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ON FINANCING FOR DEVELOPMENT

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# Promoting safe migration

International Organization for Migration (IOM)

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**Promoting safe migration**  
**International Organization for Migration (IOM)**

## 1. Introduction

Ensuring safe, orderly and regular migration requires effective implementation of policies and systems, access to regular channels for migration, well-administered visa and entry schemes, and effective identity management practices. Maintaining the integrity of migration and mobility schemes requires the ability to detect irregular migration and prohibit illegal cross-border activity, such as, in particular, trafficking in persons, smuggling of migrants and other relevant criminal activities. It also requires the ability to identify and properly address the particular needs of all migrants potentially crossing borders and understand the underlying gender and power dynamics that may contribute to irregular migration and illegal cross-border activity.

## 2. Stocktaking (progress and implementation gaps)<sup>1</sup>

### 2.1 Global migration trends: 1 in 7 people are migrants today

Over one billion people in the world are migrants, or more than one in seven people globally. This figure includes the stock of international migrants - people residing in a country other than their country of birth - whose number reached 244 million in 2015, up by 41 per cent since 2000<sup>2</sup>; and it includes internal migrants - around 740 million, according to 2009 UNDP estimates<sup>3</sup>, of whom over 150 million are rural-urban migrants in China.<sup>4</sup> Women account for 48 per cent of the global international migrant stock<sup>5</sup>, and 72 per cent of the global migrant stock are of working age, though the share and the average age varies widely across regions. In 2015, South-South migration exceeded South-North migration by two percentage points, representing 37 per cent of the total international migrant stock.

### 2.2. Conflict and disaster induced internal displacement: 78.8 million people are forcibly displaced

By the end of 2014, 59.5 million individuals were forcibly displaced worldwide due to persecution, conflict, generalized violence, or human rights violations.<sup>6</sup> This reflects an increase in absolute terms of 8.3 million people over 2013, and represents the highest annual increase as well as the greatest level of forced displacement ever recorded. The total figure includes 19.5

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<sup>1</sup> IOM (2016) Global Migration Trends Fact Sheet 2015.

<sup>2</sup> The figure is based on the UN definition of an international migrant as any person who changes his or her country of usual residence for a period of at least 3 months, as per the 1998 UN recommendations on Statistics of International Migration.

<sup>3</sup> United Nations Development Program, Human Development Report 2009, see: <http://hdr.undp.org/en/content/human-development-report-2009>.

<sup>4</sup> Chan, K.W. 2013. China: internal migration. In The Encyclopedia of Global Human Migration. DOI: 10.1002/9781444351071.wbeghm124.

<sup>5</sup> UN Department of Economic and Social Affairs, Trends in International Migrant Stock: The 2015 Revision.

<sup>6</sup> UNHCR, Mid-Year Trends 2015. See: <http://www.unhcr.org/56701b969.html>.

million refugees, (14.4 million under UNHCR's mandate and 5.1 million Palestinian refugees registered with UNRWA), 38.2 million IDPs and 1.8 million asylum-seekers. The figure does not include an additional 19.3 million newly displaced by natural disasters during 2014, based on flow data and therefore not directly comparable with the previous (stock) figures.<sup>7</sup> By mid-2015, UNHCR registered over 34 million cases of internal displacement globally. IOM's Displacement Tracking Matrix system, a tool tracking displacement in countries affected by conflicts or natural disasters, tracked over 9 million people caught in conflict and natural disaster conflicts across 24 countries between 2014 and mid-2015. More than 19.3 million people were displaced by disasters in 100 countries over the course of 2014.

### 2.3 Irregular migration: at least 50 million irregular migrants worldwide in 2010

Irregular migration is hardly quantifiable or measurable, given its clandestine nature, the lack of data sources and of a universally agreed definition, and its highly dynamic character. The most recent global estimate of irregular migration suggests that there were at least 50 million irregular migrants worldwide in 2010. IOM reports an estimated 227,316 migrants and refugees entered Europe by sea in 2016 through 3 July, arriving in Italy, Greece, Cyprus and Spain. Deaths so far this year are 2,920 compared with 1,838 through the first six months of 2015. Migrant fatalities in the Mediterranean in 2016 are now 1,082 more than last year's mid-year total. The 383 deaths in June – slightly fewer than 13 per day – were the highest monthly total for June in three years. In 2015, at least 5,417 migrants died or went missing during migration. The number of apprehensions along international borders – one of the most reliable indicators of irregular migration has increased substantially when looking at the European Union.<sup>8</sup> According to Frontex, irregular arrivals to Europe almost tripled between 2013 and 2014, from about 100,000 to 283,000; the number increased six-fold between 2014 and 2015, with over 1.8 million irregular arrivals registered, both by land and sea.

### 2.4 Forced and voluntary return: the number of voluntary returns exceeded that of forced returns

In 2015, a total of 175,220 individuals were forcibly or voluntarily returned to their countries of origin or third countries from the 28 EU Member States, plus Iceland, Norway and Switzerland, according to figures registered by Frontex.<sup>9</sup> This represents an almost 9 per cent increase over 2014 figures (161,309) and the highest number recorded since 2011. However, when compared to the large fluctuations in irregular border crossings and apprehensions across EU countries, the number of actual returns has remained fairly stable. Notably, for the first time since 2012, the number of voluntary returns as recorded by Frontex exceeded that of forced returns (81,681 over 72,473). Main countries of origin of individuals who were forcibly returned and whose nationalities were recorded by national authorities were Albania, Morocco, Kosovo,

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<sup>7</sup> Internal Displacement Monitoring Centre (IDMC), Global Estimates 2015: People displaced by disasters.

<sup>8</sup> Examples of other indicators are national regularization programmes and employer sanctions.

<sup>9</sup> Frontex Annual Risk Analysis Report 2016, See:

[http://frontex.europa.eu/assets/Publications/Risk\\_Analysis/Annula\\_Risk\\_Analysis\\_2016.pdf](http://frontex.europa.eu/assets/Publications/Risk_Analysis/Annula_Risk_Analysis_2016.pdf).

Serbia and the Syrian Arab Republic.<sup>10</sup> Individuals who returned voluntarily in 2015, according to Frontex, were mainly from Ukraine, India, Kosovo, Albania and Pakistan.

### **3. Policy options and recommendations for corrective action**

Significant gaps remain in terms of quantity, accuracy, timeliness, disaggregation, comparability (over time and across countries) and accessibility of migration-related data. Timely and quality disaggregated data on migration are often scarce or incomplete, making it challenging for decision makers to develop effective and informed migration policies. Data on stocks and flows of migration population seldom provides detail of the development circumstances of migrants and their families, including their access to health, education, social protection or standard of living. Moreover, most official data systems also fail to capture the number of migrants who are in an irregular situation, as well as their living and working conditions. A critical lack of data collection on the rights of migrants and disaggregation by migration status often conceals exclusion and inequalities, and makes it difficult to measure progress and dismantle patterns of discrimination, leading to further inequalities and increased vulnerability.

#### **3.1 Address migration in relation to other development goals**

Although SDG Target 10.7 urging countries to “facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies” is the most relevant to the AAAA commitments addressed in the paragraph 111, migration also plays a key role in a variety of other targets due to its cross-cutting nature, including those on scholarships related to student mobility (4.b), trafficking with a focus on women and girls (5.2), forced labour (8.7) and children (16.2); on Migrant workers’ rights (8.8), especially women migrants; and on data disaggregation including by migratory status (17.18).

Therefore, it is crucial to capture the multi-dimensionality of migration and its interlinkages across traditional sectors at both the policy implementation and monitoring phases. In order to ensure migration is a choice and not a necessity, addressing other development goals holistically in the context of migration, such as food security, access to health care, education, water and energy, decent work, housing, and justice, as well as inequality and peaceful and inclusive societies is essential to understand the complex factors that influence migration-related decision-making.

#### **3.2. Implement the Migration Governance Framework<sup>11</sup>**

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<sup>10</sup> This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo declaration of independence.

<sup>11</sup> See: <https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf>

IOM also urges Member States to implement its Migration Governance Framework (MiGOF) which covers all aspects of migration and bridges the historical divide between development and humanitarian aspects of human mobility. IOM sees that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society

- When it:
  - adheres to international standards and fulfils migrants' rights;
  - formulates policy using evidence and a "whole-of government" approach;
  - engages with partners to address migration and related issues;
- As it seeks to:
  - advance the socioeconomic well-being of migrants and society;
  - effectively address the mobility dimensions of crises; and
  - ensure that migration takes place in a safe, orderly and dignified manner.

### 3.3. Establish foreign credential recognition systems and adopt inclusive labour market policies

A significant proportion of skilled and highly skilled migrants, especially women migrants, find themselves unable to access skilled employment and put their education at use. Female labour migrants are frequently confined to low-skilled jobs in domestic and care work, hotel and catering services, the entertainment and sex industry, agriculture and assembly lines. This includes many skilled or highly skilled women who face downgrading and deskilling in the country of destination. It is particularly difficult to obtain a work permit and legal status in these low-skilled sectors. Additionally, these sectors are quite regularly characterized by poor working conditions, low pay, withheld wages, considerable insecurity and high risk of sexual harassment, exploitation and abuse, which all influence women's ability to remit and the amount of money they are able to send.

Possessing an irregular migration status may increase migrants' vulnerability to labour exploitation and discrimination in employment terms and conditions which in turn may exert downward pressure on the labour market and worsen conditions for national labour forces. Attention should be paid in this regard to the inclusion of migrants and the recognition of their skills and credentials in the labour market. It is worth considering some of the biases certain migration regulations can have and their impact on migrants' ability to use their skills and know-how. Active labour market policies, including affirmative action in favour of women and equal pay policies to reduce the gender pay gap, including migrant women, are needed. Once taking part fully in their host society, migrants can contribute as robustly as they could to the development of their home countries, for example by sharing their skills and know-how and sending higher levels of remittances.

### 3.4. Empower migrants through dialogue and advancing access to information

It is important to increase dialogue between local authorities who are making decisions and migrant organizations that are often underrepresented in the integration decision-making processes and policies. At both local and national levels, well-planned approaches to the integration of migrants can support stability and security within the receiving country and help ensure that migrants are positively contributing to society through the new knowledge and skills that they acquire. Development of an innovative mobile application is another way to empower migrant workers around the world by advancing access to information in a world of increased mobility.

### 3.5 Address challenges of data collection

There is a clear need to further build countries' capacity in collecting, processing, analysing and disseminating migration data from traditional sources; on the other hand, countries should look into the vast and underexplored potential of innovative sources of data. Both aspects will be relevant in strengthening the migration evidence base and therefore contributing to a better understanding of the impact of mobility on development. Accurate data collection on migrant's enjoyment of their rights and their contribution to development can also enhance a more accurate understanding of migration and the situation of migrants. In addition, data collection on migrants and mobile populations, who are particularly vulnerable to violence, abuse and exploitation, should be collected carefully and serve as a basis for the protection of their human rights to facilitate their access to basic services. Otherwise those collected data can be misused to deny their human rights or expose vulnerable people to further risks.

### 3.6 Combat xenophobia and promote integration of migrants

The role of the media in combating xenophobic reactions and fears can be paramount in shaping – or re-shaping – the public discourse and political response. The media is often one of the primary sources of information on migration for the general public and therefore political constituencies. Just as the media can further xenophobic fears and reactions, so too can the media promote positive, well-balanced migration coverage and public discourse. Alongside the role of the media is the role of politicians, who often set the tone for media and who can draw from media commentary and opinions of constituents to inform their political rhetoric and policy stance. Political leadership is imperative to combating the toxic discourse which today promotes a harmful, limited perception of migrants. Compassion, fact-based understanding and creativity need to be the cornerstones of politicians' migration response.

## **Annex 1. Presentation of relevant work by UN system and others in the area**

### **Global Migration Data Analysis Centre**

In order to ensure safe, orderly and regular migration, collection, analysis and dissemination of data is crucial. IOM established the new Global Migration Data Analysis Centre (GMDAC) in Berlin, Germany, as IOM's response to growing calls for comprehensive data on global migration trends. GMDAC aims at contributing to provide authoritative and timely analysis of data on global migration issues and become a global hub for data on migration; to contribute to the monitoring of migration-related targets within the Sustainable Development Goals framework, and facilitate new research on emerging global migration trends; and to enhance IOM efforts to build the data capacities of its Member States, Observers, and partners.

### **Migration Governance Index**

The Migration Governance Index (MGI) co-developed by IOM and the Economist Intelligence Unit (EIU) aims to provide a consolidated framework for evaluating country-specific migration governance structures, and to act as a potential source for informing implementation of the migration-related SDGs. The index provides a framework for countries to measure their progress towards better migration governance. It comprises information that offers a means to compare migration policies in a systematic way. The aim is to raise awareness of what good migration governance might look like and it does not try to rank countries' migration policies. The MGI considers countries' institutional framework in a number of key policy areas, including: (i) institutional capacity; (ii) migrant rights; (iii) labour, economics and investments; (iv) migration management; and (v) partnerships. These five policy domains are directly inspired from IOM's Migration Governance Framework (MiGOF), adopted by IOM's 162 Member States in November last year. The MGI results will be a tool to assist governments to identify gaps and prioritize when building institutional capacity and devising new migration policies and programmes.

[http://www.iom.int/sites/default/files/our\\_work/EIU-Migration-Governance-Index-20160429.pdf](http://www.iom.int/sites/default/files/our_work/EIU-Migration-Governance-Index-20160429.pdf)

### **Displacement Tracking Matrix**

The Displacement Tracking Matrix (DTM) is an information management tool developed by IOM to gather baseline information on displaced populations and their conditions in the location in which they have temporarily settled. DTM is a flexible instrument, adaptable to diverse situations, changing information needs, and external feedback. After each round of DTM implementation there is a period for evaluation to allow for continual improvement. Information is disseminated through the arrangement of results that can be downloaded from our website, as well as viewed through interactive maps.

<http://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/DOE-Infosheet-DTM-v2-1.pdf>

### **IOM-Gallup initiative**

IOM is also working with Gallup – using their expertise and data collection from the Gallup World Poll – to develop a system to measure migrant outcomes against several core SDG variables. The Gallup World Poll provides a unique source of data on international and internal

migration trends that can help fill in some of the existing data gaps necessary to formulate comprehensive migration policies. The combination of these data with IOM's on-the-ground knowledge gathered from its more than 400 offices around the world provides an unparalleled reserve of knowledge on the conditions of migrants worldwide.

### **Mobile Application for Migrant Workers**

In collaboration with private sector partners, IOM has facilitated the creation of a mobile smartphone application that centralizes important information for migrant workers. The application is envisaged to provide information vital to migrant workers, such as health and referral systems, migrant rights, labour regulatory standards, and remittance cost comparative sites. In addition, components such as a discussion board and diaspora networking tool, will allow migrant workers to keep links with their country of origin, exchange best practices, and better integrate in their new country of residence.

### **Assisted Voluntary Return**

IOM has administered the vast majority of 'assisted voluntary return' (AVR) or 'assisted voluntary return and reintegration' (AVRR) schemes implemented across the world. These projects have increased tremendously in the last decades, from five in 1995 to 43,786 in 2014. For example, in 2014, AVR programmes entailed the direct involvement of 70 IOM offices in host countries and 170 countries of origin. Programmes facilitated the return of rejected asylum seekers and irregular migrants to their countries of origin by providing return flights, cash allowances and reintegration assistance upon return as appropriate. All AVR programmes aim to facilitate the 'orderly return' of unwanted migrants, avoiding the use of coercion.<sup>12</sup>

### **Combat xenophobia, facilitate social integration, and protect migrants' human rights**

To implement effective social communication strategies on the contribution of migrants to sustainable development in all its dimensions, in particular in countries of destination, in order to combat xenophobia, facilitate social integration, and protect migrants' human rights through national frameworks, IOM provided awareness-raising, media training and educational curriculum development; anti-xenophobia campaigns and inter-faith training; as part of its migrant integration activities. IOM works to improve the public perception of migrants by developing and implementing information campaigns possibly involving receiving communities and societies to help spread an evidenced-based and balanced view of migrants and their contributions to society. IOM views the private sector as a key partner in promoting diversity in the workforce, as well as engagement with local authorities.

- IOM launched a global campaign and platform with the Joint Council for the Welfare of Immigrants supported by a broad alliance of partners. It created a place for the personal stories of migrants in order to challenge the anti-migrant stereotypes and hate speech

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<sup>12</sup> Forced Migration Review, Assisted voluntary return schemes See: <http://www.fmreview.org/detention/koch.html>; IOM, "ASSISTED VOLUNTARY RETURN AND REINTEGRATION At a Glance 2015" [https://www.iom.int/sites/default/files/our\\_work/DMM/AVRR/AVRR-at-a-glance-2015.pdf](https://www.iom.int/sites/default/files/our_work/DMM/AVRR/AVRR-at-a-glance-2015.pdf)



in politics and society by showing the human face and diversity of migration (<http://iamamigrant.org/>)

- IOM has also jointly built with the UN Alliance of Civilizations an Online Community on Migration and Integration - Building Inclusive Societies (IBIS) which is an interactive community aimed at promoting good practices of integration (<http://www.unaoc.org/ibis/about/>).
- IOM co-developed an educational toolkit about migration and asylum in the European Union called "Not Just Numbers" is with the United Nations High Commissioner for Refugees (UNHCR). The toolkit has been designed to help teachers and other educators engage young people in informed discussion on this important subject. It is suitable for teaching young people between the ages of 12 and 18 and is available in 24 EU Member States in 20 languages.
- IOM has been involved in the development of a number of tools designed to assist receiving States better prepare and plan for new arrivals, including through needs assessment surveys, as well as data collection on the educational, socio-economic and skills background of migrant populations in order to determine post-arrival training needs and better preparation for labour market access.