



Development

International
Migration
and



Perspectives
and Experiences
of the International
Organization
for
Migration
(IOM)

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International migration is an age-old phenomenon



Today, propelled by the forces of globalization, changing demographics, persistent disparities in wages and opportunity, conflict and natural disasters, migration has regained prominence and has become a defining feature of economic, social and political life in a mobile world. The effects of migration on individuals, societies and countries are profound and multifaceted; many of these effects are directly or indirectly linked to development processes.

The close relationship between development and migration was already underlined in IOM's 1951 founding document. Recent changes in the volumes, routes, and types of migratory flows, however, have increased the depth and breadth of migration's effects. The result is greater focus on the complexity of the relationship between migration and development and, most significantly, on how migration can be a positive force for development.

This paper provides an overview of IOM's views on migration and development derived from 55 years of experience helping governments manage migration for the benefit of all. Its aim is to contribute to preparations for the High-Level Dialogue on International Migration and Development (HLD) which will take place in the United Nations General Assembly on 14 and 15 September 2006. Organized essentially around the four HLD round-table themes laid out in UNGA Resolution 60/277, it provides in each section a general overview complemented by examples and views drawn directly from IOM's programmatic and operational experience.



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I.I Effects of International Migration at the Macro Level

There is a two-way, positive and negative connection between migration and development: migration can be both a cause and a result of underdevelopment, while underdevelopment can be either alleviated or exacerbated by migration. Therefore, the phenomenon of migration cannot be categorically seen as either an obstacle to development or a strategy for its achievement. While at the global level evidence shows that migration has a net positive impact¹, the impact of migration on development in individual countries and communities depends on the political, social, legal and economic environments in which migration takes place, and on the characteristics, resources and behaviour of individual migrants.

In recent years, there has been a growing recognition of migration's development potential. The focus of international thinking has shifted from a predominantly negative view of the link between migration and development, which emphasized the need to eradicate the root causes of migration, brain drain, labour force depletion and rural exodus. Now, there is a greater interest in positive effects and potential of migration for development, including the economic, social and cultural contributions of migrants and alleviation of demographic and labour market pressures in both countries of origin and destination.

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Ageing and shrinking populations in much of the developed world stand in sharp contrast to the young and growing populations of most developing countries. Demographic changes which are expected to result in smaller labour forces in developed countries are also expected to result in increased demand for services in certain sectors, such as health care. At the same time, many developing countries will continue to face challenges associated with oversupply of labour relative to local employment opportunities. These circumstances, coupled with increases in mobility due to globalization, point to the growing need to create means to better match labour supply with labour demand today and in the future. Establishing adequate and transparent mechanisms to channel labour migration into safe, legal, humane and orderly avenues is necessary to maximize the societal and human development potential of global labour mobility. Failure to do so will not only adversely affect global economic growth, but will also fuel irregular migration and create enabling conditions for human trafficking and smuggling rings. Inadequate opportunities for labour migration also negatively impact businesses that wish to recruit and move their personnel globally. Indeed, labour mobility is the unfinished business of globalization that can and should now be addressed.

Countries of Destination

Migration can bring substantial macro-economic benefits to destination countries through mitigation of labour shortages, enrichment of human capital and the job opportunities and wealth which result from migrant entrepreneurial activities. These are factors which can increase the flexibility and productivity of the economy and contribute to growth.

1 IOM, World Migration 2005: Costs and Benefits of International Migration.

Many destination countries have traditionally adopted restrictive approaches to immigration based on concerns that migration can undermine local wages and working conditions and create security and social problems. Evidence shows, however, that migration has minimal negative effect on wages and employment in host countries.² Moreover, no direct correlation between migration and unemployment has been found. The net effect of migration on the cost of providing public benefits and services is unclear, but is demonstrably linked to the age and socio-economic status of arriving migrants.³

To avoid potential negative effects on societies and economies in countries of destination, the challenges of migration must be properly addressed. While many countries have come to embrace the diversity that migration brings to their society, the need to preserve social stability and cohesion and ensure mutually beneficial relationships between migrants and destination communities remains. This requires anti-discrimination legislation and policies and solid integration measures. In short, migration needs to be managed through proactive, comprehensive and coherent governmental policies.

Countries of Origin

The key benefits of migration for countries of origin include: the positive impact of remittances on poverty reduction, foreign reserves and the balance of payments; knowledge and skills-transfer when migrants return home on a temporary or permanent, virtual or physical basis; relief from unemployment and underemployment; and increased levels of local entrepreneurship through new opportunities for the private sector. In addition, migrants often contribute to modernization, democratization and respect for human rights, whether from abroad or upon return. Migration can also lead to the empowerment of women and other groups who may be in a weaker social position in their home countries, provided sufficient safeguards are in place to prevent their exploitation in particularly vulnerable situations (e.g. as workers in jobs less regulated by labour codes, such as domestic service and agriculture).

Negative effects of migration on countries of origin may include dependency of the country's economy on the remittances of migrants, and the brain drain that can occur as a result of skilled emigration. Counteracting brain drain as much as possible is key to addressing the main challenges of migration for development and realizing its beneficial potential. Here, too, managed migration is essential.

Balancing Stakeholders' Interests

The opening of labour markets in destination countries, when combined with measures to (i) ensure the productive stay of migrants (thus increasing the accumulation of migrants' skills and resources) and (ii) encourage permanent or temporary return home, can promote "brain gain" and benefit both host and home countries as well as migrants themselves. However, the need for managed approaches to labour migration will persist, as global labour supply is predicted to continue to outstrip demand.

A necessary complementary measure to managed mobility of migrants is investment in human resource development in those sectors where there will be demand in the future global economy, such as care givers and educators.



2 Ibid.; World Bank, *Global Economic Prospects 2006*.

3 IOM, *World Migration 2005: Costs and Benefits of International Migration*.

A more comprehensive incentive-based approach to human resource development is required to meet the needs of both countries of origin and destination. This is an area where governments of source and destination countries need to work closely not only with each other, but also with businesses and civil society, in order to pool their resources to invest in creating the needed human capital. Enhancing job creation in source countries is another area where increased cooperation is needed.

Unequal distribution of the costs and benefits of migration between countries of origin and destination has the potential for divisiveness, especially in relation to skilled migration. Balancing the interests of migrants and of origin and destination societies is needed. Achieving this goal requires dialogue and cooperation among governments as well as other relevant stakeholders.

I.2 Towards More Effective Policies and Programmes on Migration and Development

Despite growing recognition of the significance of the link between migration and development within both the migration and development communities, there are still significant policy, research and information gaps at various levels that must be filled in order for the developmental potential of migration to be fully realized.

Policy Coherence

During the International Dialogue on Migration at the IOM Council in December 2005, participants emphasized the crying need to ensure that migration is integrated into development planning agendas at national and international levels. Policy coherence is necessary to harness the benefits of migration for development in order to avoid the direct and indirect negative effects of potentially competing policy agendas in the migration, development, trade, labour, employment, health, security and social welfare fields.

As was stressed at the IOM Council, coherence begins at home. It is achieved by bringing together the relevant ministries with responsibility for different aspects of migration in order to avoid inconsistencies and to develop common objectives. For instance, policies to control migration and policies to facilitate migration should be complementary rather than contradictory. But coherence is more than simply avoiding inconsistency – it involves the active pursuit of synergies between policies and programmes in related domains. This approach has the potential of achieving an enhanced combined effect while furthering the policy objectives of each domain. Developing policy coherence involves ensuring that migration is integrated into national development planning agendas of developing countries and donors, as well as international-level development planning agendas. An aspect of this undertaking which is too often neglected is gender-specific policies to provide targeted support to female migrants and their families, which will also contribute to achieving gender-specific development goals. Currently, most strategic development frameworks, such as the Millennium Development Goals (MDGs), and most government development policies, such as national Poverty Reduction Strategy Papers (PRSPs), do not systematically integrate migration considerations. Some countries are now taking concrete steps to do so, and IOM has been approached by a number of governments for assistance in mainstreaming migration into their PRSPs. As with environmental impact analyses, migration considerations need to be routinely factored into development planning. Attaining policy coherence also means ensuring that migration policies are more “development-friendly” and include a stronger development perspective.

Improving the Understanding of Migration's Impact on Development

Successful integration of migration into national, regional and international development policy agendas, as well as the development of effective development policies and programmes, requires thorough understanding of the complex relationship between migration and development. There is a real need for improving data and statistics in the migration field, particularly as migration relates to development. Better data on remittances, migrants and migrant networks, and the labour markets of host and home countries are particularly needed.

A related information gap concerns knowledge of the effects of migration policies on development. Devising “development-friendly” policies requires understanding the impact of various policies on the development process and criteria for assessing policy outcomes. There has been little systematic research in this area, however. To bridge this gap, IOM has partnered with the World Bank to produce a study entitled “Development-Friendly” Migration Policies: A survey of innovative practices in countries of origin and destination. The study is examining and reviewing data on current migration policies (immigration and emigration) relevant to development and poverty reduction in countries of origin. Detailed information about such policies is being obtained through a number of in-depth case studies on the following countries: Canada, Guatemala, Italy, Albania, The Netherlands, South Africa, the United Kingdom and Sri Lanka.

Finally, developing better indicators to measure the impact of migration on development is necessary to help inform migration policies and integrate migration into strategic development frameworks, such as the MDGs and PRSPs. It is also necessary to develop appropriate tools and methodology to this end.



Measures to Ensure Respect for and Protection of the Human Rights of All Migrants

2.1 Measures to Ensure Respect for and Protection of the Human Rights of All Migrants

In examining the links between migration and social and economic development, it is vital to consider the “human dimension” of migration. Respect for the human rights of all migrants is an essential component of good migration management and development strategies.

It is a well established principle of state sovereignty that the state has broad powers in determining granting of nationality, admission, conditions of stay, and the removal of non-nationals. In addition, the state has the authority to take measures to protect its national security. State sovereignty, however, also implies responsibility; the power to

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manage migration must be exercised in full respect of the human rights of nationals as well as non-nationals. In the current international environment characterized by intensified efforts to combat terrorism and manage borders more effectively, it is vital that a proportionate balance is achieved between protection of the human rights of migrants and the need for governments to address legitimate security concerns.

Whilst there is not one comprehensive instrument at the international level regulating the various facets of migration and all actors involved therein, a number of instruments exist protecting the human rights of migrants. When read together, the seven core human rights instruments^a respond to a variety of challenges faced by all migrants, regular and irregular alike⁴, including non-discrimination and protection from racism and xenophobia, rights in the immigration context (e.g. substantive limits on expulsion, procedural protections, and detention), and the economic, social and cultural rights of non-citizens. In addition, the trafficking and smuggling protocols supplementing the UN Convention Against Transnational Organized Crime establish a framework for combating irregular forms of migration and outline specific prevention and protection measures for States to take.^b Various other instruments provide protection to specific categories of individuals involved in the migration process^c. Thus, the international legal framework for protecting the human rights of migrants exists – what is needed is ratification of the relevant instruments, and their effective implementation in national law and practice.

Enhanced dissemination and understanding of the body of international instruments and norms relevant to migration (International Migration Law or IML) among all stakeholders in the migration process is an important step towards ensuring respect for and protection of the human rights of all migrants. In March 2006, IOM launched a publicly-available database on migration law, drawing together in a comprehensive manner the set of norms regulating migration at the international and regional levels, with national migration law to be added incrementally. In addition, IOM publishes an International Migration Law series, with past volumes covering legal norms and principles governing the human rights of migrants, biometrics and international migration. The Organization has also published a “Glossary on Migration” in multiple languages⁵ to provide a guide to the many terms and concepts in the migration field, using internationally-agreed upon definitions where they exist. In addition, IOM is currently finalizing the publication International Migration Law: Developing Paradigms and Key Challenges, which will encapsulate new developments in the law of international migration.⁶

There is a need to train policy makers and those officials enforcing national legislation on the rights and duties of the state in the management of migration, and to promote IML as an essential component of comprehensive migration management frameworks. To this end, IOM provides training and capacity-building on IML and technical assistance to governments in developing migration legislation in accordance with international norms.^d For example, IOM assists States party to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families in developing national legislation conforming to the Convention.

4 Certain of the human rights treaties distinguish between citizens, migrants lawfully in the territory and those in an irregular situation in the rights afforded. The fundamental human rights, however, apply to all migrants; both those in a regular situation and those in an irregular situation.

5 The Glossary has been published in English, Russian, and Spanish, with Arabic, Portuguese and French versions soon to be released.

6 The book, to be composed of articles written by scholars and practitioners active in the field of international migration law, is expected to be published by mid-2006.

In addition, IOM has conducted, or participated in, a number of trainings and workshops covering various aspects of IML in Latin America, Asia, the Commonwealth of Independent States, Africa and the Middle East. In September 2005, the Organization conducted a four-day IML training for approximately 50 government representatives from all regions of the world in collaboration with the San Remo Institute of Humanitarian Law. It is intended that such training courses will be conducted yearly for interested governments. IOM also provides IML training to staff members, in support of its belief that respect for and protection of the human rights of migrants is integral to the Organization's projects and programmes.

There is also a need to disseminate objective information to migrants on their rights and duties, both before departure and during the migration process. Recognizing this need, in various countries and regions IOM, in cooperation with partner governments, international organizations and non-governmental organizations (NGOs), conducts information campaigns and disseminates knowledge on provisions of national, regional and international migration laws stipulating migrants' rights and duties.

Another means for improving protection of the human rights of migrants is enhancing the effectiveness of consular protection and assistance for migrants abroad, in particular for migrants in detention. Good practice such as that of Asian countries of origin in placing labour attachés abroad to this end warrant replication. IOM has developed a curriculum and imparted training courses for Asian labour attachés.

Finally, it is important to recognize the vital role that civil society has to play in ensuring that migration is a positive experience for all actors involved. For example, civil society is well placed to assist migrants to integrate into their new environments and help communities of destination to accept migrants, including by fighting racism and xenophobia and working to dispel negative misconceptions about migrants. In fact, civil society, particularly NGOs, are often mandated by central and regional governments to undertake these types of activities.

Each of the measures described above contributes to ensuring that respect for the rights of migrants rests not in the realm of rhetoric but can become a reality.

2.2 Preventing and Combating Smuggling of Migrants and Trafficking in Persons, and Providing Assistance to Victims of Trafficking and Vulnerable Migrants

Trafficking and smuggling are among the most harmful forms of migration (and, in the case of trafficking, a severe violation of an individual's rights), with negative consequences for governments, societies and individual migrants. An understanding of the differences between these two distinct forms of migration is crucial to the success of efforts to combat and prevent them and to protect and assist victims.

Trafficking in persons is the "recruitment, transportation, transfer, harbouring, or receipt of persons by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation."⁷ Victims of trafficking include women, men, girls and boys.

7 United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children supplementing the UN Convention against Transnational Organized Crime (2000), Section 1, Article 3(a).

Smuggling of migrants is the “procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State Party of which the person is not a national or a permanent resident.”⁸ While smuggling can be abusive and dangerous, even fatal, unlike trafficking it is carried out with the consent of the migrant and does not necessarily involve coercion, exploitation, or violation of human rights.

Multi-stakeholder Cooperation

Cooperation between and among law enforcement agencies, NGOs and international organizations (such as IOM, the UN High Commissioner for Refugees (UNHCR), the United Nations Children’s Fund (UNICEF), the UN Office on Drugs and Crime (UNODC) and the International Labour Organization (ILO)) is critical to the success of efforts to combat migrant smuggling and human trafficking. Potential areas for cooperation include data and information gathering and exchange, good practice sharing, capacity building, awareness raising and resource mobilization.

Mechanisms bringing stakeholders together for these purposes exist, and could be strengthened and replicated. For example, the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime brings together countries of origin, destination and transit and international agencies to work on practical measures to help combat people smuggling, trafficking in persons and related transnational crimes in the Asia-Pacific region and beyond.⁹

Wider ratification and more effective implementation of relevant national and international legal instruments would contribute to combating and preventing trafficking and smuggling and protecting victims of trafficking and vulnerable migrants.¹⁰ Multi-stakeholder cooperation is one means to make progress towards achieving the political will, capacity building and financial resources necessary for more effective implementation.



Capacity Building

States around the world are in need of technical assistance to prevent trafficking and smuggling and to apprehend and prosecute perpetrators. For example, IOM assists States in drafting new legislation, and reviewing and upgrading their national policies, legal frameworks and migration management structures. In addition, there is a need for staff training and human resource development, especially of law enforcement officials – particularly on the topics of human rights, assistance and protection for victims of trafficking and vulnerable migrants, and detection and interception of traffickers and smugglers.

Also important are improved border management systems and travel documents, which depend on facilitating purchase by less-resourced countries of new technologies.

8 United Nations Protocol against the Smuggling of Migrants by Land, Sea and Air supplementing the UN Convention against Transnational Organized Crime (2000), Section 1, Article 3(a).

9 The Bali Process is considered a Regional Consultative Process on Migration (RCP). For more information on RCPs, see Section 4.2.

10 Relevant existing legal instruments include the United Nations Convention against Transnational Organized Crime and its Protocols on Smuggling and Trafficking, the “core human rights treaties”, the 2005 Council of Europe Convention on Action against Trafficking in Human Beings, and the EU Council Framework Decision 2002/629/JHA of 19 July 2002 on combating trafficking in human beings.

For example, IOM works with various governments to obtain new technologies (e.g. machine-readable, internationally-recognized passports with enhanced security features) and provides training on their use.

Data on trafficking and smuggling is limited, in part as a result of the clandestine nature of these activities. To facilitate management of direct assistance to victims of trafficking and to strengthen research capacity and understanding of the causes, processes, trends and consequences of trafficking, IOM has developed the most comprehensive and one of the only counter-trafficking databases with first-hand data on trafficking victims. This global database includes information generated from 29 different locations worldwide covering several dozen countries. The portion of its information which is non-personal and non-confidential is available to governments, international organizations, academics, migration practitioners and others.

Raising Awareness

An essential element of preventing trafficking and smuggling is the provision of information to potential trafficking victims and migrants in countries of origin on the dangers of trafficking and irregular migration. Awareness-raising activities are most successful where they target specific groups using a variety of media and media outlets. For example, some of IOM's awareness-raising activities around the world target students through school exercise books, cartoons, posters, websites, t-shirts and youth radio stations and newspapers. A complementary strategy is the education of consumers of the services of trafficked persons about the harmful nature of trafficking, in an effort to reduce demand for these services. While additional evidence on the effectiveness of information campaigns and educational initiatives for potential migrants, victims of trafficking and consumers would be useful, there are strong indications that these activities do have positive effects when properly targeted.



Addressing Root Causes

Root causes of irregular migration and trafficking can be addressed through a combination of measures aimed at tackling underlying social and economic push factors in countries of origin. Targeted development in communities with high migration pressure¹¹ and expanded opportunities for legal labour migration¹² can relieve pressures to migrate irregularly and reduce susceptibility to trafficking. As observed above, demand for the services of trafficked persons in countries of destination also needs to be addressed. Discussion of the demand side has been limited in part due to the sensitive nature of the debate over the criminalization/legalization of prostitution and the emphasis that has been placed, to date, on trafficking for sexual exploitation. In 2005 and 2006 IOM is carrying out research on the demand for the services of victims of trafficking in Central Europe. IOM is also beginning to engage with the business community on the demand side of trafficking for labour exploitation.

Assistance and Protection for Victims of Trafficking and Vulnerable Migrants

Efforts to combat and prevent migrant smuggling and trafficking in persons should

11 For more information on targeted development in areas of high migration pressure, see Section 3.5.

12 For more information on labour migration, see Section 3.1.

take a rights-based approach and include assistance to and protection for vulnerable migrants caught up in smuggling and trafficking networks. To this end, IOM together with partner NGOs and State institutions provides direct assistance to victims of trafficking and vulnerable migrants in the form of safe shelters and accommodation, counseling on legal and medical issues, health care and other welfare services. In addition, IOM and partners' tailored return and reintegration assistance helps increase the sustainability of voluntary return to countries of origin and the psychological and social reinsertion of victims of trafficking. While offering this voluntary return and reintegration assistance, IOM advocates for States to offer, at a minimum, temporary residence permits to victims of trafficking in situations where it is unsafe for them to return home.

The Multi-dimensional Aspects of International Migration and Development

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3.1 Labour Migration

Labour migration, or cross-border movement for purposes of employment in a foreign country, has the potential to contribute to development in countries of origin and destination alike.

Managing Labour Migration

Many countries are seeking to adopt policies, legislation and structures promoting the foreign employment of part of their workforce in order to reduce unemployment and generate remittances and other positive outcomes of labour migration. However, to achieve these objectives, they need to develop adequate capacity. To assist governments such as Kenya, Tanzania, Uganda, Bangladesh and Sri Lanka to develop effective mechanisms for managing labour migration and skills utilization, IOM has conducted country-level assessments of the current situation and framework (including legislation, structures, resources, gaps in skills, education and professional regulations, etc.). It has also supported the formulation of action plans for enhanced labour migration management, taking into consideration the needs of national and foreign labour markets, safeguards to protect migrant workers, and complementary strategies to alleviate the risk of brain drain.

Bilateral labour agreements and special labour migration programmes can be successful means of steering labour flows to specific areas of demand and reducing irregular migration by providing legal alternatives. In this context, IOM assists several countries of destination with the selection of workers needed in particular sectors (agriculture, hospitality, care givers, etc.), and with their pre-departure orientation and passage.

While labour migration is also an issue for consideration at multi-lateral levels, efforts by the international community to adopt norms on labour migration through legally binding conventions have had limited success. Those efforts should continue, but there is space in parallel for developing informal and non-binding dialogues on labour migra-

tion at the multi-lateral level. IOM sees such dialogues as holding considerable potential for facilitating practical cooperative approaches to the development of fair labour migration governance frameworks and a more effective global labour market.¹³ For example, IOM has organized and supported three Ministerial Consultations on overseas employment and contractual labour (Colombo Process) in response to requests from several Asian labour-sending countries.¹⁴ The third Ministerial Consultations, hosted by the Government of Indonesia in Bali in September 2005, included countries of destination for the first time.

Matching Labour Demand and Supply

With increasing globalization of labour markets, the development of human capital is becoming a critical international issue, and not simply a national issue.

In order to meet the needs of tomorrow's global economy, there is a need to develop tools to better match labour supply with demand in safe, legal, humane and orderly ways that maximize the development potential of global labour mobility. This includes enhancing global knowledge on labour market trends, labour force profiles and labour migration trends. Better knowledge of existing and projected human resources (labour supply) and human resource needs (labour demand) at national, regional and global levels would help inform human resource development policies and programmes and related migration policies in both countries of origin and destination, according to social and economic priorities. As the primary beneficiaries of investment in human capital for the global labour market, it would be appropriate for the public and private sectors in countries of destination to help plan, and share the costs of, global human resource development.



Short-Term and Seasonal Labour Migration

Temporary and circular labour migration is attracting significant international attention as these approaches are seen to offer the greatest convergence of the interests of immigration and emigration countries and to enhance the positive contribution of labour migration to development. For countries of destination, temporary labour migration is seen as a means to meet sectoral, seasonal and peak demands for labour in a flexible manner. Its temporary character means that public opinion is often less negative towards it than towards permanent migration due to reduced concerns relating to the social integration of migrants and their potential reliance on public services and welfare payments.

For countries of origin, temporary movements are seen as more beneficial in their impact on development through remittances, transfer of know-how and creation of business and trade networks. These benefits are enhanced when migrants are able to maintain strong links with their countries of origin, which is most likely if the length of stay abroad is short and pre-determined. Moreover, return of skilled migrants reduces the impact of brain drain.

Researchers estimating the gain for the world economy if temporary movement could be liberalized have found that increasing the share of temporary workers admitted by

13 For more information on informal, non-binding dialogues, see Section 4.2.

14 Formerly the Labour Ministerial Consultations for Countries of Origin in Asia. The Colombo Process is considered a Regional Consultative Process on Migration (RCP). For more information on RCPs, see Section 4.2.

industrialized countries by 3% of their total labour force could generate world welfare gains of USD 156 billion annually.¹⁵ The principal beneficiaries would be developing countries.

Temporary and circular migration can also have benefits for migrants themselves, for example by providing opportunities for personal and professional development (e.g. acquisition of skills, knowledge and contacts and exposure to new cultures); enabling them to contribute concretely to the development of their home countries (e.g. through remittances and skills and knowledge transfer); and reducing social costs resulting from longer-term migration (e.g. extended separation from family).

Impact of Skilled Labour Migration

The emigration of individuals with considerable skill and/or educational attainment, known as brain drain, has potential negative effects on countries of origin. Where the emigration is long-term and/or permanent, the country of origin may lose its original investment in the education and training of the migrant, and its future development potential may be hindered by the loss of the best and brightest. Brain drain is especially significant in the poorest countries where the pool of skilled people may already be small due to limited educational infrastructure and funding, and for the same reasons difficult to replace. Skill shortages in such critical sectors as health care and education are of particular concern. Beyond skill loss, migration of employed skilled workers can also represent an important loss in terms of tax contributions.

In order to alleviate the potential negative effect of brain drain, countries are looking at retention strategies and at building temporary and circular migration programmes for what could be called “brain sharing” or “brain circulation”.¹⁶ However, as more research is carried out, the complexity of measuring the impact of temporary and circular migration, whether negative or positive on a specific country, becomes apparent. More refined analyses are needed, taking into account the following: the amount of remittances generated; the previous employment status of the migrant and his or her skill level (such as employed or unemployed; professional or middle skilled); whether higher education has been acquired abroad, in the private sector of the home country or in the context of the home country’s own public resources; the conditions of employment in the destination country (including access to further training, recognition of qualifications and a level of employment in accordance with the skills acquired); the return of skilled workers, etc. In order to include these variables in future research and better inform policies, capacity building and financial resources enabling governments in developing countries to collect necessary statistics (as primary data are too often lacking) and more comparative data will be key, as will collaboration in research programmes between origin and destination countries.

Protection of Migrant Workers’ Rights and Interests

The terms and conditions under which migrants work should conform to international labour and human rights standards. Migrant workers, in particular women, are often

¹⁵ Winters, L.A., Walmsley, T.L., Wang, Z.K., Grynberg, R.: Negotiating the Liberalisation of the Temporary Movement of Natural Persons, Discussion Paper 87, Department of Economics, University of Sussex 2002, available at <http://www.sussex.ac.uk/Units/economics/dp/Wintersetal87.pdf>.

¹⁶ For more information on promoting the retention and circulation of skilled persons, see Section 3.3.

more vulnerable to exploitation than local workers, and thus special efforts are necessary to ensure protection of their rights and interests.

Measures can be taken to protect the rights of migrants before, during and after migration. For example, IOM works with governments and civil society to offer pre-departure orientation services that prepare migrants for working and living conditions abroad, including language training, and to inform them of their rights. Information campaigns and resource centers in home countries can be used to raise migrants' awareness of the advantages and disadvantages of working abroad, the availability of legal migration channels, and the dangers of irregular migration and trafficking.¹⁷ Services can also be provided to migrants in countries of destination, for example through labour attachés posted in embassies or resource centers for migrants, including legal counseling, inspection of working conditions and employers' compliance with contracts, and mediation of employer/employee disputes.

Approaches to protection of migrants' interests can target specific issues. For example, the social security of migrants can be protected through approaches such as bilateral agreements on social security and contributions to national schemes, and/or voluntary insurance and contributory schemes in home countries where insufficient protection is provided in the country of employment. Other measures include return and reintegration assistance, support for families that remain in home countries, regulation and monitoring of private recruitment agencies in both origin and destination countries, and establishment of labour and recruitment standards (which can be useful in helping migrants assess their employment terms, even where the standards cannot be enforced in countries of destination).

3.2 Remittances

Remittances, broadly defined as monetary transfers made by migrants to their countries of origin, are, above all, private funds and are not substitutes for national development efforts, comprehensive development strategies, or official development aid. They have, however, the potential to contribute significantly to economic development at household, local, national and regional levels. Among other benefits, remittances provide a source of foreign exchange, enabling recipient countries to acquire vital imports and/or pay off external debts, and increase the recipient country's creditworthiness. At the household level, remittances can help reduce the poverty of recipients, supplement their income and provide them with funds that can be used for consumption, savings, or investment in areas relating to development (e.g. education, health and entrepreneurial activities).

Improving Remittance Transfer Services

Remittances are sent through both formal and informal channels. Transfer through formal, recorded channels is generally more rapid, reliable and secure than informal methods, but often carries higher transaction costs.

Measures can be taken to reduce the costs of transfers through formal channels. One means is to bundle migrants' funds and send them in a single transfer, reducing the fee paid by each migrant. For example, in connection with an IOM temporary migrant worker program in Canada, migrant workers' remittances will be bundled and sent in a

¹⁷ For more information on preventing and combating smuggling of migrants and trafficking in persons, see Section 2.2.

single transfer through a Canadian bank to a collective account in IOM's name at a bank in Guatemala, with the cost of the transaction divided among the workers. Each worker's individual remittance will then be transferred to a private account. Another measure for reducing costs may be increased competition in remittance transfer markets, as leading remittance transfer service providers earn large profits for what are essentially simple, low risk transactions.

To choose the best remittance transfer service, migrants and prospective migrants need accurate information and advice about remittance transfer options (and their costs). To this end, IOM disseminates information on remittances at migrant resource centers in countries of destination, and will be introducing remittance information into its pre-departure orientation sessions for migrants. However, there is still a need for increased transparency in the financial services sector, so that migrants can make truly informed decisions regarding remittance transfer options.

Measures can also be taken to improve access of migrants to secure banking and remittance transfer services. For example, irregular migrants often do not have the documentation required to use basic banking services in the formal financial sector, and are limited to using unofficial transfer channels or more expensive formal channels. In the United States, Mexican migrants' access to cost-effective formal remittance transfer channels is facilitated by providing them a photo-identification card (issued by the Mexican Consulate) that can be used to open bank accounts. Remittance recipients can then withdraw the funds in the countries of origin using ATM cards at a cost far less than the usual money transfer fee.

The distribution of remittances to recipients can also be improved, for instance, through broadening networks for remittance distribution, in particular to include remote areas and marginalized population groups (e.g. poor women). One way to achieve this is the expansion of traditional financial networks into new geographical areas. Another is alliances between parties having networks in remote or large geographic regions (such as banks, credit unions, postal networks, money transfer organizations and retail outlets) and financial service providers having experience with remittance transfers but limited geographic reach and diversity of clientele.

Enhancing the Development Impact of Remittances

Because remittances are private funds, measures to enhance their development impact should only be in the form of incentives. First, concrete opportunities and vehicles for investments can be made available. For instance, through an IOM pilot project, Guatemalan migrants can invest remittances in the construction of affordable housing in their place of origin. The impact of the remitted funds is doubled through matching funds financed by the Government of Guatemala through a grant provided by the Fondo Guatemalteco de la Vivienda (FOGUAVI). In addition, financial products can be offered which carry incentives such as higher interest rates, exchange rate guarantees, and exemption of wealth and income taxes.

Groups of migrants (e.g. home town associations) can be encouraged to make collective contributions to development initiatives that benefit communities of origin (e.g. schools, sanitation, health services), for example by commitments by governments at federal, state and/or municipal levels to match the funds contributed by migrant groups.¹⁸

18 For more information on engaging migrant communities in development, see Section 3.4.

Providing access to credit for entrepreneurial activities is another approach to enhance the development impact of remittances. For example, through an IOM/UNDP micro-credit initiative in rural Tajikistan, IOM is enhancing the capacity of migrant households, local communities and civil society actors to promote the investment of migrant remittances in viable livelihoods for migrant families affected by emigration.

The existence of a credible investment environment – one characterized by good governance, economic stability, and transparency and regulation of financial institutions – is critical to the willingness of migrants and remittance recipients to invest in development. Thus, in tandem with creating incentives to direct remittances to uses with impacts on development, governments must work to create a sound policy, financial and legal environment that stimulates capital inflows, including remittances.

Other approaches to enhance the development impact of remittances can be identified through the sharing of experiences, lessons learned and good practices.¹⁹ To this end, in February 2006, the Government of Benin hosted a Ministerial Conference of the Least-Developed Countries (LDCs), in collaboration with IOM and the UN Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and the Small Island Developing States (UN-OHRLS). Representatives of governments, international organizations, the private sector, migrant associations, NGOs and others developed a series of recommendations for enhancing the development impact of remittances and mobilizing support for implementing these recommendations in LDCs.²⁰

3.3 Skill and Knowledge Retention and Circulation

As discussed in Section 3.1, international migration often results in the outflow of individuals with considerable skill and/or educational attainment, known as brain drain.

To counteract brain drain, countries of origin and destination can cooperate to promote the retention of skilled persons, on the one hand, and circular migration, on the other hand, to replace brain drain with “brain circulation”.²¹

Promoting Skill and Knowledge Retention

Countries of origin and destination can take measures to address pull factors. For example, in cooperation with countries of origin, countries of destination can promote ethical recruitment practices that limit the source countries to be targeted by employers or the duration of employment abroad, as in the case of the Commonwealth Code of Practice for the International Recruitment of Health Workers. In addition, countries of destination could better anticipate their needs for skilled labour and plan their human resource development policies and programmes with the aim of fulfilling a greater share of national needs without recruiting from abroad.

Some countries pursue “bonding,” whereby students and trainees agree to work in

19 For more information on the sharing of experiences, lessons learned and good practices, see Section 4.

20 The Ministerial Declaration resulting from the Conference is available at http://www.iom.int/en/PDF_Files/benin/Ministerial_Declaration_English.pdf.

21 The negative effects of brain drain on development can be to some extent offset by the contributions made by skilled migrants to the development of their country of origin, such as remittances, and skills and knowledge transfer. See Section 3.2.

their home countries for a fixed period of time following the completion of a course or apprenticeship abroad. It should be emphasized that bonding and all other measures aimed at retaining skilled workers must be undertaken in a balanced manner consistent with the right of every person to leave any country, including his or her own.

The push factors behind the migration of skilled nationals can also be addressed so that would-be migrants feel that remaining in their home country is a desirable and viable option.²² As countries of origin often do not have the capacity and resources to address push factors and larger development challenges, countries of destination have a key role to play in assisting with capacity building efforts and strategically directing foreign aid and investment to address these issues.

Facilitating Temporary, Permanent and Virtual Return of Migrants

Measures to retain skilled nationals will not always be effective, especially given the increasing globalization of labour markets and persistent disparities in wages and opportunity. However, even where skilled nationals emigrate, there are measures that can be taken to replace brain drain with “brain circulation”. Qualified migrants can be encouraged to return to their countries of origin on a voluntary basis – either temporarily, permanently or virtually – to transfer knowledge, skills and technology.

For example, IOM’s Migration for Development in Africa (MIDA) programmes make it possible for African professionals in Europe and North America to return temporarily to their home countries to provide short-term assistance and expertise in fields such as health, education, engineering, agriculture and finance. The willingness of professionals to participate in such temporary return programmes depends in part on whether they can be assured that they will not jeopardize their legal status and benefits in their host countries as a result of their temporary return.

Skilled migrants sometimes wish to return permanently to their home country but lack the financial and organizational resources to return, as well as to plan their reengagement into their home society. For instance, migrants from countries as diverse as Afghanistan, Uganda and Jamaica who possess the knowledge and skills enabling them to contribute to their home countries’ development, but who lack the means to return, have been assisted by IOM in returning voluntarily. An integral feature of return programmes is a reintegration component, to ensure that the returning migrants are able to find employment, utilize their skills and experience and become involved in the community.

Virtual return, whereby migrants can transfer skills and knowledge from abroad, is an alternative to temporary or permanent return. For example, MIDA uses information and communications technologies to eliminate the need for physical presence where feasible, and has found distance learning to be an effective means for teachers from diasporas to reach a wide audience in higher education settings in the Democratic Republic of the Congo, Rwanda and Burundi.

22 For information on mitigating push factors in areas of high migration pressure, see Section 3.5.

3.4 Engaging Migrants and Diasporas for the Development of Countries of Origin

Individual migrants and diasporas contribute to home country development in both financial and non-financial ways, including through remittances²³, investment, trade, entrepreneurial activity, skills and knowledge transfer²⁴, political, social and cultural exchange, and support for democratization and the protection of human rights. While migrant remittances have become the subject of a growing body of research in the past ten years, details about other types of diaspora contributions often remain unknown and require further study.

In recent years, awareness of the role of migrants and diasporas in development has increased, along with the realization that the extent to which diasporas can and will contribute to development depends largely on the policies, institutional frameworks and political and economic environments in countries of origin and destination. In 2005, IOM conducted the first survey taking stock of 49 countries' policies to engage diasporas for development, the results of which reflected that governments are increasingly interested in and exploring innovative means to mobilize their diasporas as agents for development.²⁵

Building Relationships with Diasporas

Countries of origin have a facilitating role to play in maximizing diaspora contributions to development. In order to engage diasporas and facilitate their contributions, governments require the capacity to identify their diasporas abroad and to understand their skills and interests. Building constructive relationships between countries of origin and diasporas requires that migrants be treated not as resources, but as partners with a wide and diverse range of interests, concerns and potential contributions. In particular, the gender dimension needs to be considered, as male and female migrants often have different priorities and types of contributions to offer.

In IOM's experience, diasporas will be most interested in contributing to development efforts where they have a sense of belonging to their country of origin – the granting of privileges such as dual citizenship and voting rights can be effective means of achieving this. In addition, establishing trust between diasporas and governments in the country of origin is key.

Effective engagement of diasporas and facilitation of their contributions to development requires policy dialogue between relevant stakeholders in home and host countries, including governments, diasporas, civil society, the donor community and the financial sector. This dialogue can be effective in helping identify ways to remove obstacles to, and provide opportunities for, diaspora contributions.

Providing Incentives and Opportunities

While the decision of migrants to contribute to the development of their countries of origin depends on several factors, governments of origin and destination can create incentives which positively influence these decisions (such as offering financial prod-

23 For a discussion of remittances, see Section 3.2.

24 For a discussion of skills and knowledge transfer, see Section 3.3.

25 The results and analysis of this survey are published in "Mainstreaming Migration into Development Policy Agendas", *International Migration Dialogue Series* (IDM No. 8), IOM, 2005.

ucts with favorable terms and conditions).²⁶ Providing incentives requires an understanding of the primary obstacles to diaspora contributions in both the home and host country, so that these obstacles can be removed or mitigated. Frequently cited examples of obstacles include the risk of loss of legal status and/or benefits (i.e. social security or pension) in the country of destination. Additional research on obstacles to diaspora contributions is needed to inform policy making.

To facilitate their contributions, diasporas should be provided access to sound development opportunities, which are tailored to their skills and interests (such as opportunities for collective contributions to local development initiatives and access to micro-credit for entrepreneurial activities).²⁷

3.5 Improving Economic and Social Conditions in Areas of High Migration Pressure

Lack of economic opportunity and poor social conditions in home communities are primary reasons for migration as well as the reluctance of migrants to return. Activities to improve economic and social conditions in geographic areas prone to economically-induced outbound migration – addressing these root causes of migration – are important elements in any comprehensive approach to migration management and can directly link migration and development strategies.

To stabilize the population in areas of high migration pressure, realistic opportunities must be available at home to offset the pull factor of opportunities abroad (real or perceived), making migration a matter of genuine choice and providing viable alternatives to migration through irregular and often dangerous channels.

Measures to Improve Local Conditions

A range of international development agencies and other actors are engaged in economic and social development programmes in migration source areas around the world. IOM focuses on targeted community development activities in developing regions with high levels of unemployment and outbound migration, in order to improve local living conditions, key infrastructure, and health and social services. For example, improvements are made to local housing and sanitary conditions. Some of these development projects also create job opportunities for the local population.

IOM also develops and implements livelihood enhancement programmes in these areas of high migration pressure. For example, the Organization works to build local capacity for the establishment of micro-enterprises, and provides vocational counseling and training courses to unemployed persons.

Concrete Opportunities for Linking Migration and Development Priorities

While many governments promote direct development programmes to benefit various regions and countries of origin, few donors have given concrete expression in their development strategies to targeted local development as a means to reduce migration pressures. Although not a substitute for more comprehensive development efforts, targeted economic and community development programmes can present concrete opportunities to link development and migration management goals.

26 For more information on creating incentives, see Section 3.2.

27 For more information on providing opportunities for investment, see Section 3.2.

4

Building of Partnerships and Capacity-Building

4.1 Capacity Building

Despite progress over the past decade, few countries have comprehensive migration policies or the mechanisms to develop and implement them. Addressing this requires recognition that migration is a cross-cutting and multidisciplinary field that requires concerted effort and investment if it is to be managed effectively. A substantial portion of IOM's USD 1.1 billion operational budget in 2005 is devoted to programmes which assist governments to develop the capacity to manage the multifaceted aspects of migration, carried out through more than 280 field offices worldwide.²⁸

4.2 Inter-State Consultation and Cooperation

Historically, States have pursued unilateral approaches to migration, accompanied by bilateral arrangements or agreements on an ad hoc basis. However, States increasingly recognize that migration can no longer be effectively managed exclusively through unilateral or bilateral action – rather, effective migration management requires cooperative, multilateral approaches.

In response, States are coming together more frequently for informal and non-binding dialogue and information exchange on migration. These consultations provide an opportunity for States to share experiences and good practices, increase understanding of contemporary migration dynamics, and identify shared and complementary interests and prospects for collaboration on migration issues. The trust that can be developed through such consultations is useful in building confidence in the ability of States to work together and with other stakeholders more effectively to manage migration.

It should be noted that although multilateral approaches are flourishing, bilateral approaches continue to be an effective means of addressing specific migration issues affecting the two States concerned, such as labour migration, border management and the return of irregular migrants.



Regional Level

Regional Consultative Processes on Migration (RCPs) – informal groups made up of (i) representatives of States in a given region, or like-minded States in one or more regions with common migration interests, (ii) international organizations, and (iii) sometimes, NGOs – can now be found in most regions of the world. RCPs are characterized by their informal and non-binding nature, which encourages frank and constructive dialogue. IOM actively promotes, supports and participates in several RCPs, viewing them as significant mechanisms for fostering understanding and cooperation on migration issues.

28 Other sections of this paper provide information on IOM's capacity building activities, e.g. in the area of international migration law (Section 2.1), preventing and combating trafficking and smuggling (Section 2.2), labour migration (Section 3.1), and improving economic and social conditions in areas of high migration pressure (Section 3.5). See IOM's website at www.iom.int for a comprehensive picture of IOM's presence and activities worldwide.



RCPs provide a framework for exchanging views, good practices and information. For instance, at a March 2004 expert-group workshop of the Bali Process on People Smuggling, Trafficking in Persons and Related Transnational Crime on the topic of identity management, participants identified concrete examples and good practice guidelines aimed at reducing identity and document fraud. In addition, the Regional Conference on Migration (Puebla Process) has developed a database tracking regional migration flows for use by its members, called the Statistical Information System on Migration for Central American and Mexico (SIEMCA/SIEMMES).

By providing a framework for regular meetings between officials who generally interact on an ad hoc basis or not at all, RCPs can create an environment conducive to bilateral and multilateral cooperation. For example, certain temporary migration arrangements whereby Guatemala and El Salvador send workers to Canada built upon the informal contacts among government officials and information sharing brought about by the Puebla Process. Through RCPs, States with different migration perspectives can identify common migration interests and opportunities for collaboration. For example, in September 2005 at the third Ministerial Consultations on overseas employment and contractual labour (Colombo Process)²⁹, which for the first time also included representatives of countries of destination, participants identified a number of shared concerns and interests, including the construction and good management of a fair labour market system, working for the benefit of all.

Additionally, RCPs can facilitate capacity building. For instance, one of the overall objectives of the Migration Dialogue for Southern Africa (MIDSA) is to contribute to regional migration management by fostering understanding of the migration phenomena and strengthening regional institutional capacities. This objective is achieved through, among other things, capacity building workshops such as the one held in July 2005 at which attendees received training on international migration law, international cooperation, and border management/passports and visas.

The benefits of RCPs could be multiplied through cross-fertilization between RCPs, especially in view of the global character of migration flows. While most RCPs have had little or no exchange with other RCPs, participants at an April 2005 workshop co-hosted by IOM and the Global Commission on International Migration (GCIM) which brought together government representatives and secretariats of nine major RCPs worldwide expressed interest in future cross-fertilization, while emphasizing their preference for maintaining an ad hoc approach to exchanges. Recognizing that exchange of information and good practices is one of the most useful benefits of cross-fertilization, IOM is creating a section on its website dedicated to providing a centralized information source on the major RCPs.

It should be noted that various regional and sub-regional economic, political and security institutions and organizations have recently placed migration on their agendas. Although not exclusively focused on migration, such institutions and organizations can provide useful frameworks for building partnerships, capacity building and sharing of good practices in the area of migration.

Global Level

Consultations involving States from around the globe can enable governments to learn from each other and develop cooperative approaches to migration. For example, the

²⁹ Formerly the Labour Migration Ministerial Consultations for Countries of Origin in Asia. See Section 3.1.

Berne Initiative, a States-owned consultation mechanism launched by the Government of Switzerland and for which IOM served as the Secretariat, brought together governments from all regions of the world as well as other stakeholders for two global consultations and a series of regional consultations on migration. Through these consultations, the participants identified a set of common understandings outlining fundamental shared assumptions and principles underlying migration management, and an accompanying set of effective practices on a comprehensive range of migration issues, drawing on the actual, practical experiences of governments. These were compiled in an informal reference system and non-binding policy framework called the International Agenda for Migration Management (IAMM)³⁰, which serves as an important platform to facilitate cooperation between States in planning and managing the movement of people in a humane and orderly way. IOM is now working with States throughout the world to put the IAMM to use at national, regional and other levels through capacity building and related activities in conjunction with IOM's Essentials of Migration Management, an inter-active learning tool written in non-technical language, which provides an overview of the key elements of international migration management through 32 self-contained modules.

Consultation on the specific topic of migration and development recently took place at the Conference on Migration and Development co-organized by IOM and the Government of the Kingdom of Belgium with the support of the European Commission and the World Bank on 15-16 March 2006 in Brussels. This Conference brought together a wide range of participants from countries of origin, transit and destination to discuss how migration and related policies can contribute to development in countries of origin or transit. The Conference similarly examined how development policies in turn can address root causes of migration such as poverty and lack of socio-economic prospects, and ease the pressures on people to have to emigrate rather than to choose to emigrate. The Conference and its conclusions underline the need for inter-state consultation to effectively address the migration and development nexus – a message which will be conveyed to the HLD.³¹



4.3 Developing Multi-Stakeholder Dialogue on Migration Issues

As migration concerns stakeholders in addition to government, the experience and perspectives of non-governmental stakeholders – including migrants, diaspora associations, civil society and the private sector – need to be heard and concrete opportunities for partnerships identified.

IOM's International Dialogue on Migration (IDM) is an informal and non-binding consultation mechanism which brings together IOM's 116 member States, 21 observer States, and approximately 75 observer international organizations and NGOs. The IDM is aimed at contributing to a better understanding of migration and at facilitating cooperation between governments and other stakeholders in migration management. The IDM is convened annually as part of the IOM Council session, but also in regular intersessional workshops which usually bridge migration and related policy fields. For instance, workshops on trade and migration which brought together the trade and migration communities as well as IOM, the World Bank and the World Trade Organization (WTO)

30 Available on IOM's website at http://www.iom.int/DOCUMENTS/OFFICIALTXT/EN/IAMM_E.pdf and on the website of the Swiss Federal Office for Migration (<http://www.bfm.admin.ch>).

31 Further details on the conference as well as the full text of the conference conclusions, see <http://www.belgium.iom.int/InternationalConference/index.htm>.

for the first time in a non-negotiating environment have resulted in the communities' enhanced comprehension of each others' language, priorities and perspectives regarding global labour mobility. These workshops also gave governments an opportunity to share lessons learned from national, bilateral and regional approaches to managing temporary labour migration that might usefully be applied at the multilateral level in the ongoing negotiations under Mode 4 of the General Agreement on Trade in Services (GATS). The IDM is also an effective means of facilitating cooperation and partnership between IOM and agencies in migration-related domains. For instance, IDM workshops on trade and migration have led to new partnerships between IOM, the World Trade Organization (WTO) and the World Bank on the issue of labour mobility. The dialogue is consistently well-attended and constructive, with an open exchange of views and effective practices.³²

In recognition of the importance of the private sector as stakeholders in migration issues, the IOM Director General gathered in Geneva in November 2005 a group of chief executives representing a broad cross-section of industries and interests in all parts of the world as a Business Advisory Board (BAB) to exchange ideas and analysis on global issues relevant to migration and business. The BAB, which now meets twice a year, provides an opportunity for IOM to broaden and build on active and effective partnerships with the private sector in the development, planning and implementation of mobility policies and practices.

4.4 Inter-agency Consultation and Cooperation



Increased consultation and cooperation between agencies on migration-related issues is key to bringing together agencies with complementary expertise to achieve more coherent and effective approaches to migration issues.

Regional Level

Inter-agency cooperation on migration is important to achieve more coherent and effective regional approaches to migration issues. For instance, in the Asia Pacific region, IOM and the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) co-chair a thematic working group on "International Migration, including Human Trafficking" which consists of regional representatives from 14 UN agencies, IOM and the World Bank. In 2006, the working group is planning to carry out a regional situation report on international migration in Asia and the Pacific as well as other activities that will support the preparation of the 54 member countries in the ESCAP region for the UN High-Level Dialogue on International Migration and Development.

Global Level

The Global Migration Group (GMG), formerly the Geneva Migration Group, brings together the heads of several intergovernmental agencies³³ with complementary and

32 For a fuller view of the activities of the IDM, see <http://www.iom.int/en/know/idm/index.shtml>.

33 IOM, the International Labour Organization (ILO), the UN High Commissioner for Refugees (UNHCR), the UN High Commissioner for Human Rights (OHCHR), the UN Office on Drugs and Crime (UNODC) and the UN Conference on Trade and Development (UNCTAD, which formed the Geneva Migration Group, now expanded to include the United Nations Development Programme (UNDP), the United Nations Department of Economic and Social Affairs (UNDESA), the World Bank and the United Nations United Population Fund (UNFPA) to form the Global Migration Group.

shared objectives and areas of work related to migration issues. The GMG aims to promote the wider application of all relevant international and regional instruments and norms relating to migration, and the provision of more coherent and stronger leadership to improve the overall effectiveness of the international community's policy and operational response to international migration. Recognizing the need for communication between the GMG and governments, the GMG has undertaken to find appropriate feedback mechanisms and IOM will make available its Council sessions for this purpose.

Conclusion

5

As one delves into today's debate on migration and development, the range of challenges – and opportunities – is impressive. This paper does not claim to be an exhaustive treatment of them all, but it does highlight the need for active and collaborative investment by all relevant stakeholders in making migration work for development. This requires not only political will and resources, but also the commitment to truly managing migration, including developing the capacity to do so. IOM would conclude by outlining three broad messages which bring together the common threads running through the many themes dealt with in the preceding pages:

First, wider and deeper inter-state cooperation is needed, especially between countries of origin and destination. Efforts to develop either new international legal regimes or formal institutional structures to promote migration for development are less likely to yield positive results than are voluntary, cooperative efforts building on existing mechanisms and institutions, based on shared recognition of the benefits to be realized by voluntary participation. Inter-state cooperation will be most effective where participating States have coherent national-level migration policies and basic migration management capacities.

Second, policy dialogue and closer cooperation must be actively promoted between the migration and development communities, which are still looking for a common language. This is key to better integrating migration into development policy planning and national plans to reduce poverty. Rather than resulting in reduced official development assistance as is feared by some, demonstrating effective partnerships can enhance prospects for more efficient and better targeted aid. In addition, migration policies need to be more "development-friendly" and to include a stronger development perspective.

Finally, innovation will be crucial to discovering the ways that migration can best contribute to development. In order to develop new approaches, there is a need to take stock of what works and what does not, on the basis of better data and analysis. But studies are not enough. The very practical ways that migration might contribute to development can be tested through new pilot projects and programmes.

The time has come to marshal the good will of the international community – governments, international organizations, business and civil society – to achieve practical results. The UN High-Level Dialogue on International Migration and Development (HLD) will be an opportune moment for taking stock of where we stand on realizing the positive potential of migration. The HLD can also be a catalytic event for future action. To this end, IOM has identified a number of potential outcomes, available on the IOM website (www.un.int/iom/IOM-HLD.html). IOM looks forward to working together with other stakeholders to usher in a new era of migration for development.



Endnotes

- a International Covenant on Civil and Political Rights, UN G.A. Res. 2200A (XXI) of 16 December 1966; the International Covenant on Economic, Social and Cultural Rights, UN G.A. Res. 2200A (XXI) of 16 December 1966; International Convention on the Elimination of All Forms of Racial Discrimination 1965, UN G.A. Res. 2106 (XX) of 21 December 1965; Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment 1984, UN G.A. Res. 39/46 of 10 December 1984; Convention on the Elimination of All Forms of Discrimination Against Women 1979, UN G.A. Res. 34/180 of 18 December 1979; Convention on the Rights of the Child 1989, UN G.A. Res. 44/25 of 20 November 1989; and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, UN G.A. Res. 45/158 of 18 December 1990. For the texts of these instruments, see <http://www.ohchr.org/english/law/index.htm>.
- b United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and United Nations Protocol against the Smuggling of Migrants by Land, Sea and Air, each supplementing the UN Convention Against Transnational Organized Crime (2000).
- c For example, in the context of migration and trade, Mode 4 of the General Agreement on Trade in Services (GATS); in the context of labour migration, Conventions No. 97 of 1949 concerning Migration for Employment (Revised) and No. 143 of 1975 concerning Migrations in Abusive Conditions and the Promotion of Equality of Opportunity and Treatment of Migrant Workers; in the context of refugees, IDPs and non-combatants displaced by conflict situations, Convention relating to the Status of Refugees; UNTS No. 2545, Vol. 189, p. 137, and Protocol relating to the Status of Refugees, UNTS No. 8791, Vol. 606, p. 267; Guiding Principles on Internal Displacement, E/CN.4/1998/53/Add.2, 11 February 1998; the 1949 Geneva Convention IV Relative to the Protection of Civilian Persons in Time of War, 75 UNTS (1950) 287-417; the 1977 Geneva Protocol I Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of International Armed Conflict, 1125 UNTS (1979) 3-608; and the 1977 Geneva Protocol II Additional to the Geneva Conventions of 12 August 1949, and Relating to the Protection of Victims of Non-International Armed Conflicts, 1125 UNTS (1979) 609-99.
- d IOM conducts these activities through its newly-established International Migration Law and Legal Affairs Department, which was set up in order to fulfill IOM's role to assist States in the orderly and humane management of migration. IOM Council Resolution No. 923 (LXXI) of 29 November 1995.