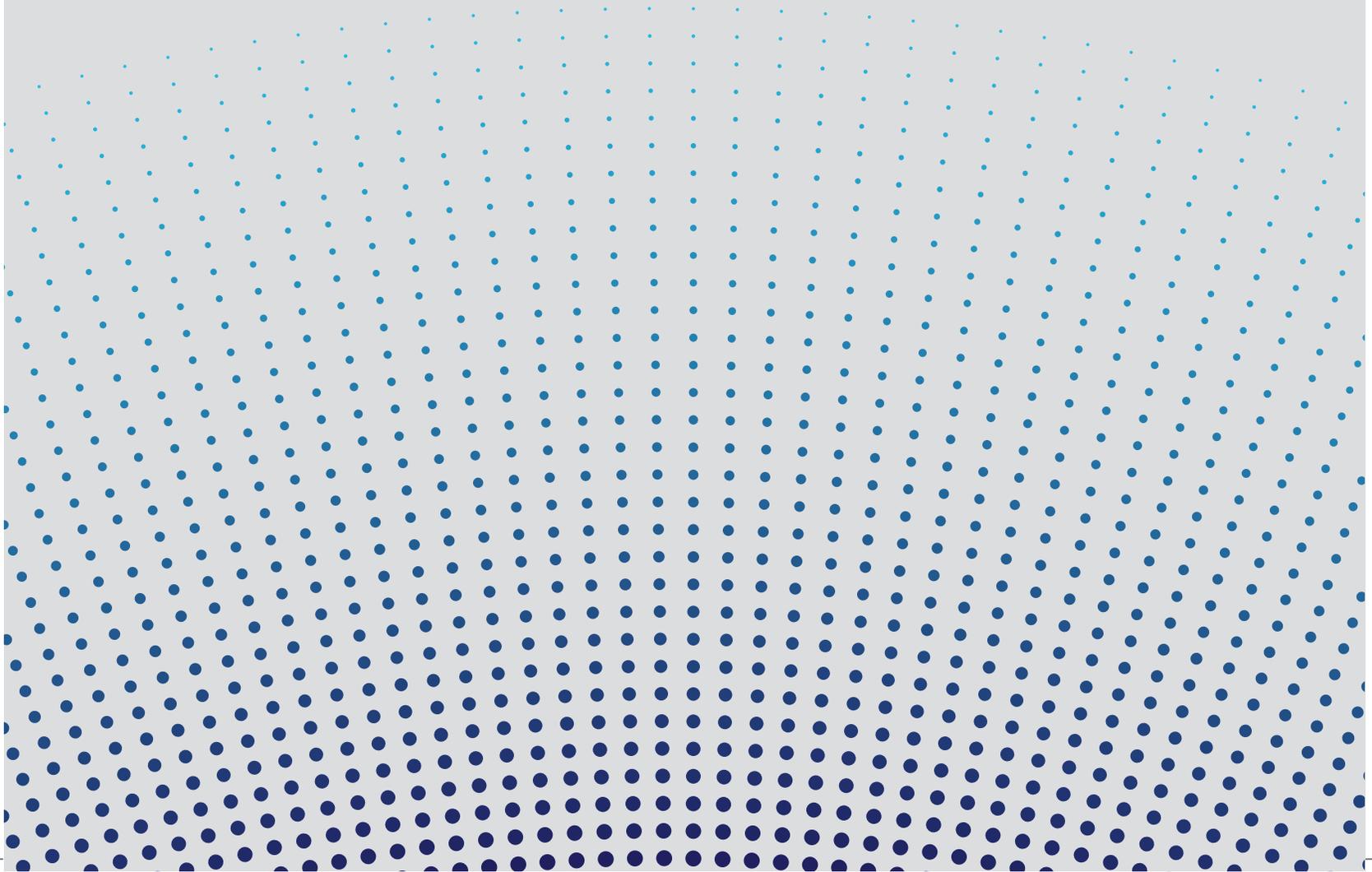




REPORT OF THE

Global Migration Group (GMG)
multi-stakeholder meetings
in preparation for the High-level
Plenary Meeting of the General Assembly
on addressing large movements
of refugees and migrants



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This report details the main deliberations of a series of interactive, multi-stakeholder meetings organized by the Global Migration Group (GMG) in New York in order to assist representatives from Member States, international organizations, and civil society in preparation for the 19 September 2016 High-Level Plenary Meeting of the General Assembly on Addressing Large Movements of Refugees and Migrants.

Produced on behalf of the GMG by the Economic Empowerment Section of UN Women, New York.



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- H.E. Karel van Oosterom, Permanent Representative of the Kingdom of the Netherlands to the United Nations in New York;
- H.E. Virachai Plasai, Permanent Representative of the Kingdom of Thailand to the United Nations in New York;
- H.E.M. Juan Jose Gómez Camacho, Permanent Representative of Mexico to the United Nations in New York;
- H.E.M. Inigo Lambertini, Deputy Permanent Representative of Italy to the United Nations in New York;
- H.E. Dr. Mwaba P. Kasese-Bota, Permanent Representative of the Republic of Zambia to the United Nations in New York;
- H.E. Cristina Pucarinho, Deputy Permanent Representative of Portugal to the United Nations in New York;
- H.E. Mr. Md. Shahidul Haque, Foreign Secretary of the People's Republic of Bangladesh;
- H.E. Ambassador Jürg Lauber, Permanent Representative of Switzerland to the United Nations in New York.

Mr. Pierre Bertrand was rapporteur for the events and lead drafting of this report. The report was strengthened through input from several members of the GMG.

UN Women as GMG Chair would like to thank in particular UNDESA, ILO, IOM, OHCHR, PICUM UNHCR, UNDP and UNODC for co-organising the events; and all speakers, moderators and discussants from Member States, international organizations, civil society and academia for their valuable contributions.

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INTRODUCTION



On 19 September 2016, the General Assembly of the United Nations meets for a High-Level Plenary Meeting on Addressing Large Movements of Refugees and Migrants (decision 70/539 and resolution 70/290) (UN Summit for Refugees and Migrants). The Global Migration Group (GMG), chaired by UN Women in 2016, has hosted four interactive, multi-stakeholder meetings in order to assist representatives from Member States, international organisations and civil society in preparation for the UN Summit for Refugees and Migrants.

The four meetings were held on 25 April, 30 June, 13 July and 20 July 2016 and they featured panels of experts from international organisations, non-governmental organisations, and the research community. Each meeting was co-chaired by Member States and co-organised by two or three GMG Members. The meetings focussed in particular on the core issues addressed in the Report of the Secretary-General “In Safety and Dignity: Addressing Large Movements of Refugees and Migrants” prepared for the High-Level Plenary.

This report offers a summary of the GMG briefings, including opening statements, panellist presentations and interactive discussions that followed each panel.

FIRST MEETING

Understanding large movements of refugees and migrants



25 April 2016

First meeting: Understanding large movements of refugees and migrants

25 April 2016

10:00-13:00, Conference Room 7

United Nations Headquarters, New York

Co-Organisers:

UN DESA, IOM and UNHCR

Co-Chairs:

Kingdom of the Netherlands and Kingdom of Thailand

Executive Summary

The first meeting took place on 25 April 2016 and was co-organised by the United Nations Department of Economic and Social Affairs (DESA), the International Organisation for Migration (IOM) and the Office of the United Nations High Commissioner for Refugees (UNHCR).

The meeting was divided into two panels. The first panel focussed on *Migration, displacement and the 2030 Agenda for Sustainable Development*, and the second panel focussed on the *Impact of large movements of refugees and migrants in countries of origin, transit and destination*.

Seven Member States took the floor during the meeting: the Kingdom of the Netherlands and Kingdom of Thailand (as co-Chairs of the meeting), as well as Austria, Bangladesh, Italy, Mexico and Tuvalu (who made interventions in the course of the interactive debate).

Opening Remarks

Lakshmi Puri, United Nations Assistant Secretary-General and Deputy Executive Director of UN Women opened the meeting, representing UN Women as Chair of the GMG for 2016. Ms. Puri

noted that despite the fact that women make up nearly half of the 244 million migrants worldwide, policy-makers continue to neglect a gender perspective in migration policy. She stated that women and girls experience migration differently than men, and policies that take these factors into consideration would help maximise the benefits and minimise the risks associated with migration. Ms. Puri stressed the importance of integrating a human rights-based, gender-responsive approach to migration in all key inter-governmental normative processes and called upon Member States to emphasise these approaches when making and implementing their migration policies.

H.E. Karel van Oosterom, Permanent Representative of the Kingdom of the Netherlands to the United Nations in New York, as co-chair of the meeting, identified three elements for the preparations of the UN Summit for Refugees and Migrants.¹ First, addressing the root causes of migration. Second, identifying the particular migration experiences and perspectives of vulnerable populations, such as women, children, and lesbian, gay, bisexual, and transgender (LGBT) people. Third, involving all relevant actors in migration discussions because the UN cannot act alone. Amb. van Oosterom also highlighted the importance of engaging with Member States, regional actors, and civil society for migration policies to be comprehensive and he concluded by stating that peace, justice and development should guide migration policy-making.

H.E. Virachai Plasai, Permanent Representative of the Kingdom of Thailand to the United Nations in New York and co-chair of the meeting, echoed the two preceding speakers, and added that the concept of burden sharing must be promoted because migration affects everyone.² Coming from the perspective of a Member State that has hosted over one million migrants and refugees, he noted that everyone, not just neighbouring Member States to conflicts, must share the responsibility of caring for migrants and refugees. Amb. Plasai concluded by stating that the international community must identify best practices when it comes to refugee and migrant screenings.

¹ The Kingdom of the Netherlands held the Presidency of the Council of the European Union at the time of the meeting. However, H.E. Karel van Oosterom spoke in his national capacity.

² The Kingdom of Thailand is the Chair of Group of the 77 in 2016. However, H.E. Virachai Plasai spoke in his national capacity.

Panel 1: Migration, Refugees and the 2030 Agenda for Sustainable Development

This panel provided an overview of global trends in international migration and refugee movements and the role of population dynamics as a migration driver in the context of understanding and promoting safe, orderly, regular and responsible migration. The panel also considered the importance of the 2030 Agenda for Sustainable Development as a key framework as well as the impact of environmental factors and climate change on migration and displacement.

Bela Hovy, Chief of Migration at the United Nations Department for Economic and Social Affairs (DESA), opened by stating that at the end of 2015, the number of migrants worldwide reached 244 million, and that the United Nations estimates that the number will reach 578 million by 2050. He also noted that the contribution of migration to population change is likely to increase, observing that in more developed regions characterised by low birth-rates, migration will help reduce population decline. Mr. Hovy reported that regional differences in the change of working age (20-59) and youth (20-29) populations will be significant for the next thirty years. For example, migration amongst the youth cohort will primarily take place in Africa where young women and men will move in search of economic opportunities. He also stressed that responsibility sharing for refugees is currently uneven amongst Member States. Mr. Hovy concluded that refugees and migrants often have overlapping concerns, but it is important to not conflate their respective unique and specific needs.

Ninette Kelley, Director of UNHCR's New York Office, reported that in 2014 there were 60 million people displaced worldwide. Nearly 22 million were refugees and asylum-seekers, and 38 million were internally displaced, due to ongoing and unresolved conflict, lack of solutions and growing impact of natural disasters and climate-related events. She noted that assistance remains wholly insufficient to meet current needs, and that many refugees decide to move onward due to limited livelihood opportunities, precarious legal status, and limited access to education. Current figures show that 84% of those crossing the Mediterranean in 2015 originated from the world's top ten refugee producing countries. She concluded by conveying her hopes that Member States and other relevant actors come together and help host countries financially.

Susana Adamo, a research scientist at the Centre for International Earth Science Information Network (CIESIN) at Columbia University, noted that the three main climate change impacts that are driving migration and displacement today are rising sea levels, the availability of water, and extreme weather events such as droughts, heat waves, violent storms, and floods. While climate change does not always cause forced displacement, it can deprive people of their livelihoods, their homes, and other resources. She noted that the term 'climate refugee' is not recognised under international law and affected populations do not welcome it either. Ms. Adamo concluded with a few reflections on important steps to reduce disaster displacement, such as: reducing vulnerability and building resilience; facilitating migration out of hazardous areas before disasters strike; conducting planned relocation when appropriate; and responding to the needs of internally displaced persons.

Michele Klein-Solomon, Director of the Secretariat of the Migrants in Countries in Crisis Initiative, identified the main drivers of migration as: lack of economic opportunities; financial crisis; conflict; climate change; increase in population; and the forces of globalisation overall. The pull factors of migration include: awareness of economic growth and opportunities in other countries; labour gaps in receiving countries (especially in agriculture, healthcare, and IT); and aging and declining workforces in developed nations. She noted that migration policy can help address these demographic issues experienced by developed nations. The biggest challenge for migration policies is how to implement them at the national level, and how to ensure that those policies help normalise migration so that migrants can be better protected. Addressing the unique vulnerabilities of migrant populations, especially in large refugee flows, is an important component of effective migration policies. Ms. Klein-Solomon urged Member States not to create policies to prevent migration, but to reduce pressures that compel forced, irregular and unsafe migration.

Lisa Simeone, Secretary of Global Migration Policy Associates (GMPA), stated that migration policy should be formulated with a human rights-based approach. Ms. Simeone also noted that migration should be a choice. She recommended that Member States: (1) prioritise institutional transparency and accountability for ensuring protection of migrants; (2) systematically solicit and incorporate the perspectives of civil society and migrants in the

formulation and implementation of migration policy; (3) address gender in all aspects of migration governance; (4) emphasise both the necessity and benefits of opening legal migration channels for work; and (5) consider migrants as intrinsic to migration policy formulation.

Interactive Debate

Participants raised the challenge of managing large influx of refugees and migrants whilst maintaining a welcoming culture and addressing public security concerns in host countries. Panellists were asked about intolerance and xenophobia, and how these issues play into policy-making. Concerns that the panel had only focussed on the rights of refugees and migrants but did not discuss their obligations were also raised. Similarly, it was noted that different levels of absorption-capacities in host countries needed to be taken into account.

The UNHCR representative responded that issue of burden sharing should be framed as a matter of global public service. While the refugee population at the time of the meeting represented only 1% of the population of Europe, this contrasted with nearly 25% in other regions such as Lebanon.

Participants from the floor stressed the potential of migration to reap positive benefits for host and home countries. Although the negative aspects of migration must be addressed, this does not mean that all forms of migration should be prevented. In response, the DESA representative emphasised that the narrative should be changed from 'burden-sharing' to 'opportunity-sharing'. He also noted the need to consider the 2013 High-Level Dialogue on International Migration and Development's focus on the root causes of forced migration. Finally, he underlined that although there are upfront costs to integration and absorption, migration has greater long-term benefits.

Concerns were expressed in relation to the low number of refugees who have repatriated back to their countries of origin ('returnees') in recent times, and issues related to protracted displacement. The UNHCR representative responded that protracted refugee situations are high on UNHCR's agenda, and that they require engagement from both humanitarian and development actors.

Regarding the potential measures to protect climate displaced persons, the IOM representative stated that climate migration should be addressed at the regional level, and ad-hoc legal protections should be created to prevent the forcible return of climate migrants to their countries of origin. UNHCR referred to the Nansen Initiative Protection Agenda.

Panel 2: Impact of large movements of refugees and migrants

This second panel focussed on large movements of refugees and migrants and the integration of migration and displacement into development planning. The panel also highlighted the significant contribution of migrants and refugees to countries of origin, transit and destination, and addressed the challenges of mass population flows for women and children.

Xavier de Victor, Advisor for the Fragility, Conflict and Violence Group at the World Bank, focussed on the impact of large refugee and migratory flows in host countries. Mr. de Victor began by stating that voluntary migration tends to have a positive economic impact on host countries. He noted that voluntary migration increases the labour force and availability of skills, allows native workers to perform higher value-added tasks, improves competitiveness, contributes to mitigating the decline in working-age population in aging countries, and has a negligible net fiscal impact. In contrast, forced migration has a more complex and nuanced economic impact for host countries. People do not necessarily come to work, but to escape harsh conditions and access services. He noted that at the macro-level, the economic effect of large forced migration flows is small.

Owen Shumba, Team Leader for the Livelihoods and Economic Recovery Group at the United Nations Development Programme (UNDP), spoke about resilience-based development solutions for large population movements. He explained the key principles guiding resilience-based solutions: (1) creating context-specific strategies; (2) linking short and long-term plans and goals; (3) creating sustainable and cost-effective policies; and (4) engaging in partnerships. UNDP estimates that its programmes have reached 4.5 million people directly and indirectly since 2014.

Pedro Tigre de Vasconcelos, Programme Coordinator at the International Fund of Agricultural Development (IFAD), stressed the importance of increasing the financial resources of those who receive remittances, particularly in rural areas in order to maximise the developmental impact of remittances once received and to provide migrants and their families with opportunities to invest their capital in their home communities. In order to maximise the positive impact of remittances and migration, migration policy must create financial inclusion and engage with the diaspora.

Marcy Hersh, Senior Advocacy Officer at the Women's Refugee Commission, noted that women are affected by displacement differently to men, and that their unique perspectives are necessary in creating comprehensive policies that adequately address their needs. For example, lack of access to sexual and reproductive health care is the leading cause of death, disease and disability among refugee women and girls of reproductive age. She offered three recommendations: (1) including and encouraging participation and meaningful engagement of women and girls; (2) ensuring that refugees have access to the full range of sexual and reproductive health services; (3) and providing access to safe and dignified economic opportunities.

Interactive Debate

Comments were raised regarding the need to reduce the costs of sending remittances, because of the benefits they bring for migrants and their families. Participants noted the need for more efforts towards capacity building on how remittances can be used for growth and development. Another participant stated that the narrative around refugees and migrants needs to better recognise their potential.

Similarly, the panel was asked how migration would be reflected at the upcoming World Humanitarian Summit (WHS). Representatives from the World Bank and UNDP confirmed that the issue of displacement would be discussed at the upcoming WHS.

SECOND MEETING

Protecting the human rights of all people in vulnerable
situations within large movements



30 June 2016

Second meeting: Protecting the human rights of all people in vulnerable situations within large movements

30 June 2016

10:00-12:00, Conference Room 5

United Nations Headquarters, New York

Co-Organisers:

OHCHR and UNODC

Co-Chairs:

Mexico and Italy

Executive Summary

The second meeting on 30 June 2016 was co-organised by the Office of the High Commissioner for Human Rights (OHCHR) and UN Office on Drugs and Crime (UNODC).

The panellists in this meeting examined the need to operationalise standards of human rights protection for all migrants. Similarly, the panellists highlighted the need to define 'migrant smuggling' and the importance of protection measures as part of a comprehensive approach to counter-smuggling. Further, they focussed on the critical need for evidence-based public narratives on migration that promote the dignity and human rights of all migrants and refugees without discrimination. The panellists also discussed the principles and a practical guidance on the human rights protection of migrants in vulnerable situations and in mixed and/or large movements currently under development by the GMG Working Group on Human Rights and Gender.

The Member States who took the floor during the meeting included Mexico and Italy (as the co-Chairs of the meeting), Brazil, and a group of Small Island Developing States (SIDS).

Opening Remarks

John Brandolino, Director of the Division for Treaty Affairs at UNODC, introduced the three general topics of the meeting, namely: (1) the need to operationalise migration standards; (2) defining and understanding human smuggling and trafficking; and (3) providing evidence-based narratives to guide comprehensive migration policy in order to uphold the rights and dignity of migrants without discrimination. He noted that 2016 is another deadly year for migrants, citing the thousands of deaths in the Mediterranean due to unsafe and overcrowded sea vessels. He remarked that the vulnerability of migrants and refugees puts them at greater risk of exploitation, and at greater risk for abuse along their journeys. He concluded that all refugees and migrants are entitled to assistance, regardless of immigration status.

The Permanent Representative of Mexico, **H.E.M. Juan Jose Gòmez Camacho**, stated that Mexico has always been at the forefront of migration issues. He underlined the need for greater efforts at the UN level in order to create concrete policy but acknowledged that migration challenges are growing in prominence. In this regard, he praised the work of the GMG and encouraged more interaction with UN Member States, building on the momentum in the lead up to the UN Summit for Refugees and Migrants. Amb. Camacho reiterated the need to keep human rights at the heart of migration debates and added that sharing best practices is key to the development of sensible migration policy. Finally, he emphasised the need for leadership in rejecting anti-migration and xenophobic rhetoric.

The Deputy Permanent Representative of Italy, **H.E.M. Inigo Lambertini** remarked that the main obligation of the international community is to ensure the respect of human rights of refugees and migrants, both during transit and in host countries. He noted that existing gaps in international legal framework can be filled by sharing responsibility as well as supporting countries that are most impacted by the large movements. Within the context of Italy, this means capacity building and adherence to the rule of law as it pertains to voyage across the sea. Amb. Lambertini stressed that in the first six months of 2016, Italian vessels have saved approximately 30,000 lives at sea, which represent 60% of all rescue operations in the Mediterranean Sea.

Speakers

Charles Radcliffe, Chief of Global Issues and Intergovernmental Affairs at OHCHR stated that the UN was founded on human rights principles of non-discrimination, equality, justice and dignity and that these principles are important to counter the increasingly divisive nature of public discourse on migration across the world. Mr. Radcliffe raised three points for consideration in the upcoming UN Summit for Refugees and Migrants: (1) the primacy of human rights in these discussions; (2) the importance of providing protection to all migrants and refugees, especially the most vulnerable populations, such as children, persons with disabilities, the elderly, and women; and (3) a human-rights based approach in Member States' policies that address both migration and asylum. He concluded that blaming the vulnerable and voiceless for social problems is not only unethical, but also self-destructive. He stated that the international community should reject the politics of fear and commit to human rights principles.

Matteo Pasquali, Deputy Representative for UNODC in New York, stated that migration is an age-old phenomenon that has enriched societies across the globe, and it remains a key factor supporting development, provided that it is well-managed. He emphasised the need to address organised crime in the facilitation of irregular migration and migrant smuggling as part of comprehensive migration strategies. Mr. Pasquali also noted that the framework to achieve this goal is provided by the UN Protocol against the Smuggling of Migrants by Land, Sea and Air adopted by General Assembly resolution 55/25, entered into force on 28 January 2004, supplementing the UN Convention against Transnational Organised Crime adopted by General Assembly resolution 55/25 of 15 November 2000, which seeks to prevent and combat migrant smuggling, promote cooperation to this end and protect the rights of smuggled migrants. He concluded that the integrated and comprehensive response required by the Protocol must be founded on the principle of shared responsibility, with the engagement of the entire international community.

Jemilah Mahmood, Under Secretary General for Partnerships at the International Federation of Red Cross and Red Crescent Societies (IFRC), reiterated that recent large movements of refugees and migrants reflects an enduring and long-term phenomenon.

She noted that the IFRC's 190 national societies and thousands of branches work to build people's resilience in their countries of origin, and their integration in destination countries. She stressed that the crossing of the Mediterranean is just one small piece of migrants' much larger journey that can last for years, where their vulnerabilities can lead to severe exploitation. Dr. Mahmood emphasised that what is currently lacking is timely and accurate information regarding where migrants are and their specific protection needs. She noted that innovative solutions, such as the Virtual Volunteer databases in Europe and Turkey that assists migrants and refugees locate services and information, offer best practice models to develop more comprehensive migration policies.

Inkeri Von Hase, Programme Analyst at UN Women, commented on the importance of women's empowerment within migration programmes, and providing protection that is gender-sensitive. She noted that the Secretary-General's report identified the special protection needs of women and girls, such as in relation to gender-based violence, exploitation, family separation, and trauma. The lack of safe and regular channels of migration put women and girls at greater risk of trafficking and smuggling, as well as risks of abuse, sexual violence, forced marriage and forced labour. Ms. Von Hase therefore emphasised the need for: (1) gender-responsible services for migrant women and girls; (2) strengthening of gender-responsive programming and policies by institutionalising gendered policies; (3) increasing national capacity to respond to the needs of women and girls; and (4) collection of gender-disaggregated data in order to enhance migration policy formulation.

Sarah Mehta, Human Rights Researcher at the American Civil Liberties Union (ACLU), explained that the ACLU's focus is on best practices for ensuring implementation of human rights standards in migration policy. Ms. Mehta emphasised the importance of viewing the Syrian crisis as one aspect of the much larger issue of the many protracted refugee and migrant crises. She also reported that many countries across the world have experienced difficulty in complying with international law and human rights obligations, where thousands of migrants have been turned away at the borders or detained. She concluded that current responses do not adequately address the drivers of migration, and have led to a rise in anti-refugee and anti-migrant rhetoric that not only affects new arrivals, but also migrants who have become naturalised citizens.

Interactive Debate

The correlation between the emergence of punitive measures in destination countries and xenophobia was noted as an important element that had not been sufficiently explored at the UN. Concerns were also raised about how human rights-centred policies can be implemented at the national level in the face of xenophobia, as well as the need for advocacy campaigns to promote tolerance and to end xenophobia.

Comments noted that large movements of refugees and migrants would continue and increase as a result of protracted conflict, internal violence, and fragility and that safe, regular and orderly migration policy is important to address these large movements. It was further noted that conventional rules in Maritime Law include the duty to render assistance to those in distress, regardless of their country of origin or legal status. There was a call for the development of guidance on how to improve search and rescue capabilities and how best to detect and suppress criminal activities.

Participants pointed out that the composition of who is migrating is changing: there are now large numbers of women and children making the dangerous journeys in search of safety. Moreover, no one is immune from the effects of migration and the international community must share responsibility in addressing its consequences.

Further, it was noted that human-induced climate change is one of the biggest challenges today. The international community should make good use of technical advancements to reverse the adverse effects of climate change on the environment, and to provide adequate protection and housing for those already displaced.

Similarly, because approximately 60% of all migrants are migrant workers, their employment status and conditions can be both a problem and a solution. An ILO representative mentioned that his organization plans to introduce guiding principles on best practices for accessing labour markets before the next GMG meeting.

THIRD MEETING

Strengthening responsibility sharing for refugees



13 July 2016

Third meeting: Strengthening responsibility sharing for refugees

13 July 2016

10:00-13:00, Conference Room 6
United Nations Headquarters, New York

Co-Organisers:

UNDP and UNHCR

Co-Chairs:

Zambia and Portugal

Executive Summary

The meeting on 13 July 2016 was co-organised by the United Nations Development Programme (UNDP) and the Office of United Nations High Commissioner for Refugees (UNHCR).

The meeting consisted of two panels and it reviewed ways for Member States to: i) facilitate protection and re-affirm solidarity in sharing responsibility for refugees worldwide; and ii) provide development approaches to address large movements of refugees. The first panel focussed on the proposed Global Compact on Responsibility-sharing for Refugees while the second panel discussed the importance of development approaches to forced displacement and ways of promoting coherent joint interventions between humanitarian and development actors in forced displacement contexts.

Six Member States took the floor during the meeting: Zambia and Portugal (as the co-Chairs of the meeting); as well as Japan, Australia, Turkey and Argentina (who made interventions in the course of the interactive debate).

Opening Remarks

Ninette Kelley, Director of the Liaison Office of United Nations High Commissioner for Refugees (UNHCR) in New York, welcomed participants and noted that this meeting was designed to provide concrete examples of best practices for formulating responses to large refugee movements.

H.E. Dr. Mwaba P. Kasese-Bota, Permanent Representative of the Republic of Zambia, highlighted that Zambia has been receiving refugees from neighbouring countries for the past fifty years. Zambia is currently implementing its “Local Integration Programme” which consists of three pillars: (1) provision of alternative legal status for long-staying refugees; (2) support for “resettlement” in designated areas and provision of land; and (3) support to host communities. The Zambian Government is now working with partners to shift from a humanitarian-centred approach towards a whole UN system development approach towards refugees and host communities. Amb. Kasese-Bota highlighted the need for shared responsibility in implementing projects such as Zambia’s Local Integration Programme, in order to ensure the respect of human rights and fulfilment of development aspirations.

H.E. Cristina Pucarinho, Deputy Permanent Representative of Portugal, noted Portugal’s long-term relationship with the UNHCR and that in response to the Syrian crisis, Portugal has implemented initiatives such as the Refugee Welcome Kits to facilitate successful resettlement. She further noted that refugees and migrants can be economic and social contributors to society, using Portugal’s academic scholarships for Syrians as an example. Amb. Pucarinho emphasised that political will, leadership and solidarity are essential for responsibility sharing for refugees.

Panel 1: Increasing complementary pathways to solutions for persons in need of protection

Ajay Madiwale of the International Federation of Red Cross and Red Crescent Societies (IFRC) moderated the first panel.

Ninette Kelley, Director of the UNHCR Office in New York, remarked that while the world has been confronted with a significant

increase of refugee over the past five years, the global community is in fact facing a crisis of solidarity. She noted that the Global Compact on responsibility sharing for refugees proposed by the UN Secretary-General, in addition to reaffirming well-established legal standards governing the treatment of refugees, has the merits of articulating a comprehensive approach to large scale movements of refugees and protracted refugee situations. Ms. Kelley emphasised that a comprehensive response begins at the moment of a refugee's arrival into a host country and continues all the way to a durable solution for that refugee. This includes adequate reception, the identification of specific needs, ensuring the access to food and shelter, and providing efficient assistance (such as cash assistance) and guidance on voluntary repatriation processes. Ms. Kelley highlighted the need to better assess the impact refugees may have on host countries and the environment. She concluded that the UN Summit for Refugees and Migrants would enhance refugee protection responses going forward on the ground.

Anna Greene, Policy and Advocacy Director at the International Rescue Committee (IRC), stated that fifteen countries are currently providing traditional resettlement programmes for refugees, with an anticipated eleven new countries this year. She noted that less than 0.5% of the total global refugee population has access to traditional resettlement. The aim for the upcoming UN Summit for Refugees and Migrants is to reach 10%, with the support of Member States. Ms. Greene noted that the IRC supports alternative and complementary pathways to traditional resettlement, such as humanitarian-based, labour-based, education-based, and family-based programmes. She concluded that all alternative pathways need to ensure the minimum safeguards of traditional resettlement, such as the principle of non-refoulement.

Professor **James Milner** from Carleton University, highlighted lessons from past experiences such as the Comprehensive Plan of Action for Indo-Chinese Refugees (CPA), the International Conference on Central American Refugees (CIREFCA), and the International Conference on Assistance to Refugees in Africa (ICARA). Professor Milner stressed that key lessons from these precedents show that comprehensive and integrated processes are necessary to respond to the needs of refugees, as opposed to one-off pledges. Similarly, situation-specific approaches, as opposed to general guidelines, can better inform refugee responses.

Furthermore, Professor Milner noted that the engagement of a broad range of actors, especially peace-building actors, can ensure comprehensive and inclusive policy formulation. Finally, he emphasised the importance of finding durable solutions and reducing gaps in support to provide greater predictability of policy implementation.

Interactive Debate

The interactive debate focussed on issues of resettlement. Comments and questions considered the obstacles preventing the development of further resettlement programmes. Participants agreed that alternative pathways are important, but that they should not substitute traditional resettlement. The IRC concurred that alternative pathways to resettlement, even when temporary, need to build a foundation for self-sufficiency. Moreover, temporary protected status must lead to concrete pathways and allow refugees to access work opportunities and be self-sufficient. Ms. Kelley emphasized that the primary focus at the UN Summit for Refugees and Migrants should be on national actors to pledge concrete commitments to raise their level of engagement.

Panel 2: Enhancing the humanitarian and development nexus to address protracted displacement

The second panel was moderated by **Izumi Nakamitsu**, Assistant Secretary-General and Assistant Administrator of UNDP's Crisis Response Unit. Ms. Nakamitsu highlighted the timeliness of this meeting indicating the urgent need for effective and sustainable solutions. Ms Nakamistu noted that she had just returned from Uganda where she observed progressive approaches to refugee resettlement that had the support of the UN.

Colin Bruce, Director for Regional Integration, Africa Vice President's Office at the World Bank, stated that the compact on refugees and subsequent programme development should be based on concrete data. Evidence can help better understand the development impact of large movements of refugees and migrants. Mr. Bruce highlighted that data can enable properly designed

policies and programmes. Similarly, it can help foster sound allocation of resources and monitor and evaluate effectiveness of support provides. Furthermore, more data collection is needed to help capture public perceptions and possible real or perceived social tensions. He concluded by reiterating the for jointly advancing our evidence base, and that the compact should be explicit in its recommendations in this regard.

Amir Abdulla, Deputy Executive Director of the World Food Programme (WFP), pointed out the following steps to ensure the institutionalisation of the humanitarian-development nexus: (1) addressing the needs of both host communities and refugees/displaced persons and localizing our approaches; (2) moving towards multi-year funding and planning; (3) seeing refugees as contributors to local economy/society rather than as a burden; and (4) conducting integrated, joint assessments to better identify specific needs. Mr. Abdulla recommended that the term ‘financing’ rather than ‘funding’ should be used when discussing solutions, and that stronger cooperation between Member States, the UN system and the private sector would make responses to large movements more sustainable. He concluded by highlighting the importance of ensuring full respect of human rights in any response.

Magdy Martinez Soliman, Assistant Secretary-General, Assistant Administrator and Director of the UNDP Bureau for Policy and Programme Support, stated that the 2030 Agenda for Sustainable Development should act as the main framework to address large movements of refugees and migrants and their root causes. Mr. Soliman highlighted the importance of: (1) addressing and analysing the root causes of refugee and migration movements; (2) advancing a joint evidence base on the development impact of large movements; (3) enabling voluntary return of refugees and IDPs through and improving community-based re-integration; (4) supporting national and local governments in development planning, including migration and refugee issues; and (5) supporting host communities through resilience based development approaches, to enable them to better cope with and recover from the impact of large movement and protect development gains. Mr Soliman then referred to a series of examples of programme responses in which UNDP has been a key partner that apply a comprehensive, development approach including the regional strategy for the Sahel and Regional Refugee and Resilience Response Plan (3RP).

Jennifer Topping, Director of the Multi-Partner Trust Fund Office (MPTFO), noted that while there are challenges associated with implementing multi-year funding, innovative approaches can enable more inclusive and sustainable approaches. The financial instruments currently available have different timelines and different values linked to humanitarian efforts, stabilisation, or development. This had led to fragmentation, under-utilisation, and critical funding gaps. She called for leveraging synergies between different instruments and taking advantage of innovations around pooled funding. Ms. Topping concluded that MPTFO has been working with the World Bank on mapping different instruments to identify potential entry points for more adequate funding arrangements to address large movements of migrants and refugees.

Interactive Debate

Answering a specific question from the floor about relevant financial facilities, **the World Bank** explained that a new financial platform would be launched at the US-led Summit on 20 September 2016. The Platform will include new concessional windows for crisis preparation, prevention and response. It will also support the collection and analysis of data regarding children and women through the Multiple Indicator Cluster Surveys (MICS).

Another participant asked how to encourage the private sector to partake in resettlement programming. **Mr. Abdulla** responded that it was important to create a conducive environment for investment, where the situation can be mutually beneficial for all, and noted that refugees can be contributors and consumers within hosting societies. **Ms. Nakamitsu** concluded by highlighting the paradigm shift towards a stronger nexus between humanitarian and development responses, and “win-win” outcomes for both refugees and host communities.

Finally, it was also noted that one of the most positive results from the World Humanitarian Summit was the “Commitment to Action” signed by six UN agencies with the endorsement of World Bank and IOM.

FOURTH MEETING

Responding to large movements of refugees and migrants
- Human rights protecting, labour market options and a
Global Compact for migration



20 July 2016

Fourth meeting: Responding to large movements of refugees and migrants - Human rights protection, labour market options and a Global Compact for migration

20 July 2016

13:00-15:00, PDR 1-3, Delegates Dining Room
United Nations Headquarters, New York

Co-Organisers:

OHCHR, ILO, IOM, PICUM

Co-Chairs:

Bangladesh and Switzerland

Executive Summary

The fourth meeting on 20 July 2016 was co-organised by the Office of the High Commissioner for Human Rights (OHCHR), the International Labour Organisation (ILO), the International Organisation for Migration (IOM), and the Platform for International Cooperation on Undocumented Migrants (PICUM), in collaboration with the Special Rapporteur on the Human Rights of Migrants.

This meeting built upon the three previous GMG meetings held in New York. Moreover, it built upon two multi-stakeholder meetings held in Geneva, on 1 June 2016 (under the auspices of OHCHR, and PICUM, with the support of Switzerland and the Special Rapporteur on the Human Rights of Migrants) and between 5-7 July 2016 (under the auspices of the ILO regarding the access of refugees and other forcibly displaced persons to the labour market).

Three Member States took the floor during the meeting: Bangladesh, Ireland and Switzerland shared their views as 2016 Chair of the Global Forum on Migration and Development (GFMD), co-facilitator of the UN Summit for Refugees and Migrants, and the supporting State for OHCHR's and PICUM's work on the human rights of migrants.

Opening Remarks

In her opening remarks, **Lakshmi Puri**, Assistant Secretary-General and Deputy Executive Director of UN Women, highlighted that human rights are universal and indivisible, and therefore must apply to all women and men refugees and migrants, irrespective of their legal status. In terms of the labour market options, Ms. Puri noted that in order to achieve SDG target 10.7 on orderly, safe, regular, and responsible migration, the specific needs of migrants in the labour market must be addressed, pointing to women's specific vulnerabilities in the domestic work sector.

Panel 1: Labour market options and ideas for a Global Compact on Migration

Guy Ryder, Director-General at the International Labour Organisation (ILO), highlighted the importance of partnerships across agency lines in formulating migration policy. Mr. Ryder reported that migration is inextricably linked with work. From migrants seeking better opportunities, to refugees who find themselves forcibly displaced, everyone seeks to work, because they look for a source of both income and dignity. He noted that current nature of public debates on migration creates political and social obstacles for migrants and refugees to access the labour markets, despite the fact that international labour markets favour migration. He concluded that there are two ways to overcome this inherent contradiction: by combatting xenophobia through public education, and by bringing principles and values into our normative migration framework.

Laura Thompson, Deputy Director General of the International Organisation for Migration (IOM), stated that the elements of the Global Compact for Migrants should become the normative framework for formulating migration policy. She stated three main points. First, the objective of a Global Compact should not be to stop migration, but rather to recognise that migration is a reality and should be a matter of genuine choice that is well-managed to generate benefits for migrants and the societies. Second, any Global Compact needs to look at migration holistically and not focus simply on large movements. Third, key elements of a Global Compact include: (1) protection of the human rights of migrants;

(2) expanding avenues for safe, orderly, and regular migration; promoting integration; (3) fostering positive development outcomes of migration; (4) addressing the impacts of crises on migrants; and (5) using data collection to better inform migration policies. To conclude, Ms. Thomson expressed the readiness of IOM to act as facilitator in the negotiations ahead regarding a Global Compact for Safe, Regular and Orderly Migration.

Panel 2: Human rights protection of migrants in vulnerable situations and within large and/or mixed movements: protection gaps and norm-based practical guidance

Michele LeVoy, Director of the Platform for International Cooperation on Undocumented Migrants (PICUM), emphasised the importance of including provisions in the New York Declaration for Refugees and Migrants that combat xenophobia, racial discrimination, and intolerance directed towards refugees and migrants. She observed that human rights apply equally to both “regular” and “irregular” migrants. She also cited the recommendations by the UN Committee of the Rights of the Child, which found in its 2012 Day of General Discussion (DGD) on “The Rights of All Children in the Context of International Migration” that detention of children is always a child rights violation, and never in a child’s best interest. Ms. LeVoy emphasised the importance of identifying and preventing the unique vulnerabilities pertaining to women, and highlighted the importance of access to the labour markets. She concluded by emphasising the importance of engaging with civil society in successfully achieving the refugee and migrant compacts.

Kate Gilmore, Deputy High Commissioner for Human Rights (OHCHR), emphasised that the discussion on the human rights consequences of the large-scale, perilous and irregular migration is not about whether human rights apply but about how best to uphold these migrants’ rights. She also stressed that the New York Declaration for Refugees and Migrants and the Global Compact on Migration should reflect the primacy of human rights, the importance of protecting the human rights of all people on the move without discrimination, and the need for comprehensive and human rights-based migration governance. Ms. Gilmore also mentioned the importance of the upcoming Principles and

Practical Guidance on the human rights protection of migrants in vulnerable situations and within large movements, led by the GMG Working Group on Human Rights and Gender Equality.

Panel 3: Next steps and ways forward: towards the General Assembly High-Level Plenary on Addressing Large Movements of Refugees and Migrants

H.E. Ambassador David Donoghue, Permanent Representative of Ireland to the United Nations and co-facilitator of the UN Summit for Refugees and Migrants, reported that ongoing consultations focus on the two Global Compacts proposed in the Secretary-General's Report prepared for the Summit. Amb. Donoghue mentioned he was confident that gender-responsive programming would be included in these discussions. He noted that the outcome document would include recommendations for: (1) Member State commitments regarding the equitable treatment of migrants and refugees; (2) migrants and refugees inclusion in labour markets; and (3) the creation of opportunities for young people. He also underlined the importance of addressing concerns regarding the criminalisation of migrants, the securitisation of migration, and the lack of effort in regularising migration in the current document.

Peter Sutherland, Special Representative of the Secretary-General on International Migration and Development, highlighted that globalisation and migration bring enormous opportunity. He drew attention to the risks associated to the prevalence of “nationalism” over “multilateralism”, as has occurred in recent times, especially in relation to trade. He noted that xenophobia and social division are creating challenges in executing migration policy that ensures the protection of human rights of refugees and migrants. Mr. Sutherland drew attention to the need to promote migration and development by facilitating the mobility of migrants, ensuring their inclusion in countries of destination, recognising all migrants' rights, addressing the crisis dimensions of mixed migration flows, creating safe and regular migration channels, and changing negative rhetoric. He concluded by expressing hope that the UN Summit for Refugees and Migrants will be successful in recognising the value of human mobility and encouraging safer pathways for refugees and migrants.

William Gois, Chair of the Global Coalition on Migration, stressed that the UN system was created to enhance freedom from fear and freedom from want, and asked the audience to reflect upon whether we are making good on those goals. He noted that discussing the rights of migrants and refugees should not be difficult, but it is becoming that way due to heightened xenophobia around the world.

Concluding Remarks

H.E. Mr. Md. Shahidul Haque, Foreign Secretary of Bangladesh, noted that while many Member States agree that migration is necessary, a number of them are not adequately contributing to the development of migration policies. He observed that too often Member States dictate migration policies, without consideration of human rights, and concluded that although the UN system generally agrees upon the importance of a rights-based approach to migration policy, this approach is often lacking at the regional and local levels.

H.E. Ambassador Jürg Lauber, Permanent Representative of Switzerland, briefly reiterated the need to address protection gaps through the two Global Compacts on refugees and migrants. He concluded that it is important to implement and affirm the SDGs in the outcome document, stressing the principle of “leaving no one behind”.

Interactive Debate

Participants underscored that the rights to movement, education, and work were often affected by legal status in host countries. For example, many Syrian children are currently not able to attend school because their parents, who are not allowed to work, cannot afford transportation costs or school supplies. Member States were encouraged to make a political commitment to stop the detention of migrants, especially children.

APPENDIX



Appendix 1: About the GMG

The Global Migration Group (GMG) is an inter-agency group bringing together heads of agencies to promote the wider application of all relevant international and regional instruments and norms relating to migration, and to encourage the adoption of more coherent, comprehensive and better coordinated approaches to the issue of international migration. The GMG is particularly concerned with improving the overall effectiveness of its members and other stakeholders in capitalising upon the opportunities and responding to the challenges presented by international migration.

The GMG was established by the United Nations Secretary-General in early 2006 in response to a recommendation of the Global Commission on International Migration for the establishment of a high-level inter-institutional group of agencies involved in migration-related activities. The GMG was created by building on an existing inter-agency group with a more limited membership, the Geneva Migration Group, which was established in April 2003. As of August 2016, the Group is comprised of 18 entities.

Apart from sustaining the inter-agency cooperation in the field of international migration, the Group also contributes to the Global Forum on Migration and Development (GFMD), an intergovernmental process that emerged after the General Assembly High Level Dialogue on International Migration and Development in September 2006.

The GMG meets at regular intervals. The Chair is held on a rotating basis by the executive heads of its member organisations. The GMG Chair in 2016 is UN Women.

Appendix 2: Members of GMG

Food and Agriculture Organisation (**FAO**)

International Labour Organisation (**ILO**)

International Organisation for Migration (**IOM**)

Office of the High Commissioner for Human Rights (**OHCHR**)

United Nations Children's Fund (**UNICEF**)

United Nations Conference on Trade and Development (**UNCTAD**)

United Nations Department of Economic and Social Affairs (**DESA**)

United Nations Development Programme (**UNDP**)

United Nations Educational, Scientific and Cultural Organisation
(**UNESCO**)

United Nations Population Fund (**UNFPA**)

United Nations High Commissioner for Refugees (**UNHCR**)

United Nations Institute for Training and Research (**UNITAR**)

United Nations Office on Drugs and Crime (**UNODC**)

United Nations Regional Commissions

United Nations Entity for Gender Equality and the Empowerment
of Women (**UN Women**)

United Nations University (**UNU**)

World Bank

World Health Organisation (**WHO**)

