EIGHTY-SIXTH SESSION

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TECHNICAL COOPERATION ON MIGRATION (TCM)

**IOM's Contribution towards Building Capacities
in Migration Managment**

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I.   INTRODUCTION

1.   Migration management has become an increasingly complex area of governance, inextricably linked with issues of economic and social development, human rights, security, stability and regional cooperation. The ability to address migration issues comprehensively and cooperatively is today a fundamental requirement for responsible national governance, effective international relations and full participation in international or regional institutions.

2.   The challenges facing governments in this task are equally complex: reduce irregular migration, promote and ensure the rights of migrants and protection of the most vulnerable, reduce economic pressures that influence outward migration, and direct regular migration towards strategic national goals. A particularly urgent challenge is that of dismantling transnational criminal networks engaged in trafficking of human beings and smuggling of migrants, as defined by the particular Palermo Protocols.[1]

3.   While the prevailing view is that migration has, in the main, been a positive force for development in both countries of origin and destination, unregulated migration can have social, financial and political costs for the individual, society and governments alike. Some countries may experience more negative than positive effects, particularly where there is a debilitating loss of national talent in certain sectors.

4.   Effective management is thus increasingly a matter of effective joint management among States – identifying, shaping and working towards the achievement of shared goals. Yet, while all States have a strong interest in better-managed systems, their goals may be quite divergent. For some, a primary goal may be to facilitate the free movement of their nationals abroad for work and family reunification; for others, the principal goal may be to limit this movement where it takes place outside normal channels. Equally important are the variant capacities to manage migration. Even the most articulated and best-supported national systems can be significantly limited by differences and weaknesses in other States' systems.

5.   Comprehensive, transparent and coherent approaches to the management of migration, involving all countries along the migration continuum, can help minimize the negative impact of migration and preserve its integrity as a natural social process. IOM is increasingly called upon to help governments reach those shared goals and together devise workable approaches. IOM's Technical Cooperation on Migration (TCM) approach both builds the means and the ends of that cooperation.

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[1] *Protocol Against the Smuggling of Migrants by Land, Air and Sea. Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. The United Nations Convention against Transnational Organized Crime.* Convention adopted November 2000 by the United Nations General Assembly and presented for signature in December 2000 in Palermo. (The Convention came into force on 29 September 2003. The Trafficking Protocol will come into force on 26 December 2003. No date has been established yet for the coming into force of the Smuggling Protocol.)

II.   IOM MANDATE AND GOAL

6.   IOM is mandated by its Constitution to undertake technical cooperation to build government capacity in migration management, i.e. to provide, "at the request of and in agreement with the States concerned, migration services such as ... advisory services on migration questions …", and that "In carrying out its functions, the Organization shall cooperate closely with international organizations, governmental and non-governmental …". IOM views its role in the field of capacity-building as primarily one of contributing to national and multinational efforts, and the sharing of information and expertise gained through these initiatives, thereby forging better international cooperation on migration matters and promoting orderly migration (MC/1842, 1995). In 1999, technical cooperation was again identified by the Administration as a key strategy for realizing IOM's mandate.[2]

7.   In summary, the goal of IOM in the field of technical cooperation is:

To strengthen, through active partnership, the capacity of governments and other relevant actors to meet their migration challenges in a comprehensive, cooperative and ultimately self-reliant manner.

III.   IOM TECHNICAL COOPERATION ON MIGRATION: APPROACHES AND PROGRAMMES

8.   Through the TCM approach, the Organization supports and assists in the development and implementation of projects and programmes focusing on building the capacity of governments, and, at times, non-governmental organizations (NGOs) and other actors, to more effectively manage migration. The TCM service helps establish strategic direction for the Organization in technical cooperation matters, develops and monitors internal standards for TCM project design and delivery, and works with Field Missions and governments to assess technical needs and establish programme strategies and priorities.

9.   Technical cooperation projects address core concerns of migration governance such as policy, legal framework and operational systems, and extend into areas linking migration and development – particularly activities to help ameliorate root causes of economically forced migration. In enhancing capacities, IOM seeks to complement and enhance national, bilateral and multilateral technical cooperation efforts, and to enable and expand dialogue, planning and practical cooperation among affected governments on the migration continuum.

10.   The priority goals of governments and other actors in migration management change over time in nature and in priority. The Organization attempts to respond quickly and help redirect its technical cooperation activities and resources towards new areas of priority and, through discussion and analysis with key actors and counterparts, contributes to shaping and reshaping migration management agendas. The activities pursued under this approach have changed in recent times in response to emerging national and regional needs, and are continuously evolving to meet new migration challenges on the international level.

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[2] Statement by the Director General of IOM, Mr. Brunson McKinley, to the Seventy-sixth Session of the Council, 23 November 1998.

11.   IOM technical cooperation activities are generally designed as partnerships, with IOM and the concerned governments and other partners working closely together to define needs, determine priority areas and shape interventions. TCM actions can take the form of direct project design and implementation, or can be one of facilitating and supporting bilateral and multilateral efforts. In the latter case, IOM lends a support role to the bilateral and multilateral initiatives to create common standards and systems in migration management.

12.   As of mid-2003, the TCM portfolio included 126 projects valued at over USD 67 million, with activities in each of the four IOM geographic regions.

13.   The priorities most often articulated by States and other actors, which help shape IOM's current technical cooperation programming include the following:

- enhance international cooperation and joint approaches in migration management;

- reduce irregular migration, smuggling and trafficking;

- strengthen the protection of migrants' human rights;

- improve the facilitation and management of regular migration; and,

- harmonize national policies and practices internally, and within regional contexts, towards common international standards.

14.   In order to meet these priorities, the following are the most common TCM activities carried out by IOM:

- creating or strengthening forums for regional planning and action;

- reviewing and updating policy, legal and management/administration frameworks;

- improving operational systems related to migration management;

- enhancing knowledge and skills in the migration sector;

- providing or enabling sector assessment and project design services;

- providing or enabling specialized technical assistance for management and implementation of specific projects and programmes;

- establishing or enhancing training and human resource development programmes for migration staff, including exchange of experts and other approaches; and,

- formulating and implementing project actions aimed at addressing economic development needs in areas of high migration pressure.

15.   Within the IOM TCM framework, the Organization also implements projects and programmes in emergency and post-conflict settings. These initiatives, categorized as TCM

post-emergency migration management services, are usually designed to provide countries in or emerging from emergency situations with the technical and institutional capacities to deal with related migration issues. Post-emergency projects are generally designed to be of a limited duration and to operate in precarious environments. When the operational environments stabilize, these projects may continue in modified form as technical cooperation projects under other subheadings, or in some cases as projects within other IOM service areas.

IV.   THE FUTURE DIRECTION OF IOM TECHNICAL COOPERATION

16.   IOM envisages that the clear trend towards growth, diversity and partnership in IOM technical cooperation activities will continue into the foreseeable future. The following areas of emphasis are foreseen:

- an expanded role for TCM in least developed countries and countries with economy in transition, to assist these governments in building internationally standard capacities in migration management, strengthen dialogue among these countries and between them and the more developed countries, and to address root causes of economic migration;

- increasing the strategic focus on building migration management capacities in countries experiencing significant challenges in handling large numbers of transiting or returned migrants;

- expanded partnership with the European Commission in assisting in the articulation and implementation of the European Union's approach to migration concerns, particularly as pertains to increased cooperation with third countries in the area of migration;

- expanded partnership with other regional institutions in assisting in the articulation and implementation of their approach to migration concerns, particularly institutions with significant membership of developing countries, as pertains to increasing the positive impact of migration on countries of origin and enhancing cooperation with all concerned countries in the area of migration;

- a growing emphasis on human rights and migration, and the role of technical cooperation in enhancing the capability of governmental and non-governmental actors to better protect the rights of vulnerable migrant populations;

- increased emphasis on TCM activities to assist countries in ratifying the Palermo Protocols on smuggling and trafficking, and in enacting measures consistent with their intent;

- continued attention to migration and security, as part of the general heightening of security issues on the migration agenda, within a broad and balanced context, covering such areas as modernization of travel documents and security checking at border points; and,

- encouraging and supporting more flexible and functional groupings of countries in dialogue and planning forums, regardless of immediate geographic proximity, in functional groupings, or Clusters, to build common agendas and networks.

Annex

Representative TCM Projects or Programmes by Region

AFRICA AND THE MIDDLE EAST

Pilot Project to Promote Development in Regions of High Emigration in Tunisia (PROCHE)

1.   This integrated pilot project supports the efforts of the Government of Tunisia to promote economic development in a high migrant-producing region through the creation of sustainable employment possibilities. The activities exploit existing local talent and create employment through micro-enterprise development actions, in order to revitalize the region economically and stem the outward flow of its human resources. A key strategy is to encourage foreign investment from foreign resident nationals and non-nationals alike.

Migration Dialogue for Southern Africa (MIDSA)

2.   This project facilitates regional dialogue on migration among member States of the Southern African Development Community (SADC). The dialogue process is expected to increase understanding of regional migration phenomena, enhance cooperation on migration issues and help improve migration management regimes, nationally and regionally. A key long-term outcome will be the establishment of a network of regional cooperation on migration issues.

Establishment of a Permanent Observatory on International Migration in West Africa

3.   In collaboration with the Economic Commission of West African States (ECOWAS), IOM is working closely with the Government of Senegal to establish a regional Observatory in that country on West African migration. The idea of a regional Observatory has arisen out of the mutually recognized need for a functional system of data collection on international migration, both regular and irregular, with a view to enhancing the work of national institutions responsible for migration management and facilitating exchange of legislative and regulatory statistics among regional Governments.

IDP Return and Reintegration in Sudan: A Socio-Economic/Demographic Survey

4.   This project aims to implement a demographic and socio-economic survey that will inform on the expected large-scale return, resettlement and reintegration of IDPs, once the peace process is concluded. Through this survey, IOM seeks to contribute to the search for a durable solution to Sudan's internally displaced persons (IDPs) problem by establishing effective information and coordination mechanisms to inform and facilitate IDP returns.

ASIA AND OCEANIA

Enhanced Migration Management Programme for Cambodia

5.   This project aims to enhance Cambodia's migration management regime in a comprehensive way. Its object, *inter alia*, is to revise migration legislation and policy, improve operational procedures and information systems, and facilitate regional and international discourse on migration issues. With a strengthened institutional migration management capacity, the Government will be able to more effectively tackle the problem of irregular migration, and more specifically, that of trafficking in persons.

Capacity-Building in Migration Management and Consolidated Preparatory Action for Sustainable Return and Reintegration in Sri Lanka

6.   This project strengthens the migration management capacities of the Department of Immigration, by equipping the relevant units with the skills to deal with irregular migration into and through Sri Lanka, and providing basic equipment at key border entry points. Multilevel training courses improve the skills of key officials in document fraud detection, risk profiling of migrants, and detection and handling of victims of trafficking. The project is also building the capacity of the Sri Lankan Bureau for Foreign Employment to reduce irregular migration through enhanced regular migration options, and is piloting sustainable voluntary returns to Sri Lanka, including reintegration.

Dialogue and Technical Capacity-Building Programme in Migration Management for Central Asia and Pakistan

7.   The broad objective of this programme is to build the capacities of the Governments of Central Asia and Pakistan in migration management, and to enhance dialogue on common migration concerns among these Governments, as well as between them and partners in Western Europe. A series of technical workshops and informal consultations are being held in the region, drawing on expertise within the region, from Western Europe, including European Union Member and candidate countries, and from IOM. Several pilot activities, including border improvement, assisted voluntary return and information campaigns are included in the programme.

AMERICAS

Promoting Migrants' Rights and Strengthening Migration Management in the Dominican Republic

8.   In close collaboration with the Government of the Dominican Republic and Dominican civil society, IOM is seeking to enhance the Government's migration management capacity through up-to-date and accurate information on Haitian migrants living in the country and activities to enhance respect for their rights as migrants. This information will help create a sound basis for a regularization programme and better targeted actions on labour migration.

Civil society institutions are also being trained to better promote migrants' rights and fight against xenophobia and racism.

Capacity-Building in Migration Management (CBMM) in Jamaica

9.   This project seeks to modernize and improve the technical infrastructure and migration management capacity of relevant Jamaican Government institutions.   It offers technical assistance in policy, legislative and regulatory matters, and training in risk profiling, document fraud detection, criminal intelligence and transnational organized crime. Key ports of entry are receiving essential technical equipment and training of technical/end-user staff.

**Modernization of the Ecuadorian Passport and Improvement of the National
Issuance System**

10.   This project seeks to produce a new machine-readable Ecuadorian passport that would be internationally recognized and have improved security features to render it a more secure document. In addition to producing and issuing the new passport, the project will enhance the integrity of the issuance process across the various national issuance points, in order to reduce further the incidence of document fraud. In an anticipated second phase, the project would be extended to Ecuadorian Consulates in countries with a high number of Ecuadorian nationals.

South American Conference on Migration

11.   In close collaboration with the countries of the region, IOM is facilitating the process of dialogue on migration through the South American Conference on Migration, an important political and practical facility for seeking solutions to regional migration challenges. Through its regular consultations, it provides an intergovernmental framework for deliberating on pressing regional migration challenges and for reaching solutions.

Statistical Information System on Migration in Central America (SIEMCA)

12.   This project has been designed to set up an Information System on Migration for the Central American region which will provide adequate, timely and compatible migration data from various sources. Once fully functional, it will be possible to monitor and better understand the characteristics and magnitude of movements occurring into, within and from the region.

EUROPE

**National Strategy on Migration: Development of a Migration Management System
in Albania**

13.   This project addresses the urgent need for an improved migration management system in Albania through the establishment of a National Strategy on Migration to focus on reform in immigration and emigration policy and practice. It will provide the necessary legal and technical expertise to formulate such a strategy, build up the structures and mechanisms to implement the strategy, and produce a national Action Plan.

Capacity-Building in Migration Management in Bosnia and Herzegovina

14.   This project seeks to further develop migration management institutional capacity within the newly established Ministry of Security, as well as within other relevant governmental entities in Bosnia and Herzegovina which will be provided with training and technical assistance enabling them to develop a legal framework and establish migration administrative procedures. Migration policy consistent with best practices in the European Union, and in line with internationally accepted standards, particularly regarding the rights of migrants, will be formulated.

Micro-Enterprise Development in the Nakhichevan Autonomous Republic

15.   The project enhances the economic opportunities of local populations in this province, which has tended to be a major source of outward migration. It focuses particularly on women, potential migrants and refugees. After successfully completing short business management training courses, project beneficiaries are given low-interest loans to enable them to set up businesses likely to be sustainable in the medium- to long-term.