

**CANADIAN INPUT TO THE OFFICE OF THE SPECIAL REPRESENTATIVE TO THE
SECRETARY GENERAL ON INTERNATIONAL MIGRATION
FOR THE SECRETARY GENERAL'S REPORT ON THE
GLOBAL COMPACT FOR SAFE, ORDERLY, REGULAR MIGRATION**

Canada is pleased to provide to the Office of the Special Representative to the Secretary General for International Migration (SRSG) the following input for consideration in the preparation of the Secretary General's report. We look forward to hearing through this report about the SRSG's aspirations for the Compact. Canada's input is in line with the resolution, *Modalities for the intergovernmental negotiations of the global compact for safe, orderly, regular migration* (paragraph 26) which requested the Secretary General to submit toward the production of the zero draft of the Compact, a report that outlines the "facts and figures, challenges and opportunities."

1) Introduction: Key Issues in the development of the Global Compact

The Government of Canada believes that the Secretary General's report can establish a long-term vision of global migration, focusing on evidence of the benefits of well-managed migration policies and advocating for a Compact comprised of practical actions that see increasing human mobility as a reality that is best embraced and managed rather than opposed. We believe that the report can provide facts and figures and outline challenges and opportunities to demonstrate that safe, orderly, and regular migration supports sustainable development, economic growth, prosperity, diversity, and effective border policies in sending, transit, and receiving countries. In so doing, the report can contribute significantly to establishing an ambitious but realistic document to guide the subsequent negotiations.

Canada recommends that the Global Compact on Migration be grounded in steps to strengthen the development of comprehensive national migration systems and improve international cooperation on migration. Crucially, these responses should build on and amplify the strength and capacities of migrants themselves, in particular women and girls. The Compact should result in new and innovative commitments among Member States that move beyond the current responses to increased global mobility. These new responses should acknowledge that States have a common interest in:

1. facilitating safe, orderly and regular migration through the creation of new and expanded regular pathways;
2. cooperating to address challenges and harness opportunities presented by migration;
3. responding to large movements and protecting and assisting migrants in vulnerable situations, particularly women and girls at risk and unaccompanied and separated minors;
4. implementing and enforcing effective border controls, including repatriation and return schemes; and,
5. combatting trafficking in persons and countering migrant smuggling; and,
6. strengthening institutional capacities to improve international responses to migration.

It is also important to recognize existing legal and policy mechanisms and guidance, and for States to implement what they have already agreed to. This is not about asking states to ratify what they have already decided not to, but rather to encourage them to implement what they have ratified.

The Secretary General's report should help to set the scene for a Compact that:

- Establishes a clear, compelling and evidence-based long-term vision for migration and human mobility that includes gender equality considerations;
- Supports a balanced approach, recognizing the challenges and opportunities of human mobility, identifying the benefits of states improving their governance of migration, and shifting the focus from short-term crisis response to longer-term multi-stakeholder cooperation;
- Calls for political leadership to promote a positive narrative on migration that is rooted in local and national contexts, emphasizes the manageability of migration, and affirms shared global values (e.g. via public information and advocacy campaigns, social programs to promote integration and cross-cultural understanding)
- Engages a broad range of stakeholders, including regional processes and multilateral actors, international organizations, civil society organizations and migrants, private sector actors, provinces/states and municipalities, academics;
- Calls for the UN system (e.g.: IOM, ILO, UN DESA, UNHCR, etc.), key international actors (e.g. OECD), and Member States to work together for a coherent approach to collecting and publishing migration-related data, including by aligning with the Sustainable Development Goal (SDG) processes;
- Commits to redouble efforts to eradicate forced labour and human trafficking; and
- Recognizes the linkages between the two Global Compacts (see section below for further detail).

2) Structure and Elements of the Global Compact for Migration

While the thematic consultations did serve to break down international migration into components for discussion, in our view the structure of the Compact should not be based on these thematic divisions. Canada proposes the following structure instead:

A. Preamble:

- **Existing body of work:** confirm that the Compact will reflect and build on existing principles and norms and reaffirm existing principles, agreements, conventions and frameworks (e.g.: *New York Declaration for Refugees and Migrants*, SDGs, Human Rights treaties and conventions, etc.)
- **Acknowledge existing multilateral and regional processes:** commit to link to and build on specific understandings, agreements, agendas for cooperation and initiatives flowing from these (e.g.: Regional Consultative Processes, etc.).

B. Results Statement:

- **Principles:** clearly defining the core principles that will guide the vision, goals and commitments under the Global Compact.
- **Vision:** a clear, compelling, ambitious vision for international migration that the international community can work towards implementing over the coming 20 years.
- **Goals:** concrete, practical and actionable goals broken down into short, medium and long-term categories. These goals should form the basis of the Compact.
- **Actionable Commitments¹:** States would voluntarily make commitments toward the achievement of the above Goals through their National Action Plans. The Compact should capture as examples of commitments all of the good practices and approaches

¹ Following the final thematic consultation, Canada will submit a summary of its previously submitted recommendations from the thematic consultations to the co-facilitators and the Office of the SRSG

previously shared (e.g.: during the thematic consultations, regional consultations, GFMD meetings, International Dialogues on Migration, etc.). Some of these could be binding components to which smaller groups of states could voluntarily commit.

C. Means of Implementation:

- **Identify the roles and responsibilities of the main UN system bodies overseeing implementation:** One lead organization should be identified. In Canada's view, the IOM with expanded capacities is best placed to fulfil this role. A single lead organization will improve coordination and coherence among the many actors who work on migration issues.
- **Elaborate a clear means of measuring progress against the goals:** This should include, for example, the adoption of national and/or regional action plans with commitments, targets and indicators.
- **Complement, align with, or add to the Sustainable Development Goals targets and indicators:** This will to ensure coherence and avoid duplication.
- **Key actors:** This should identify the roles of other actors in helping to achieve these goals – national, sub-national and municipal governments, International Organizations, NGOs, civil society, private sector, migrants themselves.

D. Follow-up and Review

- **Set a schedule:** This would include periodic national reporting. This could also include a major follow-up meeting in five to ten years. Follow-up and review should be aligned to existing migration-related international processes, to the extent possible.

E. Annexes

- **Policy gap analysis:** This should be produced by IOM and should identify gaps where issues are not addressed by the existing body of work, but also gaps that result from low uptake of instruments by states.
- **Comprehensive listing of existing multilateral and regional processes and commitments:** This should include the Regional Consultative Processes and others, similar to that provided in Issue Brief 3.

Goals and Actionable Commitments

A. Contribute to meeting the migration-related goals and targets of the 2030 Agenda for Sustainable Development:

- **Measure progress against existing 2030 Sustainable Development Goals targets and indicators**
- **Provide guidance and encourage more countries to develop comprehensive, planned national migration systems to facilitate safe, orderly, regular migration:** A comprehensive, planned migration system includes diversified and expanded regular migration opportunities and pathways that take into account the different experiences and needs of women and girls, men and boys, for both temporary and permanent migration (for work at all skills levels, study, and family unification, as well as regular humanitarian pathways) better managed crisis-related movements and protection of migrants in vulnerable situations (including sexual-and gender-based violence prevention and response), improved treatment of migrants in transit and upon arrival, better managed entry and stay, honouring of obligations to admit returning nationals, improved reintegration mechanisms, and integration programming. Comprehensive systems benefit from whole-of-society engagement as well as a long-term vision of

migration. They can also be strengthened by regional and global frameworks. The implementation of the Compact provides an opportunity for countries with strong, comprehensive migration systems to share their experience and expertise.

B. Support the development of progressive responses to migration and mobility:

- **Develop a framework to share promising long-term, gender sensitive, whole-of-society and whole-of-government practices:** These best practices should seek a balance between state versus global interests, and highlight economic and social gains that can be achieved through well-planned migration policies and programs, for example, involving civil society organizations in integration measures and private-public partnerships related to labour migration. Examples shared by States and organizations during Phase I of the process should be made available through the Compact as potential commitments linked to the Compact Goals.

C. Outline concrete actions that advance the New York Declaration commitments and build on existing migration-related conventions and treaties, resolutions, and agreements, while preserving flexibility for states:

- **Identify gaps in this existing body of work and propose solutions:** Based on the IOM gap analysis proposed above (see Annexes), Canada recommends the Compact should clarify which gaps exist based on the existing body of work. This should include an analysis of instruments with low ratification rates; their weak implementation presents a gap in the system and they may contain widely acceptable practices that should be identified and incorporated into the Compact.

D. Enshrine greater protection of the rights of women and girls and greater empowerment of migrant women in national, regional and global responses to migration.

- Women and men may face different reasons for migrating and face significantly different challenges and opportunities in their migration experiences.
- Commitments put forward should: (1) protect and promote the human rights of migrant women and girls, especially as they relate to addressing sexual and gender based violence and child and early forced marriage; (2) reduce inequalities in access to resources and services; and (3) improve women's participation as decision-makers in shaping the sustainable development of their societies,, including strengthening the capacity of local and national women's groups..
- The process should engage UN Women on how to bring a gender responsive perspective to the Global Compact on Migration. They have provided 56 recommendations, which provide a comprehensive view of issues that should be addressed. Canada would recommend that UNWomen work with select state representatives to determine how these recommendations might be practically applied through actionable commitments.

E. Reflect the linkages between the Global Compact on Refugees and the Global Compact for Migration:

- This could include guidance on how to address issues that are relevant to both compacts and promoting multi-stakeholder engagement to foster a balanced and comprehensive approach to the movement of people through comprehensive national migration systems. Issues that are relevant to both compacts include:

- How comprehensive national migration systems and increased regular pathways can alleviate pressures on asylum systems resulting from migrants who see no other options for migration;
- Border management and returns;
- Reintegration;
- Settlement and integration approaches that foster inclusion and benefit all migrants, including refugees;
- Whole-of-society and whole-of-government approaches to migration;
- Regional and international cooperation;
- Bringing a gender perspective to migration and refugee policies and programs;
- Better data collection and analysis;
- How to change the narrative to one that is more positive;
- Developing a coherent response to mixed flows; and,
- Guidance on how to ensure the human rights of asylum-seekers are upheld as they wait for their status determination process to be completed.
- Neither the GCM nor the GCR should overstate the linkages and/or create cumbersome coordination mechanisms.

3) Means of Implementation

A. Institutional Responsibilities

Canada would support a global migration architecture that brings coordination and coherence to the many actors who work on migration issues. We recommend that one body within the UN system – the IOM – be given an exclusive migration mandate and be tasked as lead of a restructured Global Migration Group with membership drawn from a number of other key actors. The lead’s mandate could include:

- UN coordination and intergovernmental follow-up (modeled on the International Atomic Energy Agency example)
- Developing of clear ways to measure progress against Compact goals using agreed definitions and indicators
- Working regionally with Member States and other stakeholders to support implementation and reporting, and
- Providing policy and operational advice and guidance.

The IOM should coordinate and collaborate with organizations and processes that could play a strong role in GCM implementation by promoting policy/systems development, sharing best practices, and strengthening collaboration, including: international organizations (ILO, OHCHR, UNHCR, and UN DESA), regional organizations (particularly the Regional Consultative Processes), multilateral forums (especially the Global Forum on Migration and Development (GFMD) and the IOM’s International Dialogues on Migration), mechanisms such as the Migrants in Countries in Crisis (MICIC) initiative and Platform on Disaster Displacement, national and sub-national governments, cities, educational and other public institutions, the private sector, and community organizations.

These organizations and processes could play a strong role in GCM implementation by promoting policy/systems development, sharing best practices, and strengthening collaboration.

B. Financing and budget

Given limited funds worldwide, the Compact should promote cooperation and coordination to obtain, use, and strengthen and leverage existing financial, material and human resources effectively to ensure the work laid out in the Compact can be achieved. This should include

making linkages to financing via support for SDG implementation and other financing facilities. Member States must determine the most appropriate vehicle by which to financially support these implementation and monitoring efforts.

C. Follow-up and Review

The Compact should consider the existing mechanisms that could provide the forum for follow up meetings and should propose a way to streamline them. Currently at the international level there exists the IOM's International Dialogues on Migration (IDM), the UN High Level Dialogue on Migration and Development (HLD) planned for 2019, and the GFMD. A discussion among States should identify one amalgamated forum coordinated by the IOM as the lead of the process. Regional processes should include a regional follow-up and review in their programmes of work.

The follow-up and review process should include a schedule of meetings linked to the reporting milestones. The aim of these meetings would be to support the process for review and adherence to the Compact and promote openness for Member States to identify any challenges or weaknesses in implementation. To ensure coherence and to better streamline all international migration work, this should include monitoring of relevant existing norms to prevent erosion of any existing rights and protections, particularly in the face of xenophobic and nationalistic pressures.

D. Data and Statistics:

A key part of the implementation of the Global Compact on Migration must involve collecting sex- and age- disaggregated data that produces relevant, high quality and standardized evidence. This data would be linked to the SDGs and its indicator process and would:

- Standardize definitions of key terms relating to migration;
- Help the international community predict movements and plan responses;
- Demonstrate the opportunities of social and economic benefits for sending, transit, and host communities created by safe, orderly, and regular migration;
- Identifies the needs and protection measures of migrants in vulnerable situations, including in humanitarian settings and crisis situations;
- Improve understanding of trends and extent of migrant smuggling, trafficking in persons, and other negative aspects of irregular migration to allow the international community to better counter these practices;
- Safeguard the human dignity of people on the move, particularly those in vulnerable situations who fall outside of established protection systems; and,,
- Improve the understanding of the unique needs of women and girls. .

The Compact should, therefore, provide the international community with guidelines to improve data collection. As Canada noted during Thematic Consultation #3, States should be encouraged to collect migration data systematically and regularly, disaggregated by sex and age, and to provide information on migration legislation, policies and programs. The Compact could encourage States to:

- Share their national data more broadly;
- Include basic questions on migration in national censuses;
- Integrate migration modules into existing household surveys;
- Make better use of migration data collected in labour force surveys; and,

- Use administrative data on international migrants to inform legislation, policies and programming.