



CHAPTER

1

**The international
system working as one**

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The global discourse on migration has shifted significantly in recent years with the increase in knowledge and awareness about the multifaceted nature of human mobility and its potential to benefit development at the human, social and economic levels. The various players in the international system that are engaged in migration issues – the United Nations (UN), the International Organization for Migration (IOM), UN and IOM Member States, regional cooperation mechanisms (both formal and informal), civil society and other concerned stakeholders – have all contributed to this changing discourse.

Since the first UN General Assembly High-level Dialogue on International Migration and Development (HLD) in 2006, there has been growing consensus that migration can be beneficial for all concerned if managed in ways that facilitate safe and empowering mobility, while ensuring that migrants' human rights are respected and protected. International cooperation and partnership are essential to promoting the development potential of migration, while addressing its negative effects. The second UN HLD, to be held in October 2013,¹ will take stock of the international debate and activities around migration since 2006, and the international system underpinning these.

This book showcases the mandates and work of 28 UN organizations and related international entities engaged with international migration issues, which have supported the UN System Chief Executives Board for Coordination (CEB)² in preparing for the second HLD. They comprise members of the CEB, including the 16-member Global Migration Group (GMG), which includes IOM;³ the Special Rapporteur on the Human Rights of Migrants; and the NGO Committee on Migration.⁴ For the purposes of the book, these bodies are referred to as “HLCP–GMG agencies.”

¹ The second High-level Dialogue on International Migration and Development (HLD) will be held during the UN General Assembly's sixty-eighth session, from 3 to 4 October 2013. Information on the preparation for the HLD can be found at: www.un.org/esa/population/migration/hlmimd2013/highlevelmim2013.htm.

² The UN System Chief Executives Board for Coordination (CEB), chaired by the UN Secretary General is the main instrument for 29 executive heads of the UN system to coordinate their actions and policies. Its High-level Committee on Programmes (HLCP) advises on policy, programme and operational matters of system-wide importance and fosters inter-agency cooperation and coordination on behalf of the CEB.

³ IOM is a founding member of the GMG, but it is not a UN agency and therefore also not a member of the CEB.

⁴ The HLCP–GMG agencies that contributed to this book include: the 16 GMG members, namely, ILO, IOM, The UN Conference on Trade and Development (UNCTAD), the UN Department of Social and Economic Affairs (UN DESA), the UN Development Programme (UNDP), UNESCO, the UN Population Fund (UNFPA), the UN High Commissioner for Refugees (UNHCR), UNICEF, UN Institute for Training and Research (UNITAR), the UN Office on Drugs and Crime (UNODC), the Office of the UN High Commissioner for Human Rights (OHCHR), the UN regional commissions, UN Women, WHO and the World Bank; 10 non-GMG agencies, namely, the Food and Agriculture Organization (FAO) of the United Nations, the International Civil Aviation Organization (ICAO), the International Fund for Agricultural Development (IFAD), the International Maritime Organization (IMO), UNAIDS, the UN Environment Programme (UNEP), UN-Habitat, Universal Postal Union (UPU), WIPO and the World Meteorological Organization (WMO); the Special Rapporteur on the Human Rights of Migrants; and the NGO Committee on Migration. The Special Representative of the Secretary General for International Migration and Development (SRSG) also contributed to the recommendations and outcomes on migration reflected in this book.

This book draws on the individual contributions that the HLCP–GMG agencies have compiled into a set of recommendations and outcomes for the 2013 HLD, as mandated by the High-level Committee on Programmes (HLCP) of the CEB in April 2012 and coordinated by the UN Population Fund (UNFPA) and IOM in collaboration with the GMG. It illustrates the significant work undertaken by the various contributors in support of migrants, their families and societies touched by migration. The agency chapters draw the attention of policymakers and practitioners to the existing tools, guides and good practices that can help create enabling migration and development policy environments.

The book also offers some unique insights into the growing coherence of action among these key international players in the area of migration. The collaboration among the agencies represented in this book reflects ongoing efforts to advance global understanding and inter-agency cooperation on migration. The book thus helps to fill a gap in knowledge about the “international system” around migration.

Inter-agency perspectives on migration and development

The 2013 High-level Dialogue offers a timely opportunity to take stock of the mandates and work of the United Nations and its partners in the migration (and development) field since the first HLD. It also marks an important occasion to discuss how migration may be integrated into the post-2015 United Nations development agenda.

To prepare their proposed recommendations and outcomes on migration for the 2013 HLD, as requested by the CEB, the relevant international entities were asked to complete a questionnaire covering the following areas:

- (a) Their activities to promote the development aspects of international migration, undertaken since the 2006 HLD;
- (b) The support they provided to the Global Forum on Migration and Development (GFMD);
- (c) Good practices identified in the organizations’ respective fields;
- (d) Challenges in carrying out their work;
- (e) Perceived gaps in the field of migration and development;
- (f) Recommendations for the 2013 HLD.

The summary of responses to the questionnaire formed the basis of the recommendations and outcomes on migration submitted to the CEB in early 2013 in preparation for the HLD. In their more detailed form, the agency responses provided

the substance for the chapters in this book, which are structured in line with the areas surveyed, as listed above.

In their responses to the questionnaire, the contributing agencies pointed to the urgency of concerted action by all stakeholders in a world where migration and development interconnect in complex, ever-widening and evolving ways. As policymakers increasingly understand and seek to strengthen these connections, they are looking to factor migration into other areas of public policy relevant to development. This, in turn, requires better coordinated support from the United Nations and related international entities with relevant mandates in these areas.

In the “Recommendations and Outcomes” paper, the agencies represented in this book agreed on the following key elements for improved policies and practices at the international, regional and local levels to enhance the development outcomes of migration for migrants and societies:⁵

- (a) Facilitating orderly and safe mobility, recognizing that greater mobility is inevitable and indeed necessary in the twenty-first century;
- (b) Aspiring to make migration a genuine choice, instead of a desperate necessity;
- (c) Prioritizing the protection of migrants and their human rights – including labour rights; access to asylum, health and decent work; considerations of social protection and well-being; and the rights of all children in the context of migration – in rights-based and gender-sensitive policies and practices;
- (d) Focusing on the human development potential of migration, including the potential to improve the lives of individuals and families, as well as migration’s contribution to the economic growth and development of countries;
- (e) Addressing public perceptions of migrants and migration to counter anti-migrant sentiment, xenophobia and discrimination, and raise awareness of migrants’ overwhelmingly positive contributions to societies of origin and destination;
- (f) Recognizing that forced and voluntary forms of migration are not always easily distinguishable, and ensuring protection and assistance for the most vulnerable;
- (g) Committing to cooperation with all partners involved in and affected by migration, while recognizing the sovereign prerogative of States to determine the entry into and stay of non-nationals on their territories, within the limits set by States’ international legal obligations;

⁵ These key elements were cited verbatim from the Executive Summary of the proposed Recommendations and Outcomes for the 2013 UN General Assembly High-level Dialogue on International Migration and Development, considered and endorsed by the CEB at its first regular session for 2013 on 5 April 2013.

- (h) Finding balanced measures to combat harmful forms and effects of migration, including cross-border trafficking in persons and smuggling of migrants, while protecting human rights.

This ad hoc collaboration among 28 entities in formulating a common set of recommendations and outcomes on migration for the 2013 HLD marked a new stage in the evolution of a more coherent and broad-based framework for dialogue and cooperation on migration, which started with the Programme of Action of the 1994 International Conference on Population and Development (ICPD).

Tracing global cooperation on migration from 1994 to 2013

The year 1994 was a defining moment in the recent history of multilateral cooperation on migration.⁶ The International Conference on Population and Development (ICPD) in Cairo produced the first comprehensive agenda and call for global action to deal with international migration. In particular, Chapter 10 (“International Migration”) of the ICPD Programme of Action urged States to cooperate on issues ranging from promoting the development potential of migration to respecting the human rights of migrants, combating human trafficking and reducing irregular migration.⁷ It remains one of the most comprehensive texts on international migration adopted by the international community to date.

Following Cairo, the issue of international migration and development has been a sub-item with biennial periodicity on the agenda of the second Committee of the General Assembly. Major UN conferences and their outcome documents, including the World Summit for Social Development (Copenhagen, 1995), the fourth World Conference on Women (Beijing, 1995), the UN Millennium Declaration (2000),⁸ the 2001 Durban Declaration and Programme of Action (of the World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance), and the World Summit Outcome (2005) all have addressed relevant aspects of international migration.

Yet throughout the 1990s and early 2000s a basic tension remained between the desire of some States to retain the sovereign right to determine who may enter and remain in their respective territories and the growing desire of others for rights-based and multilateral approaches to migration governance. Repeated calls by some Member States to convene a world conference on international migration remained

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⁶ Note that international labour migration had already been discussed for many years at the ILO, leading to the adoption of Convention No. 97 in 1949 and No. 143 in 1975, which (as well as their accompanying recommendations, No. 86 and No. 151) have been ratified by 49 and 23 States, respectively, as of 29 May 2013. Discussions on the UN Migrant Workers Convention started in 1979, and, in 1985, the UN General Assembly adopted the Declaration on the Rights of Individuals who are Not Nationals of the Country in Which They Live (A/RES/40/144), available at www.un.org/documents/ga/res/40/a40r144.htm.

⁷ See Chapter 10 of the ICPD Programme of Action at www.unfpa.org/public/home/publications/pid/1973.

⁸ It should be noted, however, that the Millennium Development Goals do not make particular reference to migration.

unanswered, and it took almost a decade before the ICPD recommendations were acted upon within the UN system.

The lack of consensus among Member States about how and whether to move forward on the global migration agenda is in part exemplified by the UN International Convention on the Protection of the Rights of Migrant Workers and Members of their Families (ICRMW). Adopted in 1990 after more than ten years of discussion, it took another 13 years before the ICRMW entered into force in 2003. As of 3 May 2013, only 46 States were party to the Convention, none of which were high-income destination countries.

At the same time, the need for better dialogue and cooperation on migration issues had become clear, as no State could effectively manage the full complexity of migration on its own. In the 1980s and 1990s, regional groups of governments began creating informal, non-binding regional consultative processes on migration (RCPs) to discuss common, “neighbourhood” migration challenges, in some cases expanding these to interregional dialogue processes.

A number of further developments occurred at the turn of the millennium, reflecting the need for more multilateral, interdisciplinary dialogue on migration:⁹

- (a) A global consultative process, the Berne Initiative, was set up in 2001 by Switzerland to manage cross-border migration through enhanced understanding and inter-State cooperation. Its outcome document, “International Agenda for Migration Management,” was in some ways a precursor of the GFMD.
- (b) In 2001 IOM Member States initiated the International Dialogue on Migration, a multi-stakeholder forum for migration policy dialogue, to allow themselves and IOM Observer States, as well as international and non-governmental actors, to analyse current and emerging issues in migration governance.
- (c) In his 2002 report on “Strengthening of the United Nations: An agenda for further change” (A/57/387), then UN Secretary General Kofi Annan identified migration as a priority issue for the international community. As a follow-up, Kofi Annan convened a working group which recommended in its final report in 2003 the establishment of the Global Commission on International Migration.
- (d) In 2003 the General Assembly agreed to devote a high-level dialogue to international migration and development in 2006. In contrast to a migration conference, which

⁹ For further information, see: UNFPA and IOM, “Towards the High-level Dialogue on International Migration and Development: From the 1994 Cairo International Conference on Population and Development to the Present,” background paper for the 2013 High-level Dialogue Round Table, available at www.unobserver.iom.int/index.php/hld-series (2012); and United Nations, *Compendium of Recommendations on International Migration and Development: The United Nations Development Agenda and the Global Commission on International Migration Compared* (New York, United Nations, 2006), available from www.un.org/esa/population/publications/UN_GCIM/UN_GCIM_ITTMIG.pdf.

would require negotiations, it was determined that the outcome document of the high-level dialogue would be a non-binding “Chairman’s Summary.”

- (e) In 2003 the Geneva Migration Group was established by ILO, IOM, OHCHR, UNCTAD, UNHCR and UNODC as an informal consultative body for the heads of agency on cross-cutting migration issues.
- (f) In 2004 the International Labour Conference of the ILO adopted the Plan of Action for Migrant Workers, which is based on international labour standards, including, specifically, for the protection of migrant workers,¹⁰ and supports a rights-based approach to labour migration while recognizing labour market needs. The centrepiece of the Plan of Action is the non-binding Multilateral Framework on Labour Migration, approved by the ILO Governing Body in 2006. Both address migration and development and provide good examples of multi-stakeholder cooperation at the global level (governments and workers’ and employers’ organizations).
- (g) In 2005 the Global Commission on International Migration (GCIM) proposed six global principles for action and the establishment of a high-level group of agencies involved in migration-related activities to guide and implement a more coherent global system of migration governance.¹¹

In response to the recommendations of the GCIM, Kofi Annan appointed Peter Sutherland to be his Special Representative for International Migration and Development (SRSG) and encouraged the Geneva Migration Group to expand into the Global Migration Group (GMG). The new inter-agency group was formed to promote the wider application of international and regional instruments and norms relating to migration and strengthen inter-agency coherence.¹²

The first UN General Assembly High-level Dialogue on International Migration and Development was held on 14–15 September 2006. As a result of the UN HLD, the GFMD was created as an informal, non-binding, voluntary and State-led process to move forward the global dialogue and cooperation on migration. The GFMD was to operate outside the UN system, but closely linked to it through the SRSG. The GFMD process assumed a similar model to that of RCPs, which are also informal and voluntary in orientation.¹³

¹⁰ The standards referred to here are contained in the Migration for Employment Convention (Revised), 1949 (No. 97) and the Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143).

¹¹ See: Global Commission on International Migration (GCIM), *Migration in an Interconnected World: New Directions for Action* (Geneva, GCIM, 2005). Visit the GCIM website (www.gcim.org) for more information.

¹² The GMG today comprises of the following organizations: ILO, IOM, UNCTAD, UN DESA, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNITAR, UNODC, UNOHCHR, the UN regional commissions, UN Women, WHO and the World Bank. For more information about the GMG, visit www.globalmigrationgroup.org/en/what-is-the-gmg.

¹³ See also: I. Omelaniuk, *Global Perspectives on Migration and Development: GFMD Puerto Vallarta and Beyond* (New York, IOM and Springer, 2012), available from www.springer.com/social+sciences/population+studies/book/978-94-007-4109-6.

Framing the migration debate in the development context has helped reduce some of the heat around migration issues and open the way for more integrated and coherent policymaking. Since 2006, more evidence has been gathered about the potential benefits of migration for both developing and developed countries, which has allowed migration to be seen increasingly as a potential win-win option for all involved. Today, in the global discussions on redefining the global development agenda post-2015, migration is viewed as a potential “enabler” for equitable, inclusive and sustainable social and economic development, to the mutual benefit of affected countries, and the human development of migrants, their families and communities, if governed and supported appropriately.¹⁴

Today, the agency-led GMG and State-led GFMD are two of the most important global mechanisms for multi-stakeholder dialogue and cooperation on migration and development which can underpin a more coherent global migration governance system. The GFMD is the largest forum for governments outside the United Nations to discuss migration and development issues, while the GMG brings to the table universal principles, the diversity of perspectives and the technical support necessary for such a complex, cross-cutting subject. As such, the GMG is the pre-eminent multilateral partner of the GFMD.

Global Migration Group – towards coordination, consensus and coherence

The GMG has achieved a measure of interdisciplinary collaboration in recent years that could not have been foreseen, or been possible, a decade ago. It has led to a more open, constructive and congenial climate for inter-agency debate and exchange on migration and development, and has encouraged the adoption of more coherent, comprehensive and better-coordinated approaches to international migration among States and their non-State partners.¹⁵

However, the stark contrasts and diversity of mandates, governance structures, funding, operations, capacities and priorities among its members continue to pose challenges to the GMG as a collective. For example, IOM is dedicated full-time and exclusively to migration and has a broadly defined core migration mandate, while ILO has a constitutional mandate to protect migrant workers that dates back to 1919. For several agencies, migration is not a major part of their work, yet relevant to their respective areas of focus. Some agencies may have a large operational footprint and provide direct assistance to governments, migrants and communities, while others are

¹⁴ This is referenced in the proposed Recommendations and Outcomes paper for the 2013 HLD compiled by the HLCP–GMG Group for the CEB. See also the report to the Secretary General by the UN System Task Team on the post-2015 UN development agenda, “Realizing the future we want for all,” New York, June 2012, available at www.un.org/en/development/desa/policy/untaskteam_undf/untt_report.pdf.

¹⁵ Visit the GMG website at www.globalmigrationgroup.org. For the Group’s terms of reference, see also www.globalmigrationgroup.org/uploads/what-is-gmg/Final%20GMG%20Terms%20of%20Reference_prioritized.pdf.

charged with normative oversight and standard-setting. Some have a wide network of field offices, and others are more “headquarters-oriented.”

Despite these challenges, GMG agencies, individually and jointly, have helped make the critical connections between migration and development and other related areas such as human (including labour), rights, gender, children, family, employment, recognition of qualifications and skills, social protection, portability of social security benefits, climate, environment, health, education and trade and have highlighted specific aspects of migration, such as South–South migration, migrants in distress, human trafficking, migrant smuggling and diaspora.

Ad hoc coalitions among certain GMG agencies have implemented programmes directly with governments, migrants, communities and civil society, and have worked jointly on various tools and compendia of good practice.¹⁶ Large or small, all members of the GMG bring an important piece of the migration and development puzzle to the table. Since 2006, each GMG Chair has helped consolidate the GMG as a cooperative body and broaden its thematic reach and relevance for the international agenda on migration and development.

Joint publications, such as the book *International Migration and Human Rights* (2008),¹⁷ the GMG handbook on *Mainstreaming Migration into Development Planning* (2010),¹⁸ and the report *Adolescents, Youth and Migration: Challenges and Opportunities* (2013), represent collaborative efforts and growing consensus on key issues of concern. In addition, the GMG has delivered joint briefings and statements at the UN General Assembly, the GFMD, the IOM Council and other international forums, including the Joint Statement on the Human Rights of Migrants in an Irregular Situation in 2010,¹⁹ and the Joint Statement on the Impact of Climate Change on Migration in 2011.²⁰ In 2010 and 2011, the GMG held thematic symposiums with Member States and a broad range of civil society stakeholders entitled “Overcoming Barriers: Building Partnerships for Migration and Human Development” and “Migration and Youth: Harnessing Opportunities for Development,” respectively.

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¹⁶ See, for example: ILO, IOM and OSCE, *Compendium of Good Practice Policy Elements in Bilateral Temporary Labour Arrangements*, prepared for GFMD 2008 (Manila) as a follow-up on GFMD 2007; or the round table background paper prepared by the World Bank and IOM for GFMD 2012 entitled “Supporting migrants and diaspora as agents of socioeconomic change,” which the GFMD has identified for follow-up completion as a good practice tool. http://government.gfmd2008.org/component/option,com_docman/Itemid,45/task,cat_view/gid,43/

¹⁷ GMG, *International Migration and Human Rights: Challenges and Opportunities on the Threshold of the 60th Anniversary of the Universal Declaration of Human Rights* (Geneva GMG, 2008), available from www.globalmigrationgroup.org/uploads/documents/Int_Migration_Human_Rights.pdf.

¹⁸ An electronic copy of the handbook is available for download from http://publications.iom.int/bookstore/index.php?main_page=product_info&products_id=661.

¹⁹ This document is available for download from www.globalmigrationgroup.org/uploads/news/GMG%20Joint%20Statement%20Adopted%2030%20Sept%202010.pdf.

²⁰ The Joint Statement on the Impact of Climate Change on Migration was endorsed at the GMG Principals’ meeting in Fall 2011 and is accessible at www.globalmigrationgroup.org/uploads/english.pdf.

The GMG has conducted joint surveys on migration and development-related policy research and data collection, as well as migration and development projects and activities in the context of the GFMD.²¹ The Group also undertook a survey of its capacity-building initiatives, identifying gaps, overlaps and potential synergies among its members in this area.²² Membership of the UN regional commissions has brought a regional perspective into the Group's activities. It has also broadened the base of cooperation on migration, as in the case of the Asia-Pacific Regional Coordination Mechanism Thematic Working Group on International Migration including Human Trafficking, which engages 15 UN and UN-related entities and IOM in joint, cross-border activities.

Over the course of their collaboration, GMG members have deepened their common understanding of the interactions between migration and development, and the need for joined-up response strategies. For example, the mainstreaming pilot programme that GMG members are conducting in four countries has brought to light synergies that exist between its activities and other interdisciplinary migration and development initiatives, such as the EC-UN Joint Migration and Development Initiative (JMDI) and the Migration Profiles series. JMDI has supported more than 50 transnational projects managed by civil society, migrant and diaspora organizations, which often work in tandem with local authorities, and has established a global migration and development network, M4D Net. The GMG-promoted Migration Profiles serve as national tools for migration data collection and analysis, bringing together migration data from disparate sources to facilitate evidence-based policymaking in 53 countries.²³ The compilation of a common set of indicators for the Migration Profiles, prepared under the auspices of the GMG Working Group on Data and Research, is another example of how the GMG can add value to national initiatives.

The GMG is still consolidating itself. Given the long histories and diverse mandates of its member agencies, the GMG is likely to be a long-term endeavour.²⁴ An internal

²¹ To learn more about this survey, visit www.gfmd.org/documents/brussels/gfmd_brussels07_contribution_results_of_the_gmg_survey_en.pdf.

²² To learn more about GMG capacity-building activities, visit www.iom.int/jahia/webdav/site/myjahiasite/shared/shared/mainsite/partnerships/docs/GMG_survey_CB%20final_29June07.pdf.

²³ About 25 per cent of the Migration Profiles produced by the end of 2012 can be considered as "extended" Migration Profile exercises. (Regional overviews, the 2006 Migration Profile pilot reports for Ghana and Ecuador, and the national migration reports produced in Thailand and Viet Nam are not included in this count. For further details, visit www.iom.int/cms/en/sites/iom/home/what-we-do/migration-policy-and-research/migration-research-1/migration-profiles.html.)

²⁴ The previous operating modalities provided for six-month chairmanships and workplans. The chairing Troika mechanism established in 2009 was a first step towards greater continuity between chairmanships. The creation of GMG thematic working groups – on "mainstreaming migration into development planning" (co-chaired by UNDP and IOM) and on "data and research" (co-chaired by UN DESA and IOM) – marked an important advance in GMG collaboration, as these allowed for greater coherence and integration of its work. Regular meetings at the principal and technical levels helped capture and review areas of common interest and plan joint actions, where possible, also in support of the Member States in the larger GFMD.

review of the operating modalities of the Group, which commenced in April 2012,²⁵ has led to further revisions, including the extension of GMG chairmanships from 6 to 12 months; setting multi-year workplans beginning 2013; creating additional thematic working groups or time-bound (ad hoc) task forces;²⁶ establishing a small, time-bound secretariat; and pursuing individual (or small group) fundraising projects for the work streams of the multi-annual workplan, in consultation with UN Country Teams, as appropriate. These reflect similar reforms proposed for the GFMD by an internal assessment conducted by its Member States in 2011–2012.²⁷

The actions taken forward in 2013 to streamline the structure and actions of the GMG reflect the behaviour of a “community” of disparate international agencies that share an interest in working coherently and effectively on common global migration and development challenges. In bringing together agencies willing to pool their expertise and resources and deliver joint outputs and results, the GMG has become an effective working mechanism for coordination, consensus-building and cooperation on migration. As such, it provides a solid basis for future work with governments and other partners to implement the outcomes of the 2013 HLD and pave the way for a migration-inclusive post-2015 development agenda.²⁸

The GMG and the GFMD — looking for synergies

The State-led GFMD²⁹ has, from the outset, offered a focus and reference point for the actions of the GMG, mostly by engaging individual GMG members in thematic preparatory and follow-up work on its round tables and/or promoting partnerships on policy- and process-related issues through its Civil Society Days, Common Space panels and Platform for Partnerships. The GFMD has also challenged the capacity of the GMG to respond to migration and development issues as a group.

From the earliest days of the GFMD, the GMG has consistently drawn the attention of respective GFMD Chairs to the human rights and social policy dimensions of migration. GMG collaboration with the GFMD has highlighted a rights-based and gender-sensitive approach to human development gains for migrants (especially the most vulnerable, including children, adolescents, the youth and women). The Forum has helped move the issues of irregular migration, migrant workers in the informal economy, and human

²⁵ As per decisions made at the meetings of GMG Principals in April 2012 and November 2012, which were followed up by a GMG working-level retreat in February 2013.

²⁶ It was agreed that a Working Group on Human Rights, Gender and Migration, co-led by OHCHR, UN Women and UNICEF, would be set up. Its Terms of Reference would mainstream issues related to migrant rights to education, culture and health, among others. In addition, two task forces would be created: (a) Capacity Development, led by UNITAR and IOM, and (b) Migration and Decent Work, led by ILO and IOM.

²⁷ The proceedings of the 2012 GFMD, including this internal assessment, are available at www.gfmd.org/en/docs/mauritius-2012.

²⁸ For further independent commentary on the GMG and its potential role in the global governance of migration, see, for example: Antoine Pécoud, “Suddenly, Migration Was Everywhere: The Conception and Future Prospects of the Global Migration Group,” (Washington, D.C., Migration Policy Institute, 2013), available at www.migrationinformation.org/Feature/display.cfm?ID=932.

²⁹ The official website of the Global Forum on Migration and Development is www.gfmd.org.

and labour rights further to the fore of GFMD round tables and working groups. These, however, have mostly been the efforts of individual or small coalitions of GMG agencies.

Many of the agencies contributing to the Recommendations and Outcomes paper prepared for the CEB have reflected their support for the GFMD in the chapters of this book. Nonetheless, the debate continues about whether and how the GMG as a group should provide substantive and other forms of support to the GFMD. Initial expectations by GFMD Chairs and the SRSG that the Group would serve as a resource for the GFMD may have challenged the GMG to shape its own agenda and collective role more coherently.

Beyond the Global Migration Group

The larger group of UN organizations and other partners mandated by the CEB in 2012 to prepare the Recommendations and Outcomes paper on migration for the HLD reflects the ever-widening interconnectedness between migration and other fields of public policy – a crucial fact for the post-2015 development agenda discourse.

The agencies contributing to this volume cover almost all angles of migration and development, including: human rights, employment, education, health, social protection, agriculture and food security, climate, environment, security, family, children, gender, remittances and humanitarian action, among others. They also bring some new perspectives on migration and development in facing such pressing contemporary challenges as environmental degradation and climate change, rescue on the high seas, protection of intellectual property, South–South migration, internal migration and urbanization.

To cite just a few examples of the innovative initiatives by and among the agencies described in the ensuing chapters: (a) a global framework for climate services or a global platform on disaster risk reduction can serve the needs of migration and development policymakers, those assisting displaced and vulnerable persons on the ground, and migrants themselves; (b) a Migration Crisis Operational Framework supports State efforts to better monitor and respond to migration patterns that occur in connection with humanitarian crises; (c) a Postal Payment Services Agreement may hold postal service providers to standards and guidelines on international money orders and lower remittance costs for migrants and diaspora; (d) a global system for ePassport validation (that is, through the International Civil Aviation Organization [ICAO] Public Key Directory), together with a more equitable system for issuing entry visas, can facilitate border crossing, lower the cost of mobility and reduce protection risks for migrants; (e) a global agreement on intellectual property and patent policies may help foster international mobility of skills beneficial to both developing and developed countries; and (f) an operational framework for equitable access to migrant-sensitive health services might help migrants attain their human development potential and reduce the health costs of migration for migrants and societies.

Underpinning all such policy and partnership initiatives are the combined efforts of many of the HLCP–GMG agencies, most of them GMG members, to enhance data collection, research tools and knowledge bases. Recent and new initiatives include, for example, the African, Caribbean and Pacific (ACP) Observatory on Migration, the MigrantInfo database on migrant children and adolescents, and the Global Knowledge Partnership on Migration and Development. The EC–UN supported JMDI Programme, which engages five UN agencies, IOM and UN Country Teams in local projects with governments and civil society across many countries, demonstrates how the international system can deliver “as one” to provide practical, evidence-based policy recommendations on migration and development. At the regional level, the Situation Report on International Migration in South and South-west Asia, prepared jointly in 2012 by IOM and a large number of UN, non-UN and regional agencies, offers a useful reference text on migration dynamics across 10 countries in Asia. All of these examples and more are showcased in the ensuing chapters.

The growing number of joint actions within the international system illustrates the wide range of competencies required, which in reality are already being applied by many of the international agencies and their partners, to deal comprehensively with migration (and development). The preparations being undertaken by the CEB for the 2013 HLD have garnered the knowledge and inputs of one of the largest groups of international expert agencies around core challenges of migration and, in the process, offered some important insights into how the international system is beginning to cohere on this issue.

Looking towards the 2013 High-level Dialogue

The importance of the 2013 HLD for the Special Session of the General Assembly on the ICPD beyond 2014 and the Post-2015 UN Development Agenda, was recently underscored in the resolution “New Trends in Migration: Demographic Aspects,” adopted by the Forty-sixth Session of the Commission on Population and Development.³⁰ The resolution makes provision for a broad range of elements related to migration and development and calls upon the GMG and other stakeholders, within their respective mandates, to strengthen their collaboration and cooperation in the area of international migration; adopt coherent, comprehensive and coordinated approaches; and include migration issues in their contributions to the preparation of the post-2015 development agenda.

The HLCP–GMG agencies presented in this book agree that the 2013 HLD is an opportunity to improve policies and work at the local, national, regional and global levels on migration and development, while keeping migrants at the centre of the debate. The HLD should promote the human and labour rights of all migrants, the

³⁰ The resolution can be accessed at www.un.org/en/development/desa/population/pdf/commission/2013/documents/CPD46_Draft_Resolution_26April_ChairsText_fordistribution_22.30_correctedasadopted.pdf.

protection of the most vulnerable, and the human development potential of migration in the context of global preparations for a post-2015 development agenda.³¹

In their recommendations for the HLD, the HLCP–GMG agencies argue that a rights-based approach to migration and development, in line with international human rights law and relevant standards, makes good governance sense. Improved development outcomes for migrants and countries of origin and destination, as well as greater policy coherence, rest on the respect for and adherence to legal and normative frameworks relevant to international migrants. Particularly in the current global financial and economic climate, appropriately crafted labour migration policies that place migrants and their rights at the centre can go a long way towards mitigating the negative economic and social impacts on migrant workers. Rights-based policies formulated through sound evidence and inclusive discussion among all stakeholders can also strengthen public awareness about migration and its development benefits and reduce the incidence of xenophobia and abuse of migrants.

The Recommendations and Outcomes on migration endorsed by the CEB identify the following five priority areas in the context of the 2013 High-level Dialogue.³²

- (a) *Advancing the human rights and Human development aspects of migration.* The HLD should place the human rights of all migrants high on the agenda of policymakers and reaffirm the relevance of migration to human development, in destination and origin countries. Select actions:
- (i) Promote the ratification of all core international human rights and labour rights instruments and their effective implementation with respect to migrants, taking account of age, gender, family considerations and specific vulnerabilities.
 - (ii) Call for national action to promote awareness of migration realities and to combat xenophobia and discrimination against migrants.
 - (iii) Implement existing frameworks to ensure access to social protection and social services by migrants, regardless of their migration status.
- (b) *Strengthening the knowledge and evidence base.* The HLD should promote evidence-based policymaking on migration and thus greater investment in data, research, needs assessments, evaluations and capacity development with respect to migration and its impacts on and outcomes for individuals and societies. Select actions:
- (i) Aim for more systematic and nuanced data collection and analysis on migration.

³¹ This is in line with the UN General Assembly's Resolution on International Migration and Development (A/RES/67/219), which states that the HLD should identify "concrete measures to strengthen coherence and cooperation at all levels, with a view to enhancing the benefits of international migration for migrants and countries alike and its important links to development, while reducing its negative implications."

³² Quoted verbatim from the executive summary of the proposed Recommendations and Outcomes document for the 2013 HLD, considered and endorsed by the CEB at its first regular session of 2013 on 5 April 2013.

- (ii) Conduct more standardized and rigorous assessments and evaluations of the impact of migration and development initiatives.
 - (iii) Promote institutions and initiatives to further research and capacity in the area of migration, with a focus on South–South migration.
- (c) *Mainstreaming migration into national development policies and plans and into the post-2015 UN development agenda.* The HLD should call on countries of origin and destination to continue or initiate the mainstreaming of migration into national development strategies, poverty reduction strategies, and sectoral policies and plans. As a matter of priority, the HLD should ensure that migration receives due attention in the post-2015 UN development agenda. Select actions:
 - (i) Create greater coherence amongst policies on migration, development, employment, labour market, social protection, health, gender and education, with a special focus on low-skilled migrant workers and the recognition of qualifications.
 - (ii) Recognize the role of migration in enabling development in the context of the post-2015 UN development agenda and the Sustainable Development Goals, as a cross-cutting issue and potentially in its own right.
 - (iii) Achieve a reduction in the upfront costs of migration and in the transfer costs and transaction times of remittances, as well as broaden the geographical coverage of reliable financial services to rural areas.
- (d) *Improving inter-State and multi-stakeholder engagement and cooperation.* The HLD should reaffirm commitment to existing cooperation mechanisms; strengthen their impact; and strive for greater involvement of stakeholders at all levels, including non-governmental partners. Select actions:
 - (i) Strengthen the Global Migration Group, particularly at field level, and utilize its collective expertise in supporting States and other stakeholders in the effective implementation of internationally agreed development goals and legal obligations as they relate to migration, as well as recommendations of the Global Forum on Migration and Development.
 - (ii) Support the Global Forum on Migration and Development and regional mechanisms for dialogue and cooperation on migration.
 - (iii) Consider establishing a Permanent Forum on Migration and Development to bring the perspectives of migrants and larger civil society to national policy processes and global debates on migration.
- (e) *Trends to watch.* The HLD should highlight critical issues, trends and dynamics that – while not necessarily new in and of themselves – will shape migration globally and locally and, in particular, the migration–development nexus. The HLD should underline the need for data and research, capacity development and proactive policy approaches in these areas. Select issues:
 - (i) The situation of stranded migrants and migrants caught in crises in their destination or transit countries.

- (ii) The linkages between migration, environmental degradation and climate change.
- (iii) The impact of migration on urbanization and the needs and vulnerabilities of urban migrants.
- (iv) The increasing relevance of regional mobility and South–South migration.

Conclusion

This publication draws attention to the impressive array of programmes and initiatives in the area of migration and development by UN entities, IOM and their partners, often carried out in collaboration with governments and civil society. The impetus behind the book – the call of the CEB in 2012 to UN organizations and their partners for a Recommendations and Outcomes document on migration to support the preparations for the 2013 HLD – provided a timely opportunity to both take stock of and strengthen the cooperation and coordination among key entities dealing with migration.

By combining the contributions of 28 key international stakeholders in migration, the publication seeks to address, and in part redress, impressions of the hitherto fragmented work on migration by the international system. It illustrates how at the centre of these efforts the GMG today may be emerging as a more enduring model of coherent inter-agency cooperation that builds on decades of work on migration and continues to evolve in response to the growing international interest in migration.

In addition to informing Member States about the achievements of the UN system and IOM since 2006, the following chapters may provide direction to the work of the United Nations and the broader international system, in the wake of the 2013 HLD and towards a post-2015 development agenda that includes migration, by building on the lessons learned and addressing the gaps identified in this book. Inter-agency coherence will need to underpin any intergovernmental processes towards achieving inclusive, equitable and sustainable global development, where migration can be an enabling, rather than a negative, force.

