I. REPORT OF THE MEETING

The Second United Nations Coordination Meeting on International Migration took place at the Headquarters of the United Nations in New York from 15 to 16 October 2003. The meeting was organized by the United Nations Population Division of the Department of Economic and Social Affairs (DESA). The objective of the meeting was two-fold: (*a*) to share and exchange information on international migration, and (*b*) to facilitate the coordination of activities among various offices, agencies, funds and programmes of the United Nations system and other relevant international and regional organizations, as well as with national institutions working on international migration. The United Nations Coordination Meetings on International Migration have been organized in response to General Assembly resolution 56/203 of 21 December 2001 which calls on all relevant organizations to continue to address the issue of international migration and development.

Mr. Joseph Chamie, Director of the Population Division of the Department of Economic and Social Affairs (DESA) of the United Nations, opened the meeting. He welcomed participants and recalled that the first Coordination Meeting, held in July 2002, had discussed issues related to the collection and exchange of information on international migration. He noted that this second meeting would focus on current international migration issues, namely, workers' remittances, undocumented migration and trafficking in persons, and the relationship between international migration and security. Those aspects of international migration had been selected for discussion not only because they had gained prominence in the migration debate but also because appropriate data relative to those issues and essential for policy formulation continued to be scarce.

Ms. Marta Roig, Population Affairs Officer at the Population Division/DESA, presented an overview of the main conclusions of the first Coordination Meeting on International Migration. She recalled that, given the ssMs. Martiocking O3tangD -20 -Tj 129hd.0781 Tw (Ms. MartithTw m1 Tw (Ms. mlp/f eis) Tj 4.5 0-4mation on inteTj n not on2397leva

The following sections summarize the presentations made and the main points of discussion in each session.

A. RECENT ACTIVITIES ON INTERNATIONAL MIGRATION AT THE UNITED NATIONS

This session focused on the increasing saliency of international migration at the United Nations. Mr. Michael Doyle, Howard Brown Professor of International Relations at Columbia University and former Special Adviser to the Secretary-General of the United Nations, underscored the Secretary General's commitment to bringing international migration to the global agenda. Thus, the report of the Secretary-General on *Strengthening the United Nations: An Agenda for Further Changes*[2] identified international migration as one of the issues on which the United Nations had to deepen its knowledge, sharpen its focus and act upon more effectively.

Mr. Doyle noted that international migration was an integral part of globalisation, yet it had not received the concerted international attention that other aspects of globalisation, such as the trade of commodities, had received. International migration was on the increase, partly as a result of better and cheaper transportation that facilitated mobility. International migration was the source of opportunity for all actors involved, although it also posed some problems. A particularly worrying aspect was the increase of undocumented flows, often involving smuggling or trafficking in persons, activities that were very profitable for those who organized them.

International migration flows were not expected to abate in the foreseeable future. Demographic changes, especially those stemming from population ageing, implied that many countries were already experiencing or would soon experience reductions in the potential support ratio and would likely face increasing demands for labour. Those changes were leading Governments to reassess their economic and social policies, including those related to the admission of international migrants. Receiving countries were already facing the challenges posed by cultural diversity and the need to integrate the international migrants in their midst. Given the continued outflow of persons in need of protection or asylum, receiving countries were interested in enhancing the mechanisms for burden-sharing. There was growing commitment to the coordination of actions to counter terrorism and rising interest in developing better ways to manage international migration.

Countries of origin had concerns of their own. They benefited from the flow of remittances but had not yet found the best way of channelling remittances to the promotion of development. They were also increasingly concerned about the loss of skilled personnel and the effects that such brain drain had on development. In countries of transit, the continued flows of irregular migrants, often involving smuggling or trafficking in persons, were causing social disruption.

Mr. Doyle noted that there was no institution at the international level that addressed international migration issues in their entirety, both ensuring the respect for the rights of international migrants and facilitating international migration. In the United Nations system, the lead institutions dealing with different aspects of international migration were the ILO, which focussed on migrant workers, and the Office of the UNHCR, whose activities focused on the protection of refugees and asylum-seekers. The International Organization for Migration (IOM) was not part of the United Nations system, although its Executive Council

technical level, as the second Coordination Meeting exemplified, and at the executive level with, for instance, the creation of the Geneva Migration Group, which brought together the heads of ILO, IOM, OHCHR, UNHCR and UNODC.

Mr. Doyle stated that the Secretary-General would continue to foster coordination, highlight the opportunities arising from international migration, mobilize support to combat myths and misconceptions regarding international migration, and address the problems arising from it. Governments were already responding to the need to address international migration at the global level. In this regard, Mr. Doyle welcomed the initiative of the Governments of Sweden and Switzerland, in collaboration with other interested Governments, to set up an independent Global Commission on International Migration composed of individual experts and eminent persons serving in their personal capacity. The Global Commission was expected to start work in January 2004 and produce a report by mid-2005.

Mr. Doyle's presentation prompted a discussion about the challenges faced in addressing international

In 2003, the Second Committee of the General Assembly had also discussed international migration under the agenda item on globalization and interdependence. Mr. Alberto Padova, Economic Affairs Officer of the Division for ECOSOC Support and Coordination/DESA, introduced the report entitled "Role of the United Nations in promoting development in the context of globalization and interdependence"[3] considered by the Second Committee. The report examined, among other things, the linkages between international migration, trade and financial flows, especially workers' remittances. It confirmed that globalization is a key factor driving the movement of people across borders. Therefore, international migration should be recognized as an important element in the overall management of globalization. Furthermore, facilitating international labour mobility would increase remittances and related financial flows to developing countries. In this regard, the temporary international movement of workers under mode 4 (movement of natural persons) of the General Agreement on Trade in Services (GATS) should be actively pursued during the Doha Round of trade negotiations.

Mr. Jean-Pierre Gonnot, Chief of the Inclusive Development Section of the Division for Social Policy and Development/DESA, presented an overview of the activities associated with the Third International Forum for Social Development held in New York from 7 to 8 October 2003. The theme of the forum was "International Migrants and Development" and its main objective was to foster dialogue on the topic. The forum consisted of two events: (*a*) a closed-door seminar attended by experts and representatives of Governments, non-governmental organizations and international organizations, and (*b*) a debate open to all delegates attending the General Assembly. The Seminar focused on the human dimensions of international migration and shed light on the current situation of international migrants and the role of international cooperation in building an orderly regime for international migration. Mr. Gonnot noted that participants had agreed on the urgent need for all stakeholders to address the following gaps: (*a*) between reality and public perceptions; (*b*) between rhetoric, action and knowledge; (*c*) between the views of the North and those of the South; and (*d*) between the vulnerabilities of international migrants and the enforcement of their rights. The Forum concluded that the United Nations should assist by conducting research on international migrants—emphasizing their role as assets and actors in development—, by disseminating its findings, and by assessing how certain aspects of the issue, particularly the protection of the rights of international migrants, could be better addressed. The Forum also concluded that the United Nations should provide a forum for the discussion of those issues that could not be addressed adequately at the bilateral or regional levels.

During the discussion, some participants questioned the use of closed meetings, noting that the dissemination of findings, by being restricted, would have a limited impact. Others noted that closed meetings fostered a frank discussion of issues among those participating in their official capacity and helped in advancing the political debate. Participants also noted that current debates at the United Nations, as reflected in the reports of the Secretary General, had not fully addressed the development aspects of international migration which deserved more attention. The focus should be on strategies that maximize the benefits of international migration on development. UNHCR, for instance, always tried to ensure that short-term humanitarian assistance programmes could lead to longer-term development initiatives and was actively pursuing strategies to contribute to the attainment of the Millennium Development Goals.

B. CURRENT ISSUES ON INTERNATIONAL MIGRATION

The second session of the meeting was devoted to the discussion of three key issues on international migration: (1) workers' remittances; (2) undocumented migration, with special attention to human trafficking; and (3) international migration and security.

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[3] Report of the Secretary-General, A/58/394.

1. *Workers' Remittances*

Mr. Dilip K. Ratha, Economist of the World Bank, made a presentation on the role of workers' remittances. He showed that remittances to the developing world had increased steadily since 1975 and that they were less volatile than the flows of foreign direct investment (FID) oriTc 1.1607 Tw 1.160e5d

by representatives of key institutions, including banks, international agencies and associations of international migrants. It was the first major conference of its kind and it reflected the growing interest in developing mechanisms to improve the flow of remittances and maximize their benefits. The Conference called for better statistics on remittances, particularly relative to African countries, and for policy-oriented research to assist in devising a global strategy to realize the development potential of remittances. Participants noted that remittances could provide a useful means of combating poverty, since they were channelled directly to families. Mention was made of the difficulty of ascertaining whether financial flows through unofficial channels represented remittances from workers abroad or included also money laundering and other illegal financial transfers. Since unofficial transfers were clearly useful in channelling remittances to families that needed them, it was suggested that unless formal transfer mechanisms were enhanced, security concerns alone were unlikely to lead to the disappearance of those informal channels.

2. *Undocumented migration with special attention on human trafficking*

The presentations of three panellists introduced the discussion on undocumented migration and trafficking in persons. Mr. Laczko, representative of IOM, noted that trafficking in persons had gained visibility in the international agenda relatively recently. In the early 1990s, the term "human trafficking" was rarely part of debates on international migration. Over the decade, it had become a major concern for many Governments and a priority for those working in human rights, health, gender, law enforcement and social services.

Despite the growing attention given to trafficking in persons, information on the subject remained weak. Statistics on the magnitude of the problem were scarce. Existing data on trafficking often lacked comparability over time and between countries. Mr. Laczko explained that quantifying the scale of human trafficking had been difficult because until fairly recently an internationally accepted definition of trafficking in persons did not exist and national authorities did not give priority to combating human trafficking.

Ms. Emanuela Calabrini, Associate Legal Officer of the Division for the Advancement of Women (DAW)/DESA, discussed the problem of trafficking in persons from a gender perspective. She emphasized that the majority of those trafficked were women and children, two groups that were in need of special protection. Trafficking in women and girls for prostitution was one of the most serious violations of human rights. The issue of combating such trafficking had been addressed in both the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination against Women. DAW was in charge of reporting regularly to the General Assembly on advances made in combating that insidious form of exploitation.

Ms. Calabrini stressed that protecting the human rights of trafficked persons and promoting gender equality had to be at the core of any strategy to combat trafficking. National legislation related to trafficking in persons should conform to international human rights instruments, particularly in those respects. The problem in dealing with trafficked persons was that there was a fine line distinguishing them from undocumented migrants. Whereas undocumented migrants were persons who willingly accepted to pay and took risks to be transported across international borders, trafficked persons were victims of criminal groups and often found themselves in situations akin to slavery.

Ms. Lisa Kurbiel, representative of the United Nations Children's Fund (UNICEF), described UNICEF's approach to the issue of trafficking in persons, particularly children. She noted that children who migrated under difficult conditions—as undocumented migrants, seeking asylum, or being trafficked—were very vulnerable. Consequently, any child who was smuggled, trafficked, seeking asylum or migrating illegally with or without guardians was of concern to UNICEF. Ms. Kurbiel pointed out the importance of dispelling confusion about the term "trafficking" in promoting policies to protect children. Despite the definitions established in the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (Palermo Protocol), the terms "trafficking" and "smuggling" were often used interchangeably. Consequently, trafficked children were often seen as young offenders by authorities, rather than as victims in need of protection. UNICEF worked closely with Governments to ensure that the necessary legislation was in place to provide protection for children who were trafficked.

The general discussion focused on the validity of available statistics on trafficking. It was thought that, because of its clandestine nature, trafficking in persons was unlikely to be easily measured in its totality. The best indicators of its magnitude were based on the number of apprehensions and the number of victims found. Authorities had an interest in protecting victims, since convictions of those responsible for trafficking depended on the testimony of those victims. Persons fearing retribution or under threat of deportation were unlikely to cooperate with the authorities.

In dealing with victims, it was not always easy in practice to distinguish between people who were smuggled and those who were subject to trafficking. For instance, undocumented Chinese migrants were transported to the countries of destination by syndicates who treated them as indentured workers, ensuring that they would get a job to repay the fees the syndicate charged for smuggling the worker. The worker was forced to comply because lack of compliance could jeopardize the well-being of relatives in China who were at the mercy of the syndicates. In some cases, the workers had to pay some sum in advance to obtain transportation but still ended losing the freedom to choose their place of employment. Under those circumstances, it was not clear whether the migrants involved were smuggled or trafficked. Furthermore, when the migrants involved were minors, would they be considered criminals or victims? It was thought that identifying who benefited from the act of introducing a person illegally into a country would help determine responsibility. Ms. Kurbiel underscored that it was crucial to catch minors before they were trafficked (that is, before they had left their home country) and were forced to engage in criminal activities.

There was interest on knowing what type of data on trafficking in persons were available and could be shared among different agencies. Panellists noted that UNESCO and the United Nations Office on Drugs and Crime (UNODC) had established systems to gather national data and had begun to work on improving the quality of information related to trafficking. IOM had developed a Counter-Trafficking Database and was compiling in a standardized way programme-specific information from IOM field missions working to combat trafficking. Exchanges of information on trafficking were already under way among relevant agencies and would be encouraged to expand. IOM was planning to organize an inter-agency meeting on trafficking statistics, tentatively scheduled for the spring of 2004 in Rome.

3. International migration and security

The presentations of three panellists introduced the issue of international migration and security. Ms.

international migration movements that had posed threats to security and not only to receiving States. Countries of origin were legitimately concerned about the implications to their security of movements involving opponents of the regime in power who settled in neighbouring, often hostile, countries. Massive inflows of refugees or their massive repatriation could be destabilizing to the countries receiving the inflows. Furthermore, migrants sometimes engaged in activities aimed at destabilizing their country of origin—by launching cross-border attacks, for instance—or they were involved in carrying out attacks on third countries. In those cases, international migration might strain relations between countries of origin and those of destination or even with third countries. Despite these instances, security concerns in relation to international migration were often broader than the potential threats posed by migration and were not necessarily based on an objective assessment of threat potential. The debate on security issues was shaped by the perceptions of States or groups within their populations about their own vulnerability. Often, the views of elites and those of the public differed. The public was less apt to perceive the benefits associated with the presence of international migrants in the country. Anxieties were likely to increase when rapid changes in the size or composition of the migrant population were occurring.

Mr. Andrew Schoenholtz, Associate Professor of Georgetown University, discussed concrete actions that States might take to prevent te

C. Review of Activities on International Migration related
to the Implementation of the Programme of Action of the
International Conference on Population and Development

Representatives of participating institutions reported on the activities of their respective institutions in the field of international migration, highlighting their relevance in relation to the goals, objectives and actions called for in the Programme of Action of the International Conference on Population and Development (ICPD). The wide range of activities presented by the different speakers proved that interest in international migration issues and concrete actions to address them had grown very significantly since 1994, the year when ICPD was convened.

1. *Statistics on international migration*

Many representatives reported on new initiatives to gather statistics on international migration or improve their availability. Since the first Coordination Meeting, collaboration between certain institutions had been established or reinforced, and relevant data were being shared more widely. The IMILA Project—Investigation of International Migration in Latin America—of the United Nations Economic Commission for Latin America and the Caribbean (ECLAC), which disseminated special tabulations on the foreign-born population enumerated by the censuses of Latin American countries, was in the process of updating its basic information by including the results of the 2000 round of censuses. The data available were posted on the internet.

The Organisation for Economic Co-operation and Development (OECD) was launching a project to compile data on the foreign-born or the foreign populations enumerated by the censuses of OECD countries. The aim was to obtain special tabulations on those populations according to a number of key variables. One expected output of this initiative was to obtain data on the number of expatriates of OECD countries living in other OECD countries. OECD was collaborating with the National Statistical Offices of OECD countries to obtain and process the relevant information.

The Migration Policy Institute (MPI) continued to expand its Migration Information Source, a web-based information hub focusing on the analysis and dissemination of international migration data. Provided suitable data were available, MPI was prepared to work on such issues as: a comparison of migration policies in EU countries; security and international migration, or the nexus between international migration and development. MPI relied heavily on the availability of data produced by others so its representative stressed the importance of improving the public accessibility to data.

The representative of UNHCR reported on the continued efforts made by the Office to improve the availability, quality and reliability of statistics on refugees and asylum-seekers. The data gathered by UNCHR with the aid of its field offices had become more detailed, containing classifications by sex and age, and were being disseminated on a more timely basis both through publications and via the internet. The data on refugees were useful for the analyses of diasporas.

It was recalled that the first Coordination Meeting had concluded that the *Recommendations on Statistics of International Migration: Revision I* was a useful tool to guide the standardization of statistics on international migration. The United Nations Statistics Division reported that it was preparing a handbook on the collection and compilation of international migration statistics to provide a practical guide on how to implement the United Nations Recommendations. In addition, the Statistics Division, in collaboration with the United Nations Conference on Trade and Development (UNCTAD), had organized a Workshop on Improving the Compilation of International Migration Statistics held in Geneva in 2003. It was noted that a Task Force on Statistics on International Trade in Services

The Metropolis Project had held its Eighth International Metropolis Conference in Vienna in 2003. The Conference attracted more than 300 participants, including representatives of Government—at local and national levels—international organizations, academic institutions and non-governmental organizations. The next Metropolis Conference, scheduled to be held in Geneva in September 2004, would include discussions on global security and the economic impact of international migration.

3. *Research on international migration*

Representatives of various institutions reported on research activities on international migration. The Center for Migration Studies (CMS), which had undergone a major institutional change, continued to be committed to promoting research on migration from an inter-disciplinary perspective mainly by publishing one of the best known journals in the field, *International Migration Review*.

The International Union for the Scientific Study of Population (IUSSP), a global scientific network of professionals in the field of population, was well positioned to contribute to the improvement of statistics on international migration and to carry out comparative studies on the determinants and consequences of international migration. The Union had produced major publications on international migration, including the book entitled *Worlds in Motion: Understanding International Migration at the End of the Millennium*. The Union provided objective and scientifically based research that not only increased understanding of the complex interrelations between international migration and other socio-economic processes but also helped dispel myths about international migration.

The OECD continued to focus its research on international migration, the labour market and migrant integration. The Department for the Advancement of Women/DESA was preparing a world survey on migrant women.

Participants underscored the importance of carrying out more research on undocumented migration and trafficking in persons. Transit migration was also thought to be a relevant topic that was not often studied. Nevertheless, it was recognized that all these topics could not be studied well due to the paucity of information and, at least in the case of transit migration, because of a lack of clear and measurable definitions.

There was broad agreement among participants that research on international migration had to be used as more than an educational tool. Research papers were plentiful and it was difficult to synthesize their findings and get from them practical conclusions that could guide policy formulation. Researchers needed to make an effort to disseminate any policy-relevant conclusions that their research might have. Adequate research to answer a number of policy questions was still lacking. Although it was recognized that the media had an important role to play in disseminating research findings or calling attention to them, it was also noted that the media had a tendency to simplify issues and might be misleading.

Towards the end of the session, Mr. Chamie posed three questions to the group: (*a*) "Is the international community moving forward on the issue of international migration?" (*b*) "How can we make results of research easy to reach?" (*c*) "What is this group's particular concern in the area of international migration?"

In addressing these questions, many participants agreed that the relevance of international migration had changed quickly. In the early 1990s, international migration had received little attention at the United Nations and was generally perceived negatively. By 2000, international migration has become an accepted reality. The international community was increasingly focusing on the phenomenon and the United Nations was moving

Participants identified certain areas of concern that might be considered in future meetings. Data issues and the limitations and opportunities provided by existing data were still considered of major importance. Discussion of trends of international migration and recent changes in them was also of interest. In the area of