



International Catholic
Migration Commission

Analysis, Perspectives, Action

Strategic Plan 2007-2011



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International Catholic Migration Commission
37-39 rue de Vermont
Case postale 96
1211 Geneva 20
Switzerland

Tel. +41 (0)22 919 10 20 | Fax +41 (0)22 919 10 48
secretariat.ch@icmc.net | www.icmc.net

Text: ICMC

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Foreword

Within the migration debate, the Church is continually striving to emphasize the centrality of human dignity. Recent stands and leadership by Bishops and other members of the International Catholic Migration Commission in so many countries have been clear, inspiring and quite effective in raising the perspective of respect for the human person regardless of faith, race, ethnicity or nationality.

In preparing for its July 2006 Council meeting, ICMC invited its 172 members worldwide to consider and strategize how to strengthen, develop and deploy our response to the different types and needs of people on the move today, in a world that increasingly needs migrants but does not always seem to appreciate their presence.

ICMC's discussion involved people of all levels engaged all over the world on behalf of refugees and migrants, and resulted in this document that we are honored to present. The document reflects an understanding of the main issues in international migration today and identifies a four-year plan of action that ICMC will pursue as a commission, as an operational agency, and as a voice on behalf of refugees, victims of trafficking and other migrants everywhere.

During our discussion it became clear that although migration is a global challenge, global solutions may benefit from approaches developed on a regional basis. Specific movements of people, their root causes, and related positives and negatives can be perceived and defined differently within regions, and call in many instances for regional responses. Moreover, an improved understanding at regional levels will undoubtedly contribute constructively to the global dialogue. With that in mind, ICMC restructured

its network to put more emphasis on regional processes, thereby engaging the many national and regional actors in a more direct and effective way.

ICMC members also expressed the urgent need for a fundamental change in political and social attitudes towards migration, to put the full focus on the human being—not just as a “stranger” or unit of labor, but as a human being with dignity, with rights and obligations, with talents and with contributions to make. The present protective and reactive attitudes on migration must be re-oriented towards the creative development of more sustainable, pro-active and human-centered responses. Migration should no longer be looked upon as a burden but as an opportunity and a potential for further growth and understanding. To that end, ICMC will continue to participate enthusiastically and with great expectations in the growing number of high-level international and regional processes now underway that are examining the central role of human rights and development in helping people and the world to see migration as increasingly positive, and above all as a choice, not a necessity. Because human beings have as much a right to *not* migrate as they do to migrate.

The centrality of human dignity, the inalienability of human rights and the unforced choice to migrate are the heart of the vision, mission and action plan we invite you to join us in here.

Johan Ketelers
Secretary General

Signs of the Times

“The century of migrants”



Signs of the Times

“The century of migrants”

In much the same way as the Industrial Revolution defined the enormous change of the 18th and 19th centuries and technology and communication advances have influenced the 20th, migration may well be the defining social phenomenon of our time. Already in this first decade of the 21st century we see signs of historic movements of people, bringing change and reactions that will shape the world of our future.

In fact, migration is suddenly at the top of the world political agenda, with States and international organizations devoting high-level conferences, new regional bodies and consultations and major policy efforts to questions regarding the connection between migration and asylum, new approaches to internally displaced persons, the migration of labor in all its forms (including so-called “economic” and “irregular” migration) and migration and development.

For the Catholic Church and ICMC, the call to rise to the challenge of offering clear vision and possibility for *this* generation of migrants worldwide continues to be no less than that of the Gospel itself: *to welcome the stranger*—most especially the stranger that is hungry, sick, persecuted or poor¹. It is at the very heart of the call issued by the Holy Father Benedict XVI in his first encyclical, *God Is Love*.² And it is a call of a Church that remembers her central place and contribution to some of the better responses to social change of similar dimension, in the Industrial Revolution and since.

Accordingly, the Church is increasingly engaged with global migration, demonstrating not only commitment but a capacity to help steer the debate.

Grounded firmly in Catholic social teaching, the Church offers and presses for responses to migration that respect fundamental human dignity, the sacredness of life, the central value of family and human labor and, in a world struggling fiercely between global forces that push people at once together and apart, the principles of solidarity, subsidiarity and the common good.³

1. Who ICMC works with [the present work of ICMC]: Refugees, internally displaced persons, and other migrants

Under its statutes⁴ and in its work throughout the world, ICMC engages with people who migrate, whatever their reason and however an international treaty, entity or State may technically define them. This is not to say that migration—or ICMC’s response—is all of one type. There is a panorama of different migrants, of different migrations (including south-south as well as south-north and east-west), and a panoply of different responses and of different responders.

However, when it comes to discerning the world’s response, there are two circumstances that cleave migration and the world’s traditional responses into dramatically unequal parts: the act of crossing an international border or not, and the question of whether a migrant is “legal” or not.⁵

1.1 With respect to people who have *crossed international borders*:

- a) **Refugee** is a status defined under international law for people who have fled persecution because of their politics, race, religion, nationality or social group. At the end of 2005, there were 11 million recognized refugees, 80% of them women and children. Just 1% are likely to be resettled in another country.⁶
- b) **Asylum seekers** are those in the process of raising a claim to refugee status directly to a State, hoping for the legal decision that would give them refugee status (i.e., asylum) in that State.
- c) Others have **legal status** either temporarily (for work, study or visit purposes) or permanently, often gained for family reunification purposes. The national laws of many States provide ways for

immigrants with permanent legal status the right at some point to become citizens.

- d) People in an **irregular** situation (often referred to as “undocumented” or “illegal” immigrants), comprising those who either never asked, failed to obtain, or otherwise lost legal status, including large numbers of people who travel with legal visas but stay in countries beyond the validity of their visas.

A set of international conventions and the Office of the United Nations High Commissioner for Refugees are expressly focused on the *protection* of the first and second groups.⁷ In addition, different States have different grounds and processes for granting refugee status and admission.

The third and fourth groups comprise great numbers of what are often referred to as *economic migrants*: people searching for work, livelihoods, and better futures for themselves and their families. Whether they have legal or illegal status at any given time is defined by the national laws of individual States. However, a number of international human rights treaties pertain as well, in particular the recently adopted *International Convention for the Protection of the Rights of All Migrant Workers and Members of their Families*.⁸ The Convention is a major affirmation of the human rights of all migrants, legal and irregular, and is expected to gain even greater importance as more States join as parties.⁹

1.2 With respect to migrants who have *not* crossed international borders:

People migrate *within national borders* for many of the same reasons as those who cross international borders. In fact, it is estimated that the majority of the world’s migrants today remain within their own countries, a number moving on a seasonal basis.¹⁰

- a) Those who migrate within their borders to escape war, persecution, poverty and the effects of natural and man-made disaster are referred to as **internally displaced persons, or IDPs**, and recent estimates put their number as high as 21 million.¹¹ It is vital to consider that though huge numbers have experienced fear and flight circumstances virtually identical to those of *refugees*, IDPs are categorically excluded from the 1951 Convention because unlike refugees, they have not crossed an international border. That single difference effectively

puts most IDPs outside of the established framework of international protection.¹² It is also important to note that, while no international borders are crossed, IDPs can cross areas within their nation's borders that are as vast as those of many members of the European Union combined—with histories, language and ethnic differences just as diverse.

- b) A last category then, are those who migrate within national borders to seek livelihood and opportunities for themselves and their families. Excluded from the technical definition of IDPs, this group is at times distinguished as **internal economic migrants**.

In all this categorization however, there is one final note to consider: in all the variety of ways that individual human beings might migrate across and within borders, many also move in and out of these different migrant categories. For example, an asylum seeker this year may be next year's legal immigrant (if he or she prevails in their asylum petition); an irregular immigrant today may have been a refugee who, after 15 years in a camp, finally gave up waiting for anything to come of his refugee status.¹³ Of special note is that people tricked or coerced into the slavery of **trafficking** can have any one of the statuses described. Between 600,000 and 800,000 people are trafficked each year.¹⁴

2. What we learn from refugees, IDPs and migrants [lessons learned from our work]: The root causes of migration in our time

In the year 2006, as in the past, refugees, IDPs and other migrants consistently express one (or more) of the following five reasons for their decision to migrate, *in many cases exercising fundamental rights supported by Catholic Social Teaching and core international Human Rights treaties*:

- a) Literally, **to save their lives**; often in desperate flight from war, genocide and other conflict, from personal or group persecution because of their politics, race, religion, nationality or social grouping, or from the effects of some natural or man-made disaster.
- b) **To support themselves or their families**, with livelihoods not possible at home for any number of reasons (chronic unemployment

- and poverty, discrimination, a lack of development, management or mismanagement of resources, etc.)
- c) **To assert their human dignity**, with migration being the first step—an escape—either from political and/or social oppression (of the freedoms and rights of a nation or of a particular class, race, religion, ethnic group or gender) or from a lack of opportunities, most typically in employment or education.
 - d) **To unite with family members**—which is a phenomenon that contains its own exponentiation. In many cases, the decision to join family can be seen as *derivative* of what motivated the predecessors in their families to migrate (i.e., other root causes.) However, this group includes increasing numbers that migrate by choice rather than necessity.
 - e) **To find a “life project,”** i.e., the profoundly human search for some work or goal that gives to one’s life meaning, and so hope.

Unlike many in migration debates, decision-making and programming, ICMC reiterates a mandate and strategy open to serving uprooted migrants of all kinds.

In recent years there has been great international debate, and growing dissonance, over the distinction between “forced” and “unforced” migration. As noted by the Global Commission on International Migration (hereinafter referred to as the Global Commission¹⁵), changes in national and regional policies have increasingly blurred this important distinction—usually to the detriment of those forced to migrate.¹⁶ This is dangerous and may even unintentionally take the response to migration in exactly the wrong direction. Since the end of the Second World War, there has been a special place and critical protections in international policy and programming for people whose migration was *forced*, whether by war, violence, natural or man-made disasters, or violation of rights. Not only is it imperative to maintain the special place and protection in those cases, it is time to acknowledge that there is in fact another kind of forced migration, to which similar respect and protection should be given. For in the Church’s experience, the movement of “those who flee economic conditions that threaten their lives and physical safety, the so-called ‘economic migrants’...

is obviously more forced than voluntary.”¹⁷ Unlike many in migration debates, decision-making and programming, ICMC reiterates a mandate and strategy open to serving uprooted migrants of all kinds.

3. New points of concern from an evolving situation: Trends, tensions and drivers influencing the migration field

ICMC sees four major drivers of reaction to migration today: demographics, economics, national and international politics, and global proximity. Each reacts to and has a “push-pull” influence on migration as well as its own logic and targets.

At the outset however, ICMC notes with strategic import that along with many of the organizations and actors in the migration field, we find ourselves mainly responding to the negative when what is needed is an emphasis on the positive— that is, *migration as a positive factor in development of States and the world*.

3.1 Demographic trends and tensions

The Global Commission reports that while the number of international migrants doubled in the past 25 years, it remained constant at around 3% as a *proportion* of the world population¹⁸. However, as the report noted further, numbers alone tell only part of the current migration story. To fully contemplate this emerging “century of migrants,” it is imperative to consider, beyond the numbers, *the impact of disproportionate qualities* of modern migration and migrant presence. Factors like who and where the migrants are today are as important to their impact and related reactions as their overall number.

- a) Some studies report that **around 60% of the world’s recorded migrants today live in the most prosperous countries**, and they make up a greater per cent of the population of those countries now than at any time in the past 30 years.¹⁹ Migrants and their families make up more than a majority of the population in some of the principal cities of those countries, including New York, where fully 2/3 of the population is either foreign born or the child of someone foreign born.²⁰

- b) With negative replacement birth rates and populations living twenty years and longer past retirement, many of the world's **developed countries have come to rely on migrants to fill their labor and social security system needs**—that is, *as workers and as taxed wage-earners*—at present and for the foreseeable future.²¹ As such, migrants are a presence and have an importance in the workforce, national productivity and social infrastructures of many nations far in excess of their proportion of total national (or world) populations.
- c) For the first time in memory, **women comprise close to a majority** of the world's population of migrants. In fact, the number of migrant women now *exceeds* the number of migrant men in North America, Europe, Australia, the former Soviet Union, Latin America and the Caribbean.²² According to the Global Commission, this trend “will continue in the years to come,” responding to the “push” of negative attitudes in many countries of origin towards divorced, widowed, childless and single women, and the “pull” of enormous worldwide demand for labor traditionally associated with women, including domestic work, nursing and personal care services, entertainment and the sex trade.²³ The special vulnerability of many of the women, especially those without skills or education and/or raising children alone makes this an extremely challenging demographic development.
- d) The confluence of the native birth-dearth and dependence on migrant labor in many of the developed countries with the phenomenal feminization of migration creates conditions for a **boom of 2nd and 3rd generation immigrants**; i.e., migrant women and families will be having an increasing proportion of the babies in many of their new-found societies. A priori, not only are migrants *already* a much bigger component of their new land's child-bearing demographic than of the overall population, they will be for years to come.
- e) Manifestly of disproportionate social impact, an increasing number of migrants to North America and Europe over the past three decades have come from the Balkans, Africa, the Mideast and Asia, with **major religious and cultural differences**. As observed by the Global Commission, “throughout the world, people of different national origins, who speak different languages, and who have different customs, religions and patterns of behaviour are coming into *unprecedented contact* with each other.”²⁴ (*Emphasis added.*) A number

of recent events in Europe have demonstrated that a country's ability or inability to integrate that different population, and how it adapts to difference, both culturally and with education and jobs, can greatly accentuate that impact.

Throughout the world, people of different national origins, who speak different languages, and who have different customs, religions and patterns of behaviour are coming into unprecedented contact with each other.

- f) An increasing number and proportion of migrants in many parts of the world are in *irregular situations*.²⁵ It is hard to overstate the impact of large and growing numbers of irregular immigrants in countries with security concerns, strong rule-of-law traditions, ethnic, racial or religious barriers, or struggling economies.

3.2 Economic trends and tensions

Simple mathematics cannot be ignored in modern migration, where two calculations in particular create powerful dynamics in migration today: **comparative wages and remittances**.

- a) In Haiti for example, average **per capita income** is US \$400 per year.²⁶ Next door to Haiti in the United States, an undocumented unskilled day laborer can earn that much in less than one *week*.²⁷ Even if US \$400 were enough for survival, it stands to reason that basic economics would still exert a formidable influence on any consideration of migrating.²⁸
- b) And the mathematics of the financial benefits of migration is not just addition and subtraction: in the case of **remittances** sent by migrant workers to their country of origins, it's more like *multiplication*. The World Bank calculates that migrants send no less than US \$126 *billion* each year back to developing countries just counting formal channels for remittances; when estimates of informal remittances are added, the number jumps to between US \$300 and 400 billion!²⁹ This compares with total global overseas development assistance of US \$79 billion.³⁰ In fact, the stream of money is so extraordinary

that the World Bank is not the only bank that has noticed, as major commercial banks have rushed to offer related services.

- c) Moreover, this return of *capital* (rather than the migrants themselves) has attracted the attention of governments and their foreign aid programs. For over and above the support of migrant family members and the economy “back home,” the flow of remittance money has become a significant political factor in the country of origin and in relations between that country and the countries in which the migrants are earning the money they send.³¹

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The migration of people both affects and is affected by the migration of goods and services. **Fast-moving economic globalization** accelerates that dynamic, but also manifests a number of potent counterforces and contradictions. For example:

- d) While the number of countries and regions of the world agreeing to liberalize cross-border trade and commerce has steadily increased, they have rarely reached agreements on the movement of workers and others across borders. Moreover, many countries whose policies zealously encourage people to migrate for work or study actually tighten the locks on their doors against those who want to come. In the words of *Erga Migrantes Caritas Christi (The Love of Christ Towards Migrants)*, issued in 2004 by the Pontifical Council for the Pastoral Care of Migrants and Itinerant People, globalization has “...flung markets wide open but not frontiers, has demolished boundaries for the free circulation of information and capital, but not to the same extent for the free circulation of people.”³²
- e) Globalization has been not only pushing and pulling workers and families outside their countries of origins, but in increasing instances also creating jobs at home that make migration unnecessary.
- f) Finally, recent years may well have seen the dawn of a new age of empires, with India and China suddenly wrestling for resources,

market influence and global position with the US and the European Union—with enormous consequences for both internal and international migration.

3.3 Political trends and tensions

National responses to migration exhibit a wide array of trends and tensions, at times reflecting and at others agitating what seems to be public opinion. Once again it seems wise to signal the blurring of a traditional distinction in migration debate: between “sending” and “receiving” countries—or as ICMC prefers to describe them, countries of origin and destination, respectively³³. In fact, as a result of large and varying flows of migration and globalization, many countries today are both the origin and destination of large numbers of immigrants.

Among the most common national trends and tensions that ICMC sees in countries with migrants coming, going or both:

- a) The **ability or inability and political will of individual States to resolve** the political and economic conflicts, problems or needs that cause the people of their country or region to migrate are perhaps the two most important drivers of migration—and the international response to migration—in the world today.
- b) There has been a dramatic increase in the number and tenor of “**calls for walls**” of all kinds to keep migrants out. Since the events of 2001 and the ensuing “war on terror,” national leaders and policies have hardened considerably against migration in many of the countries of choice for migrants. For example, even as talk and proposals proliferate to offer some kind of legalization to millions of undocumented immigrants in the US, the nation has been steadily militarizing its borders, investing billions of dollars in the wall and controls along its border with Mexico. Across the way, political commentary has turned to signs of a “Fortress Europe” mentality, with proposals in several European capitals for aggressive increases in interior enforcement, Mediterranean perimeter controls and return polices.³⁴ These steps both feed and are fed by short-term political thinking, the pressures and temptations of electoral cycles, and a growing mix of xenophobia and populism, with intolerance directed at irregular migration in particular.

- c) The increasing **mixing of religion and politics**, actively and reactively, among migrant and citizen populations is affecting whole societies and regions in how they consider, understand and approach diversity, integration and migration in general.
- d) Perceptions and questions of **national identity and culture** magnify the difficulty in the public debate of these issues. Faced with multi-religious, multicultural aspects of migration, States are confronted with the challenge that is often framed as a conflict of unity versus diversity. Catholic social teaching tells us that these are false opposites, and that unity can be found and nourished to positive effect *within* diversity.
- e) The **increasing political, economic and social assertion of 2nd and 3rd generation immigrants** offers new dynamics of power and possibility not only in countries of residence but often in countries of family origin as well. An important factor here is the growing body of studies and statistics that demonstrate the substantial contribution that 2nd and 3rd generations of immigrants make in the countries to which their parents or grandparents came.³⁵

3.4 International responses to migration

Simply stated, the **political and economic agendas of individual States dominate most decision-making**, in their own policies, in public international debate and in humanitarian response—including funding.

A point of growing collision—and confusion—among policies of different States and regions occurs at the so-called “**migration-refugee nexus**.” Some of the confusion arises from differing definitions and interpretations of critical terms like “refugee,” and the difference between “forced” and “unforced.” Such confusion is not helped by global or regional experiences of large numbers of migrants using the asylum procedure in order to get refugee status because they have no other alternative to obtain legal status,³⁶ and mixed flows of migrants, where it is difficult to determine which migrants have a “refugee” right to protection, which others have an active claim to it, etc. Nor is there consistency, much less universally accepted parameters, for programs that return migrants to their countries of origin (or others.)

Part of the problem is a fundamental structural tension: governments and international organizations generally offer **collective responses to individual needs**. All too often, addressing migration leaves no space for considering the individual migrant.

At the humanitarian level, the United Nations and the world have centered their refugee response for many years on the “3 durable solutions:” resettlement in a third country, local integration in the host country, or return and reintegration in the country of origin.

At the humanitarian level, the United Nations and the world have centered their refugee response for many years on the “**3 durable solutions:**” resettlement in a third country, local integration in the host country, or return and reintegration in the country of origin. However, the tensions here include UNHCR’s own question of whether those 3 solutions are being adequately implemented *even for the subset of migrants officially “of concern” to UNHCR* (refugees and certain IDPs).³⁷ Given the increasing protractedness of so many refugee situations today,³⁸ the additional and huge number of IDPs, and the additional and even greater number of economic and/or irregular migrants worldwide, the need for evaluation of these three “solutions” and other possibilities, is clear.³⁹

3.5 Global proximity

The world has become smaller, closer and faster thanks to globalized communications, transportation and markets. A by-product of globalization is **hyperproximity**, which accelerates *and has the power to multiply*, on a worldwide scale, reactions to a single event or series of related events.

As we seem to be seeing, such reactions can be immediate, tectonic and *enduring*—whether rational or not. Unfortunately, it is often the worst stories that run the furthest and ripple the widest.

With respect to migration, this growing hyperproximity makes people more aware than ever before of opportunities and dangers, in their own countries and elsewhere. This can exacerbate the historic dynamic where large

numbers of people decide to migrate precisely when others are most fearful of them.

This phenomenon in and of itself has the power to transform the entire migration debate overnight.

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In particular, **global communications and transportation**:

- a) can make **epic events** out of health threats (SARS, avian flu), incidents of inter-religious or intercultural conflict or violence, and even media and art presentations, with far reaching consequences in public perception and policies—justified or not;
- b) can **foster an impression**, often quite exaggerated, that relative to earlier periods of migration, “the rest of the family” and other crowds are not far from the doors. To appreciate the disproportionate impact of this dynamic, consider that one does not need to look hard, or in just one developed country, to find precisely that kind of rhetoric sharpened and exploited by major party candidates for national office.⁴⁰

The globalization of trade, labor, banking and finance has multiplied the impact of **market events**, including corporate as well as natural disasters, currency shocks and political crises. To the extent that migrants are common targets of blame and also prime victims when economies struggle or turn downward, bad news can affect people quickly.

4. The often forgotten issues and the gaps

4.1 The most troubling gap in migration today is a global approach to protection that does not respond adequately to migrant needs and rights. In fact, ICMC sees that the **state of protection is weak**; a weakness at times rooted in *political choices*. **Certain refugees, IDPs and migrants are being better taken care of than others:**

- a) **Geopolitics** is a predominant factor. Certain countries and regions are helped, while others (even similarly situated) are not—leaving *millions* without much assistance in some areas.
- b) The **type of migrant** makes a difference. IDPs and economic migrants, for example, lack *full* protection, and are closed off from most regular funding and program support.
- c) The **size of the group** sometimes matters: small and pocket groups are sometimes simply ignored or forgotten.
- d) **Protracted situations** at times cry out just to be remembered, and include millions of:
 - refugees already recognized but left at risk in inhuman situations
 - refugees, IDPs and migrants aging in place
 - changing actors, including guerrilla groups, private corporations, etc. (This change often raises critical questions as to who negotiates? How will disputing parties engage in conflict resolution?)
 - women and children.

ICMC has been reminded again and again of the special vulnerability of victims of trafficking and irregular migrants, whose lack of status and/or their fear leaves them dependent on smugglers, traffickers, employers, landlords and even spouses, many of whom exploit or otherwise abuse them.

4.2 In our experience over the decades and through our relationship with our members, ICMC has been reminded again and again of the special vulnerability of **victims of trafficking and irregular migrants**, whose lack of status and/or their fear leaves them dependent on smugglers, traffickers, employers, landlords and even spouses, many of whom exploit or otherwise abuse them. There are huge gaps in the response to these populations.

- a) With respect to irregular migrants, the biggest gap is the lack of funding for program services other than those that return the migrants to their countries of origin (or countries of transit at times.)

- b) Concerning trafficking victims however, there are two signs of great hope. Many governments have been increasing their funding of programs of counter-trafficking and services to victims of trafficking. At the same time, a number of countries have in recent years adopted special laws to expand their protection of trafficked persons and victims of violence, including battered migrant women and children.

4.3 The second major gap is the chronic inadequacy of various migration-related instruments, processes and institutions.

- a) Even where legal protections exist for migrants (e.g., UN conventions), States may not have accepted, or adopted their own laws to **implement those protections**. In the same vein, even States that have their own laws may not adequately enforce them.
- b) As observed with concern by the Global Commission, “Migration has generally **not been considered an integral part of the development agenda**, and... recent development initiatives have not always taken due account of international migration.”⁴¹ One consequence for example, is that refugees typically are neither involved in nor receive much benefit from development projects, even though local integration has always been one of the 3 durable solutions for refugees. The challenge here is not to forget refugees in development processes. As simple as that sounds, what is needed is an additional component and funding in development to serve refugees, and IDPs and other migrants as well.
- c) The question for the UN and the international community is this: **Are the 3 durable solutions sufficiently supported for refugees?** Further:
- Are there other means to contribute to the **effectiveness and durability** of these existing 3 durable solutions?
 - How will the world pursue **the search for other solutions with durability**, especially for other groups of IDPs and migrants (including, for example, *careful analysis* of proposals for temporary working periods, “circular migration⁴²,” and a tax imposed upon countries benefiting from significant migrant labor, etc.)?

- How can the world respond when what so many migrants are searching for is, in fact, a “**life project?**”

5. Signs of hope: current actors, positioning and efforts responding to the gaps

The Church and international non-governmental organizations

5.1 The Catholic Church continues to be uniquely positioned for service to migrants. More than any other institution in the world the Church places at the service of migrants:

- **a mandate to serve the poor and welcome the stranger**, straight from the Gospel, with further application in the body of Catholic social teaching⁴³
- unmatched **geography**: one of the world’s first and broadest networks of permanent presence
- defined **structures of committed personnel**
- **centuries of experience building and operating programs of quality** with people throughout the world, regardless of faith, race or nationality; and of critical importance
- **cultural diversity and affinity for migrants**: for it not only is a Church that serves migrants, it is a Church *of* migrants. It should never be forgotten that Jesus himself was a refugee.⁴⁴ Moreover, it has been inspired to choose migrant workers as its current and former Popes.

Having served literally millions of refugees and migrants in over 100 countries in the 55 years of its existence, ICMC continues to be well positioned in the migration “market” with worldwide members, partners, programs and expertise.

5.2 Within the Catholic Church, the Holy See has recognized in ICMC a “special charisma...” to work specifically with the local Church in the field of refugees and migrants.⁴⁵ Having served literally *millions* of refugees and migrants in over 100 countries in the 55 years

of its existence, ICMC continues to be well positioned in the migration “market” with worldwide members, partners, programs and expertise. ICMC recently published a handbook that describes and offers examples of the distinct skills and services it provides to local Churches, refugees, internally displaced persons and migrants today,⁴⁶ including particular expertise in:

- Refugee Resettlement Processing
- Local Integration
- Return and Reintegration
- Services to Extremely Vulnerable Individuals
- Counter Trafficking
- Institution and Capacity Building
- Regional and International Advocacy.

5.3 Of course, ICMC is not the only Catholic organization working with migrants.

- a) **Internationally:** As an incident of their work with the poor, the Caritas network also works with migrants. Caritas regional and international groupings, and more distant Caritas entities offer funding and other support to local efforts and programming, such as the response to the tsunami in Indonesia and earthquake relief in Pakistan. Because of ICMC’s distinct mandate of service to migrants, and its expertise, ICMC and Caritas often coordinate activity, resources and/or training in such situations, and have collaborated in over a dozen countries in the past two years. While there are tensions at times particularly around questions of local capacity, a further indication of the close Caritas-ICMC relationship is that a number of episcopates around the world have designated their Caritas organizations to be either members or affiliated organizations of ICMC.
- b) **Regionally:** Consistent and at times unprecedented work has been undertaken by regional associations of Bishops Conferences, such as the Regional Episcopal Conference of North Africa (CERNA⁴⁷) and the Inter-Regional Meeting of the Bishops of Southern Africa (IMBISA⁴⁸), and by cross-border collaborations of episcopal conferences, as in the joint development of the recent pastoral letter *Strangers No Longer: Together on a Journey of Hope* by the Bishops of the United States and Mexico.⁴⁹

- c) **Nationally:** of course the first response of the Church—her front line—is local. Various offices of the national episcopates themselves as well as national Caritas organizations and religious communities are actively serving refugees, IDPs and migrants in parishes, communities, camps and detention centers all over the world. ICMC counts many of them as valued partners, in the field as well as in the ICMC Council and Governing Committee.

Others are called as well. **Many faith-based organizations** are engaged with refugees, IDPs and migrants around the world. A number of Christian churches are extremely active, with World Vision the most striking example of their importance in humanitarian assistance.⁵⁰ In recent years, Islamic relief organisations have become increasingly active with refugees, migrants and IDPs, but their action remains concentrated in Muslim and Arab countries. Funding of these organisations is growing however, and their involvement in Arab regions affected by conflicts and natural disasters has become more consistent, including responses to the tsunami, the earthquake in Pakistan, to Iraqi refugees and in the Sudan.⁵¹

Among the **other migration-centered international non-governmental organizations** (generally called “secular” to distinguish them from religious and faith-based organizations) there are two basic types: organizations with operations, such as the International Rescue Committee, Oxfam and Médecins Sans Frontières; and advocacy organizations, in particular, Refugee Council USA and its counterparts in other countries; Amnesty International and Human Rights Watch. ICMC, having *both* operations and substantial advocacy activity, endeavors to maintain strategic relationships and leverage opportunities with them all. At times this is facilitated by ICMC’s membership in two interagency platforms dedicated to refugee and migrant activity, the Geneva-based International Council of Voluntary Agencies (ICVA) and, the US-based organization InterAction.

Finally, there has recently been a surge of involvement by **for-profit entities** in a wide range of migration-related activities worldwide, from recruitment, marriage, adoption, tourism, employment and immigration law agencies to the construction and management of detention facilities

5.4 Refugees, IDPs and migrants themselves

Of course at the heart of the migration experience are the refugees, IDPs and migrants themselves. They are at once both subjects of and actors in the migration field.

Consistent with Catholic Social Teaching principles of human dignity and of subsidiarity, ICMC has made participatory planning with affected refugees, IDPs and migrants a signature constitutive element of ICMC programming worldwide.

It is all too easy—and a strategic as well as dehumanizing mistake—to forget that refugees, IDPs and migrants are much more than the particular need they may present to the world or an organization in any one moment. For over and above the need of the moment, for better or worse they are quite plainly the principal agents of their own destiny, filling gaps along the way as best they can with or without assistance. In fact, major life decisions to develop skills (including language), to migrate further or return, and to raise families are most commonly made without control or support by migration or humanitarian organizations. Consistent with Catholic Social teaching principles of human dignity and of subsidiarity, ICMC has made **participatory planning** with affected refugees, IDPs and migrants a *signature constitutive element* of ICMC programming worldwide.

Moreover, in ICMC's experience, most refugees, IDPs and migrants (and even more surely, their children) have futures brighter than their moment of need: a number will return home, others will settle and work in a new country, send money back to family in their country of origin, and effectively end their personal need of migration.⁵² For many, a connection to active migration will continue, often in the form of other members of the family who migrate or with participation in their churches or other faith communities, immigrant services and advocacy groups. A question for societies as well as strategies is how to recognize this dynamic in planning and implementing responses to refugees, IDPs and migrants in *present* need.

Finally, recent events in several countries have demonstrated how whole classes of **2nd and 3rd generation immigrants** can either feel or are be made to feel that they are also “strangers” who have just arrived... A

failure of even one society to effectively address this phenomenon may have grave consequences not only for social cohesion and decency in that society but for the political will of that society and others to respond positively to other refugees, IDPs and migrants.

5.5 Funders in government and non-governmental organizations

One common and perhaps obvious experience of national and international organizations working with refugees, IDPs and migrants may well be summarized in a sentence: much of **migration response worldwide is dominated by political agendas**, with non-governmental organizations heavily reliant on funding that is determined by politics.

For faith-based organizations more than most, this keeps two risks in eternal tension: the risk of wittingly or unwittingly just “**following the money**” wherever it goes, risking the loss of your organization’s identity in the process; **or going broke**. The challenge is to either find or advocate effectively for adequate funding between those two extremes.

Perhaps **two changes in recent funding approaches** merit noting for planning purposes:

- The **European Union** has been increasing its financial investment in migration organizations and services, with special attention to migration and development, counter-trafficking and return of irregular migrants.
- The tsunami in South Asia and the earthquake in Pakistan seem to prove conclusively that **well-publicized catastrophes now draw enormous donations**—*but* specifically to relief for that catastrophe and often at the expense of other, even ongoing relief work. Further, attention, energy and time on all levels of management, funders and government is often diverted and fully occupied by disaster response. Finally, donors have on the whole been demanding much greater levels of accountability as well as a speedy use of the funds.

5.6 The UN and the changing international framework

While migration has been addressed by international and intergovernmental actors like the UNHCR and the International Organization for Migration

(IOM) since the 1950s, migration has seen enormous growth at the international level in the last decade, primarily as States have either come together to “protect” themselves and their populations from migrants, or been pushed to more actively and urgently offer solutions to the root causes of migration.

5.7 Increased UNHCR interest in partnerships with NGOs

Over the past three years, the UNHCR has expressed its growing determination to work at more and better partnerships with NGOs. In fact, the UNHCR seems more open than ever before to explore new partnerships with credible NGOs in two areas where partnerships were practically non-existent before: protection and resettlement.⁵³

5.8 Emergence of the migration-development nexus

The United Nations has undertaken a wide range of initiatives to respond to the negative aspects of migration (e.g., people suffering, xenophobic reactions, economic tensions.)

- a) The **International Convention for the Protection of the Rights of All Migrant Workers and Members of their Families**, an international human rights treaty protecting *specifically* migrants—including irregular migrants—and their families, entered into force in 2003.
- b) The **Global Commission on International Migration** was created and charged to analyze the migration issue and identify responses for the international community and framework, publishing a report full of recommendations in October 2005.
- c) The **Geneva Migration Group**, a high-level inter-agency group was established to strengthen efforts in the collaboration and complementarity of UN agencies.
- d) In 2000, the World Conference on Development and Population raised for consideration **the nexus between migration and development**. Over the years since, it has become widely appreciated as *the* approach with which to deal with all aspects of the migration phenomenon. Among other things, it now appears in budget lines, in plans of action and in most, if not all, regional and international processes dealing with migration.

- e) The General Assembly scheduled for September 2006 a **High Level Dialogue on International Migration and Development** “to discuss the multidimensional aspects of international migration and development in order to identify appropriate ways and means to maximize its development benefits and minimize its negative impacts.”⁵⁴ All United Nations and other international organizations and institutions, as well as regional organizations—i.e., the principal actors in the migration field—are preparing documents and positions for the High Level Dialogue in order to meet and discuss migration in a comprehensive and fully connected manner. The four sub-themes (round tables) identified for the Dialogue are:
1. The effects of international migration on economic and social development;
 2. Measures to ensure respect for and protection of the human rights of all migrants, and to prevent and combat smuggling of migrants and trafficking in persons;
 3. The multidimensional aspects of international migration and development, including remittances;
 4. Promoting the building of partnerships and capacity-building and the sharing of best practices at all levels, including the bilateral and regional levels, for the benefit of countries and migrants alike.⁵⁵

5.9 Institutional changes

In 2005, the United Nations undertook a major **reform process** at the initiative of the Secretary-General. This process has the potential to greatly affect the work of international, inter-governmental and non-governmental actors in the field of migration.

Far and away the major question of the year in international migration is: how will the UN Secretary-General follow-up on the Global Commission’s recommendation of “*the immediate establishment of a high-level inter-institutional group, to pave the way for the creation of an Inter-agency Global Migration Facility in 2006*”⁵⁶ According to the Global Commission, the Secretary-General could establish the inter-institutional group quickly, on his own initiative, so that the group would be able to:

- a) Convene the heads of all of the UN agencies engaged in migration-related work plus IOM, ILO and the World Bank;
- b) Discuss current overlaps, gaps and complementarities, as well as functions and terms of reference for the new Inter-agency Global Migration Facility, with its own Secretariat, and
- c) Make a report and proposals for the Secretary-General to present at the 2006 General Assembly on International Migration and Development.

Migrants and their families have rights recognized in international human rights treaties, and most specifically in the International Convention for the Protection of the Rights of All Migrants and Members of their Families, whose application by ratifying States is monitored by the related Committee.

The principal functions of the new Facility would be to coordinate planning in areas that cross the mandates of several institutions, including, human trafficking, capacity-building, the migration-asylum nexus, and migration and development (including remittances) and provide a funding framework for specific inter-agency issues, including capacity-building. Finally, the Global Commission recommended two longer-term possibilities for consideration “at an appropriate moment in the context of the ongoing process of reforming the UN:”⁵⁷ a merger of UNHCR and IOM into one agency covering refugees *and other migrants*, or the transformation of IOM into a new UN agency for *economic* migrants.

5.10 Separately, it is unclear what the results of the overall reform process will be or its effects, but there are reasons to be concerned in a number of areas:

- a) The very **role of non-governmental organisations might be affected** in the process. The results of the reform process will have to be analysed and the new “system” monitored in order to assess the impact on migration.
- b) Revisions might diminish two UN mechanisms, its **Treaty Monitoring Bodies and Special Procedures**. Migrants and their

families have rights recognized in international human rights treaties, and most specifically in the International Convention for the Protection of the Rights of All Migrants and Members of their Families, whose application by ratifying States is monitored by the related Committee. Migrants also benefit from the existence of the mandate of the UN Special Rapporteur on the Human Rights of Migrants. No decisions have yet appeared for those mechanisms that would affect their effectiveness, but some States have expressed the wish that their role would be diminished.

- c) The **1951 Convention relating to the Status of Refugees and the 1967 Protocol** are currently under scrutiny, as they do not address response to emerging challenges. However the Convention-*Plus* initiative over the past few years demonstrated the tension and resistance among States in elaborating on this framework.

5.11 Other UN institutional changes are at various points of ambition and execution.

- a) In some cases entirely new structures are being created, in particular a **Peacebuilding Commission**. In other cases, new bodies are being designed to replace older ones. A current plan is to create a **Human Rights Council** to replace the Commission on Human Rights. While the Human Rights Council would clearly have an impact on migration issues, the role that the Peacebuilding Commission could play relating to migration remains unclear.
- b) The UNHCR has formally committed itself to a **major new approach to addressing IDP situations**, using a “cluster” approach in which UNHCR will be the lead agency (i.e., coordinator and provider of last resort) in three areas: protection, camp management and shelter for IDPs. The potential consequences for the actors in humanitarian assistance as well as the IDPs are enormous: among other things, IDPs are much more numerous than refugees; *new* funds will be needed for these situations; each of the IDP situations (within national territory) will have its own political and legal issues; and there will be a constant challenge to emerge from the cluster approach itself.

5.12 Interacting with and influencing other decision-making processes

Migration is a multi-faceted human phenomenon that includes, among others, geographic, demographic, economic, political, legal, and social aspects. In that regard, one of the challenges within the current international framework for migration is the separation between areas of decision-making that influence, *directly or indirectly*, the migration field and the people. For instance, there is **no monitoring of decisions taken by political actors**, i.e., governments either in bilateral, regional and global settings (such as the G8) or inter-governmental institutions (like the World Bank, International Monetary Fund, and World Trade Organization), and their impacts on migration issues. Such impacts can be evaluated by looking at root causes of migration, at trends in migration flows, at the responses to migration in the humanitarian field and especially funding— including the current funding crisis at UNHCR.⁵⁸

Notes

- ¹ Matthew 25. It is important to recall that the biblical call to *welcome the stranger* includes repeated instruction by God himself, throughout the Old Testament, to take care of the widow, the orphan and the stranger in the land (e.g., Deuteronomy, Leviticus, Jeremiah, Isaiah). And it is both important and a source of great encouragement and solidarity to recognize the centrality of similar tenets in virtually all other major faith traditions.
- ² *Dens Caritas Est*, (God Is Love), Pope Benedict XVI, December 25, 2005, available in multiple languages at www.vatican.va/holy_father/benedict_xvi/encyclicals/index_en.htm.
- ³ An excellent examination of the Church's social teaching on responding to migrants and migration can be found in the groundbreaking pastoral letter of the US and Mexican bishops, *Strangers No Longer: Together on a Journey of Hope* [*Juntos en el Camino de la Esperanza. Ya No Somos Extranjeros*], jointly promulgated and published in January, 2003. Available in English and Spanish at www.nccbusc.org/mrs/stranger.shtm.
- ⁴ ICMC Statutes Articles I and II.
- ⁵ This paper notes with appreciation, but will not discuss, the Church's aversion to language that uses the word "illegal" to describe a human being.
- ⁶ Refugee Council USA Press Release, February 2006.
- ⁷ In particular, the 1951 Convention Relating to the Status of Refugees and its 1967 Protocol.
- ⁸ *The International Convention on the Protection of the Rights of all Migrant Workers and Members of Their Families* was adopted on December 18, 1990 and entered into force on July 1, 2003. It is the most recent of the United Nations seven core human rights treaties, and the only one *specifically* addressed to protecting the rights of individuals who often find themselves in vulnerable situations because they are outside of their State of origin.
- ⁹ For a complete list of States parties to the Convention and a presentation of the context and contents of the Convention and the six other core human rights treaties, see the ICMC publication *How to Strengthen Protection of Migrant Workers and Members of their Families with International Human Rights Treaties; A Do-it-yourself kit*, second edition, 2006.
- ¹⁰ *Erga Migrantes Caritas Christi* (The Love of Christ Towards Migrants), the Pontifical Council for the Pastoral Care of Migrants and Itinerant People, Vatican City, 2004, p. 13.
- ¹¹ *World Refugee Survey 2005*, the US Committee for Refugees and Immigrants, p. 1.
- ¹² The UNHCR has recently taken unprecedented steps in the direction of extending and formalizing international responses of protection and other assistance to IDPs, experimenting with a "cluster" approach that engages other UN agencies and international organizations as well.
- ¹³ According to the *World Refugee Survey*, *ibid*, p. 2, over 5 million of the world's current refugees have already waited 15 years or more in "temporary" settlements.
- ¹⁴ US State Department estimate.
- ¹⁵ The Global Commission on International Migration was established in 2003 with

the encouragement of the UN Secretary-General, Mr. Kofi Annan, by a core group of 32 States (including the Holy See) and the European Commission. Its mandate was to provide a framework for the formulation of a coherent, comprehensive and global response to international migration, and it published its conclusions in October 2005 in a report entitled *Migration in an Interconnected World: New Directions for Action* (available in multiple languages at www.gcim.org). The Commission summarized the root causes of migration as the “3 D’s”: differences in Demographics and Development, and Deficits in governance and protection of human rights (p. 36.) ICMC recognizes with the greatest appreciation the participation of the Most Rev. Nicholas DiMarzio, Bishop of the Diocese of Brooklyn, USA, as a member of the Global Commission.

¹⁶ Report of the Global Commission, *ibid*, p. 75. In a speech February 21, 2006 to the European Parliament, UN High Commissioner for Refugees António Guterres called attention to “... the barriers which have been erected by States seeking to deter and control irregular migration. These barriers are not necessarily aimed at refugees but they do not differentiate between them and other categories of people on the move. And the less they differentiate, the fewer refugees will actually overcome them. The result is that it is more and more difficult or even impossible for people fleeing danger at home to reach safety elsewhere.” (Available at www.unhcr.org/admin/ADMIN/43/b121d4.html.)

¹⁷ Cardinal Stephen Fumio Hamao, President of the Pontifical Council for Migrants and Itinerant People, address to the Commission for the Pastoral Care of Migration and Tourism in Sri Lanka, March 7, 2003.

¹⁸ Report of the Global Commission, *op. cit.*, ps. 5 and 84.

¹⁹ *Ibid*, ps. 5-6. The reverse is the case for refugees, with 75% in developing countries. *Ibid*, p. 41.

²⁰ US Census Bureau statistics cited in *Immigrants Swell Numbers Near New York*, Sam Roberts, the New York Times, August 15, 2006. Moreover, as reported by the New York Regional Association of Grantmakers, “Immigrants make up 43% of the City’s workforce and 48% of recently occupied housing units. According to the *Newest New Yorkers* report by the City Planning Commission, all of the population growth in New York City in the past decade can be attributed to immigrants; the native-born population actually declined.” (Program announcement dated October 7, 2005 available at www.nyrag.org/calendar_infor2332/calendar_info_show.htm?doc_id=292264.)

²¹ For example, 8 in 10 of the male workers joining the US labor market in the 1990’s was an immigrant. (*Immigrant Workers and the Great American Job Machine: The Contributions of New Foreign Immigration to National and Regional Labor Force Growth in the 1990*, a report prepared by the Center for Labor Market Studies at Northeastern University, Boston, USA, August 2002. Available at www.nupr.neu.edu/12-02/immigrationBRT.html.) See also the report of the Global Commission, *op. cit.*, ps. 13 and 14.

²² Report of the Global Commission, *op. cit.*, p. 15.

²³ *Ibid*, p. 14.

²⁴ *Ibid*, p. 42.

²⁵ Estimates suggest that the irregular population is between 10 and 15% of total migrants in Europe (between 6 and 9 million), nearly 1/3 of the total migrants in the

United States (about 10 million) and a majority of all migrants in Latin America and Africa. Asia is also known to have a large number of irregular migrants, with 20 million in India alone. Report of the Global Commission, *op. cit.*, ps. 8, 32 – 33, and 85.

²⁶ *Reuters Factbox*, February 5, 2006.

²⁷ Day laborers engaged in landscaping, construction and demolition in the New York metropolitan area often earn between US \$80 and \$100 per day, though the average daily earnings for *all* day laborers has been estimated at \$66. (*On the Subject of Employment and Labor Protections for Day Laborers*, statement of the National Employment Law Project, Washington DC, September 26, 2002. Available at www.nelp.org/docUploads/pub168%2Epdf.)

²⁸ The Global Commission reports that “According to the ILO [International Labour Organisation], around 550 million of the people in work are living on less than a US dollar a day, while almost half of the world’s 2.8 billion workers earn less than two dollars a day.” Report of the Global Commission, *op. cit.*, p. 11.

²⁹ *When Money Really Matters*, the World Bank, July 19, 2005. Indeed, the World Bank noted that remittances to developing countries were up 48.7% since 2001.

³⁰ Statistical Annex, *2004 Development Cooperation Report*, Organisation for Economic Cooperation and Development.

³¹ For example, in response to a request by the Salvadoran government for support of temporary legal status for undocumented Salvadorans in the US, the US Embassy in El Salvador wrote that remittances provided 60% of the income for the families that received them, and that reduced remittances would be “economically disastrous,” also leading in all likelihood to increased illegal immigration. Cable from the US Embassy to the US State Department, reported in 71 Interpreter Releases 1322, October 3, 1994.

³² *Erga Migrantes Caritas Christi*, *op. cit.*, p. 9.

³³ While the terms “receiving countries” and “sending countries” continue to be used with great frequency, ICMC notes that in fact, migrants are rarely simply “sent” by countries.

³⁴ Among others, certain leaders of government and of major political parties in Italy, France, Belgium, and the Netherlands as well as senior officials in the European Commission have been increasingly promoting the adoption of restrictionist laws and enforcement programs. See for example, *Sarkozy justifie l’immigration “choisie”*, *Le Figaro*, April 28, 2006, available at www.lefigaro.fr/france/20060428.FIG000000036_sarkozy_justifie_l_immigration_choisie.html, and *Moments Before the Union, “Old” Europe Gets Cold feet*, *YaleGlobal*, March 3, 2004, available at yaleglobal.yale.edu/display.article?id=3458. ICMC consistently voices concern about this direction, including a statement to the European Commission available at www.icmc.net/e/viewpoints_advocacy/themes_issues_asylum2.htm.

³⁵ This is most commonly demonstrated with respect to the important role of immigrants and their descendants in the labor force (including note 21 earlier.) While immigrant employment through the generations clearly varies among countries, studies point as well to significant social and cultural contributions that immigrants make to their new countries. In the US for example, “the effect of immigration is to bring new residents to large cities, concentrating them in older gateway neighborhoods

where they take root and invest their energies. The housing and retail markets at the heart of many of our large cities are sustained by these new arrivals. And the ready supply of willing workers encourages new job creation.” (*Immigration: Fundamental Force in the American City*, Dowell Myers, a paper published by the Fannie Mae Foundation, Winter 1999, available at www.fanniemae.foundation.org/programs/hff/vli4-immigration.shtml. Fannie Mae is considered by many to be the largest agent for home ownership in the history of the US.)

³⁶ This is one aspect of what is often referred to as the “migration-asylum nexus” or “mixed flows” of migration, i.e., movements that include people with genuine claims for asylum protection along with migrants in search of livelihoods and jobs. For a discussion of the phenomenon of such “labor” or “economic” migrants in the asylum system, see ps. 38 – 42 of *Why asylum seekers seek refuge in particular countries*,» Darren Middleton, Global Migration Perspectives No. 34, May 2005, published in connection with the report of the Global Commission on International Migration, *op. cit.*, and available at www.gcim.org/attachements/GMP%20No%2034.pdf#search=%22%22abusing%20asylum%22%22.

³⁷ For example, the question of how “durable” these solutions truly are is being raised by the UN and international community with increasing frequency. Speaking on “the challenge of making solutions sustainable” and referring in particular to the “3rd” durable solution, *return*, UNHCR High Commissioner António Guterres told the European Parliament, “Of course, protection and humanitarian assistance are just the beginning of our work. No intervention can be considered a success until and unless there is a long-term solution in sight. Despite pictures of return convoys and empty refugee camps, the return of refugees and internally displaced people is not complete unless they are part of the longer-term peace and development process.” [...] “Let us be clear,” he added, “The mechanisms of the international community intended to link emergency relief to development are simply not working. If we are to provide lasting solutions, this gap must be bridged.” (Statement to the European Parliament, Brussels, February 21, 2006, available at www.unhcr.org/admin/ADMIN/43fb121d4.html.)

³⁸ According to the US Committee for Refugees and Immigrants, 6.9 million refugees—more than half of the world’s total recognized refugee population—have been living in camps and other waiting zones for *more than 10 years*. *World Refugee Survey 2005*, p. 2. Unfortunately, no additional figure is ventured for the number of IDPs similarly languishing.

³⁹ In 2005, the UNHCR concluded its interagency examination of responses to IDP situations with the adoption of a cluster approach to humanitarian action. This development is further discussed in Section 5.

⁴⁰ According to António Guterres, the UN High Commissioner for Refugees, populism is one of the greatest threats the world faces in migration. (Address to the UNHCR Annual Consultation with NGOs, September, 2005, Geneva.)

⁴¹ Report of the Global Commission, *op. cit.*, p. 24.

⁴² In fact, the report of the Global Commission “...concludes that the old paradigm of permanent migration settlement is progressively giving way to temporary and circular migration. For example, some two million Asian workers leave their own countries to work under short-term employment contracts both within and outside the region.” *Op. cit.*, p. 31.

- ⁴³ *Strangers No Longer: Together on a Journey of Hope*, *op. cit.*
- ⁴⁴ Matthew 2 : 13 – 15.
- ⁴⁵ ICMC Statutes Article II, Section 6.
- ⁴⁶ *Expertise and Action*, ICMC, April 2006, available in English, French and Spanish at www.icmc.net/e/publications/index.htm.
- ⁴⁷ CERN (Conférence Episcopale de la Région Nord de l'Afrique) is made of the following countries: Algeria, Morocco, Tunisia, Libya and Western Sahara.
- ⁴⁸ IMBISA is an organ of liaison and pastoral cooperation among the episcopal conferences of Angola and São Tome & Príncipe, Lesotho, Mozambique, Namibia, South Africa (a conference that encompasses Botswana, South Africa and Swaziland) and Zimbabwe.
- ⁴⁹ *Strangers No Longer: Together on a Journey of Hope* [Juntos en el Camino de la Esperanza. Ya No Somos Extranjeros], *op. cit.*
- ⁵⁰ In terms of overall budget, World Vision is the world's largest non-governmental organization providing humanitarian assistance.
- ⁵¹ There has been much international discussion of the appearance of these new actors in the humanitarian field, including questions about the degree of their independence from religious politics. One venue of debate was the conference of the International Council of Voluntary Agencies (ICVA) in Geneva, February 2006. It is interesting to consider that some of the same discussion and questions have been (and on occasion still are) raised about other organizations whose work is inspired by their faith. Though many are perhaps much more discreet, with different ways of identifying humanitarian relief, a large number of local and national organisations serving refugees, IDPs and migrants are driven by faith, including in Asia. "Welcoming the stranger" is a common teaching of many religions, and their closeness to affected people puts them at the forefront of the migration field.
- ⁵² ICMC appreciates and concurs with the observation of the Global Commission: "Most migrants are characterized by an entrepreneurial spirit and are motivated by a determination to succeed in life. It is essential to foster such vitality..." Report of the Global Commission, *op. cit.*, p. 48.
- ⁵³ For example, UNHCR and NGOs held a two-day retreat in December 2003 to discuss the role of NGOs in protection and their partnership with UNHCR in this regard. The retreat produced an "Action Plan" of issues to be addressed and related follow-up activities, most of which were implemented by January, 2006.
- ⁵⁴ See General Assembly Resolution A/RES/58/208.
- ⁵⁵ See General Assembly Resolution A/RES/60/227.
- ⁵⁶ Report of the Global Commission, *op. cit.*, p. 76.
- ⁵⁷ *Op. cit.*, p. 76
- ⁵⁸ By the same token, similar questions may be asked of the many international non-governmental organizations with programs directed at migration. Who are they? What are they doing? Are they connected, complementary or potentially conflicting? These and many other questions arise from the multiplicity and diversity of actors in the international framework.

***Strengthening Protection and
Durable Solutions for Refugees
and Other Forced Migrants
and Moving to a Normalization
of Migration***



Strengthening Protection and Durable Solutions for Refugees and Other Forced Migrants and Moving to a Normalization of Migration

ICMC sees in the signs of the times an important turning point. In fact, as this “century of migrants” dawns, there is a sea change underway in the way migration is being considered worldwide: for the first time ever, a critical mass of factors is forcing States and international institutions to *embrace* migrants in huge numbers. The classic push-pull perception of migration, wherein people are seen to be drawn to migrate to countries that don’t really want them, will gradually give way to an increasing recognition at decision-making levels that migration is more and more the world’s unequalled matchmaker of need: millions of migrants desperately need jobs and countries of destination desperately need millions of workers.

The circle is completed when migrant workers use their growing political and social power to defend their presence in the new country and their earnings to support their families—and economies—back home.

At the heart of this sea change, today and through the next decade, is the globalization of labor: *migrant labor*.

That is, whether satisfying the labor needs and social security and pension system in countries of destination or contributing remittances, skills and other capital back to their countries of origin, migrant workers are suddenly in fashion. The big theme among UN and EU Member States, and major international leaders like the World Bank, IOM and ILO is “migration and development.” And while governments continue to talk tough on irregular migration and the need for more consistent border enforcement and deportation efforts, in the same breath many of the very same governments

ponder how to accept and even legalize enormous new categories and numbers of migrant workers. Some are well ahead of others, but there are so many countries designing systems for selective migration (*l'immigration choisie*) that ICMC believes that the world may soon begin to witness nothing less than a competition for migrant workers. Even the ferocity of political and social counter-reactions in many countries suggests that the tide is shifting in favour of accepting and profiting from migration, away from a concentration on irregular migration to new legal avenues for emigration and immigration, supported by public-private partnerships committed to integration of those whose migration is of a permanent nature. Policies, institutions and societies are being reformed and transformed—at times in hard jumps, but inexorably.

This is an historic and positive change. In many ways the globalization of labor evokes not only the core but some of the earliest expressions of Catholic Social Teaching. Just over 100 years later, we are seeing on a global scale much of what inspired *Rerum Novarum*. Like then, today's Church in all her forms, from teaching to works of mercy and justice, is at the fulcrum of how the world responds to this transformation, with the clarion message of the Gospel and Popes since the great Leo XIII: human beings and their labor have God-given dignity that calls for respect, solidarity and work towards the common good.

The challenge for the ICMC is to embrace that change, and as a movement of the Catholic Church to help shape its essential character and direction. It is at once exciting to recognize the potential for our network and humbling to appreciate the enormity of the work ahead. We know that change will be neither immediate nor indiscriminate. For even as countries compete for the immigrants they want, many of the weak, the persecuted, the unskilled and the unlucky are likely to once again be left outside the system, in protracted suffering and/or vulnerable to dangers of irregular migration, including trafficking. Whether left out by the “market” or otherwise in need of protection, these refugees, IDPs and migrants will continue to hope for help from the Church and ICMC.

Reading these signs of the times then, ICMC's vision has two parts: first, to **continue and expand core programming** that strengthens protection and durable solutions for refugees and forced migrants, IDPs, victims of trafficking and other migrants, pursues new sustainable solutions, cares

for the more vulnerable among them (extremely vulnerable individuals [EVIs] in particular) and builds NGO capacity, government institutions and communities; and second, to **gradually increase the positive focus on migrant labor**, reinforcing the solutions that modern migration offers—in particular the opportunities for ICMC's traditional beneficiaries *within* the emerging new global dynamic on migrant labor; participating actively in the international discussion of migration and development, and accelerating integration and the normalization of migration to the greatest extent possible.

This calls ICMC to develop and support three strategic activities: a **strengthened membership network**, **improved advocacy work** and a **widened scope of operations**. While they need to be understood as one unit, each of the core activities follows its own logic and has its own dynamic. Altogether they demand a high volume of work from an altogether too limited number of staff at the Secretariat. For this reason and with very good result, we have chosen over the past year to hire professional people. We need to pay for this as we will need to pay for any further growth of the organization.

While ICMC is clearly emerging from a very difficult decade, financially and programmatically, further steps in building structural solutions will be necessary. ICMC today continues to work mainly on the income from project contracts and on the financial support provided by members. On one measure, the results are impressive: for every one dollar invested by the Bishops Conferences and other members in 2005, ICMC was able to more than triple that amount to ensure the continuity of the Secretariat—and to multiply the same amount more than 50 times in services to beneficiaries. We believe this sufficiently proves that the talent is being well used and that the financial efforts of some of the members to invest in the organization are well rendered: the talent is not buried but multiplied on behalf of thousands of people who are protected, assisted and saved. All of this funding however, supports *existing* programs. It is essential to identify seed money to support *growth*. As mentioned in our message in the 2004 Annual Report, global giving has yet to match the complexity and magnitude of the current global challenge. This is also a challenge for members that desire ICMC to become a bigger, more solid organization. We also need to recognize that neither the ICMC Secretariat nor any of its members can do all that needs to be done, or even all that is hoped for. It

is therefore obvious that the ICMC needs to work as a unit involving all its members as well as making the best possible use of its governing structures. Regional platforms activated and carried by the elected representatives of the regions will need to be organized and contribute to the thematic and research work at regional level; Governing Committee members will see their role extended to become the ambassadors of the organization, enhancing its visibility, increasing its impact and contributing to the increase of its financial means.

Finally, we wish to highlight the importance of the members' support in the dynamics we intend to create or revive. Members have a central role because of their commitment, presence and daily work directly with refugees, IDPs and migrants at the grassroots level. The viewpoints and involvement of members are essential to keep the Secretariat informed of realities, needs and expectations which will further influence the political agendas or partnership responses. This support combined with the continued financial support of the Bishops Conferences will no doubt increase the impact of our organization as it works and walks with refugees, IDPs and migrants.

With that in mind, ICMC sets the following goals and objectives for the period 2007 through 2011. It is clearly not a tabula rasa exercise but the start of a process in which all of the members need to increasingly become more active participants. Together we will define the exact themes and specific goals. Roads are indeed made by walking together and we intend to further elaborate together the various goals in annual targets that are both concrete and measurable, enabling us all to review overall progress and evaluate results each year.

Internal and External Communication and Relations

In 2005, ICMC's Governing Committee supported the creation of a Communications staff position in the Secretariat, as a major strategic move principally to improve member relations and interaction. That senior full-time position has been filled since September 2005, and augmented by an intern communications assistant. It was the first step towards a more member-driven organization and rejuvenating the network. Improved communications and the installation of regional platforms will no doubt further increase the ownership by all members and facilitate the discussions on ICMC's future and field of work.

Goal 1:

Strengthen the confederation and membership relations

- 1.1 Increase the level of member participation and interaction:
 - ➔ Create a “*member reflex*” in senior ICMC staff that regularly asks how members might wish to be involved in an opportunity for funding, advocacy or media, how a member might be engaged in planning or developing activities, etc.; Develop likewise a “*HQ reflex*” in members to inform and refer to the Secretariat in Geneva;
 - ➔ Develop a list of true *member services* that encourage member participation and financial support, including at a minimum the payment of annual membership dues; such as:
 - create a *Migration Monitor* to share major news and developments with members regarding migration issues, with particular focus on the work and voice of ICMC and its members
 - collaboration in operations and advocacy
 - special publications

- assemble existing efforts and initiatives into a relevant reference on migration useful to ICMC members
 - facilitate the exchange of pastoral letters, statements and viewpoints among members and within the entire ICMC confederation with a redesigned website;
 - Identify one liaison person per member for direct and regular communication.
- 1.2 Establish, support and/or connect to regional platforms of ICMC members, e.g., in Africa, Asia, Europe, North America, Latin America and Oceania, as generators of information and analysis, carriers of grouped messages and to express regional concerns and viewpoints:
- Coordinate and subsidize annual or bi-annual fora of the regional platforms, with the possibility of “discussion group” interaction between meetings;
 - Organize, share and analyze regional perceptions, concerns, information and opportunities among members and the whole ICMC network regarding important developments, decision-making and related processes;
 - Connect senior staff and selected “roving ambassadors” with targeted members to strengthen relationships, with increased travel and visibility among members and/or the regional platforms for the Secretary-General;
 - Collaborate with regional platforms and where appropriate individual members to develop joint statements, reports and advocacy strategies.
- 1.3 Boost and integrate the voice of the Church on the subject of migration:
- Regularly communicate advocacy opportunities and invite input from members on relevant UNHCR Executive Committee and Standing Committee meetings; follow-up with reports of meetings, discussions and action;
 - Bring the voice of ICMC members and operations to the attention of relevant regional and international government and non-governmental institutions;
 - Express ICMC perspectives in targeted (and at times bold)

articles, statements or media contact by the Secretary-General or members of the Governing Committee.

Goal 2:

Increase external visibility to enlarge ICMC's constituency, beginning with donors

- 2.1 Refresh and impose consistency upon ICMC branding and identity, beginning with ICMC's logo, colors and image;
- 2.2 Redesign the website to be attractive and informative for ICMC members and staff, and sustainable;
- 2.3 Produce a *World Migration Map* of the movement of refugees and forced migrants, IDPs, victims of trafficking and other migrants nationally and internationally;
- 2.4 Capitalize with members on political relationships that will further ICMC's position and prospects (cfr advocacy);
- 2.5 Develop an appropriate Media Strategy;
- 2.6 Explore an ICMC "Friends project" to develop communications and relationships not only with members but also with the general public interested in or concerned by migration issues, ideally providing a platform for those who wish to help ICMC either financially or as volunteers;
- 2.7 Establish contacts with international companies through their corporate social responsibility divisions, profiling targeted ICMC programs such as counter-trafficking;
- 2.8 Engage in and/or develop special themes and events, such as the Holy See's Migrant Day.

Goal 3:***Strengthen partnerships with other Catholic organizations and with other strategic partners***

- 3.1 Map the organizations and congregations involved in migration issues; create new alliances and generate new synergies;
- 3.2 Complete a Memorandum of Understanding with potential partners on common operational and advocacy work, including Caritas Internationalis around counter-trafficking, migration and development, capacity building and programs in refugee and IDP camps;
- 3.3 Engage actively with the Conference of the International Catholic Organizations (CICO), providing leadership in particular on migration and development.

ICMC's Operational Programs and Partnerships

Operations have been the principal activity of ICMC over the past years. Squarely based on Catholic Social Teaching, ICMC's current operations activities reflect the core identity of the organization, for which it is valued and esteemed by Church partners as well as many intergovernmental institutions and donors.

It is mainly the income generated from these operations that has contributed to the continuity of the organization. But just as ICMC operations need to recognize and respond to the signs of the times, it must also be noted that the present operational range is not sufficient to guarantee the necessary income and that growth is hampered by the limited number of staff we can presently afford.

A two-pronged development approach will therefore be necessary: ICMC will need to strengthen its present activities as well as gradually develop new activities to respond to those needs we have identified. We will therefore delineate two levels for ICMC programming: "core" programming and "special programming," to achieve programmatic focus and to maintain flexibility in competing for donor funds.

ICMC will emphatically prefer, seek, and work to strengthen partnerships with members in developing and operationalizing core programs. This calls for new, better and more flexible linkages with members.

Goal 4:

Maintain high quality of current ICMC operations (core programming)

- 4.1 Focus program development and donor solicitation on ICMC's core programming, i.e., its primary competencies and visibility in the seven

areas of operations demonstrated in ICMC's signature publication *Expertise and Action*:

- Refugee resettlement, including cultural orientation and the Deployment Scheme
- Return and reintegration
- Local integration
- Casework with extremely vulnerable individuals (EVIs), including trauma recovery
- Counter-trafficking
- Training and NGO capacity-building
- Technical cooperation with governments strengthening institutional responses to refugees, IDPs and migrants

These operations include livelihood start-up and income generation programs, participatory planning and individualized case management.

The above core competencies are also available in the *second-phase* of emergency response, which includes camp management and community rebuilding as well.

- 4.2 Continue to implement de-centralization mechanisms for greater field responsibility and autonomy;
- 4.3 Further standardize program implementation and weave growth processes into field operations;
- 4.4 With a clear commitment to growth in operations and longer-term funding relationships, hire one additional full-time operations manager to divide responsibilities with the Director of Operations.

Goal 5:

Expand the present operational activity to serve broader purposes within the field of migration and development

- 5.1 Broaden funding and services within core programming, such as vocational training and livelihood grants in return programs for

trafficking victims, micro-credit and other forms of economic start-up packages in livelihood programs, and with larger sub-agreements with donors to incorporate “harder services” into current core programming, such as small construction in return programs, the distribution of non-food items in EVI and return programs, and purchases of large equipment in livelihood start-up programs;

- 5.2 Link ICMC expertise in core programming to emerging challenges and opportunities, including micro-credit institution building and micro-enterprise loans (among other things, possibly with socially responsible remittance programming);
- 5.3 Assert ICMC’s *participatory planning* and community organizing models to assure that members as well as beneficiaries are included in development decision-making processes.

Goal 6:

Expand ICMC’s role and core programming in refugee resettlement and for other refugees, IDPs and migrants

- 6.1 Position ICMC with UNHCR’s specific desks by utilizing internal expertise, including ICMC’s Deployment Scheme roster, for identification, refugee registration, surveys and verification efforts leading to resettlement;
- 6.2 Expand the Deployment Scheme to enhance ICMC’s profile as an expert organization for refugee resettlement;
- 6.3 Leverage ICMC’s Burundi and Bangladesh models for inroads into longer-term resettlement-related activities; replicate ICMC model in Guinea for Australia, Canada, Argentina and other resettlement countries with limited, targeted resettlement interests;
- 6.4 Replicate existing ICMC programming in police training, capacity-building and training related to government efforts to integrate refugees and migrants, and training that supports local Church and Caritas organizations in migration-related work;
- 6.5 Explore program development for refugees and IDPs in camp-based social service programming and in the second stage of emergencies,

including programming for EVIs during camp closure processes, local integration programs for refugees and IDPs in protracted camp situations, and new durable solutions;

- 6.6 Highlight the need for targeted assistance programs for small or forgotten crises and specific situations such as non-accompanied minors (best interest determination) and develop appropriate models.

Goal 7:

Target new opportunities for additional growth

- 7.1 Establish official lines of contact with Geneva-based institutions and government missions for specific operational goals and partnership objectives that can lead to programming opportunities, such as the ILO for migrant labor issues;
- 7.2 Designate internal resources and processes to support the exploration and successful, sustainable start-up of specific new programming initiatives, including the progressive allocation of “seed money” in the annual budget;
- 7.3 Increase support for country/regional directors to explore and develop program proposals, through deputies and/or proposal support positions in Geneva, Brussels and Washington;
- 7.4 Set measurable time and programming targets for regional directors to expand current operations;
- 7.5 Prepare designated staff for rapid dispatch in sudden refugee influx and IDP situations, for assessment, proposal writing and program start-up;
- 7.6 Expand ICMC’s roster of qualified managers that can be called upon for new program development and implementation, e.g., by restoring fruitful relationships with graduate programs at universities such as SAIS Bologna and Georgetown and creating an “Emergency Operations Roster” of *independent* consultants ready for assignment on short notice;

- 7.7 Participate in the development of programs that help to manage migrant worker flows, including administering or providing technical assistance in integration assistance programs.

Goal 8:

Expand operational partnerships and funding opportunities with members, Caritas organizations, government missions and others

- 8.1 Further develop a strategy that consistently joins ICMC's Communications and Advocacy staff and ICMC's liaison offices in Brussels and Washington together with operations to raise ICMC's visibility in pursuit of new opportunities and funding, including promotional presentations by headquarters and regional directors to institutional donors committed to targeted countries;
- 8.2 Promote and watch for opportunities in UNHCR's rising interest in developing more partnerships with NGOs including its new interagency "cluster approach" for responding to IDP situations, and from broader UN reforms;
- 8.3 Define shared objectives and advantages of partnering with members in serving specific displaced populations in member countries, including capacity building for implementing programs, new and/or improved relations with institutional donors, increased equipment and physical resources for future use, and consistent support from ICMC for future operational challenges;
- 8.4 Develop detailed and standardized procedures for operational partnerships with members, with flexibility that allows for adaptation as circumstances require.

Re-centering ICMC advocacy to be member and operations-driven

The form and substance of ICMC's advocacy at international, regional and national levels is shaped by the Church and Catholic Social Teaching, by members and by operations. In an effort to become more results-oriented in its advocacy, ICMC will increase its employment of three particular advantages in its advocacy work:

- the extraordinary value of ICMC's network of members worldwide, which offer real-world issues, information and perspectives that are missing but essential—and often coveted—in decision-making processes that affect refugees, IDPs and migrants;
- the unusual value of having substantial programs in both advocacy and operations, each able to feed and support the other, where most other international organizations are either operational or advocacy but not both, and
- the strategic value of ICMC's Geneva location and ICMC's relationships with UNHCR, the various UN Human Rights institutions and committees, the ILO and other international organizations and Geneva-based government missions.

ICMC's advocacy agenda will be developed in interaction with its members, regional platforms and the Secretariat and guided by the Governing Committee.

Goal 9:

Represent and position Catholic Social Teaching and the Church's perspective in critical new discussions and decision-making affecting refugees, IDPs and migrants

- 9.1 Participate actively in the growing discussion of migration and development, beginning with the *High Level Dialogue on International Migration and Development* of the UN General Assembly in September 2006, and related follow-up;
- 9.2 Develop and maintain a working advocacy and research partnership with the ILO with respect to migration and labor;
- 9.3 Closely monitor UN reforms relating to human rights and humanitarian frameworks for possibilities of greater ICMC and NGO involvement in refugee, IDP and migrant programming, including the recent "cluster" approach to IDP situations and follow-up to the report and recommendations issued by the Global Commission on International Migration.

Goal 10:

Operationalize the rights-based approach to migration by framing and targeting international funding opportunities together with members, senior ICMC operations staff and ICMC liaison offices in Brussels and Washington

- 10.1 Promote more access to resettlement for refugees, with particular focus on European countries, the EU regionally, and on possibilities for the expansion of US-funding of OPE programs;
- 10.2 Coordinate ICMC's strategy for programming prospects in the field of migration and development;

- 10.3 Strengthen ICMC's operations efforts and profile among Geneva-based government missions and other government officials and donors, especially in ICMC's core areas of expertise, beginning with programs for extremely vulnerable individuals, IDPs, victims of torture and trauma, voluntary return (including "best interest determinations" for children), counter-trafficking, and rescue and services for victims of trafficking.
- 10.4 Investigate with senior and regional operations staff possibilities for funding of local advocacy programs as well as funding support for Geneva-based advocacy efforts (e.g., awareness-raising, training).

Goal 11:

Promote a positive, human-rights based approach to migration

- 11.1 Pursue more strategic engagement with advocacy platforms and partners, including Refugee Council USA, the Commission of the Bishops' Conferences of the European Community (COMECE), the European Council for Refugees and Exiles, ICVA and the Migrant Workers Platform;
- 11.2 Contribute to the agenda-setting of the European Committee on Migration of the Council of Europe;
- 11.3 Promote respect for international obligations during the elaboration of migration policies, in more strategic engagement with other NGOs;
- 11.4 Broaden the network of advocates on refugee, IDP and migrant issues, including efforts with members and operational field staff at capacity building for advocacy by refugees, IDPs and migrants themselves;
- 11.5 Together with members (e.g., in regional platforms) and other partners, conduct and publish quality research in the field of rights and migration, including a focus on the positive aspects of migration.

Goal 12:

Reinforce protection of refugees and IDPs, in particular for the most vulnerable and those in protracted situations

- 12.1 Deepen the partnership of ICMC headquarters with UNHCR;
- 12.2 Identify, assess and report concerns of members and operational field staff regarding refugees, IDPs and migrants;
- 12.3 Work with UNHCR, donors and others to reinforce the traditional “three durable solutions” for refugees with respect to both the number of beneficiaries and quality of the solutions, and in the search for other sustainable solutions;
- 12.4 Explore sustainable solutions for non-refugees with UNHCR, donors, members and operational field staff.

Goal 13:

Improve protection for migrant workers and their families

- 13.1 Achieve greater understanding and ratification of the *UN Convention on the rights of Migrant Workers*, especially in Western countries, beginning with an update and distribution of a publication, *How to Strengthen Protection of Migrant Workers and their Families with International Human Rights Instruments*, to ICMC members, government missions, international, national and local NGOs and UN staff members;
- 13.2 Elaborate better relations with government missions and the UN Committee on Migrant Workers;
- 13.3 Interact on a regular basis with the UN Special Rapporteur on the rights of migrants, including referrals of migrant concerns and complaints.

Goal 14.

Serve as a resource on migration issues and link among members, communications and operations staff, and liaison offices.

ICMC Governing Committee

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President (2007-2011)

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Representatives of the Pontifical Council for the Pastoral Care of Migrants and Itinerant People

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H.E. Mgr. Agostino Marchetto

Representative of the Holy See to the United Nations in Geneva

H.E. Archbishop Silvano Tomasi

Ecclesiastical Assistant

Rev. Fr. Gabriele Parolin

Counselors

Sr. Cornelia Bührle (Germany)

Sr. Maryanne Loughry (Australia)

ICMC is made up of 172 members and affiliate members.



ICMC serves and protects the needs of uprooted people; refugees, internally displaced persons and migrants, regardless of faith, race, ethnicity or nationality. We advocate for rights-based policies and durable solutions through a worldwide network of member organizations.

Over 50 years of expertise and action serving millions of refugees, internally displaced persons and migrants in nine action areas:

- return and reintegration,
- local integration,
- refugee resettlement and cultural orientation,
- technical cooperation with governments,
- extremely vulnerable individuals,
- counter trafficking and rescue,
- local NGO capacity building,
- emergency response,
- advocacy.