

International Organization for Migration



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MIGRATION

Managing Migration

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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

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An IOM storeman prepares registration and election materials.

For more information on Out of Country Registration and Voting for Afghan refugees residing in Pakistan and Iran, please turn to page 19.

Managing Migration: The “Four-box Chart”

In recent years, migration has been making its way steadily to the top of the international agenda, and now calls insistently and urgently for the attention of all governments, regardless of their past involvement or interest in the management of migratory processes.

Migratory flows today are more diverse and complex, with more temporary and circular migration. World demographics, economic, political and social trends mean that governments and societies will need to put more emphasis on migration management in all of its dimensions.

If properly managed, migration can be beneficial for all states and societies. If left unmanaged, it can lead to the exploitation of individual migrants, particularly through human trafficking and migrant smuggling, and be a source of social tension, insecurity and bad relations between nations.

Effective management is required to maximize the positive effects of migration and minimize potentially negative consequences. It is essential to establish orderly and safe migration opportunities while ensuring respect for the integrity of national, sovereign borders. Migration management strategies need to result in the implementation of policies; laws and regulations that take into account the rights and obligations of migrants as well as the social and economic inter-

ests of nations and responsibilities of governments.

Over the past decades governments have tended to focus on isolated elements of migration and have thus developed ad-hoc strategies to suit their particular needs and to protect their interests. For some, labour migration needs have predominated, for others asylum has been the main concern. However, to be effective, migration management strategies need to address migration in a comprehensive manner. Governments over the past decades have tended to focus on isolated elements of migration. The challenge today is to shift from an isolated and largely ineffective focus to more meaningful, constructive and comprehensive approaches.

At the same time, it is necessary to identify, define and address the fundamental policy issues in the migration debate. This is a tall assignment, since the migratory landscape is complex and rapidly evolving, with challenges emerging at every step of the way.

Most governments are just beginning to develop coherent and comprehensive migration management strategies. There is still a need to better understand migration interests and priorities and to develop a common migration language. Regular dialogue between governments that allows an exchange of experience and the development of new initiatives and approaches to migration management is therefore essential.

To support and facilitate IOM's activities in the field of migration

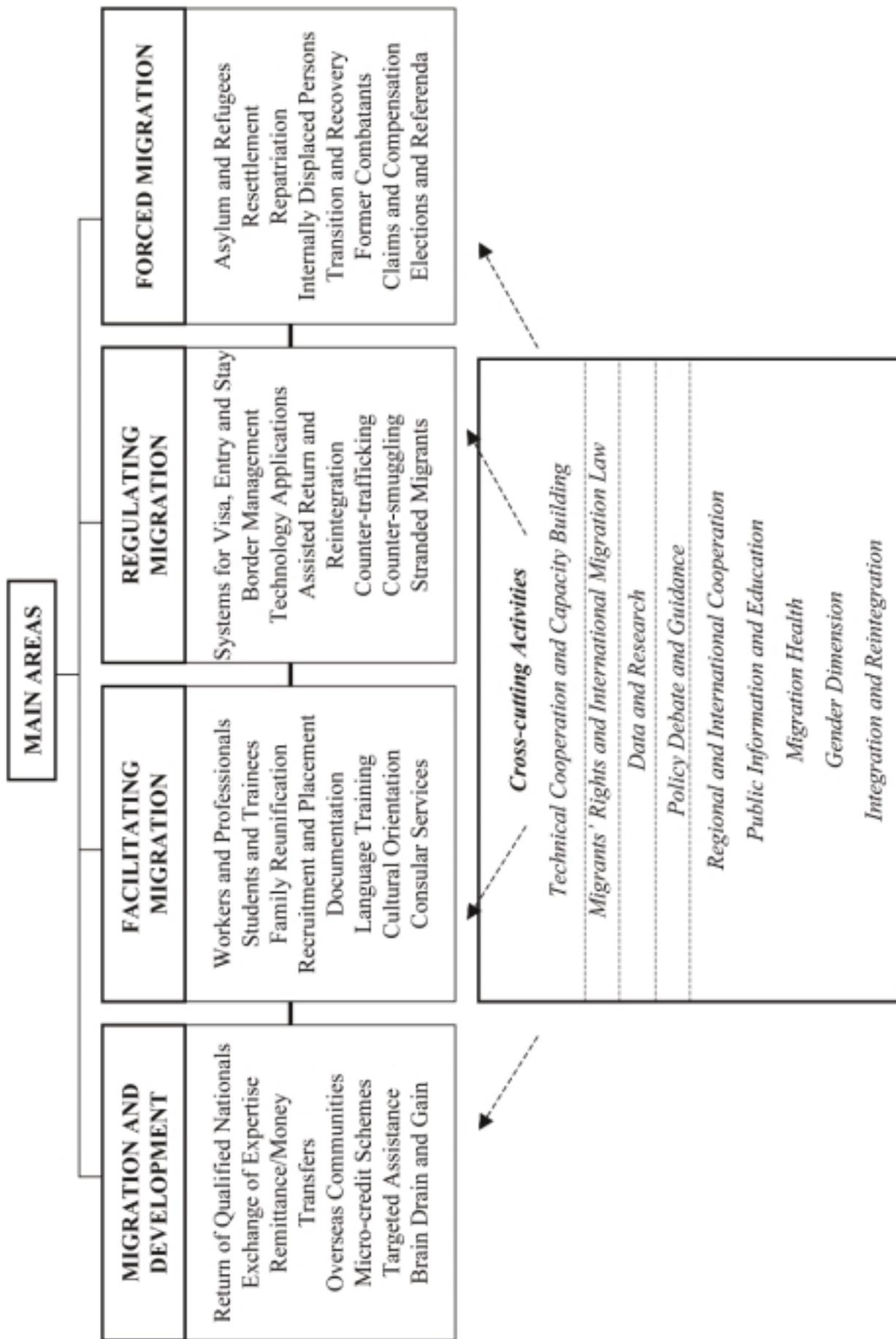
management, IOM has developed an analytical chart, known as the *four-box chart*, mapping out the essential features of the migration management landscape. It illustrates the range and complexity of migration and identifies the four principal areas for migration management: migration and development, facilitating migration, regulating migration and forced migration. Each has its own parameters and challenges, but effective management of international migration cannot be achieved through selective attention to specific policy elements in isolation.

Important cross-cutting issues such as the protection of rights, gender, health, public information, as well as regional and international cooperation, which are inherent to every area of migration management, also need to be addressed.

The *four-box chart* thus helps to illustrate at a glance the components of a comprehensive migration management strategy and its challenges. It is designed to stimulate discussion and exchange of ideas.

This issue of *Migration* is devoted to the realities and challenges in each of the four main areas of migration management, and to provide an insight into relevant IOM policy approaches and activities.

Managing Migration



Migration and Development

Migration and development is a growing area of interest. There has been much debate on the negative impacts of migration on development, and vice-versa. On the one hand, it is argued that underdevelopment is a cause of migration, and on the other, that migration causes developing countries to lose their highly skilled nationals.

While there is a measure of truth in each of these assertions, properly managed international migration holds enormous potential for the development of countries. Remittances have become a prominent source of external funding for developing countries that surpass official development assistance. In 2003, over US\$100 billion were sent home in remittances by migrants, helping to sustain the economies of many developing countries.¹ The total amount of resources remitted may even be two or three times higher, since a large number of transactions are carried out through informal channels. Migration can thus contribute to the reduction of poverty at the local and national level, and to a reduction in the economic vulnerability of developing countries.

Migration may be detrimental to the community of origin if the labour market is depleted by the departure of its most productive and/or qualified members ("brain drain"). However, migrants who have developed and improved their skills abroad can be actors of the "brain gain" by transferring and infusing knowledge, skills and technology into their countries of origin.

In addition, remittances sent home by migrants can be used to sustain development. The challenge is to develop mechanisms to mitigate as much as possible the negative effects of "brain drain" and to encourage the return of qualified nationals resulting in "brain gain".

It should also be noted that in a globalized world, migration is increasingly circular. While many migrants still make a permanent move with their families, an increasing proportion of migratory movements are temporary in nature. Increasingly, countries of origin expect migrants to maintain financial, cultural and sometimes political links with their home country, which may be difficult to reconcile with the expectation for migrants to integrate, on the part of the host country.

In order to benefit from remittances, skills transfer and investment opportunities, it is necessary to create and maintain links between migrants and their countries of origin, and to tap into their potential by encouraging them to contribute human and financial capital to the development of their home communities.

Through advances in communications technology and the decline in travel costs, globalization has made it easier for migrants to stay in contact with their country of origin and to establish lasting links with diasporas and transnational networks.

In the past, states and the international community formulated and implemented separate policies on poverty reduction, globalization, security, refugees and migration, with sometimes different or even conflicting objectives.

Better results can be achieved by considering the close inter-relationship between migration and development on national and international levels through coherent and coordinated development and migration policies, and between humanitarian assistance and development assistance. Migration policies dealing with the migration-development nexus include facilitating voluntary return and reintegration, either temporary or permanent, particularly of the highly skilled. Other policies address the transfer of remittances, the reduction of transfer costs and investment in the country of origin by diasporas and returning migrants.

It is also necessary to promote and enhance dialogue and cooperation at the national level between different government agencies as well as at the international level. The aim is to ensure that migration contributes to sustainable development, and that in turn development endeavours to contribute to the management of migration.

Convinced that international migration has the potential to contribute to sustainable development through remittances, investment, skills transfer, brain circulation and diaspora networks, IOM engages in promoting international policy dialogue on the migration-development nexus among all stakeholders in migration.

Programme activities of IOM include, in particular, improving remittance management, building human capital through labour migration programmes, return and reintegration of qualified nationals, capacity building for governments, and the empowerment of migrant women.

1. *Global Development Finance, Striving for Stability in Development Finance*, The World Bank 2003. See also *IOM News* September.

“A Dream Come True”

I am a 42-year-old man who hails from Ghana, West Africa. I am married with five children, all residing in Italy. I immigrated to Italy in 1988 because of the very difficult economic and political conditions in Ghana at that time. My first port of call in Italy was Naples where I worked as a farm hand in a tomato field for a year.

In 1990, thanks to the “Legge Martelli”,¹ I was able to regularize my stay. I subsequently left for Reggio Emilia in northern Italy where I worked in a chicken slaughterhouse for six years. During that time I joined one of Italy’s main trade unions, the CGIL and was put in charge of immigrants’ affairs.

I have always kept in touch with my family back home, remitting money and sending various goods. Because I always had the intention of returning home, I had a house built in the capital Accra. I also had an overall burning ambition to set up a business in Ghana that would offer jobs to less privileged compatriots.

And in August 2003 I received a telephone call from IOM’s MIDA coordinator in Rome inviting me to take part in a roundtable on migration and development. I really felt this was a God sent opportunity, which I and many other fellow Africans have been yearning for. We were being

1. [Legge Martelli](#): a law that allowed irregular migrants to apply for regularization.



given the support needed to set up viable enterprises back home.

I was selected among numerous applicants as a beneficiary for MIDA assistance, based on the Government of Ghana’s identification of agribusiness as a priority sector. I put together a business plan that was reviewed and approved by IOM offices in Rome and Accra, and invested some 7,000 Euros to get the business off the ground; this amount was matched by the MIDA programme.

I then went to Ghana to finalize arrangements for the disbursement of funds in order to begin the project.

Two hundred acres of arable land were leased from the Chief and elders of a village called Simbrofo in Ghana’s Central Region. All custom-

ary and traditional rites as well as landpapers were processed by IOM before we started cultivating the land.

An initial 50 acres have been earmarked for maize and cassava cultivation for the first crop-farming season. Cultivation started in earnest and this was done within the best modern agriculture practice possible. The project employs 15 villagers who are directly benefiting from the new project.

The support of the village Chief and elders has been phenomenal. The young, dynamic and energetic Chief of Simbrofo, who has travelled and lived in most countries in Europe, was so enthusiastic that he organized an event with pomp and pageantry to launch the project.

This is undoubtedly a long-term project. The remaining 150 acres will be cultivated within the next two farming seasons; the proceeds from the cultivation of the first 50 acres will be invested in the purchase of more machinery and farm management training for the employees. We also need to set up an appropriate irrigation system to farm all year round.

I believe that the assistance offered by IOM MIDA, if sustained, will go a long way in helping Ghana to turn around. This programme will further enhance the creation of jobs and boost food production and provide raw materials for industries. It will also fit perfectly well into the Government of Ghana's policy "Golden Age of Business".² The political implication of MIDA's funding of these projects cannot be overemphasized.

I am most grateful to IOM MIDA Italy for the opportunity offered; it represents a new and viable approach to involve immigrants as development partners for Africa's growth. I believe that for the African continent to develop, Africans must take a leading role, and this is exactly the spirit of MIDA.

Thank you and God bless you.

Joseph Walker

2. The Government of Ghana's "Golden Age of Business" is a strategy that sets out a course for the government to facilitate private sector development in Ghana. For more details visit: http://www.giacghana.org/docs/PSD%20Strategy%20-%20Strategy%20_Final_Vol.1.pdf



Opposite: The MIDA project employs 15 villagers who directly benefit from cassava cultivation.

Top: IOM staff meet Chief and elders in the village of Simbrofo.

Above: Cassava processing plant north of Accra. Ghana has identified agribusiness as a priority sector.

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IOM's Migration for Development in Africa (MIDA) programme seeks to mobilize competencies in the African diaspora to ensure African nationals directly contribute to the development of their countries of origin.

The overall objective of MIDA is to assist in strengthening the institutional capacities of African governments to manage and realize their development goals through the transfer of relevant skills, financial and other resources of Africans in the diaspora for use in development programmes in Africa.

MIDA also aims at strengthening the private sector in the countries of origin, with the contribution of the nationals in the diaspora, through the establishment of small and medium enterprises and job-creation opportunities.

Since the launch in late 2001 of a pilot project covering the Great Lakes region with funds made available by the Belgian government, other projects have followed, notably in Guinea, Ghana, Sierra Leone and Ethiopia with the involvement of other European partners, such as Italy, the Netherlands, the United Kingdom, as well as the United States. So far, 164 persons have participated in the MIDA programme.

Facilitating Migration

Today's mobile world depends on the ability of workers, professionals, students, trainees, families, tourists and others to move safely and efficiently between countries with minimal delay and with proper authorization.

With globalization – the dramatic expansion of cross-border trade and investment – has come an upsurge in international labour mobility. Falling costs of transportation and communication have reduced the distances between people, and the drive for better lives has motivated workers to move to areas where jobs are available and the pay is better.

A growing number of countries are pursuing policies to increase and facilitate the flow of regular labour migrants, as a response to migration pressures, in recognition of real labour market needs, and to service an increasingly global economy.

The dynamism that migrants can bring to economies and societies is likely to become more important, especially as demographic trends in some countries project a sharp rise in the demand for workers and professionals because of consistently low fertility rates in these countries.

Although demand for migrant workers is high and supply is even higher, legal opportunities for labour migration are limited. Businesses want to recruit and move their personnel globally and yet must work through often complicated and time-consuming governmental administrative structures to do so. Often, current structures are inadequate for the task

of rapid recruitment and movement of workers and professionals.

The question is how states and businesses will go about developing effective mechanisms to match labour needs with supply, and follow through with swift and effective integration. Concomitantly, it is necessary to prevent the depletion of the labour force of source countries and the involvement of criminal organizations in matching supply and demand through smuggling and trafficking.

Labour migrants, in particular lower-skilled individuals and their families, may find themselves placed in vulnerable situations in the country of destination. Often they accept jobs that nationals do not want, or perform them at lower wages and with fewer social benefits. Efforts are needed to reduce the level of vulnerability of these migrants and to ensure that their human rights are protected.

Beyond labour migration there is the more general challenge of facilitating the movement of other categories of migrants such as family members, students and trainees. Temporary migration for business, employment, tourism, family visits, education, training, and research is an essential feature of modern life. The effective management of temporary migration offers states the opportunity to channel migration in order to

address domestic needs and policy priorities. It can be used to increase national income through foreign tourists, to meet short-term labour market requirements, or to handle the acquisition or improvement of skills, knowledge and resources through training and work abroad.

IOM provides policy and technical advice to governments on the regulation of migrant labour and other migratory movements. In particular, it carries out programmes to assist governments and migrants with selection and recruitment, language and cultural orientation, consular services, training, reception, integration and return. Each programme is complemented by services such as immigration medical evaluations and travel assistance.

IOM's programmes and services can thus reduce difficulties that may be encountered during the migration process and enhance the capacity of migrants to successfully integrate sooner. Beyond that, IOM helps to facilitate the implementation of existing immigration programmes.

Successful Migration: All Within Your Power to Choose



Scanning the newspaper for overseas placement ads - a basic step towards realizing her dream of working abroad.

Maria fondly recalled the excitement of leaving for work abroad. Overseas work was a big step towards attaining her dream of a better future, her aspirations for a more comfortable life – for herself and her family. She left the Philippines with anecdotes of some of the harsh realities that befall Filipino migrant workers abroad – loneliness, restricted mobility, abuse, and deprivation. And so she took these stories with her as situations that she had to be on the lookout for, not exactly

knowing how to guard herself against them.

Maria recounts that at the start of her employment as a domestic helper, everything seemed okay. Not too long after, however, the physical abuse began. She was torn, the thoughts in her head running wild. Should she seek help? But she would lose her job and deprive her family of monetary support. She couldn't tell anyone about her situation, so she decided to endure the abuse. But she finally decided to run away and return home.

Jonalyn has had respiratory problems since she was a little girl. But that didn't stop her from fulfilling her dreams of working overseas. Fully aware of the risk of failing her medical examinations, she sent her sister in her stead. A clean bill of health tucked under her arm (actually her sister's) Jonalyn left to work as a singer overseas.

Her dreams became a reality – extra money for her family and better living conditions. And then her lungs started to give. She did not want to tell her employer, so she decided to

self-medicate. Until she was flown home in a wheelchair.

Joseph has been a seafarer for the past ten years. His contracts oblige him to spend six months at sea, where loneliness and homesickness are standard emotional realities. Through the years, Joseph has developed a coping mechanism; occupying his time with work and more work to ward off idle moments. Years of coping with this type of work have impacted on Joseph's perspectives in life. He decided to quit drinking because he didn't want to lose his job. And he has vowed not to engage in risky sexual behaviour because he does not want to develop any sexually transmitted disease.

The Philippines is one of the world's major migrant-sending countries. Official 2003 figures show 867,969 persons left the country to work abroad – out of a total population of 84 million. For the January to June 2004 period, the deployment count stands at 492,285. Migration is the dream of Filipinos, it has become both a consciousness and a reality.

Given the magnitude of Philippine out-migration, Filipino migrants' realities overseas, the current lack of information support and access in the destination countries, and IOM's commitment to facilitate humane and orderly migration, the IOM office in Manila has pursued an innovative route for positive intervention both for the Philippine government and Filipino migrants overseas.

In 2003, IOM and the Philippine government produced a video specifically designed to increase the empowerment of women migrant workers. Titled *The Power to Choose: Self-Defense for Women Migrant Workers*, in 45 minutes Maria's story found a venue for expression, as it likewise found an appropriate setting for sustainable teaching and learning. The video provides tips on how to avoid and deal with abuse, interspersed with martial arts instructions and basic self-defence techniques. The film's ending depicts Maria as having found overseas work again after her first unfortunate experience. This time, she leaves the Philippines



Image captured from the video "The Power to Choose": Joseph, hard at work at sea.

with renewed knowledge of her rights. She manifests her newfound self-esteem from the recognition that she has the capacity to defend herself and from knowing there is a support system available to her.

Following this successful initial endeavour, the stories of Jonalyn and Joseph were also produced on video. For the second part of the Power to Choose series, migrants' health issues, such as malaria, tuberculosis, hepatitis, sexually transmitted diseases and HIV/AIDS are discussed. Its major theme is for migrant workers to reclaim their inherent responsibility of going overseas, staying, and returning healthy. It likewise forwards a caveat that health concerns can be counter-productive for oneself, the family, and ultimately for the community.

Both Jonalyn and Joseph attest to the importance of overseas work as it translates to improved family financial situations. But in the same breath, they emphasize that good health is a requisite in the equation. The video ends with a wistful message: *Having good health is not an expense, rather, an investment for good life and happiness.*

Produced in English, Filipino, French and Spanish, from an initial 100 copies, video reproduction to date has reached 1,725 copies. Of these, some 40 per cent have been distributed for use in government pre-departure orientation sessions for

Filipino women migrants, as well as other training and awareness-raising activities in the Philippines and elsewhere. Target video exposure is at around 8,000 Filipino migrants per month. And additional copies are in the making, with more areas to reach worldwide – Europe, Asia, and the Middle East – wherever there are Filipino migrants.

So often we hear of Filipino migrants' pronouncements that working overseas in an attempt to alleviate poverty and improve one's chances of a better future is like treacherously hanging on to the bladed portion of a knife. In colloquial lingo – *kapit sa patalim* – being on the brink of death. No coming back home if it means no future for one's family. Working overseas has to be successful, no matter what the cost.

IOM, in its 25th year of collaboration with the Philippine government, continues to work to transform this long-standing and common notion of Filipino overseas migration. IOM's main thrust through this video series is to sustain its outreach to Filipino migrants.

The success of your migration is rightly well within your power to choose.

I.M. Fernandez
IOM Manila

Integrated Migration Information System Matches Egyptian Job Seekers with Italian Employers

Wagdy's love for Egypt can be compared to the Nile's annual flood and the 2.5 million stone blocks that shape Cheop's pyramid. It is abundant, powerful and all enduring. But, with Egypt's increasing economic problems and high unemployment, he decided to temporarily leave his beloved homeland to work abroad.

"These days it is very difficult to find work and earn a good salary. I'm 19 and the only job I have found so far is installing satellite dishes during the summer months. I have studied Italian at the Don Bosco Institute and I'm taking computer classes. I want to secure a better future for my family and myself. This is why I decided to go abroad to get work experience," he says.

Wagdy thought about obtaining a visa through illegal means, but decided the idea was too dangerous. "I heard so many tragic stories of people trying to reach Italy by boat, who lost all their savings, or even their lives. And I don't want to end up in prison and run the risk of being barred from foreign travel," he observes.

The solution to Wagdy's dilemma lay in an article on the IOM website describing legal options for labour migration from Egypt to Italy. The article outlined the Integrated Migration Information System (IMIS), launched by IOM and the Egyptian and Italian governments in June 2001 to manage regular migration flows from Egypt.



Wagdy attends Italian language class.

According to national estimates, some 3.5 million Egyptians currently live legally abroad. In Europe, Italy is the country that experiences the highest inflow of both legal and illegal Egyptian migrants. While the Italian authorities believe that some 45,000 Egyptians reside legally in the country, the Egyptian government estimates that the figure is closer to 90,000. There are no official statistics regarding the number of irregular migrants currently living and working in Italy.

Three years ago the IOM offices in Cairo and Rome decided to join efforts with the Italian and the Egyptian governments to launch a pilot labour migration programme with the aim of facilitating Egyptian migration flows to Italy. A Memorandum of Understanding was signed between the Italian Ministry of Labour

and Social Policies and the Egyptian Ministry of Manpower and Emigration (MME), and IMIS was born.

"IMIS is a great tool which allows us to match the needs of Italian companies who are looking for manpower, with Egyptian nationals who are looking for job opportunities in Italy," explains IOM's IMIS Project Manager Graziella Rizza.

Along with 481 other potential candidates, Wagdy applied for the programme at the MME's Cairo headquarters. IMIS' Validation Unit, which works under the supervision of the MME's External Employment Department, then assessed his application in terms of the Italian employers' criteria, his age, knowledge of the Italian language, work experience and completion of military service.

Wagdy was shortlisted and, with 180 others, underwent a thorough medical check-up to ensure that he was fit to work in Italy. "Our medical screening is based on Italian specifications," says IOM's Dr. Mohamed Saeed. "It includes a complete blood count; urine and stool examinations; kidney, lung and liver function tests; viral tests; audiometry and a plain chest X-Ray."

After the medical screening and more practical tests on work environment safety and general knowledge of the Italian language, Wagdy and 19 other applicants were finally selected for jobs in the northern Italian province of Bergamo. Once they have completed an intensive language training course, provided by the Don Bosco Institute in close coordination with the IMIS project, they will travel to Italy next spring.

IMIS, which was devised to support the emigration section of the Ministry of Manpower and Emigration to facilitate legal migration, also works to improve the social status of Egyptian migrants in receiving countries, and will eventually help to channel back



© IOM Cairo 2004

Wagdy applies online for the IMIS programme.

badly needed human and financial resources to contribute to Egypt's development.

IOM helped the Egyptian government to implement IMIS, building the ministry's managerial, information technology and language skills base, as well as setting up a fully trained and operational IT unit to meet future technical needs. It also helped to train a research unit.

A key element of the programme was to develop a website (www.emigration.gov.eg) to disseminate information about vacancies abroad and provide practical, up-to-date information about employment opportunities in EU countries. The site also allows the Egyptian government to develop a closer relationship between the Egyptian diaspora and their home country.

The website also contains information on a seasonal jobs programme – the Rural Development of West Nubaria Agricultural Pilot Project – funded by the Italian Cooperation Fund and implemented by the Egyptian Ministry of Agriculture and Land Reclamation.

The Ministry of Manpower and Emigration will take over the IMIS programme by the end of 2005, with a view to helping hundreds of Egyptian citizens like Wagdy to legally emigrate, gain skills and return home to a better future.

Veronica Balderas Iglesias
IOM Cairo



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Wagdy undergoes a thorough medical check-up.

Regulating Migration

The third main area for migration management, as described in the *four-box chart*, addresses sensitive questions related to national sovereignty and identity. It is the fundamental right of each country to determine who enters and remains in its territory, and under what conditions. But how does a state achieve the balance between the need for control of its borders and the need to facilitate movement across its borders for legitimate purposes such as trade, tourism, family reunion and education?

Policies in this domain are designed to facilitate and control the number and composition of persons crossing international borders and the conditions under which entry is authorized or denied. Types of authorized entry can include permanent entry, such as for family unification or on humanitarian grounds, as well as temporary entry to visit, study, and work for defined periods of time. Refusal of entry can be based on such grounds as criminality, terrorism, public health and the desire to protect the domestic labour market.

However, over the last decades, the ability to ensure the free flow of *bona fide* visitors and migrants, while also ensuring effective control over the entry and stay of migrants, has become more complex.

Irregular migration is escalating and technological advancements provide more refined tools for trafficking and smuggling networks to circumvent government efforts to monitor and control movement. These networks play a pervasive role in facilitating irregular migration resulting in an alarming rise in abuse and exploitation of migrants. The negative associations from these types of irreg-

ular migration are often not separated in public opinion from the migrants themselves and from migration in general and, therefore, result in a negative image of migrants as a whole.

In addition, challenges to national security have become more complex. Recent efforts to combat terrorism have put state security concerns at the forefront of the discussion on international migration. One of the greatest challenges for governments in this area is to establish transparency and credibility in their ability to manage irregular flows of migrants for both migrants themselves and the host society.

The right of each country to determine who enters and remains in its territory impacts the question of who is *not* authorized to remain in the country and therefore needs to return to the country of origin. It should be noted that given the multi-directional nature of migration, a large number of migrants return home spontaneously at any time without being further noticed. Migration management is, however, required to achieve an orderly, sustainable and humane return of migrants. Return is most likely to be orderly and sustainable when it comes as the free and informed choice of the individual.

IOM is engaged in promoting the assisted voluntary return of migrants.

In this context, IOM undertakes programmes that facilitate the voluntary return and reintegration of displaced and stranded persons and other migrants taking into account the needs and concerns of local communities. Assisted voluntary return takes account of the individual's decision-making and dignity. It allows the returnee to prepare for the return and is followed by reasonable reintegration assistance to facilitate the initial reception and settlement into the home community.

In addition, the return of qualified nationals may improve and strengthen the transfer of knowledge, skills and technology and thus contribute to the development of the home country.

IOM assists governments in the development and implementation of migration policy, legislation and administrative mechanisms. To this end, it provides technical assistance and training for border guards on border management, visa systems and the use of biometric information. IOM also has a broad range of programmes to counter trafficking and smuggling from prevention to assistance for victims.

Migration Capacity Building

In Search of a Balance between Security and Hospitality

Few countries in the world were destined to face history as contradictory and dramatic as the Kingdom of Cambodia. A major South-East Asian power in the early Middle Ages, with unsurpassed cultural achievements, modern Cambodia is still recovering from Pol Pot's regime and the atrocities committed by the Khmer Rouge in the mid 1970s.

Two decades of civil war and occupation disrupted Cambodia's governance, rule of law and social services, depriving most of its people of the benefits of a modern state. Economic devastation and the loss of human and intellectual resources, caused by Pol Pot's regime, have profoundly affected Cambodia's future.

But despite this devastating legacy, signs of progress are everywhere. Violence has decreased dramatically and armed incidents in the streets of Phnom Penh are no longer a daily routine. Second-hand AK47s and hand grenades are no longer displayed on the counters of the military market on Airport Road, and drugs are no longer on the menu at every café in the capital. A construction boom, especially in Phnom Penh and Siem Reap, indicates the wealth of some sectors of the population and growing foreign investment. Increasing numbers of tourists travel to Angkor Wat, a magnificent architectural complex in the jungle near Siem Reap, and air travel has improved enormously with direct flights from major cities in the region.

However, the picture remains far from rosy. Although the full-scale



Donation of interception boats to Cambodia's river and sea checkpoints

civil war in Cambodia is already a matter of history, the country remains a torn post-conflict society. Cambodia is one of the least developed countries in South-East Asia and one of the poorest in the world.

IOM has been active in Cambodia since January 1992. IOM programmes were consolidated by Cambodia's membership into IOM in December of 2002. Originally, IOM's programmes concentrated on Migration Health and Counter-Trafficking, two major challenges in a post-conflict society. Another recent and rapidly expanding area is Technical Cooperation (TC).

At the request of the government, IOM has been carrying out comprehensive technical cooperation pro-

grammes, which have helped create a functioning migration management structure in Cambodia.

IOM's TC activities started with the "Enhanced Migration Management" project in 2002. Funded by the Australian government, this three-year project is designed to strengthen and enhance Cambodia's migration management and operational capacity to handle regular and irregular migrant flows. The project includes a review of the structure of the Cambodian Immigration Department; the establishment of a training section; with an induction programme for all immigration staff; migration legislation; drafting of migration policies and procedures; and the computerization of migration processing at international border checkpoints.

The project was not designed, however, to respond explicitly to the newly emerging security concerns related to migration and terrorism, which require a rapid and decisive response and extensive inter-agency cooperation.

Although Cambodia has been spared major terrorist attacks, there are concerns and circumstantial evidence that the country is of interest to terrorists and trans-border criminals. Cambodia's particular attraction is the low barriers to gain entrance; just about any stranger with a valid passport, who pays the US\$20 visa fee, is issued a tourist or business visa upon arrival in Phnom Penh or Siem Reap international airports and a number of land checkpoints. This "user-friendly" approach is related to Cambodia's "Open Skies" policy designed to promote tourism to Angkor Wat and ensure that tourists' flows are processed as swiftly as possible.

In order to ensure that this hospitable immigration attitude is not abused, effective safeguards are needed. Tackling these concerns has become a principle direction of IOM's current TC work in Cambodia.

A new project, "Strengthening Regional Security through Cambodia's Enhanced Border Control Capacity", funded by the UK's Foreign and Commonwealth Office Global Opportunities Fund, has been building on the work of the previous project to further strengthen Cambodia's migration management capacity with particular reference to combating terrorism and trans-border crime.

It addresses areas such as the prevention of migration-related crime through information analysis and intelligence-led law enforcement; the transfer of targeted expertise to detect document fraud; and increased security of Cambodian documents. It also boosts cross-border cooperation and information sharing between countries in the Australasian region.

While IOM does not view migrants as a source of terrorism, migration and border control have direct implications for contemporary security



Cambodian immigration officers working at the Vietnamese border

concerns and the prevention of terrorism. Even if the immigration policy is not central in countering terrorism, it provides an important vehicle for better law enforcement, information analysis and intelligence sharing. Immigration authorities can contribute to national and international efforts through improved monitoring at border points, better sharing of data, and by setting up partnerships with other law enforcement and immigration agencies.

Examples of new projects under development include: "Strengthening the Tactical Intelligence Capacity of Cambodia's Immigration Service." This project aims to consolidate Cambodia's tactical intelligence capacity with particular reference to combating terrorism and trans-border crime. It addresses areas such as the prevention of migration-related crime through information analysis and law enforcement; the transfer of targeted expertise in the area of document fraud detection, and outlines future steps to introduce an effective and secure telecommunications system between the Immigration Department and international checkpoints.

"Strengthening Regional Security through Cambodia's Enhanced Consular Capacity" is another project under development to consolidate Cambodia's Consular and overseas visa-issuing capacity. It concentrates

on building the capacity of Cambodia's Consular Service in order to reach levels required by today's security and counter-terrorism environment. It consists of strengthening the administrative and operational skills of the staff, and the infrastructure of the Consular Service. The project also includes a study on the gaps in the administrative and operational capacity of the Consular Service, and will produce recommendations for further capacity building, including the establishment of Cambodia's computerized visa register and a secure link to embassies overseas.

On the whole, the fact that counter-terrorism and related cross-border crime has moved to the top of the international agenda has direct implications for IOM TC programmes in Cambodia and the region.

IOM activities offer useful tools to build the capacity of South-East Asian countries to combat and prevent terrorism, both at the policy and operational levels. IOM and the Royal Government of Cambodia will continue to work together to solve a central migration management dilemma: how to maintain an open and tourist-friendly migration policy while ensuring effective safeguards for Cambodia's security and stability.

Erik Slavenas, IOM Phnom Penh

Voluntary Assisted Return and Reintegration: A Sustainable Return Home

Since 1999 IOM's Voluntary Assisted Return and Reintegration Programme (VARRP) has helped more than 800 persons to return to their countries and start new lives.

The programme, managed by the IOM office in London, helps failed asylum seekers or those who have decided to give up their asylum claims to return voluntarily to their country, and more importantly to reintegrate once back home. IOM offices worldwide work hand in hand to offer the returnees reintegration assistance, to set up small businesses, or to participate in vocational training or other education schemes for adults and minors.

More than 800 persons have benefited from this assistance, with hundreds more in the pipeline. Reintegration assistance is optional, but all returnees are encouraged to apply; currently some 50 per cent of those asking for return assistance have also applied for reintegration assistance.

Back to the Province of Kosovo

Mr. Bakalli returned to Kosovo, Serbia and Montenegro in April this year after five years in Glasgow, UK. He heard about the VARRP and reintegration assistance through IOM London's partner in Glasgow and decided to return home to be with his family. IOM Prishtina contacted him



Stone carving business, Gjackova, Kosovo, Serbia and Montenegro

soon after he had returned and discussed his ideas to start a small business; he wanted to start earning as soon as possible so he could support himself and also contribute to his family, whom he lives with. Mr. Bakalli chose stone carving as a good business option, based on the need for this work in his home town. IOM helped him to purchase the necessary machinery, and he is working with a very experienced stone mason.

Through this partnership, Mr. Bakalli hopes to gain expertise from his colleague and eventually be able to set up his own business. Mr. Bakalli acknowledges that there will always be a need for this work, and with an income and brighter prospects for the future he plans to remain with his family in his home country.

Sri Lanka has the highest number of reintegration cases assisted from England. To date 175 people have benefited after returning home.

Ms. Thana is a perfect example of how IOM Colombo is working with returnees to make sure their reintegration is successful.

After two and a half years in England Ms. Thana returned home to Sri Lanka with her two young children. Once home, she found it difficult to visit the IOM office because she had to look after her children. So IOM contacted her to explain how she could benefit from the reintegration assistance. She presented a plan for a small grocery shop and worked with a relative to secure premises.



Customers at Ms Thana's grocery shop.

Participation in an IOM orientation programme in Colombo and business training further developed her idea and gave her the confidence she needed to start her business.

The shop opened at the beginning of the year. IOM reintegration assistance was used to purchase the initial stock for the shop. Frequent monitoring and advice have helped her to develop the business and she now employs one person. The shop provides a valuable service to her community and allows her to earn an income to support her family.

Sam Samarasinghe of IOM Colombo works closely with the

returnees in providing reintegration assistance "The returnees' faces light up when they see the IOM logo at the airport. They say the IOM presence gives them a certain security."

IOM staff in Sri Lanka believe that these persons would have returned earlier if they had known about the help provided by IOM to return and reintegrate.

IOM London is hard at work trying to get that message to as many potential returnees as possible. By raising awareness amongst community groups and referral agencies in England, the stories of Mr. Bakalli and Ms. Thana will help build con-

fidence within the refugee community.

Figures compiled by the IOM reintegration team in London confirm that setting up a small business is the most popular reintegration option chosen by returnees: 61 per cent of those assisted are running their own businesses.

The reintegration programme should also help the local community. Small businesses not only enable beneficiaries to earn an income and support their families, but by employing local people, buying supplies locally, and providing a service, they are contributing in many ways to the local economy.

With hundreds of applicants waiting for their return date under IOM's VARRP programme, the future of the programme looks promising. There is little recourse available to those who would like to return to their country. This programme is the helping hand that many returning migrants need in order to rebuild their lives in their homeland.

Nicola Hemmings
IOM London

VARRP Facts

7,467 people assisted to return home since 2000

87 nationalities assisted

818 people assisted with reintegration since June 2002

Most popular activities:

Creation of small businesses – 61%

Training and education – 32%

Forced Migration

The fourth area of the *four-box chart* covers migration management needs in relation to persons who have had to move under one form of compulsion or another. It includes protection measures for affected populations, the provision of appropriate humanitarian assistance, and the search for durable solutions.

Refugees and displaced persons remain a distinct category of people on the move deserving special attention. They often move within broader mixed migratory flows, but the special situation of refugees and others who have been forcibly displaced from their homes and countries of origin by persecution, general violence, conflict, and human rights violations makes these individuals particularly vulnerable. As a consequence refugees in need of international protection require special attention and responsibilities on the part of states and the international community.

Persons forcibly displaced within their own countries lack the protection of their own government, and since they remain within their own country and are therefore subject to the primary legal jurisdiction of their own governments, they lack practical as well as legal possibilities for international protection and assistance. As internal displacement has increased in scope and complexity, it is the sub-

ject of growing international concern and increasingly considered both an internal issue and a proper domain for international concern and action.

Refugees and displaced persons are normally eager to return home but often need repatriation assistance to rebuild their homes and the infrastructure in their hometowns, which may have been destroyed. Schools, clinics, water supply systems, and access roads in particular need immediate attention in order to achieve a sustainable repatriation.

Third country resettlement of refugees and certain other persons in need of international protection has been an important component for addressing humanitarian crises. It is a voluntary activity of states to design resettlement programmes on humanitarian grounds, which can be used as either a protection or a durable solution tool.

Another specialized category of returnees are the soldiers and irregulars who fought in a war but now must find a home and start over as civilians. Many of them bear physical and psychological wounds. Child soldiers in particular have missed out on an education and a livelihood. War widows and their families also have special needs. Return and repatriation programmes often need to be linked to programmes for education, retraining and counselling.

Managing the return, repatriation and resettlement of refugees and internally displaced persons is an integral component of migration management. These activities require cooperation between the host, home and transit states, taking into consideration the needs and concerns of each as well as of the migrants themselves.

IOM is active in assisting refugees, internally displaced persons, former fighters, as well as population in transition and recovery environments. Regarding former combatants in particular, IOM is, for example, engaged in the disarmament, demobilization and reintegration of Afghan soldiers into civil society, which is seen as central to achieving long-term peace and stability in the country. IOM's approach for the successful reintegration of this sensitive target group is based on methods to create conditions for demobilized combatants to return to their communities through income-generating projects.

IOM has been involved in post-war claims and compensation programmes, such as the German Forced Labour Compensation Programme and the Holocaust Victim Assets Programme. Recently, IOM assisted Afghans living in Pakistan and Iran to vote in the Afghan presidential election.

The Largest Ever Out of Country Voting in 78 Days

Jules Verne's famous character, Phileas Fogg, had 80 days to circumnavigate the globe. The task of organizing an election for hundreds of thousands of Afghans, living in Iran and Pakistan, for Afghanistan's first-ever democratic election, was just as daunting as the challenge set by Verne; and Phileas Fogg's feat was bettered by two days.

On 9 October, millions of Afghans went to the polls to choose their first-ever democratically elected president. In Iran and Pakistan, hundreds of thousands of Afghans also took part in a process organized by IOM's Out of Country Registration and Voting programme (OCRV). While the in-country process had been going on for more than a year, the programme in Iran and Pakistan was organized in less than 78 days, when Memoranda of Understanding were signed between the Government of Afghanistan, the United Nations Assistance Mission in (UNAMA) and the two host governments, and IOM was requested by UNAMA and the Afghan Joint Electoral Management Body to conduct the operation.

In Pakistan, 740,000 Afghans were registered over a four-day period, and on polling day 80 per cent of those registered returned to vote. In Iran, 260,000 Afghans voted, for a total of 850,000 persons in both countries.

The Assistant Secretary General in charge of the UN's Department of Peacekeeping Operations, Hedi Annabi, told the UN Security Council, "It is a feat for which the IOM, and particularly its teams in Pakistan and Iran, deserve significant praise."

Prior to the signature of the MoUs, IOM had a core team of four electoral experts on the ground doing the initial planning. Within one month, IOM/OCRV had opened 18 offices across Pakistan and Iran, and by the beginning of October the project had grown into an operation of some 20,000 personnel.

Hundreds of locations had to be found to be used as polling centres: stadiums, gymnasiums, schools, mosques and even private homes were used as registration and polling centres. In some cases, tents had to be set up. For every centre for males there had to be one for females. In the rare instances where communities refused to allow women to vote, IOM stuck to a firm policy of not establishing any polling centre.

The logistics of the operation were daunting. Within the first month over 500 laptops, 1,000 mobile phones, satellite communications and office equipment was procured. Several hundred vehicles had to be rented and a jet had to be leased in order for staff to move quickly between Islamabad, Tehran and Kabul. Trucks, two helicopters and cargo planes had to be hired to ensure the movement of sensitive election materials and for the rapid return to Kabul of the completed ballots. Voluminous amounts of voter education materials were produced, translated into Dari and Pashto, and printed.

One of the greatest logistical problems was preparing the payroll for such a large number of staff. It took five days to print the 12,000 cheques to pay the staff in Pakistan. It was a full-time job for five days for two people just to remove the staples and the glue from the chequebooks to allow them to run through the printers. The IOM/OCRV office in Tehran had a similarly daunting task on its hands.



Moqadasa Sidiqi was the first person to vote in a democratic election for Afghanistan.



A community mobilizer talks to women at Mardan in Pakistan's North-Western Frontier Province.

Security for both staff and voters was a major concern in many areas. "Night letters" or flyers were distributed in many camps and urban areas threatening those who participated in the election. IOM took many security precautions, hiring a number of trained security officers, preparing the two helicopters and jet for eventual casualty evacuations and transforming several vehicles into ambulances. Security was closely coordinated with the host country law enforcement agencies; some modern, while others in remote tribal areas had only basic communications and were armed with World War I bolt action rifles.

Voter education and training for community mobilizers, registration and polling centre staff were major components of the operation. IOM/OCRV Director Peter Erben said, "We had to train several hundred staff to educate a population that had no real knowledge of democracy or the process of democracy. And they in turn had to reach out to a population that in many cases was illiterate. Many election day observers remarked on the generally widespread careful adherence to procedures."

Several means of voter outreach and education were established – posters, radio dramas, and scores of

vans driving through Afghan communities with loud speakers conveyed the message to all Afghans. An IOM Call Centre with a free number was available to answer all questions. The intense media interest was also of use in getting the message out to the Afghan community. At just one press conference in Peshawar, 200 media representatives attended.

"It was an immensely gratifying project to be involved in and as I travelled around Pakistan and Iran meeting Afghan communities and their leaders, the importance of what we were doing became increasingly evident," said IOM Regional Representative Richard Danziger. "The vast majority wanted this election to happen, they wanted to have a say in the future of their country and were hopeful that this election would lead to stability. It was vitally important that we lived up to their expectations and delivered an orderly, transparent and credible election. I am proud to say that we achieved that."

And so, on 9 October, a 19-year-old refugee named Moqadasa Sidiqi cast her vote at 7 a.m. at a polling station in Islamabad and became the first person to vote in a democratic election for Afghanistan. "I cannot explain my feelings, just how happy

I am," Moqadasa said as the world's media looked on. "I would never have thought that I would be able to vote in this election."

The election had begun, but the process was far from over. After polling, all the ballot boxes were taken to Tehran, Quetta or Islamabad for sorting and then transported to Kabul under heavy security. Many IOM/OCRV international staff travelled to Kabul to help out in the supervision of the count.

Danziger recalls, "In my moments of greatest doubt, when the obstacles seemed the most overwhelming, I would think back to something an Afghan elder said to me during a meeting to discuss the growing threats being directed at the election; 'do not be discouraged, we must have the opportunity to vote.'"

IOM/OCRV staff were not discouraged, and in partnership with the host governments and the Afghan people, the teams in Pakistan and Iran conducted a successful election for 850,000 Afghans in 78 days. A feat even Phileas Fogg would be proud of.

Greg Bearup
IOM/OCVR Islamabad

“America can get by without us, but we can’t get by without America”

The Resettlement of Meskhetian Turks to the US

“I hope this programme will relieve the suffering that my people have endured for the past 60 years,” says Tianshan Svonidze, a Meskhetian Turk community leader, as he arrives at the Philadelphia International Airport after a 17-hour journey from Russia’s southern region of Krasnodar.

Mr. Svonidze is part of a group of some 10,000 refugees known as the Meskhetian Turks who are expected to resettle in the United States over the next few years.

The Meskhetian Turks are a people without a home and their history is filled with persecution and forced migration. In the 16th century, the Ottoman Empire conquered the region on the Turkey-Georgia border known in Russian as Meskhetia, Samtskhe-Javakheti in Georgian, and Ahuska in Turkish. The region remained under Turkish rule for nearly 200 years, until the Russians occupied it in 1829.

The first chapter of the Meskhetian’s tragic history referred to by Mr. Svonidze began in November 1944 when Stalin’s regime conscripted most of the Meskhetian men for the war and deported the rest of the local ethnic population, some 86,000 persons, to Soviet Central Asia. All were transported by rail in cattle wagons in terrible conditions. Many thousands died en route.

They continued to live in Central Asia, most of them in today’s



Meskhetian community leader Mr. Svonidze leaves Krasnodar en route to the United States.

Uzbekistan, until 1989 when the second chapter of their tragic history began with the rise of anti-Turkish nationalism, a by-product of the loosening of political control during the last years of the Soviet Union.

June of 1989 saw the eruption of violent ethnic clashes and pogroms against the Meskhetian Turks, especially in the fertile Fergana Valley in Uzbekistan where many witnessed the destruction of everything they had been able to build up since their previous deportation 45 years earlier.

The Soviet army was called in to protect the Meskhetian Turks who were then evacuated to other parts of the Soviet Union including Russia, Azerbaijan, Kazakhstan and Kyrgyzstan.

This relocation was followed in 1990 by the exodus of tens of thousands of Meskhetian Turks seeking a place of refuge and looking to rejoin family members. Most ended up in countries and regions that made them feel welcome, provided them with housing and ultimately granted them legal status and citizenship.



Meskhetian Turks looking forward to their future in the United States.

But those who ended up in Russia's southern Krasnodar province experienced the third chapter of their continuing tragic history in the form of Russian nationalism and the resurrection of pre-revolutionary groups of Cossacks who united to form pseudo-military units as their ancestors had done before the 1917 Russian revolution. The Cossacks see their role as protectors of the Russian motherland from the Turks.

The Meskhetian Turks in Krasnodar were viewed as outsiders and were never accepted. The Governor of the Krasnodar region, Alexandr Tkachev, publicly stated that he wanted them to "go home to Turkey, to Georgia – wherever!"

Fifteen years later, over 10,000 Meskhetian Turks in Krasnodar continue to live as illegal aliens, harassed by bureaucrats and law enforcement bodies, and subject to the Cossacks' rage and violent wrath.

Many Meskhetian Turks wanted to return to their original homeland, Meskhetia, now within the borders of the Georgian Republic.

When Georgia was admitted into the Council of Europe in 1999, the Georgian government promised to welcome back the Meskhetian Turks and to pass a law by 2001 to deal with their repatriation. But to date there is still no law and therefore no repatriation. The Georgians claim to have too many pressing internal problems and

continue to ask for more time to address the issue of the Meskhetian Turks.

In October 2003, IOM began working with the Governments of the Russian Federation and the United States to find a durable solution for the Meskhetian Turks living in Krasnodar.

One aspect of this durable solution was to offer voluntary resettlement to the United States. Both governments agreed that although not giving up on integration within Russia or on the return to ancestral lands in Georgia, voluntary resettlement to the United States would relieve some of the social pressures caused by a large unsettled population in Krasnodar.

The resettlement programme was officially launched in February 2004 with an IOM information campaign in communities with sizable Meskhetian Turk populations. The aim of the campaign was to make communities aware of the programme, answer some of the uncertainties and start accepting applications for resettlement.

IOM offices in Moscow and Krasnodar worked in close cooperation with the authorities of Russia and the United States to screen applications, schedule interviews, provide medical screening and cultural orientation to successful applicants, coordinate resettlement arrangements and organize the voyage from Krasnodar to the United States.

The voluntary resettlement programme is intended for those Meskhetian Turks who have fled Uzbekistan, live in Krasnodar and have successfully passed a screening interview given by US Department of Homeland Security (DHS) representatives.

The applicants who are approved by DHS leave Russia within a few months on IOM-arranged flights and are resettled in various communities throughout the United States. The first group of 27 families left Krasnodar in June to settle in a town just outside of Philadelphia, Pennsylvania.

Jeanette Penning, the head of the resettlement agency helping the Meskhetian Turks with the initial settling-in phase, reported, "The Meskhetian Turks are very receptive to meeting new people and gaining new experiences. They are certainly willing to work."

In fact, many of them found jobs almost immediately upon arrival in the United States.

After arriving in the United States, Mr. Svonidze expressed his sincerest thanks on behalf of his people. "This is entirely for our benefit, and we are grateful. America can get by without us, but we can't get by without America. But I think this programme will give America a new group of law-abiding citizens who will be useful to the country."

Mark Brown, IOM Moscow



**Moroccan Migrants
Flee Falluja,
Return Home**

ORGANISATION POUR LES MIGRANTS

ANIZACION
LA LAS MIGH



I M
ATION

“Al hamdillallah, al hamdillallah, al hamdillallah...” “Thanks be to God.” None of the 25 Moroccans arriving in Jordan from Iraq could really believe they had arrived safely.

At the invitation of the Moroccan Embassy in Baghdad, they came from Falluja, Ramadi, Baghdad, and elsewhere, in buses, taxis and private cars – literally driving through a war zone on the first stage of their journey home.

Some had been in Iraq for more than 20 years – veterans of wars, uprisings, sanctions and repression. Many had been born there, like Ahmed, 8, and tiny Mustafa who had just turned 2.

The group was met at the Iraq-Jordan border by IOM staff, who were to accompany them to Amman and then onward to Morocco. Since April 2003, IOM Iraq’s Regional Operations Centre has helped 5,473 Third Country Nationals fleeing Iraq to return to their countries of origin.

“Living and working in Iraq was not always bad,” said Halima, 54, as she prepared to board the flight to Casablanca. “In the 80s we saved

money, it was good, but then things steadily got worse. Last year the house we stayed in fell in on us (was bombed) and everything was lost. It was then that I knew we must leave.”

Clutching her sister and steering an airport trolley with just two battered suitcases, they were leaving after almost a quarter of a century of struggle with less than they arrived. It was a bitter blow.

I accompanied the tight-knit group on their journey home to Morocco, and went on to visit some of them in their family homes and communities in Casablanca, Rabat and the surrounding countryside.

During tearful family reunions, they divulged fragments of their lives – the familiar dilemmas of migrants the world over – the search for a better life set against the sacrifice of leaving family and friends.

Salih, a middle-aged man in a battered leather jacket, had agonized for months whether to seek work in Iraq in the aftermath of the first Gulf war. Almost 15 years later, he finally made another decision – to temporarily leave his wife and four children in Baghdad. With no close family, he

arrived alone in Morocco to find a house and a job ahead of their return.

For most, the story was similar. Iraq in the 80s offered good wages and living conditions. But after the invasion of Kuwait, the resulting war, and the following sanctions, things became more difficult, and finally with the violence of the recent months, untenable.

For Malika, it was in part the nightmares of her three children that had prompted her decision to return to Morocco. “They have seen things no child should see,” she whispered, as they tore around the house after their cousins – a new life in the making. “They have walked over bodies in the streets, hidden from bombs and dreadful violence.”

“But...,” and she quieted the several generations of relatives sipping tea around her, “They have also experienced the generosity of the Iraqi people, the kindness of the Moroccan Embassy, of the officials in Jordan, IOM and all the many people who helped and welcomed us along the way. God willing, this is what they will remember.”

Adrian Sutton, IOM Amman



Malika back in Morocco with her family

Cross-cutting Activities

Numerous issues cut across each of the four areas of migration management. The challenges posed by these issues need to be addressed in the context of each area.

Technical Cooperation and Capacity Building

Regardless of their stage of economic development, states are continually striving to increase their capacity to effectively manage population movements. Through its technical cooperation activities, IOM supports and assists in the development and implementation of projects and programmes focusing on strengthening the capacity of governments, NGOs and other actors to better manage migration.

Migrants' Rights and International Migration Law (IML)

Despite the absence of a comprehensive international legal regime for migration, many international law norms and principles are relevant to the management of migration and many bilateral, regional and multilateral agreements govern migration-related issues between states. Although the management of migration is a sovereign right, states have the responsibility to protect the rights of migrants and nationals, and to take into consideration the interest of both, within the parameters set by international principles, standards and norms.

From 2005, IOM intends to promote IML as part of comprehensive migration management frameworks by engaging in the compilation, dissemination, and implementation of IML, combined with training and capacity-building activities.

Data and Research

Research and analysis are important prerequisites to understand migration and develop sustainable practical approaches. Credible data is indispensable for developing, monitoring and evaluating policy and legal issues.

IOM has carried out or contributed to a number of research studies on specific migration issues, and collects migration data from its own activities in order to provide information on migration trends, challenges and opportunities.

Policy Debate and Guidance

IOM Council's International Dialogue on Migration is the principal international forum for intergovernmental migration policy debate, fostering enhanced understanding and cooperation on migration. Moreover, IOM is participating in various international and regional fora, with a view to improving mutual understanding, inter-agency cooperation and, to promoting synergies and avoiding duplications.

Regional and International Cooperation

Regional consultative processes on migration are already making considerable progress towards creating common understandings and cooperation on migration. These mechanisms strengthen international cooperation; promote sharing of information and experiences, and build confidence and partnerships on issues of common concern. IOM has been an active leader and participant in virtually all of these consultative circles that already exist in the Americas, Europe, Africa and the Asia-Pacific Region.

Public Information and Education

Information campaigns and education programmes can promote a better understanding of the complex phenomenon of migration and raise awareness among host communities of the positive contributions that migrants can make to their society. This can help reduce the incidence of xenophobia and discrimination in host societies, and at the same time help migrants to better understand local customs and to comply with local laws. IOM information campaigns also inform potential migrants about

the legal channels for migration and the dangers inherent to smuggling and trafficking.

Migration Health

Mobility not only affects the health of the people on the move, but also the health of communities in which they stay, whether for long or short periods, and the home communities to which they return. The challenge for states is to reduce public health risks and to enhance the physical and social health of migrants. IOM deals with travel and immigration health requirements and provides migration and travel health assessment and advice to migrants.

Gender Dimension

Women's participation in the migration process and the reasons for which they migrate are evolving. The "feminization of migration" represents one of the most significant trends in recent international migration streams.

The challenge for governments and the international community lies today in removing the implicit gender bias in migration. Legislation in most countries needs to be updated with gender consideration systematically included to avoid gender discrimination. IOM has been making efforts to institutionalize and mainstream gender into its work, by ensuring equal access to its projects and services.

Integration and Reintegration

Well-planned integration policies are essential to social stability and to protecting the rights and dignity of migrants. IOM is promoting integration and reintegration through numerous projects and programmes such as language, cultural orientation, and/or vocational training. These projects can take place before the departure of the migrants or in the country of destination to facilitate and accelerate their integration in the host community.

IOM's Assistance to Kuchis, the Afghan Nomads



In the late 1970s, there were some 2 million Kuchi nomads in Afghanistan. Their livestock and the products these generated, such as meat, milk and wool, represented 18 per cent of the national economy.

The Kuchis today are probably the most destitute and most forgotten group in Afghanistan. After 25 years of fighting, widespread landmines and five years of drought, it is estimated that 60 per cent of Kuchi households have lost their livestock. Part of the pastoralists that have suffered the most are the ones who migrated between the southern provinces of Kandahar and Helmand, and Ghazni and Zabul in eastern Afghanistan.

Approximately 70 per cent of the internally displaced persons (IDPs) in the south of the country are pastoralists. Currently, 9,000 Kuchi households, around 50,000 persons, are living in IDP camps in Kandahar.



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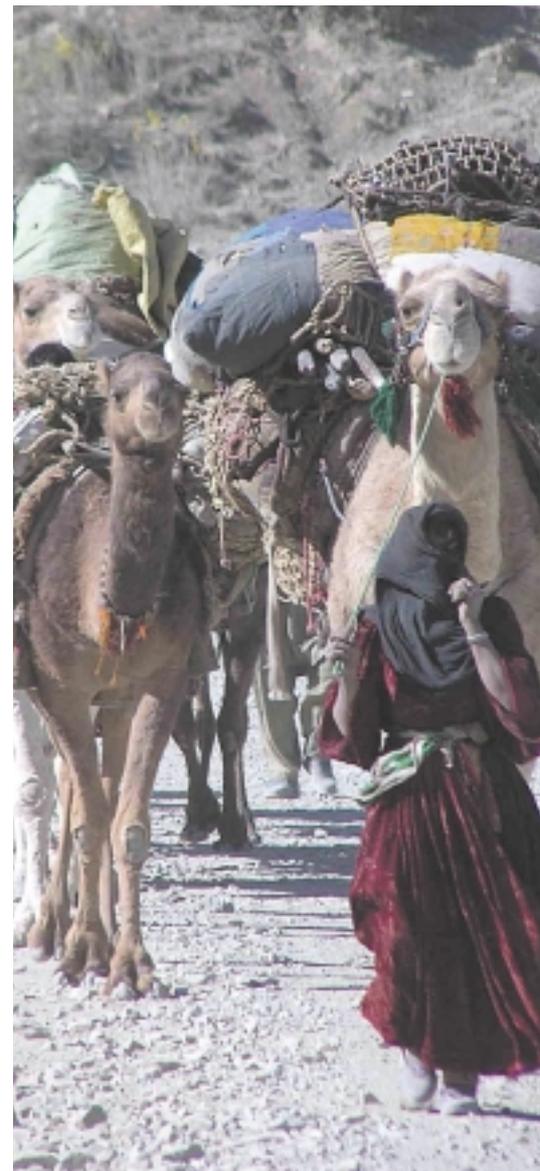
A new IOM programme is helping these destitute pastoralists to re-establish a sustainable livelihood by offering reintegration assistance to those wishing to give up their former lifestyle, and providing livestock recovery for the Kuchis willing to resume their traditional way of life.

Because pastoralists depend highly on natural resources, IOM is currently conducting a rangeland assessment in Ghazni and Zabul, in close coordination with the Ministry of Agriculture and Animal Husbandry and with the help of the Ghazni Kuchi leader. The assessment will help estimate the livestock carrying capacity of the land; determine appropriate seasonal grazing areas and sensitive zones that require special attention.

Enhancing livestock production and helping to reintegrate IDPs will increase income opportunities and living standards for pastoralists and their sedentary neighbours, while at the same time helping the local and national economy.

Amélie Banzet

IOM Kabul



Significant International Statements on Migration: A Thematic Compilation

Significant International Statements: A Thematic Compilation is a collection of statements emanating from selected migration-related regional, inter-regional and international conferences. It is intended as a reference tool for migration practitioners, policy makers and IOM staff when looking at migration issues of interest to the international community.



International Dialogue on Migration No. 5
CD – US\$5 – ISSN 1726-2224

HIV/AIDS and Mobile Populations in the Caribbean: A Baseline Assessment

The IOM report HIV/AIDS and Mobile Populations in the Caribbean: A Baseline Assessment is based on research in Barbados, Curaçao (Netherlands Antilles), the Dominican Republic, Jamaica and Trinidad and Tobago, including a survey of mobile populations and an analysis of national AIDS plans.

To view the entire report visit the IOM Website:
<http://www.iom.int/iomwebsite/Publication/ServletSearchPublication?event=detail&id=3592>

Changing Patterns and Trends of Trafficking in Persons in the Balkan Region

In the second half of 2003, IOM and other agencies were confronted with a marked decline in the number of victims referred for protection and assistance in the Balkan countries. IOM decided to investigate the real causes for the apparent decrease in the number of victims.

To view the entire report visit the IOM Website:
<http://www.iom.int/iomwebsite/Publication/ServletSearchPublication?event=detail&id=3571>

New Titles!

Revisiting the Human Trafficking Paradigm: The Bangladesh Experience Part I: Trafficking of Adults

This document provides an overview of some of the inconsistencies in the existing human trafficking paradigm. It offers an analysis of the present trafficking framework as it relates to trafficking of adults in the Bangladesh context.

Human trafficking should be seen against a wide range of trafficking acts and outcomes that involve several stages, the important ones being associated with the organization of the supply of people vulnerable to exploitation and harm; the process of movement and the demand for the service or labour of trafficked person. To lend a comprehensive view of the trafficking in persons phenomenon, a group of development activists in Bangladesh decided to revisit the existing counter-trafficking interventions, laws, procedures and institutions. The Group's recurring informal dialogue culminated in a "Thematic Group" engaging in intensive discourses regarding the various aspects of trafficking. The group aimed to hold a regular and sustained dialogue involving all stakeholders, to develop a conceptual blueprint mapping out different elements of the counter-trafficking paradigm and to achieve conceptual clarity and build consensus on the counter-trafficking phenomenon. This publication is the outcome of the efforts of the 30 representatives from various embassies, development partners, ministries, NGOs, research organizations and civil society, who made up the "Bangladesh Counter-Trafficking Thematic Group".

86 pages – US\$25 – ISBN 92-9068-207-8



Migration from Latin America to Europe: Trends and Policy Challenges

Latin American migration to Europe has increased dramatically during the last few years. Countries in Southern Europe which have close historical and cultural ties to Latin America have been most affected. This Migration Research Series study analyses current trends, causes and policy challenges of recent LAC flows to Europe.

Migration Research Series No 16
74 pages – US\$16 – ISSN 1607-338X



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