Women Migrant Workers* to present its approach towards the protection and empowerment of women migrant workers and better inform policymakers, practitioners and the public of the vulnerability of women migrant workers and of good practices for the protection of their human rights throughout the labour migration cycle.

²² See also the document entitled Labour mobility (SCPF/20) of 14 October 2008.

IV. IOM Strategy: Looking ahead

78. Since the adoption of the IOM Strategy in 2007, migration has risen on political agendas at the national, regional and global levels. This is due, in part, to the fact that more and more countries now acknowledge that they are affected by migratory flows, whether as countries of origin, transit or destination. Furthermore, more countries are developing comprehensive migration policies. However, beyond that, there is even broader recognition that migration has an enormous impact on global economic activity. As such, the issue requires attention to ensure that migration is a positive force for individual and societal development, and to minimize potential negative consequences.

79. As the involvement of a larger variety of entities at the national level has increased, the need has been felt for legislative frameworks, administrative structures and policy instruments. As a result, demand for IOM's technical expertise and advisory services has grown substantially. Moreover, it is now also understood that cooperation – inter-State and multi-stakeholder cooperation – is fundamental to realizing the objective of migration that is safe, orderly and humane. In this context, IOM's ability to bring together – formally and informally, at the national, bilateral, regional and global levels – States, partner institutions and a wide range of civil society entities (advocacy groups, service providers, research institutes, and so on) is of growing and critical significance.

80. The IOM Strategy approved in 2007 has served to help focus the attention of the Organization on the self-defined, priority needs of its Member States against a background of its expanding membership and the growing diversity and complexity of migration. Fully recognizing the financial impact that the current economic crisis has had on IOM Member States, a principal hurdle to more effective implementation of the Strategy cutting across each of the 12 points is the lack of a systematic funding mechanism for IOM's activities that is tied to the Strategy. Therefore, as long as IOM remains an organization that depends on project funding for its activities, the Strategy will be realized only to the extent that funding and political will accompany the expression of intention articulated by the membership in the Strategy.

81. The next three years will provide several opportunities for the global community to reflect more deeply on how to address the issue of human mobility so as to facilitate more orderly and humane migration for the benefit of individuals, as well as societies of origin, transit and destination, and to minimize instances of dislocation associated with forced displacement. The 60th anniversary of IOM in 2011, the planned assessment of the GFMD and the United Nations High-level Dialogue on International Migration and Development scheduled for 2013 all need to be understood as distinct but inter-connected elements of a more comprehensive reflection on how best to structure and support international capacity-building and cooperation efforts regarding the movement of people. The IOM Strategy and its implementation could serve as an element for consideration in the context of these reflections.

82. Furthermore, migration will continue to significantly influence and shape development policies and practices in the coming decades, often challenging our contemporary understanding of migration and related development practices. Despite the fact that the Millennium Development Goals do not explicitly mention migration, human mobility has the potential to both challenge and support the achievement of several Goals, whether through financial remittances invested in health and education, social remittances invested in

capacity-building, the development of partnerships with diaspora groups, migration as an adaptation strategy in the face of environmental degradation or the empowerment of women in their role as primary migrants in some instances.

83. It is indeed timely to review IOM's current strategy and its status of implementation over the last three years. In the light of the review presented above, Member States may wish to consider how IOM can continue to address migration management challenges and priorities more holistically through the incorporation of elements of IOM's work not specifically mentioned in the 12 points, but covered by other IOM resolutions, such as resettlement, health, gender and reparations. Moreover, as emerging issues with implications for migration, such as climate change, continue to rise on the global agenda, it may also be in Member States' strategic interest to ensure that IOM is tasked to specifically address such new challenges in the future. Lastly, as the global debate linking migration with development has taken a positive turn, it is also time to reflect upon how IOM can advance its expertise and reach in this area for the benefit of migrants and home and host societies.

Annex

RESOLUTION No. 1150 (XCIII)

(Adopted by the Council at its 481st meeting on 7 June 2007)

IOM STRATEGY

The Council,

Recalling its Resolution No. 923 (LXXI) of 29 November 1995 on “Future Activities of IOM” defining the contribution IOM makes to meeting the complex challenges posed by changing trends and needs in the migration field,

Mindful of the advisability of reviewing the strategic priorities of IOM,

Recognizing the growing need for the provision by IOM of global migration services, expertise and policy advice to States and migrants,

Having received and examined the report on IOM Strategy submitted by its Chairperson, H.E. Mrs. Najat Al-Hajjaji (MC/2216 and MC/2216/Corr.1/Rev.1),

Resolves:

1. To thank its Chairperson for her untiring efforts and skilful leadership having led to this successful outcome;
2. To approve the IOM strategy, as contained in the Annex to document MC/2216 and MC/2216/Corr.1/Rev.1 attached hereto;
3. To confirm that the strategy shall be implemented within the legal framework provided by the Constitution and resolutions of IOM Governing Bodies, with due regard given to: the flexibility and project-oriented nature of IOM; the need for a balanced view of priorities; and the financial resources made available;
4. To invite the Director General to report, at the next session of the Council, on the Administration’s plan to implement the activities listed in the strategy;
5. To review the strategy in three years.

Annex

IOM STRATEGY DOCUMENT

Part I: Strategy

The primary goal of IOM is to facilitate the orderly and humane management of international migration. Building on its expertise and experience, and respecting the mandates of and coordinating with other international organizations, IOM should continue its role as a leading global organization focusing on migration management. The Organization will continue to address the migratory phenomenon from an integral and holistic perspective, including links to development, in order to maximize its benefits and minimize its negative effects. To achieve that goal, IOM will focus on the following activities, acting at the request of or in agreement with Member States:

1. To provide secure, reliable, flexible and cost-effective services for persons who require international migration assistance.
2. To enhance the humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law.
3. To offer expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.
4. To contribute to the economic and social development of States through research, dialogue, design and implementation of migration-related programmes aimed at maximizing migration's benefits.
5. To support States, migrants and communities in addressing the challenges of irregular migration, including through research and analysis into root causes, sharing information and spreading best practices, as well as facilitating development-focused solutions.
6. To be a primary reference point for migration information, research, best practices, data collection, compatibility and sharing.
7. To promote, facilitate and support regional and global debate and dialogue on migration, including through the International Dialogue on Migration, so as to advance understanding of the opportunities and challenges it presents, the identification and development of effective policies for addressing those challenges and to identify comprehensive approaches and measures for advancing international cooperation.
8. To assist States to facilitate the integration of migrants in their new environment and to engage diasporas, including as development partners.
9. To participate in coordinated humanitarian responses in the context of inter-agency arrangements in this field and to provide migration services in other emergency or

post-crisis situations as appropriate and as relates to the needs of individuals, thereby contributing to their protection¹.

10. To undertake programmes which facilitate the voluntary return and reintegration of refugees, displaced persons, migrants and other individuals in need of international migration services, in cooperation with other relevant international organizations as appropriate, and taking into account the needs and concerns of local communities.
11. To assist States in the development and delivery of programmes, studies and technical expertise on combating migrant smuggling and trafficking in persons, in particular women and children, in a manner consistent with international law.
12. To support the efforts of States in the area of labour migration, in particular short-term movements, and other types of circular migration.

Part II: Institutional Framework: Governing Bodies

The Council remains the principal governing body for policy, strategy and governance discussions and decisions. The Executive Committee should not be reinforced or enlarged pending its ultimate disappearance once the 1998 Amendments to the Constitution enter into force, upon ratification by two-thirds of the membership. A streamlined governance structure should be in place until such time as the aforementioned amendments enter into force. Any such governance structure should preserve the Organization's flexibility and responsiveness. Informal consultations have their place in such an institutional framework, as a useful way to facilitate dialogue and understanding. They complement formal governing bodies, which is where formal decisions should be taken.

In order to achieve the objective outlined above, Member States agreed:

1. To set up immediately a Standing Committee on Programmes and Finance (SCPF), by way of Council resolution, which would negate Resolution No. 998. The SCPF would be open to all Member States, would normally meet twice each year, and otherwise as required, to fulfil its responsibilities.
2. To abolish the Subcommittee on Budget and Finance.
3. Terms of reference for the said Standing Committee:
 - (a) to examine and review the policies, programmes and activities of the Organization, the annual reports of the Director General and any special reports;
 - (b) to examine and review any administrative, financial and budgetary questions;

¹ Although IOM has no legal protection mandate, the fact remains that its activities contribute to protecting human rights, having the effect, or consequence, of protecting persons involved in migration.

- (c) to consider any matter specifically referred to it by the Council, and to take such action as may be deemed necessary thereon;
 - (d) to advise the Director General on any matters which he or she may refer to it;
 - (e) to present advice or proposals to the Council or to the Director General on its own initiative;
 - (f) to review regularly methods of consultation, feedback, and oversight, with a view to enhancing responsiveness, transparency, and inclusiveness;
 - (g) to consider any other matter falling within its terms of reference;
 - (h) to transmit reports and/or recommendations to the Council on the matters dealt with.
4. The Standing Committee should establish its Rules of Procedure, which shall be subject to approval by Council.

Part III : Programme and Budget

In order to achieve the objective of allocating additional funding to support projects in developing Member States, the following conclusions were agreed:

- 25 per cent of Discretionary Income (excluding security) in excess of the 2007 Programme and Budget Discretionary Income of USD 20.5 million will be allocated to an expanded 1035 Facility starting in 2008.
- The total amount available for the expanded 1035 Facility (excluding direct voluntary contributions) cannot exceed total miscellaneous income (unearmarked contributions and interest income).
- The provisions of Resolution No. 1110 (LXXXVIII) of 3 December 2004, on the “Use of project-related overhead income to cover staff positions and support costs of administrative nature”, should be fully applied in relation to the use of overhead income.
- Member States should consider direct voluntary contributions to the 1035 Facility as well as increased fundraising initiatives.
- The 1035 Facility will have two separate funding lines: (i) the original funding of USD 1.4 million (Line 1) and (ii) a new budget (Line 2) to be established under the Facility with the following criteria:
 - 1. Access to funding under Line 2 will be linked to outstanding contributions and Member States subject to Article 4 will not be eligible for funding.

2. Ceiling for funding of national projects will be USD 200,000 under Line 2.
3. Ceiling for funding of regional projects will be USD 300,000 under Line 2.
4. A follow-up project to a previously funded project under the 1035 Facility (Line 1) will be admissible under Line 2.
5. Distinct tracking and accounting of the two funding lines will be established.