

# MIGRATION POLICY PRACTICE



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A cross-border trader walks to the taxi rank in Musina for a minibus that will take her to the Beitbridge border post, 15 kilometres away. Apart from the distance, the Limpopo province's above 30 degree temperatures and a fear of muggings discourage walking. © IOM/Lerato Maduna.

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# Introduction

Solon Ardittis and Frank Laczko<sup>1</sup>

Welcome to the eighth issue of *Migration Policy Practice*. Three of the articles in this issue focus on migration and development. We hope that readers will be especially interested in the first article focusing on how to mainstream migration into development planning. This article, prepared by Chadine Allen from the Planning Institute of Jamaica, focuses on the case of a country which is pioneering the mainstreaming of migration into its national development plan. This is a theme that will be discussed at the second United Nations High-level Dialogue on International Migration and Development to be held in New York in 2013. Since the creation of the Global Forum on Migration and Development in 2007, policymakers around the world have become increasingly interested in exploring ways to harness the benefits of migration for development, and aligning their migration and development policies. Jamaica has gone further than many other countries in developing a national policy and plan of action on international migration and development.

The second article in this issue of *Migration Policy Practice* looks beyond 2013 and focuses on the post-2015 global development framework. Migration was not factored into the eight Millennium Development Goals. There is now an opportunity to ensure that migration is better integrated into the post-2015 global development framework. In this second article, IOM staff from the Migration Health Division outline the case for including migrant health in any new agenda for sustainable development.

Factoring migration into development plans could have many potential benefits according to the handbook entitled *Mainstreaming Migration into Development Planning: A Handbook for Policy-makers and Practitioners*, produced by the Global Migration Group in 2010. Mainstreaming migration into development plans may be defined as the process of assessing the implications of migration on any action (or goals) planned in a development and poverty reduction strategy. Migration issues should be integrated into the design, implementation, and monitoring and evaluation

stages of development and poverty reduction strategies and policies.

The advantages of better linking migration to global development frameworks of action and development plans more generally include:

- Allowing migration to be embedded in the broader development debate, which fosters a coherent approach rather than piecemeal uncoordinated actions;
- Ensuring that migration is included in national development priorities;
- Promoting coordination among all government departments and the creation of synergies between the work of national actors;
- Placing migration within a holistic planning framework which involves assessment, planning, implementation, monitoring and evaluation;
- Facilitating funding and technical assistance for migration activities through the mobilization of resources from international partners for development plans.

In the third article on migration and development, Cécile Riallant, Joanne Irvine and Luigi Fabbri, from the European Commission–United Nations Joint Migration and Development Initiative, remind us of the important contributions that migration can make to local development. Migration should not only be mainstreamed into national development plans, but also into local development planning.

The final article in this issue discusses a subject that has become increasingly important for policymakers since the 11 September 2001 terrorist attacks – migration and security. Robert A. Mocny, Director of US-VISIT at the US Department of Homeland Security, reports on how biometrics are being increasingly used around the world to facilitate identity management. He calls for greater international guidance on the use of biometrics as more and more countries around the world are changing their systems for identity management.

We thank all the contributors to this issue of *Migration Policy Practice* and encourage readers to contact us with suggestions for future articles.

<sup>1</sup> Solon Ardittis is Managing Director of Eurasyllum Ltd and Frank Laczko is Head of the Migration Research Division at IOM Headquarters in Geneva. They are co-editors of *Migration Policy Practice*.

# Jamaica's national policy and plan of action: Mainstreaming international migration into the development agenda

Chadine Allen<sup>1</sup>

As part of the thrust to ensure that “international migration is adequately measured, monitored and influenced to serve the development needs of Jamaica”,<sup>2</sup> the Government is taking steps to mainstream international migration into its national development agenda. The link between migration and development is in line with global approaches to analyse not only the economic but also the social, environmental and political impact of migration on countries. Therefore, the policy on international migration will be aligned to other related policies and is set within the context of the development road map for Jamaica as outlined in the national vision to make Jamaica “the place of choice to live, work, raise families and do business” (PIOJ, 2009).

It is important for Jamaica as a source country as well as a country of destination to manage international migration and its impact on development and vice versa through a national policy. As people move in search of opportunities, the policy will be a critical tool to benefit migrants and countries both of origin and destination. Therefore, the Government of Jamaica is seeking to maximize the developmental potential through this National Policy and Plan of Action on International Migration and Development.

The process is led by the Planning Institute of Jamaica and the Ministry of Foreign Affairs and Foreign Trade through a multisectoral, multi-agency team of experts from the main ministries, departments, agencies, private sector, non-governmental organizations and civil society with a stake in migration and seeks to address policy coherence at all levels (intragovernmental, multi-stakeholder and multilateral). In undertaking this broadly based partnership initiative, the Government of Jamaica received financial and technical support from its main international development partners who have a stake in migration – the International Organization for Migration (IOM), the United Nations Development Programme, the European Union, the United Nations Children’s Fund and the United Nations Population Fund. Support from the international development partners has played a

critical role in the process and emphasizes cooperation and shared responsibility by the main stakeholders.

The project has three distinct yet interconnected components:

- The development of the National Policy and Plan of Action on International Migration and Development for Jamaica, funded by the IOM Development Fund.
- Mainstreaming Migration into National Development Strategies, funded by the Swiss Agency for Development and Cooperation through the Global Migration Group, which seeks to build capacity for the development, implementation and evaluation of migration-related policies.
- The development of an extended Migration Profile through support from the European Union-funded project entitled Strengthening the Dialogue and Cooperation between the European Union, Latin America and the Caribbean to Establish Management Models on Migration and Development Policy, which will enhance government capacity to assess migration issues and to develop a framework for data collection and evidence-based analysis at the national level.

The Government of Jamaica is committed to the process and has placed emphasis on national ownership and sustainability. To achieve this, a wide range of stakeholders and key partners, such as the public and private sectors, international development partners, non-governmental organizations, academia and migrant groups, were engaged. The involvement of stakeholders in the process is facilitated through structures such as the National Working Group on International Migration and Development and its subcommittees. The Working Group, for example, was established to oversee the process for the development of the National Policy and Plan of Action on International Migration and Development, and will operate as a standing committee for the national policy and facilitate institutional coherence on migration and development issues in Jamaica once the policy has been developed. This has enhanced stakeholder and government understanding of their roles and responsibilities in the process.

Iterative consultations have formed part of the approach of the Government of Jamaica in the process. A decision was taken to engage stakeholders and the general public at different stages throughout the process. As a result, island-wide consultations were held in four regions to

<sup>1</sup> Chadine Allen is Project Manager in the Migration Project Policy Unit, of the Social Policy, Planning and Research Division, of the Planning Institute of Jamaica, in Kingston. A draft of this article was reviewed by Toni-Shae Freckleton, Acting Manager in the Population and Health Unit of the Social Policy, Planning and Research Division.

<sup>2</sup> As set out in Goal 6 of *Vision 2030 Jamaica: National Development Plan – Population Sector Plan* (PIOJ, 2009).

obtain inputs on the main issues for consideration in the policy, in addition to consultations with specialized groups such as academics, the diplomatic corps, and children and youth groups to get buy-in and to foster the building of trust while effectively identifying the issues of international migration and development.

The development of the policy has been informed by eight priority areas which were identified through a rapid assessment. The priority areas are: (i) governance and policy coherence; (ii) data, research and information systems; (iii) diaspora and development; (iv) labour mobility and development; (v) remittances and development; (vi) human rights and social protection; (vii) return and (re)integration; and (viii) family, migration and development. Each area will be elaborated on in the policy document and will have an accompanying plan of action for implementation which will be integrated into the programmes and strategies of the main ministries, departments and agencies. Owing to the limited expertise on international migration and development locally, experts in the international arena were identified to provide technical support for the subcommittees according to the priority areas. This support also served to enhance the understanding of the area and to share best practices and understanding of how to make the mainstreaming process successful.

Special consideration was given to cross-cutting issues such as gender, data and human rights. While data and human rights were identified as cross-cutting issues, they have been elaborated on through specific priority areas. In addressing gender, experts have been engaged at the subcommittee level to ensure that consideration is given to the gender dimensions in the priority areas to be addressed in the policy. These considerations include the collection of sex-disaggregated data and the development of gender-sensitive indicators for the main stakeholders. Gender experts were co-opted onto the committees dealing with the following issues: human rights and social protection; family and migration; labour mobility and development; remittances and development; data, research and information systems; and return and (re)integration.

On the whole, the Government of Jamaica has employed a multimodal and multidirectional approach to the mainstreaming process, and has utilized resource materials such as the handbook entitled *Mainstreaming Migration into National Development Planning: A Handbook for Policy-makers and Practitioners*. This and other resource materials have been shared with stakeholders and consultants to provide a clear and shared perspective in an area that is relatively new. Other resource materials have been shared with the stakeholders through meetings, workshops and consultations and will continue to guide the approach until the policy is implemented.

The Planning Institute of Jamaica is the focal point on migration and development in the country. Therefore,

as one of the lead agencies in the process to develop the national policy, it is uniquely positioned to coordinate national ownership and sustainability and to facilitate dialogue and greater coordination between the Government and the main stakeholders and key partners in developing this policy. Stakeholder participation and consultation have been designed to build consensus through regular dialogue and to facilitate ownership of the policy at all levels. Emphasis has been placed on building and strengthening partnerships with key stakeholders and partners at the subnational, national, bilateral, regional and multilateral levels.

Mainstreaming migration into national development strategies is breaking new ground in the policy landscape. Lessons learned from this pilot exercise provide new insights regarding the challenges and opportunities to undertake this process. Jamaica is on course to complete the policy by March 2013. It will be congruent with existing policies and strengthen capacities within the Government of Jamaica for implementation, monitoring and evaluation. It is envisaged that the final outcome of the policy and plan of action will be completed in time for the United Nations High-level Dialogue on International Migration and Development in 2013.

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# Health in the post-2015 development agenda: The importance of migrants' health for sustainable and equitable development

*Davide Mosca, Barbara Rijks and Caroline Schultz<sup>1</sup>*

## Introduction

The International Organization for Migration (IOM), in response to the call made by the World Health Organization (WHO) for papers on “Health in the post-2015 development agenda”,<sup>2</sup> has submitted a position paper entitled “The importance of migrants’ health for sustainable and equitable development” for the thematic consultation on health. The paper calls for specific attention to underlying determinants of health that relate to mobility and migration and explains why migrants’ health is a cross-cutting development issue that should be addressed in the post-2015 development agenda. This article provides a summary of the position paper.

## Migrants’ health in the global development framework on health

There are about 215 million international migrants today. If current rates of international migration continue, the number could reach 405 million by 2050 (IOM, 2010). Adding the approximately 740 million internal migrants to the picture, all in all, there are about 1 billion people on the move today, a seventh of the currently 7 billion people on the planet. The volume of modern migration is indicative of the global relevance of the health of people moving across and within borders.

Migrant labour has become crucial to the economies of many countries worldwide, for instance in the mining sector, the construction industry, or in health care and domestic work. Facilitated by faster and more affordable transport and communication technologies, as well as transnational migrant networks, modern migration is increasingly global, multidirectional and dynamic, often involving temporary and circular movements.

As migration has become a megatrend in the twenty-first century, societies are more culturally and ethnically diverse than ever before, creating diverse health profiles and health needs. This poses new challenges for health systems which have to adapt in order to remain responsive. The 2008 World Health Assembly

recognized this and adopted the resolution on the health of migrants (WHA61.17), calling on Member States “to promote migrant-sensitive health policies” and “to promote equitable access to health promotion and care for migrants [...]”.

This article explores why and how migration-related health challenges should be addressed in the post-2015 development framework. It argues that the post-2015 development framework on health should take a holistic approach based on principles of health equity and the right to health for all, which should explicitly include reference to migration-related determinants of health.

Current debate on health in the post-2015 development framework seems to go in the direction of promoting universal health coverage as the overarching development goal on health, which WHO defines as access for everyone to “promotive, preventive, curative and rehabilitative health services they need, of sufficient quality to be effective, while also ensuring that the use of these services does not expose the user to financial hardship” (WHO, 2012a). However, an interpretation of universal health coverage that is limited to access and affordability does not take into account factors outside the health system which crucially shape the health of individuals, namely the so-called social determinants of health (Commission on Social Determinants of Health, 2008). Therefore, some have proposed a wider definition of universal health coverage that includes public health interventions and the need to address underlying determinants of health at the multisector level.<sup>3</sup> This is particularly relevant in the context of health and migration.

## Migration as a social determinant of health for migrants

The world has changed since the adoption of the Millennium Declaration in 2000 and the subsequent establishment of the Millennium Development Goals. With increasing inequalities within and between

<sup>1</sup> All three authors are officials in the IOM Migration Health Division in Geneva.

<sup>2</sup> See [www.who.int/topics/millennium\\_development\\_goals/post2015/en/index.html](http://www.who.int/topics/millennium_development_goals/post2015/en/index.html).

<sup>3</sup> The inclusion of public health interventions and underlying determinants of health into the concept of universal health coverage is supported for instance by the Joint Action and Learning Initiative on National and Global Responsibilities for Health (JALI, 2012). Health Poverty Action also advocates for the inclusion of broader determinants of health in the post-2015 development agenda (Heineke and Edwards, 2012).

countries in the developed and the developing world, the concepts of human rights and equitable access to resources have acquired new meaning and are now widely deemed crucial for sustainable development.

In addition, the work of the Commission on the Social Determinants of Health, the subsequent 2009 World Health Assembly resolution on reducing health inequities through action on the social determinants of health (WHA62.14) and the Rio Political Declaration on Social Determinants of Health (WHO, 2011) have identified the conditions in which people are born, grow, live, work and age as mostly responsible for avoidable differences in health status within and between countries.

As is the case for many marginalized populations, the health of migrants is to a large extent determined by factors outside the health sector. Given that the conditions in which migrants travel, live and work often carry exceptional risks for their physical, mental and social well-being, the migration process itself can be regarded as a social determinant of health for migrants. The World Health Assembly resolution on the health of migrants recognizes “that health outcomes can be influenced by the multiple dimensions of migration”. Risks for migrants’ health vary according to their individual characteristics (gender, age, disability, etc.), their education level and, most notably, their legal status. Irregular migrants, in particular, face higher risks of exploitation and marginalization, including lack of access to health services. In addition, even if migrants have access to health services, they generally choose to avoid them due to fear of deportation, xenophobic and discriminatory attitudes of staff in health-care settings, or linguistic, cultural and gender barriers.

Therefore, the new development framework on health should promote intersectoral cooperation and action as a promising approach towards health equity. It should recognize that policies outside the health system (i.e. immigration, labour, housing policies) need to be adapted, and that cross-sectoral action and coherence are crucial.

#### Children of immigrants left out of health care

Findings of a recent study on low-income families in the United States of America have shown that **those with more precarious immigration statuses show the poorest health outcomes**, and that families with non-citizen members face barriers, real or perceived, to using [...] health-related programmes.

Ziol-Guest and Kalil (2012)

#### Undocumented workers in Canada

Researchers found that undocumented migrant workers in the Greater Toronto Area in Canada constitute a flexible and cheap workforce for Canadian businesses, and that the **conditions under which they live and work have severe consequences for their health**.

Gastaldo, Carrasco and Magalhaes (2012)

Below are three key arguments for why the post-2015 development framework and related development goals should include a reference to migrant health: (a) Migrants have a right to health; (b) including migrants in health systems improves public health outcomes; and (c) healthy migrants contribute to positive development outcomes.

#### Migrants have a right to health

The right to health was first enunciated in the preamble to the WHO Constitution (1946), and later reiterated in the Universal Declaration of Human Rights, Article 25 (1948), as well as in several other legally binding international human rights treaties. The right to health is an all-inclusive human right that encompasses equal opportunity for everyone to enjoy the “highest attainable standard of physical and mental health”.<sup>4</sup> It is closely interrelated and interdependent with other basic rights, such as housing, education, employment, and so on. Yet, for migrants, the right to health is often not fully realized owing to legal, social, economic, linguistic and cultural barriers. Barriers to migrants’ health persist regardless of international and national legal commitments. For example, some countries have cut their subsidies for interpretation and translation services in health-care settings, while others have adopted legislation that limits undocumented migrants’ access to health care. In many countries around the world, hate crimes against migrants and refugees have increased and we have witnessed measures like the automatic detention of migrants and asylum-seekers with an infectious disease, deportation and restrictions to travel, work or residence abroad based on medical grounds of excludability. This not only violates international rights instruments, but it

<sup>4</sup> International Covenant on Economic, Social and Cultural Rights (1966), Article 12. The Covenant delineates the steps to be taken by States to achieve the full realization of the right to health, including prevention and treatment of epidemic, endemic, occupational and other diseases; and the creation of conditions which would assure medical service and medical attention to all in the event of sickness. The Committee on Economic, Social and Cultural Rights explicitly states that “the Covenant rights apply to everyone including non-nationals, such as refugees, asylum-seekers, stateless persons, migrant workers and victims of international trafficking, regardless of legal status and documentation.” (General Comment No. 20, 2009).

further aggravates the social exclusion of migrants and stigmatization, discourages migrants from seeking care, and delays or hampers early diagnosis, treatment and achievement of global health goals, hence exacerbating the risks of adverse health outcomes of migration.

#### **Health professionals' attitude as a potential barrier to access**

The attitudes and degree of migrant-sensitive training of health workers and other staff working in health facilities are important factors in the likelihood that migrants utilize health services efficiently. For example, in South Africa, several studies found health staff discriminating against migrants, such that migrants routinely reported that they faced delays, refusal or inappropriate charges when they attempted to use the health services.

Human Rights Watch (2009) and Vearey (2008)

#### **Including migrants in health systems improves public health outcomes**

The exclusion of migrants from public health systems is not just a violation of migrants' rights; it is also counterproductive from a public health perspective. Migrants are an increasingly large part of today's societies. Addressing their health needs should thus be a vital component of any effective public health policy promoting sustainable health outcomes.

From a public health perspective, guaranteeing migrants' equitable access to health care and health promotion is both sound and practical – it is cost-effective and improves public health outcomes. Promoting migrants' use of primary health care and early treatment, and including them in disease-control programmes, will reduce the need for costly emergency care and related high costs for the health system. Addressing the health of migrants caught in crisis and post-conflict situations (i.e. the Libya and Syria crises in 2011/2012) and ensuring continuity of care across borders for migrants and displaced persons is especially relevant to public health. Emergency preparedness plans and responses should ensure migrants' and displaced persons' access to health care and continuity of treatment, as well as access to psychosocial support.

#### **Healthy migrants contribute to positive development outcomes**

A third reason for including migrants' health in the post-2015 development framework is that health is a prerequisite for, as well as an outcome of, sustainable development (WHO, 2012b). It is now widely acknowledged that migration carries a development potential, due to migrants' intellectual, cultural, social and financial capital and their contributions to the social and economic development of their communities of origin and destination. Remittances sent home by migrants to developing countries are three times the size of official development assistance (World Bank, 2012) and directly contribute towards poverty reduction and the health of migrants' families left behind. Being and staying healthy is a prerequisite for migrants to work, be productive and contribute to positive development outcomes, for example through sending remittances, sharing knowledge or facilitating trade. The thematic think piece on migration and human mobility, prepared by IOM and the United Nations Department of Economic and Social Affairs (UNDESA) for the United Nations System Task Team on the Post-2015 United Nations Development Agenda, argues that "a substantial case can be made for the inclusion of migration as a cross-cutting issue" in the new framework, and calls for the promotion of methods to mainstream migration into development planning.

In addition to the health risks migrants face while working and living in hazardous environments, which are often characterized by discrimination and insecurity, direct health costs for migrants remain high. In particular, migrants without a legal status often pay for health care out of their own pockets at a higher price than that paid by nationals. Universal health coverage can help to leverage the positive development impacts of migration and ensure that migrants' use of health services does not expose them and their families to financial hardship. Out-of-pocket payment for health services, short-sighted policies that limit the access of migrants to emergency care, unaffordable health insurance and lack of social protection schemes exacerbate costs for both migrants and societies. In addition, these prevent the full development potential of migration and go against the sound principle of investment in health for social and economic development upon which the health-related Millennium Development Goals were based (Commission on Macroeconomics and Health, 2001).

### Efforts to enhance access to health services for migrants

A number of States are using innovative approaches to address the health of migrants. For example, Sri Lanka and the Philippines put in place insurance schemes for their overseas migrant workers. Thailand offers categories of registered migrants and their families health services through a compulsory migrant health scheme. Brazil and Portugal are examples of countries that have adopted a policy of equal access to coverage for all migrants irrespective of their legal status. Other initiatives are led by trade unions and employees. For instance, in Argentina, employers contribute a percentage of workers' salaries towards a special fund that covers social benefits including health insurance. Only a few cases of portable health-care benefits exist, such as the Moroccan–German agreement. Although these efforts have their limitations, they recognize the important contribution of migrants to development and the need to ensure the health of migrants.

Annex 1: Examples of global migrant health responses, which accompanied the Roundtable 2.1 background paper on Reducing the costs of migration and maximizing human development, presented at the fourth meeting of the Global Forum on Migration and Development, held in Mexico in 2010. Available from [www.gfmd.org/en/docs/mexico-2010](http://www.gfmd.org/en/docs/mexico-2010).

### The way forward

For these three reasons, the health of migrants should explicitly be recognized in the post-2015 development agenda and other global debates on health such as that on the Global Health and Foreign Policy spearheaded by the Oslo Declaration (2007) and the Global Conference on Health Promotion to be held in Helsinki in 2013 with the theme of “Health in All Policies”.<sup>5</sup> The importance of healthy migrants for positive migration outcomes should also be put on the agenda of migration forums such as the United Nations High-level Dialogue on International Migration and Development in 2013, and the annual Global Forum on Migration and Development.

Cooperation and integration at the regional level can also create important opportunities for collaboration, information sharing and harmonization of policies and practices among States, including social protection for people moving within the region. Migrants moving within the European Union, for instance, enjoy a high standard of portability of health-care benefits and pensions; and similar multilateral schemes have been introduced for the Caribbean Community, the Southern Common Market (MERCOSUR), and recently for several

Ibero-American countries (Avato, Koettl and Sabates-Wheeler, 2009).<sup>6</sup>

The adoption of specific, measurable, achievable, relevant and time-bound indicators on migrant health will assist States and other actors to set targets and monitor progress on the health of migrants, and to improve social and economic determinants affecting their health. Thus amended, universal health coverage would also address the specific needs of these vulnerable and marginalized populations, recognize the impact of migration-related social determinants of health and support a human rights-based approach to health. However, a major obstacle today to effectively measuring the health of migrants globally is the universal lack of standardized data on the issue. It is of utmost importance that the post-2015 United Nations development agenda encourages the collection and harmonization of data on health, disaggregated by gender, age, socio-economic status, as well as migrant type and legal status, among others (Rockefeller Foundation, 2012).

### Global Consultation on Migrant Health (Madrid, 2010)

In 2008, the World Health Assembly endorsed a resolution on the health of migrants (WHA 61.17) that spelled out actions for governments to enhance the health of migrants and promote bilateral and multilateral collaboration. In response to the resolution, WHO, IOM and the Ministry of Health and Social Policy of the Government of Spain organized the Global Consultation on Migrant Health in 2010. Yet, the resolution on the health of migrants is still far from being fully implemented. Addressing the health of migrants in the post-2015 development framework could help to refocus attention towards implementation of the resolution.

How exactly could migrants' health be addressed in the post-2015 development framework? One viable option would be that the new development framework includes a combination of quantitative and qualitative indicators that measure progress along the four key priority areas of the World Health Assembly resolution:

1. **Monitoring migrant health:** Ensure the standardization and comparability of data on migrant health and support the appropriate aggregation and assembling of migrant health information.

<sup>5</sup> See the Global Conference website at [www.stm.fi/en/ministry/international\\_cooperation/who/healthpromotion2013](http://www.stm.fi/en/ministry/international_cooperation/who/healthpromotion2013).

<sup>6</sup> In 2007, 19 Latin American and Caribbean countries, as well as Andorra, Portugal and Spain, signed the Ibero-American Social Security Convention, which entered into force in 2011 after being ratified by seven countries (see Government of Spain web page at [www.seg-social.es/Internet\\_6/Masinformacion/Internacional/ConvMultiber/VigorMultiber/index.htm](http://www.seg-social.es/Internet_6/Masinformacion/Internacional/ConvMultiber/VigorMultiber/index.htm)).



2. **Policy and legal frameworks:** Adopt national laws and practices that respect migrants' right to health based on international laws and standards; implement national health policies that promote equal access to health services for migrants; extend social protection in health and improve social security for all migrants.
3. **Migrant-sensitive health systems:** Ensure that health services are delivered to migrants in a culturally and linguistically appropriate way; enhance the capacity of the health and relevant non-health workforce to address the health issues associated with migration; deliver migrant-inclusive services in a comprehensive, coordinated and financially sustainable fashion.
4. **Partnerships, networks and multi-country frameworks:** Ensure cross-border and intersectoral cooperation and collaboration on migrant health.

### Why global action on migrant health?

Some States have already realized the importance of addressing migrants' health. However, global dialogue and action to improve migrant health has distinct advantages. First, it can leverage positive development outcomes of migration. Migration crosses international borders, which is why inter-State cooperation on the health of migrants is important. If one State or region does not or inadequately addresses the health of migrants, this can have negative spillover effects on people and economies of other States — it leads to increased public health risks and defeats positive development outcomes of migration. Second, global commitment on migrant health also increases the bargaining power of migrant-sending countries, making it easier for them to legitimately advocate for the rights of their nationals abroad.

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# Local authorities: The missing link for harnessing the potential of migration for development

Cécile Riallant, Joanne Irvine and Luigi Fabbri<sup>1</sup>

## Introduction

While the migration debate is currently conducted and framed at the national and international levels, local authorities<sup>2</sup> are becoming increasingly responsible for dealing with the effects of migration. This is despite the lack of local or regional policy frameworks to facilitate this. Indeed, the drivers and impact of migration are often most strongly felt at local level, be it in terms of effects on the local labour market, the size and demographics of the local population, or the need for public services provision. This makes much sense given the local-to-local dimension of migration, whereby migration trends show that migrants from the same town or region in countries of origin tend to concentrate in the same geographical areas in the host country. Local authorities are therefore at the forefront in confronting the transformations and opportunities that migration brings about, which involves ensuring migrants' rights and integration to guarantee social cohesion. For this reason, it is also unreasonable to expect national policies to be able to fully address the very specific and unique needs of any given community and this is why it is increasingly important to involve local authorities in the planning and implementation of socio-economic development.

At the same time, there is an increased understanding and acknowledgement of the linkages between migration and development, and growing local, national and international initiatives striving to harness migration potential for development. Given the local dimension of both migration and development, local authorities are therefore best placed to capitalize on the migration and development nexus. In this new context, attention must be given to migration issues at local level and migration management tools must be adjusted accordingly. Policy thinking must be readdressed in order to allow local authorities to take on and carry out this new role successfully.

This article addresses the local dimensions of migration in a bid to show why local authorities have a new-found and crucial role in managing migration and how a migration-for-development agenda can bring added value in such a way that it fosters development. The article argues that local authorities are able to set migration in a new and positive light since they are not burdened, for example, by national policies and interests regarding border control, return and readmission.

## Linkages between migration and local development

Since the 1990s, local authorities have increasingly been viewed as players in development policy in the Rio de Janeiro 1992 and Istanbul 1996 United Nations Conferences, the 2000 Millennium Summit and the 2002 Johannesburg World Summit on Sustainable Development, all of which formally recognized their role. At the European Union level, the role of local governments in development has become an important element of the European approach to development since the 2005 revision of the Cotonou Agreement. For instance, according to the 2008 Communication from European Commission on Local Authorities: Actors for Development, the local authorities' knowledge of the local context, as well as their proximity to local societies and local civil society organizations, enables them to strongly foster local development and local governance objectives.

Migrants are objective allies of local authorities as actors of their development. Migrants can and do contribute highly to the development of both communities of origin and destination in many ways through the capitals they possess. These include migrants' human capital (education, training, skills and knowledge), financial and entrepreneurial capital (foreign development investments, trade, remittances, savings, business investments, purchase of real estate and humanitarian support), social capital (networks, norms and values that facilitate cooperation within and among groups, awareness of social innovations) and affective capital (commitment and goodwill derived from their emotional engagement in countries of origin). To this list it is important to add and emphasize the migrants' local capital, which is their willingness to invest/act in certain regions that are overlooked by traditional development

<sup>1</sup> All three authors are officials of the European Commission–United Nations Joint Migration and Development Initiative (JMIDI) in Brussels ([www.migration4development.org](http://www.migration4development.org)).

<sup>2</sup> The definition of “local authorities” used in this article encompasses the large variety of subnational levels and branches of government, namely municipalities, communes, districts, counties, provinces, regions, and so on.

actors. In line with the local-to-local dimension of migration, migrants' remittances from one region to another can therefore be a highly valuable resource for promoting local development. Indeed, there is increasing evidence that international remittances have considerable development impacts, sustaining local economic activity.

The good practices identified by the European Commission–United Nations Joint Migration and Development Initiative (JMDI)<sup>3</sup> have shown the importance of efficiently linking diaspora and migrants' initiatives with local development processes in order to achieve sustainability and development impact. Successful diaspora and migrant associations' interventions are the result of strong partnerships with a range of stakeholders from civil society, including social partners, the private sector and, very importantly, local authorities. In countries of origin of migration, local consultative processes play an important role in promoting the integration of migration issues into local and regional development policies. When local authorities share a common vision with partners, they can develop a sense of ownership of projects which will lead them to commit time, energy and resources. This process enhances their own role as decision makers in migration-related affairs. The experimentation of (often) small-scale initiatives has had positive consequences and contributed to changing the degree of activism of local administrations. Some creative local authorities have implemented very innovative projects, often in anticipation of national and international debates.

The focus on the local dimension of migration is particularly relevant in countries where an advanced regionalization process is taking place which allows for more decision-making and opportunities at local level. Harnessing the positive impact of migration at local level requires certain levels of decentralization which can allow for stronger democracy through both increased involvement of local communities, including diasporas, and further transparency through improved accountability of local governments in view of their proximity to the population and civil society.

Overall, the JMDI has shown that local players have

tested policy experiments connecting migration and development effectively. However, this was the result of the willingness and foresight of individuals rather than the elaboration of specific policy mandates or the set-up of internal structures to address these issues. Therefore, there is a need to move from individual and isolated approaches towards more structured forms of intervention. This is a key step to fully take advantage of the involvement of local authorities in the field of migration and development.

### **The way forward to efficiently connect migration and local development**

For the local migration and development agenda to work, the following elements, as well as policy options, appear to be necessary.

- *Linking migration with local governance*

For the local development impact of migration to flourish, good local governance is required and should encourage the creation of new opportunities for an inclusive dialogue among local stakeholders (including formal opportunities such as local elections or consultations and forums). A multi-stakeholder participative approach whereby migrants' associations and all other civil society and public institutions are involved needs to be put in place. This kind of cooperation will ensure that the actions carried out respond to the real needs of the citizens, as well as to political interests and strategies, ranging from the idea of a "project" to a much more complex and rich vision of "public policy", since local authorities have real experience managing local life, local development and local economies. Migrants and their associations can provide invaluable information, contacts, expertise and knowledge on their regions of origin and this can be tapped into to reinforce local development policies and actions and harness migrants' remittances.

- *Linking development with migrants' integration and social cohesion*

Without ensuring migrants' rights, migrant integration and social cohesion in host communities, the contribution made by migrants to development will never reach its full potential. Indeed, all of these areas of migration are inextricably linked. Migrants belong to the most fragile social groups in many countries and are at higher risk of social exclusion. Migrants can also be at risk of ethnic or cultural discrimination and important programmes have to be set up by local authorities in order to fight negative attitudes towards people with a migrant background and to foster migrants' integration into

<sup>3</sup> The JMDI is a programme funded by the European Commission and implemented by the United Nations Development Programme (UNDP) in partnership with the International Organization for Migration (IOM), the International Labour Organization (ILO), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the United Nations Population Fund (UNFPA) aimed at supporting civil society initiatives in the field of migration and development (dedicated website: [www.migration4development.org](http://www.migration4development.org)).

their new societies.<sup>4</sup> It appears that local authorities are well equipped to deal with these challenges. Some cities actively promote a positive outlook on migrants. Indeed, London and New York have a history of immigration, and the resulting multiculturalism has created attractive branding opportunities to promote these cities as being diverse, inclusive and successful.

Actions that can be implemented in this field range from pre-departure information for migrants on their rights, to language courses aimed at facilitating migrant integration in their country of destination, anti-discrimination policies targeting local communities, orientation and training for migrants in order to foster their ability to integrate into local labour markets, and housing policies that can offer adequate housing solutions for immigrants and prevent their segregation in disadvantaged neighbourhoods. Dialogue with migrants' association can have a multiplier effect on the local governance potential of these measures, facilitating participation, ownership and accountability. The role local authorities can play (and are frequently playing) in favour of migrant rights and integration is enormous, and policies aimed at migrant rights and integration in local societies can simultaneously prevent dangerous social divisions and harness migrant potential for growth in their community of destination and for development in their community of origin.

- *Linking migrants' capitals with local development*

Local authorities have diverse policy options to build on migrants' capacities to ensure that they can make the most of their knowledge, skills and migrant networks. Initiatives can include such things as language training, financial literacy training, and training on migrants' rights and responsibilities in the new society. Policies that harness the professional skills of migrants to aid in local development actions back home through return migration or returning briefly to train others in the skills acquired is another example. Local host authorities are particularly important in this regard since they can provide vocational training and labour market integration for migrants and engage in dialogue and cooperation with migrants and migrant associations in order to tap into their knowledge and contact networks which can be used in development cooperation efforts

<sup>4</sup> For instance, after the xenophobic riots of 2008 in South Africa, the city council of Johannesburg established the Migrant Advisory Committee, which, besides representatives of city authorities and top civil servants in the relevant department, is composed of representatives of institutions with expertise in the field of migration. The main task of the Committee is to gather information in order to implement effective strategies for the integration of migrants, create a migrant desk to aid migrants and to implement awareness-raising campaigns in favour of migrant integration.

in the community of origin.

Local authorities must also know how to capitalize on migrant remittances, which can include policies that give incentives to: use specific remittance channels where taxes are used in local community development projects; reduce transfer costs; and link remittances to productive investments through development projects that promote entrepreneurship among receivers. Of course, many people do not have access to money transfer agencies; therefore, policies that ensure access to formal remittance-sending agencies can increase formal channelling of remittances and this can translate into more remittances and more resources for publicly funded local development projects. Other examples include co-funding by local authorities, which gives an incentive to send remittances by offering to match every dollar sent with another dollar, or providing financial literacy training to migrants to ensure that they can make the right financial choices for themselves and their families.

Enhancing migrant communities' capacities is also essential to ensure that communities participate in public and political life and can voice their concerns in host countries. Policy ideas include facilitating transfer of know-how between communities on all sectors. This can increase knowledge exchanges through emigrants assisting new migrants throughout the whole migration process, and lobbying for migrants' rights and concerns in host communities. It can also include facilitating the building of transnational exchange patterns by supporting and strengthening migration platforms and networks, or by providing capacity-building to other local actors, thus showing them how to tap into their diaspora's resources.

- *Linking local authorities with the migration discourse at national and international levels*

While local authorities clearly have a lot of potential to generate the above outcomes, they are often hampered by being cut off from national and international debates on migration, or because they lack the competencies or resources required to implement such policies. National authorities must make space and provide support for local authorities to enter into and influence the international debate on migration and development. In this respect, some form of local authority participation in the State-led Global Forum on Migration and Development should be envisaged.

National authorities have a crucial role to play in facilitating the role of local authorities. First, local authorities in countries of origin must have sufficient competencies (and resources to implement the relevant policies) to ensure that all local stakeholders are involved in local economic development processes, and are able to design and implement development initiatives

suitable for the community and not based solely on national priorities. This involves implementing effective and de facto decentralization processes that allow local authorities to step up to this role. Awareness-raising campaigns on the importance of these initiatives and training on how to effectively harness local migrants' capacities and capitals for development are also important aspects. Thus, national authorities must not only facilitate such decentralization of competencies but they must also support local authorities in their efforts to harness migration for development. This can include training on migration management, policy implementation, the securing of funding and technical assistance to design and kick-start the implementation of such initiatives. It can also include providing space for local authorities to share knowledge on and discuss good practices to enrich and further develop such practices, as well as to ensure that mistakes are learned from and that local authorities embarking on such initiatives for the first time have a support network both at the local and national levels.

Further support can be provided through monitoring and mapping activities and organizations that deal with such issues at national level and act as a central focal point or umbrella for knowledge sharing. National authorities can also support capacity-building for local authorities to maximize the link between migration and development and engage with local authorities to ensure they are conscious of national-level activities and work together to align policies to both national and local interests. Indeed, through increased interactions and exchange of information, service delivery could be improved at local level.

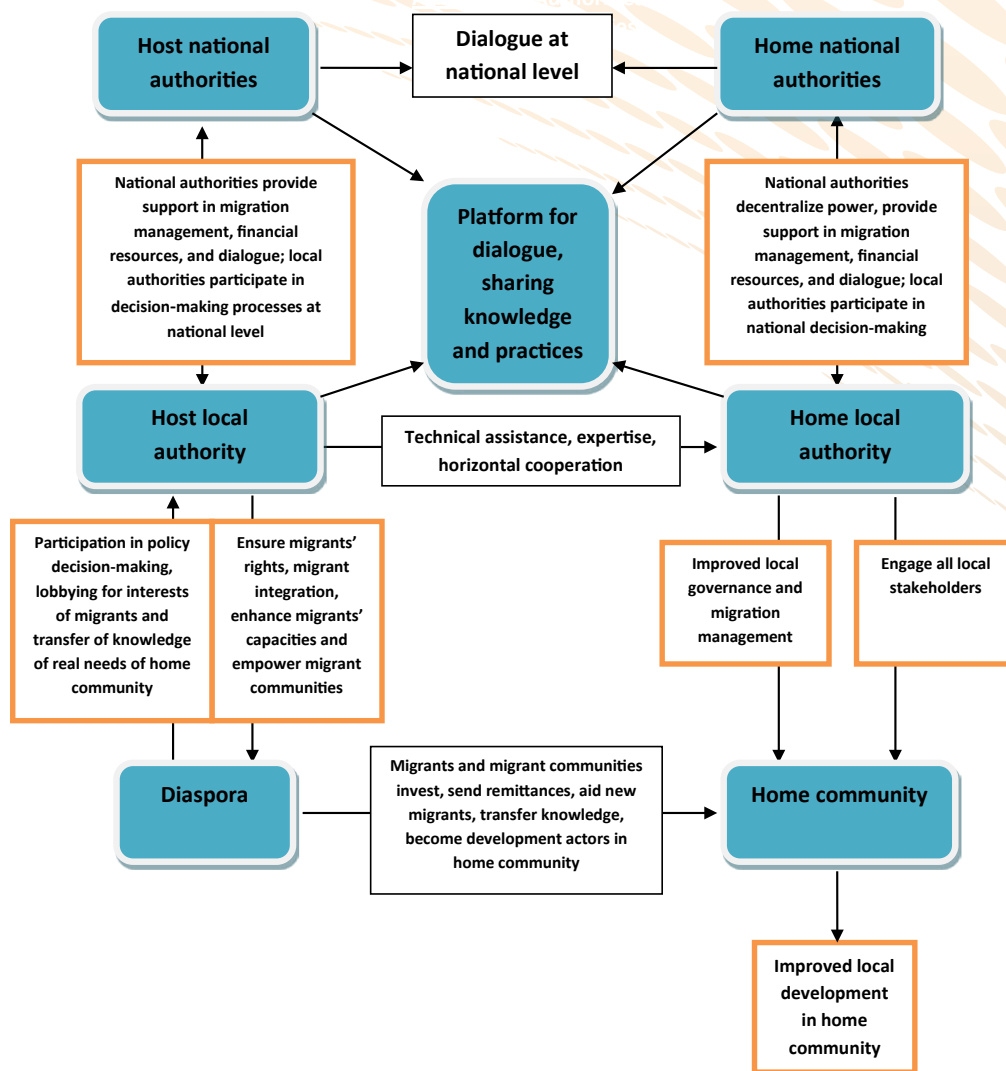
- *Increasing policy coherence at national and local levels*

Both local and national authorities also need to improve horizontal and vertical policy coherence by mainstreaming migration not only into development policy actions but also across the policy board where many policies can affect migration and development efforts. Support from national and international institutions for local authorities to implement policies for mainstreaming migration into local development planning appears to be an important requirement given that this is a relatively recent, and sometimes new, field of activity for local authorities, which could lack the necessary knowledge to implement effective programmes. Furthermore, vertical (between local, national and international levels) and horizontal (between the different departments dealing with the various fields covered by migration and development) cooperation should also be ensured, since so far this seems to be one of the most important obstacles to the implementation of effective local programmes of migration and development.

- *Linking migration and decentralized cooperation*

In line with the local-to-local logic of migration, the use of decentralized cooperation as a tool to channel migrant capacities and capitals from communities of destination to communities of origin appears to be extremely important, as this can foster the efficiency of migration and development activities through an enhanced connection with migrant communities and the use of local authorities' knowledge and capacities. For local authorities in receiving countries, these kinds of initiatives, highlighting and fostering the role migrants play both in their society of origin and destination, can promote the positive image of migrant communities, enhance migrant integration and actively engage them in partnerships and dialogue with other parts of local civil society – with extremely positive effects on local governance processes. Nevertheless, in order to link decentralized cooperation, migration and development and social inclusion, the active involvement of local migrant communities and local migrant civil society organizations is essential. Unfortunately, this appears to occur rarely and local authorities are not always able to actively involve local migrants in the decentralized cooperation initiatives they set up. Nonetheless, the extremely positive effects of initiatives, where the link between local authority cooperation and migrant involvement has been established, show clearly that this is the way to foster successful migration and development and decentralized cooperation initiatives, as well as to increase the potential for social cohesion.

The following diagram provides an illustration of the aforementioned elements and policy options for effectively harnessing migration for development at the local level.



## Conclusions

It is therefore clear that local authorities are an important piece of the migration management puzzle which brings added value to an already important and complex migration management process. Yet much needs to be done to harness the full potential of migration for local development, and the international community has an important role to play in this endeavour.

In recognition of this, the JMDI will soon embark on a second phase.<sup>5</sup> In the three years to come, the programme will implement activities designed to specifically target local authorities, as well as civil society organizations that have a stake in local development and migration issues. The programme's three objectives will be:

- To move from isolated and individual approaches towards more structured forms of interventions

through the identification of promising initiatives from local authorities in partnership with civil society organizations in selected countries that will be scaled up to maximize impact on local development – policy options and definition of road maps for action will be drawn from the experience of the supported initiatives;

- To reinforce the capacities of selected local administrations to effectively link migration and development, with a specific focus on facilitating increased coordination within local authorities' administration in order to maximize their ability to grasp the potential of migration for development;
- To connect local authorities globally with each other and with other stakeholders and facilitate partnerships (between local authorities in countries of origin and destination, migrant and refugee associations, the private sector, the social partners, etc.) to reinforce the local authorities' potential to become active players in the field of migration and development.

<sup>5</sup> The second phase of the JMDI is funded by the European Commission and the Swiss Agency for Development and Cooperation and implemented by UNDP in partnership with IOM, ILO, UN-Women, UNHCR and UNFPA. The programme will be implemented from December 2012 until November 2015.

# Biometrics revolutionize identity screening: The case for biometric information sharing to achieve global security

Robert A. Mocny<sup>1</sup>

The 11 September 2001 terrorist attacks profoundly and fundamentally altered the landscape of protecting and defending our nation. Suddenly, there was a need to tighten security at our borders while still promoting free movement of our welcome visitors and protecting privacy and civil liberties. Documents – which were easily forged – were no longer adequate identification. Records kept by various agencies were not adequately connected.

Just over a decade later, the result is a remarkably mature programme at US-VISIT, within the US Department of Homeland Security, which uses biometrics, interoperable systems and strategic coalitions to create a robust and resilient immigration system. Our programme has also become an integral part of our country's security strategy. We have deployed biometrics across the homeland security enterprise and enhanced our biographic capabilities to establish and verify identity with greater accuracy and efficiency than ever before. By increasing system interoperability and sharing critical information with our partners, we have enriched our databases to provide decision makers on the front lines of homeland security with comprehensive, up-to-date information on immigration violators, criminals, and known or suspected terrorists.

Clearly, we have made significant accomplishments since the dark days of 11 September 2001. However, the United States of America is not alone in realizing the benefits of biometrics as a strong tool in identity management. More and more countries are choosing to enhance their immigration and border control processes to include biometrics, many with guidance and technical assistance from US-VISIT.

Below are examples of the ever-changing border landscape around the world today:

- The European Union went live with the biometric Visa Information System on 11 October 2011.
- Japan decided to collect biometrics at its ports of entry and has been highly successful in its anti-spoofing efforts, identifying individuals who have gone to great lengths to conceal their true identities.

- Australia now uses biometrics for its visas and SmartGate to facilitate travel of its nationals – as will Canada and New Zealand shortly.
- The Ministry of Public Security in China announced it has now the legal authority to incorporate biometrics into its long-term visa process.
- India's impressive and ambitious Unique Identification Project, known as UID, can provide identification for each resident across the country. This is used primarily as the basis for efficient delivery of social services. Additionally, in May 2012, the Government of India stated its intent to use intelligent document scanners and biometrics to authenticate travellers' identity.
- US-VISIT is working with its fellow Five Country Conference partners – Australia, Canada, New Zealand and the United Kingdom – to develop a plan to move towards a system-to-system interface to facilitate the exchange of information.
- US-VISIT is helping to establish agreements on preventing and combating serious crime under the US Visa Waiver Program.
- Last but not least, biometrics were used to support the successful running of the London Olympics this summer.

Perhaps no one could have imagined the extent to which biometrics could be implemented on such a global scale; however, the evidence is clear: biometrics have become the standard for identity management, not only in the United States, but worldwide.

US-VISIT has entered into multiple domestic and foreign partnerships that adhere to rigorous national and international standards to ensure compatibility. Compatible standards are crucial for easing travellers' use of systems and for potential information sharing within organizations and with external partners.

What we have accomplished through interoperability with our federal partners demonstrates the need for greater information sharing worldwide.

## Interoperability

US-VISIT uses two major automated identification systems to support its mission: the Automated Biometric Identification System, known as IDENT, for biometric data, and the Arrival and Departure Information System (ADIS) for biographic travel history information.

<sup>1</sup> Robert A. Mocny is the Director of US-VISIT at the US Department of Homeland Security, in Washington, D.C.



IDENT currently contains the fingerprints and photographs of more than 143 million people, including watch list data on more than 6.3 million known or suspected terrorists, criminals, fugitives, immigration violators, and other persons of interest.

We use ADIS to maintain an accurate travel history and immigrant status of individuals admitted to the United States and to monitor exits from the country. ADIS contains more than 253 million unique biographic identities that are associated with nearly 1.5 billion encounter events, such as entries, exits, extensions of stay and compliance with visa status.

Our 10-fingerprint system has been deployed at over 200 US consulates around the world and more than 317 US ports of entry. This upgrade from the initial 2-print system has significantly increased efficiency and accuracy across the immigration and law enforcement domains.

For example, the US Coast Guard now uses biometric devices when intercepting illegal migrants on the high seas destined for US shores, and can get on-the-spot identity information from US-VISIT. Through this Biometrics-at-Sea Program, there has been a decrease in the number of foreign nationals risking their lives to reach our coastlines and an increase in prosecutions of migrant smugglers.

The collection of 10 fingerprints has enabled US-VISIT to establish full interoperability with the Department of Justice's Integrated Automated Fingerprint Identification System. As a result, US Immigration and Customs Enforcement is able to identify and remove criminal aliens arrested by state and local law enforcement, and US Customs and Border Protection officers have access to the Federal Bureau of Investigation's entire Criminal Master File of some 69 million identities on primary inspection at ports of entry in real time.

Our next challenge is to establish real-time, system-to-system interoperability with the Department of Defense. However, the information-sharing process we have in place with the Department of Defense has already resulted in identifying previously unknown or suspected terrorists from latent prints collected in war zones and other locations around the globe. Moving from a manual to a fully automated process between the Department of Homeland Security and the Department of Defense will ensure information sharing is comprehensive and seamless.

To further support interoperability efforts, the US Government has institutionalized the process of sharing desired information between its agencies. The National Information Exchange Model (NIEM) is an inter-agency initiative to facilitate national-level, interoperable information sharing and data exchange. It is currently

managed by the Department of Homeland Security, the Department of Justice and the Department of Health and Human Services.

In July 2012, the NIEM Biometrics Domain was launched and began foundation operations under US-VISIT stewardship. The goal of the Biometrics Domain is to facilitate biometric information exchange between government organizations in furtherance of their respective missions.

A simple example might be two law enforcement organizations that need to share information regarding a specific individual. Each organization might hold this information in any variety of IT systems, databases or file systems in a variety of diverse jurisdictions that do not easily cross-communicate. Through the NIEM framework, there is a common vocabulary to ensure consistency and understanding among organizations that work with similar types of information; ultimately, this will simplify the process of information sharing in a timely and accurate manner.

Beyond a common language, NIEM also provides additional tools and methodologies that allow organizations with information-sharing needs to enable optimal information exchange. Specifically, NIEM provides a data model, governance, training, technical assistance, and an active community to assist users in adopting a standards-based approach to exchanging information.

### **The next frontier for biometrics: The case for greater information sharing with global partners**

We are on a seemingly endless quest to develop better and more secure ways to identify and verify the information on people we encounter as we carry out our daily missions – from visas to automated border gates to physical access to government infrastructure. Our efforts will continue because there are still many countries that have yet to adopt biometrics – but they will. To prepare for that unprecedented reality and the need to share information across borders, we must tackle another phenomenon – sharing that data responsibly.

It cannot be emphasized enough that we have an ethical duty to share data with our friends and allies. In fact, it is unethical *not* to share data on known criminals, terrorists and immigration violators who may want a visa to travel to another country.

As an example of progress under way, the Five Country Conference is currently developing the Secure Real-Time Platform, which will allow the five countries to search the holdings of any of the other four countries. We are currently using a manual, more labour-intensive process of limited scope which has resulted in the identification of criminals and known or suspected terrorists. These

individuals have been denied access to our immigration benefits.

### Privacy

While it is important to share data, it is equally important to protect them. For all the gains we have made and will continue to make in using biometrics in immigration control, health care and financial transactions, we must always be mindful of the privacy implication, or we will undermine all those advances.

Just one breach of data protection could set us back years, causing immeasurable harm to our security and facilitation efforts. Every nation embarking on a biometrics programme must build privacy and security protocols into its system at the initial stages. And we must communicate with those who are affected by these new systems and make sure that we take into account the usability factor. Primarily, people need to understand how to go through a process using biometrics and feel confident that their personal data are secure.

Biometrics could be the best technology in the world, but if its benefits have not been properly communicated and key misperceptions have not been clarified to stakeholder audiences – such as the media, legislative bodies and the very people who will undergo the biometric process – a programme's success can be quickly derailed.

From the beginning, US-VISIT implemented an international educational outreach programme to ensure that key audiences had access to the information they needed – produced in their home languages – and developed partnerships with key stakeholders in the travel and tourism industry and others to support our messages.

### Standards

Lastly, a major critical success factor still remains: the need for commonality in biometric standards. It is vital that countries are aware of the most effective standards and best practices with which to build systems and interface with the public. By sending representatives to standards bodies that exist today, we can ensure that countries are informed and heard as they build biometric platforms.

### The future of biometrics

The border landscape has changed and it will continue to do so until most, if not all, countries are using biometrics for identity management. This means that we need a comprehensive understanding of what we will do with biometric data residing in multiple databases around the world.

To that end, I have suggested that an international organization be established to guide and influence the use of biometrics and identity management systems built to international standards. Whether this is a new group or these responsibilities are embedded into an existing body, it would support the establishment of biometric identity-screening capabilities for border and immigration agencies, as well as new entities contemplating the use of biometrics. Moreover, it would help ensure that countries adopt interoperable standards and common practices relating to data management, privacy, security and mobility.

### The road ahead for US-VISIT

US-VISIT has revolutionized our ability to keep the United States doors open and our nation secure in a remarkably short space of time. Our priorities remain focused on ensuring that we rise to the compelling challenges of increasingly diversified and sophisticated threats, progressively fluid global borders and rapidly growing mobility. We are meeting these new realities and fulfilling our mission of protecting the United States while continuing to make travel more secure. We have accomplished these security enhancements while protecting visitors' privacy and facilitating legitimate travel.

As the world becomes more interconnected and biometric technology more ubiquitous, cooperation is essential to achieving global security. US-VISIT is developing standards, sharing information, establishing system interoperability, providing technical assistance, and exchanging lessons learned to help others effectively implement this technology while ensuring the protection of privacy and civil liberties. The bar has been set high, so we can stay a few steps ahead of those who wish us harm. Global information-sharing agreements and strategic partnerships based on the use and benefits of biometrics are the key to further enhancing security as we welcome known visitors at our borders.