

**GLOBAL COMPACT ON MIGRATION:
THEMATIC CONSULTATION ON INTERNATIONAL COOPERATION AND GOVERNANCE OF MIGRATION**

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Check Against Delivery

Panel 1: International Cooperation and governance of migration in all its dimensions

2018 is not our final target, but an important milestone. We must view the Global Compact as a long-term process that includes concrete short, medium and longer term goals.

We also need clear ways of measuring our progress against these goals. Ways that align with the migration-related Agenda 2030 targets and indicators, so there is coherence and we avoid duplication.

We agree with the Issue Brief that we should weave together existing thinking, resources, and recommendations to create a more coherent approach to human mobility. Specifically, we have three recommendations:

1. First, we should establish a clear common vision for international migration. Where do we want to be in 20 years? We can build on examples of bilateral, sub-regional, regional and international cooperation to facilitate safe, orderly, regular mobility, such as the many regional communities in Africa, the MERCOSUR Resident Agreement, and ASEAN.¹ Beyond the scope of national governments, networks of cooperation such as 100 Resilient Cities² should be consulted and contribute to this vision.

But we can only lay out a vision if we understand what is missing.

2. We need to identify existing instruments of migration governance and determine policy gaps. We do not need another instrument that suffers from low uptake; our vision must have broad buy-in. There are already a number of conventions, treaties, resolutions, protocols and guidelines, including the Berne Initiative, IOM's Migration Governance Framework, the Migrants in Countries in Crisis Initiative, and the Platform on Disaster Displacement. The Compact should weave these together, identify the issues they address, and highlight gaps. It should also advocate for states to implement what they have already ratified, and to report on implementation as part of a larger effort to collect migration data.

¹ MERCOSUR Residence Agreement: aim was to solve the situation of intraregional irregular migration while deepening the regional integration process and implementing a policy of free circulation of people; ECOWAS: an integrated region where the population enjoys free movement, have access to efficient education and health systems and engage in economic and commercial activities while living in dignity in an atmosphere of peace and security.

² Cities partnering with international organizations and private enterprise.

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. A more complete picture of global migration would help us predict movements and plan responses. Using forums and online interactions can offer cost-effective ways to build capacity where it is lacking. OECD activities, including work with SICREMI³ and in the Asia-Pacific region, could also be leveraged to help us gather data in regions and countries where gaps remain. In this regard, we look forward to the International Forum on Migration Statistics in January.

Finally, a question for the panel and fellow participants. We have discussed previously the need to define key terms. How can we ensure we are using terms consistently and yet avoid politicized negotiations over their meaning which can sideline our overall progress?

³ Continuous Reporting System on International Migration in the Americas which aims to contribute to the monitoring of international migration movements in the region through rigorous and up-to-date information on migration flows.

Panel 2: International cooperation and governance of migration in transit, on entry and at borders

Strengthened capacity to respond to people arriving at borders is key to facilitating international cooperation on transit, entry and border management. This should be done in a way that respects the humanity and dignity of those arriving, regardless of how or why they are on the move.

In this regard, Canada has three recommendations:

- **We should use regional and multilateral fora to share best practices and learn from each other.** Cooperation between states, including through multilateral forums like UNODC, ICAO and regional consultative processes, can streamline border processes, eliminate redundancies, build security and document control capacity, and help counteract human smuggling and trafficking in persons.⁴ Of particular value are capacity building activities in which countries train and equip immigration and border officers, help them carry out document verification, and share experience with practices that respect the human rights of people arriving, including by offering judicial oversight of decisions⁵ and gender-sensitive reception. We recommend national governments carry out systematic and regular cycles of evaluation of these activities and make policy and program adjustments based on the findings.
- **National multi-stakeholder consultations can help identify issues and inform plans to address them⁶.** As the issue brief and the Sutherland Report note, whole of government coordination is crucial. Inter-ministerial working groups that bring together officials from relevant ministries facilitate joint planning and coherence. Front-line officers are well-placed to contribute to this by identifying border issues and practices to address them. Establishing expert groups of key stakeholders, such as other levels of government, academics and civil society, can further inform policy and planning. We also suggest governments consider publishing regular reports on migration. Those with good practices

⁴ Issue brief #3 outlines a number of key areas (joint border controls, integrated surveillance, exchange of intelligence, joint anti-smuggling operations, reception infrastructure, coordinated customs modalities, implementation of health regulations and addressing health hazards). See pp. 5-6.

⁵ Specifically, judicial oversight at the border or elsewhere with appropriate mechanisms to ensure there is effective access to justice.

⁶ Beyond border controls, comprehensive migration systems can include status determination processes, fair and transparent management of entry and exit, improved treatment of migrants in transit and upon arrival, humane returns and honouring of obligations to admit returning nationals, and improved reintegration mechanisms. States might decide to implement levels planning to help them decide how many people to admit and when, in order to calibrate the pace and mix of new immigrants; they might also develop effective practices for entry and stay; create short term work permits linked to state skills gaps; offer study visas; allow a certain number of students to apply for work permits or permanent residency following completion of their studies; implement programming to support regularized family unification; develop integration programming to support employment and a meaningful attachment to the labour force and society, or create policies related to remittances or credential recognition, etc.

can build capacity, for example through sessions at international and regional forums, secondments, peer-to-peer exchanges, and train-the-trainer initiatives.

- **Finally, we reiterate the importance of data collection.** During the last thematic consultation, delegations noted the remarkable lack of data for many aspects of international migration. The Sutherland Report, IOM and others have also raised this. Ideally, migrants should be registered at the point of entry and information about their cases, including anonymized sex and age disaggregated data, systematically recorded and tracked as they move through the system, including on exit.⁷ But we know there are many impediments. How can we improve collection and analysis? The following ideas could be useful in supporting this key pillar of effective governance:
 - Contributing national data to inform big data;
 - Including basic questions on migration in national censuses;
 - Integrating migration modules into existing household surveys;
 - Making better use of migration data collected in labour force surveys;
 - Using administrative data on international migrants to inform legislation, policies and programming.

⁷ Any personal information collected must be used, stored and disposed of in a manner consistent with privacy laws and protections.

Panel 3: International cooperation and governance of migration on returns, readmission, integration, and reintegration

We are pleased that this panel is highlighting the work of Regional Consultative Processes. As a 2010 assessment of RCPs⁸ noted, they contribute to migration governance by offering an informal venue that builds trust among participating states, facilitating collaboration.

How can we bring the spirit of informal conversations to the compact process? We believe by “focusing on concrete action items rather than grand concepts.”⁹

- 1. First, the Compact should support state cooperation on returns.** This is a highly contentious issue but approaching it with the lessons learned through Regional Consultative Processes can help states work toward the ultimate goal of ensuring cooperation on humane and dignified returns, while upholding the principle of non-refoulement. Canada supports the Sutherland Report recommendation of using existing regional and inter-regional forums to bring together countries of origin, transit and destination to discuss and ultimately develop shared practices and standards on these types of issues. The Global RCP meetings organized by IOM provide an opportunity to then share between regions.
- 2. Let's explore how states can be better supported to issue appropriate documentation, including identity documents, to returning nationals.** Countries with biometrics systems in place, assisted voluntary return and reintegration programs, identity verification practices, and bilateral readmission agreements can share lessons learned and provide capacity building¹⁰ to help those who lack such systems. For a number of reasons, it can be difficult for states to provide documentation. We have found that bilateral approaches can be effective but we would be interested to learn from others their approaches to addressing this issue. At all times, we must ensure humane readmission and uphold the human rights of those returning.
- 3. The Compact should promote effective reintegration initiatives, supported by regular evaluations.** Lessons learned from voluntary return and reintegration programs should be captured and shared as part of the reporting we all commit to under the Compact and used to support improvements and implementation in other countries. For example, returnees will have better outcomes if programs anticipate they will likely migrate again or, if they do remain, that they will likely live somewhere other than their original community, often in

⁸ Hansen, Randall. An Assessment of Principle Regional Consultative Processes on Migration. Geneva: International Organization for Migration, 2010. https://www.iom.int/sites/default/files/our_work/ICP/RCP/mrs_38_en.pdf

⁹ Ibid.

¹⁰ We recommend that states include systematic and regular cycles of evaluation in order to inform both policy development and program implementation as an integral part of any capacity building activities to allow for lessons learned, to determine gaps and identify areas for improvement.

urban centres. Linking returnees to sustainable development initiatives can help provide them real opportunities upon their return. Countries funding reintegration should consider engagement with civil society organizations, employers and other community actors as their expertise can support policy development, programming and monitoring. We appreciate the concrete examples shared in this regard, including those provided this morning by the panelists and by many states.

PANEL 4: Summary Panel

Canada would like to thank the Co-Facilitators, Special Representative Arbour, the moderators and panelists for their work in preparing and supporting this Third Thematic Consultation. We would also like to thank Dr. Koser for his very helpful overview of the two days.

We found this third consultation to be constructive overall. We encourage participants to continue to bring even more concrete, practical, actionable ideas to these consultations; this will help shape the Compact into a more constructive document which better reflects the intention to develop new and innovative approaches to facilitate safe, orderly, regular migration.

At the end of the first thematic, we called for the panel participation of those who have had to balance complex policy challenges. We remain hopeful that the final three consultations will be characterized by well-balanced panels and increasingly interactive dialogue. Canada would like to suggest an idea for consideration for the remaining thematics: we could think about breaking out into smaller cross-regional groups to identify concrete items which can then be reported back for comment by panelists and member states.

We are convinced that regional and multilateral cooperation must be founded on effective national governance. This should include legal structures with policies and programmes for facilitating regular migration; managing entry, stay and return; integration and reintegration; as well as addressing irregular migration. Crucially, these must be implemented by well-managed administrative systems and appropriate investments, and evaluated to understand impacts and results. In this regard, we would like to underline, as we have at previous thematics, the value of putting in place national action plans to improve or build comprehensive national migration systems. We would also recommend that developing countries prioritize migration capacity in their national development plans so donors can take those needs into account.

There has been some discussion regarding the GFMD over the past two days. Canada appreciates its informal, state-led nature and potential to bring together migration and development decision-makers. We also find its broad network of civil society stakeholders, including its business mechanism, to be useful. With respect to its future focus and direction, we believe this discussion should take place within the GFMD.

Many states have also noted the role of IOM in many key initiatives, and as the lead migration agency. Indeed, while numerous bodies address migration issues, IOM is the only international organization with a mandate exclusively focused on migration in all its dimensions and is therefore well-positioned to support the SRSG in her leadership of the process to develop the Compact. IOM's global operational footprint and its policy expertise, including with respect to migration governance and data collection, its leadership in the regional consultative processes, and its role in the GMG, should be capitalized on and used to full benefit throughout the Compact's implementation. It can, for example, bring together existing instruments of migration governance and analyze them to determine policy gaps, develop clear ways of

measuring progress against short, medium and long terms goals identified through the compact process, and work regionally with individual states and other stakeholders to support implementation and reporting against these goals.