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INTERNATIONAL ORGANIZATION FOR MIGRATION BACKGROUND GUIDE 2018

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NATIONAL MODEL UNITED NATIONS



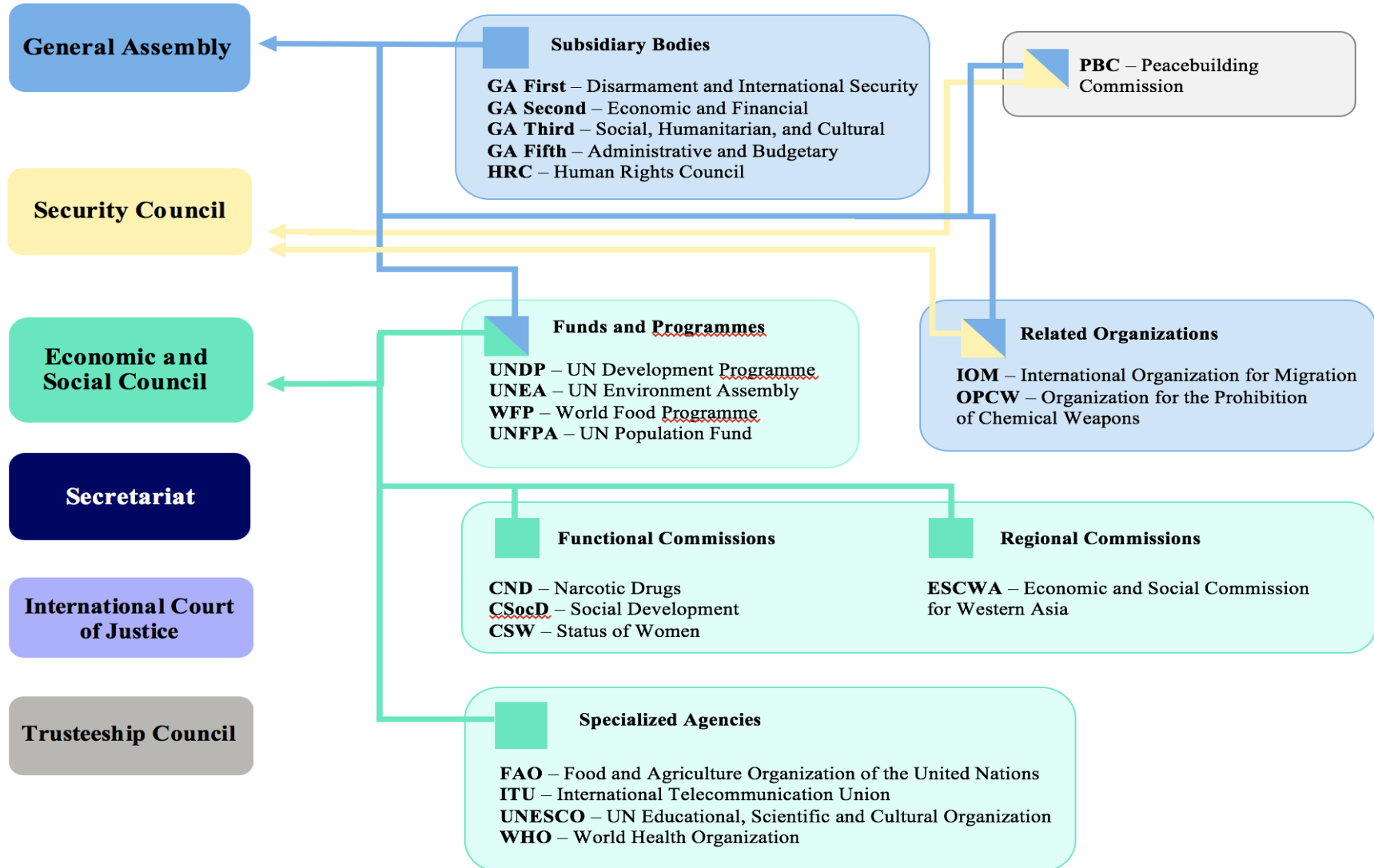
Table of Contents

United Nations System at NMUN•NY.....	2
Abbreviations	3
Committee Overview	4
Introduction	4
Governance, Structure, and Membership.....	5
Mandate, Function, and Powers.....	6
Recent Sessions and Current Priorities	7
Conclusion.....	8
Annotated Bibliography.....	8
Bibliography	9
I. Addressing Climate Migration and Cross-Border Disaster Displacement	12
Introduction	12
International and Regional Framework	13
Role of the International System.....	14
Supporting the Protection of Migrants During Relocation Efforts	16
Enhanced Protection for Women Crossing Borders	17
Advancing Disaster Risk Reduction	18
Conclusion.....	19
Further Research.....	19
Annotated Bibliography.....	19
Bibliography	21
II. Addressing the Issue of Migration in Libya	26
Introduction	26
International and Regional Framework	26
Role of the International System.....	27
Combating the Smuggling and Trafficking of Persons.....	29
Addressing the Needs of Internally Displaced Persons	31
Promoting the Link Between Migration and Sustainable Development.....	31
Conclusion.....	32
Further Research.....	33
Annotated Bibliography.....	33
Bibliography	35
III. Strengthening Cooperation between IOM and Civil Society	40
Introduction	40
International and Regional Framework	40
Role of the International System.....	41
Technical Cooperation on Migration.....	43
Emergency and Post-Conflict Support.....	44
Movement Management and Migrant Rights	45
Conclusion.....	46
Further Research.....	46
Annotated Bibliography.....	46
Bibliography	48



United Nations System at NMUN•NY

This diagram illustrates the UN system simulated at NMUN•NY and demonstrates the reportage and relationships between entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN system.





Abbreviations

AVRR	Assisted voluntary return and reintegration
CEB	United Nations System Chief Executives Board for Coordination
CSO	Civil Society Organization
DRR	Disaster risk reduction
DTM	Displacement Tracking Matrix
EPC	Emergency and Post-Crisis Division
EU	European Union
EUBAM	European Union Border Assistance Mission in Libya
GCM	Global compact for safe, orderly, and regular migration
GNA	Government of National Accord (Libya)
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDM	International Dialogue on Migration
IDP	Internally displaced person
IO	International organization
IOM	International Organization for Migration
MCIC	Migrants in Countries in Crisis
MCOF	Libya Migration Crisis Operational Framework 2017-2019
MiGOF	<i>Migration Governance Framework</i>
NGO	Non-governmental organization
PDD	Platform for Disaster Displacement
RCP	Regional Consultative Process
SDG	Sustainable Development Goal
TCM	Technical cooperation on migration
UN	United Nations
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees

Committee Overview

“The signature of this historic agreement brings the leading global migration agency – the International Organization for Migration (IOM) – into the United Nations and culminates a 65-year relationship with the UN. So, for the very first time in 71 years, the UN now has a ‘UN Migration Agency.’”¹

Introduction

The International Organization for Migration (IOM) was founded as the Provisional Intergovernmental Committee for the Movement of Migrants from Europe in 1951, and was mandated originally to assist European governments with logistical support in resettling the estimated 11 million people uprooted by the Second World War.² However, it soon became apparent that refugee crises and human migration would remain a persistent phenomena, and thus the organization both enlarged its areas of operation and broadened the scope of its activities.³ Gradually, the organization engaged in the protection of migrants’ rights, encouraging social and economic development through migration, and advancing the understanding of migration issues through comprehensive research.⁴ To reflect the broadening scope of activities, the organization changed its name several times until it adopted its current one in 1989.⁵ By 2015, IOM had assisted 20 million migrants and grown into an organization with 166 Member States.⁶

The International Organization for Migration (IOM) is a related organization of the United Nations.

With the adoption of the Sustainable Development Goals (SDGs) in September 2015, migration issues became deeply entangled with other development objectives.⁷ Thus, IOM Council resolution No. 1309, adopted on 24 November 2015, requested the IOM Director General approach the United Nations (UN) in order to deepen the cooperation between IOM and the UN system.⁸ On 25 July 2016 the UN General Assembly adopted resolution 70/296, which made IOM a related organization of the UN system.⁹ IOM participated in the UN Summit for Refugees and Migrants on 19 September 2016 as a related organization.¹⁰ The outcome document of this summit, the *New York Declaration for Refugees and Migrants*, is the first commitment at the global level to protect the safety, dignity, and human rights and fundamental freedoms of all migrants and specifies a set of rights of migrants and obligations of states towards them.¹¹ UN Member States acknowledged a shared responsibility to manage large movements of refugees and migrants and promised to support countries that rescue, receive, and host them.¹² The Declaration also assigned IOM the role of providing technical assistance and policy guidance for the negotiations leading to a global compact for safe, orderly, and regular migration at an intergovernmental conference on international migration in 2018.¹³

The term “related organization” means organization whose cooperation agreement with the UN resembles that of specialized agencies but remain legally independent with rules, membership, organs, and financial resources.¹⁴ The UN henceforth recognizes IOM as an independent, autonomous, and non-normative international organization in a working relationship with the UN.¹⁵ In turn, IOM recognizes the responsibilities of the UN in the field of migration,

¹ IOM, *Opening remarks of William Lacy Swing, Director General, International Organization for Migration, at the September Summit and signing of the IOM-UN Agreement*, 2016.

² IOM, *IOM History*, 2017; IOM, *About IOM*, 2017.

³ Ibid.

⁴ Ibid.

⁵ Ibid.

⁶ IOM, *IOM Becomes a Related Organization to the UN*, 2016.

⁷ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 4.

⁸ Ibid.

⁹ Ibid.

¹⁰ UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 23.

¹¹ IOM, *Global Compact for Migration*, 2017.

¹² UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 2.

¹³ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 2.

¹⁴ UN CEB, *Related Organizations*, 2016; UN CEB, *Specialized Agencies*, 2016.

¹⁵ UN General Assembly, *Agreement concerning the Relationship between the United Nations and the International Organization for Migration (A/70/976)*, 2016, p. 3.

and will conduct its activities in accordance with the *Charter of the United Nations* (1946).¹⁶ IOM was invited to become a full member of various inter-agency mechanisms within the UN system, such as the UN Development Group (UNDG), the Inter-Agency Standing Committee (IASC), the UN High-level Committee on Programmes, and the UN System Chief Executives Board for Coordination (CEB).¹⁷ This integration allows IOM to contribute to decision-making in the UN, provide a leading role in the discussion of migration issues, and ensure that migration stays at the top on the international agenda.¹⁸

Migration is a central topic on the international agenda, as one in every seven people on earth is a migrant, more than ever before in human history.¹⁹ IOM defines “migrant” as “any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of (1) the person’s legal status; (2) whether the movement is voluntary or involuntary; (3) what the causes for the movement are; or (4) what the length of the stay is.”²⁰ Therefore, the term migrant includes refugees, internally displaced persons (IDPs), students, migrant workers, and professionals moving between international postings.²¹ The term “refugee” is defined by the *1951 Convention relating to the Status of Refugees* and its *1967 Protocol* as any person who has crossed an international border “owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions.”²² IOM also assists IDPs, who are forced to leave their homes due to one of the above mentioned reasons without crossing a border as well as people fleeing from natural disasters and climate change.²³ Although no specific SDGs specifically highlight migration issues, various aspects of migration are linked to a number of SDGs, including ensuring basic health (target 3.8) as well as education services for migrants (target 4.1), protecting migrant workers’ rights (target 8.8), reducing remittance transfer costs (target 10.c), and ending human trafficking (target 16.2).²⁴

Governance, Structure, and Membership

IOM has two organs: the Council and the Administration, which comprises a Director General, a Deputy Director General, and its staff.²⁵ Each Member State has one representative and one vote in the IOM Council, which generally meets once per year to determine, examine, and review the policies, programs, and activities of IOM.²⁶ The Council is also responsible for approving the budget, reviewing reports, and directing activities of all subsidiary bodies and the Director General.²⁷ IOM currently has 166 Member States, with Tonga being the latest state to be admitted in December 2016.²⁸ There are eight states and numerous international and non-governmental organizations (NGOs) holding observer status.²⁹ These observers are admitted to the meetings of the IOM Council but do not have the right to vote on substantial matters.³⁰ According to Article 1(2) of its constitution, IOM “shall cooperate closely with international organizations, governmental and non-governmental, concerned with migration, refugees and human resources.”³¹ Therefore, IOM actively encourages NGOs to participate in its Council and convenes annual consultations with and briefings for the over 60 NGOs currently holding observer status.³² The International Dialogue on Migration (IDM) is another vehicle for IOM to discuss current and emerging issues on migration with Member States, as well as international and non-governmental organizations, migrants, the media,

¹⁶ UN General Assembly, *Agreement concerning the Relationship between the United Nations and the International Organization for Migration (A/70/976)*, 2016, p. 3.

¹⁷ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 4.

¹⁸ Ibid.

¹⁹ Ibid.

²⁰ IOM, *Key Migration Terms*, 2017.

²¹ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 4.

²² IOM, *Key Migration Terms*, 2017.

²³ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 4.

²⁴ Ibid., p. 5.

²⁵ IOM, *Constitution*, 2013, p. 10.

²⁶ Ibid.

²⁷ Ibid.

²⁸ IOM, *Draft Report on the 107th Session of the Council (C/107/L/25)*, 2017, p. 5.

²⁹ IOM, *Members and Observers*, 2017.

³⁰ IOM, *Constitution*, 2013, p. 11.

³¹ Ibid., p. 6.

³² IOM, *Civil Society & NGOs*, 2017.

academics, and the private sector.³³ IOM also cooperates with NGOs to combat trafficking, provide vocational training, or implement information campaigns.³⁴

The Director General and the Deputy Director General are elected by a two-thirds majority vote of the Council for a five-year term and can be re-elected for one additional term.³⁵ The Director General discharges the administrative and executive functions of IOM in accordance with the IOM Constitution and the decisions of the IOM Council.³⁶ The Director General is assisted in this function by the Office of the Director General, which is responsible for the formulation of coherent policies and oversight of all activities of the organization.³⁷ Ninety-seven percent of IOM's over 10,000 staff are deployed in IOM's 408 field locations throughout the world.³⁸ These offices include nine Regional Offices, which formulate regional strategies and plans of action; two Special Liaison Offices, located in New York and Addis Ababa, which coordinate with multilateral bodies, such as the UN; and two Administrative Centers, which provide administrative support.³⁹ Moreover, Country Offices are tasked with coordinating functions to ensure that migratory realities in certain areas are taken into account.⁴⁰ These offices are located in Canberra, Australia (covering the Pacific); Beijing, China (covering much of the Asia region); Georgetown, Guyana (covering the Caribbean); Rome, Italy (covering the Mediterranean); Astana, Kazakhstan (covering Central Asia); and Bangkok, Thailand (covering South Asia).⁴¹

While the administrative functions of IOM are financed by fixed contributions from its Member States, the expenditures for IOM's operations are funded by voluntary contributions by Member States or other entities.⁴² In 2016, the budget amounted to \$45.5 million for the administrative part and \$1,556 million for the operational part.⁴³ The voluntary contributions that financed the operational part of the budget originated to 77% from Member States, 13% from the European Commission, and eight percent from UN organizations.⁴⁴ Non-member states, the private sector, and other organizations contributed around one percent each.⁴⁵ Of the \$1,556 million available, 58% was spent on operations classified as movement, emergency, and post-crisis migration management, which include humanitarian assistance and community stabilization initiatives.⁴⁶ Twenty-one percent of the funds were allocated to operations regulating migration, which relates to voluntary return and reintegration support provided to migrants and immigration and border management support.⁴⁷ Projects dealing with migration health received 10% of available funds, five percent were spent on development projects, and four percent on operations that facilitated migration.⁴⁸ The operational part of the budget for 2017 is based on anticipated funding and was estimated to reach \$2 billion, an increase of about 25% compared to 2016.⁴⁹ Most of this additional funding will be used for migration management and migration regulation operations.⁵⁰

Mandate, Function, and Powers

The mandate of IOM, according to Article 1(1) of the IOM Constitution, can be broken down into three categories: making arrangements for the organized transfer of migrants, refugees, and displaced persons; providing migration services such as recruitment, selection, processing, language training, orientation activities, and medical

³³ IOM, *International Dialogue on Migration*, 2017.

³⁴ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 17.

³⁵ IOM, *Constitution*, 2013, p. 13.

³⁶ *Ibid.*

³⁷ IOM, *Organizational Structure*, 2017.

³⁸ IOM, *Financial Report for the year ended 31 December 2016 (C/108/3)*, 2017, p. 6.

³⁹ IOM, *Organizational Structure*, 2017.

⁴⁰ *Ibid.*

⁴¹ *Ibid.*; IOM, *Programme and Budget for 2017 (C/107/6/Rev.1)*, 2017, p. 6.

⁴² IOM, *Constitution*, 2013, p. 16.

⁴³ IOM, *Draft Report on the 107th Session of the Council (C/107/L/25)*, 2017, p. 7.

⁴⁴ IOM, *Financial Report for the year ended 31 December 2016 (C/108/3)*, 2017, p. 6.

⁴⁵ *Ibid.*

⁴⁶ *Ibid.*, p. 7.

⁴⁷ *Ibid.*

⁴⁸ *Ibid.*

⁴⁹ IOM, *Programme and Budget for 2017 (C/107/6/Rev.1)*, 2016, p. 6.

⁵⁰ *Ibid.*, p. 24.

examination; and offering a forum for Member States to exchange views on migration issues.⁵¹ All these activities are to be undertaken at the request of and in agreement with the Member States that are concerned.⁵² The recent integration of IOM into the UN system has broadened IOM's mandate because the organization is now viewed as the leading global agency on migration and consults for UN bodies on matters of migration.⁵³

The *Migration Governance Framework* (MiGOF) and its set of three principles and three objectives guide IOM's operations and reflect the functions and powers of the organization.⁵⁴ The first principle is to support Member States in adhering to international standards and fulfillment of migrant's rights.⁵⁵ IOM offices support their host governments by organizing consultations and information sessions with ministries, training officials on international standards or even contributing to the drafting or alteration of migration laws.⁵⁶ The second principle is to advance the understanding of migration by strengthening the gathering and analysis of migration data and research.⁵⁷ The third principle is to create partnerships with all stakeholders to develop comprehensive and efficient solutions.⁵⁸ The first objective is to advance the socio-economic well-being of migrants and society by assisting with their social, economic, and cultural inclusion as well as ending human trafficking, migrant exploitation, and abuse.⁵⁹ The second objective is to effectively address the mobility dimensions of crisis, which includes crisis prevention, emergency response, and post-crisis resettlement.⁶⁰ The third objective is to ensure that migration takes place in a safe, orderly, and dignified manner through carrying out health and identity assessments while organizing voluntary return.⁶¹ To achieve its objectives and help migrants with its services, IOM relies on the cooperation of the affected Member States by offering valuable advice, research, technical support, and operational assistance.⁶² Furthermore, IOM attempts to use its institutional knowledge and norm-setting capability to promote a whole-of-government approach to migration, which takes into account the linkage between migration and other government topics, such as development, health, environment, and climate change.⁶³

Recent Sessions and Current Priorities

The deliberations in the IOM Council have been dominated in the past two years by the process of integrating IOM into the UN system, which was officially initiated by resolution 1309 adopted on 24 November 2015 by the Council at its 106th session.⁶⁴ On the same day, the Council adopted the MiGOF in resolution 1310, which outlines the essential elements for facilitating orderly, safe, regular, and responsible migration and mobility of people through planned and well-managed migration policies.⁶⁵ The Framework now guides the work of IOM in capacity building, providing policy advice, developing specific programs, as well as linking IOM's engagement with the SDGs.⁶⁶ For example, IOM offices may help a host government to draft a national strategy for the implementation of the migration-related SDGs or build statistical capacity to report on the SDGs, or are even requested by host governments to implement projects geared towards achieving a particular SDG target.⁶⁷ Additionally, a panel discussion brought into focus the link between migration and public health, health security, and health related human rights.⁶⁸ IOM also increases migrant's access to health services, for example through its network of seven

⁵¹ IOM, *Constitution*, 2013, p. 6.

⁵² *Ibid.*

⁵³ UN General Assembly, *Agreement concerning the Relationship between the United Nations and the International Organization for Migration (A/70/976)*, 2016, p. 4.

⁵⁴ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 3.

⁵⁵ *Ibid.*, p. 6.

⁵⁶ *Ibid.*

⁵⁷ *Ibid.*, p. 10.

⁵⁸ *Ibid.*, p. 13.

⁵⁹ *Ibid.*, p. 19.

⁶⁰ *Ibid.*, p. 25.

⁶¹ *Ibid.*, p. 28.

⁶² IOM, *Constitution*, 2013, p. 6.

⁶³ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 11.

⁶⁴ IOM, *Report on the 106th Session of the Council (C/106/54/Rev.1)*, 2017, p. 8.

⁶⁵ *Ibid.*

⁶⁶ *Ibid.*, p. 20.

⁶⁷ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 6.

⁶⁸ IOM, *Report on the 106th Session of the Council (C/106/54/Rev.1)*, 2017, p. 23.

clinics in South Sudan that provide services to vulnerable IDPs.⁶⁹ In Libya and other countries in North Africa, IOM is promoting migrant health by building practitioners' capacity.⁷⁰

The intensified cooperation with the UN system and the work towards the global compact dominated the agenda of the IOM Council at its 107th session taking place in December 2016.⁷¹ Consequently, the IOM Council focused on the work towards this global compact and IOM will support the process by organizing six informal thematic consultations and provide policy papers to facilitate the negotiations among UN Member States.⁷² The IOM is organizing a series of workshop with NGOs, academics, and the private sector to support the process as well.⁷³ IOM also considered opportunities for policy developments to address climate migration and cross-border disaster displacement at its 107th session.⁷⁴ This topic links to one of the major challenges of humankind in the 21st century and addresses a group of forcefully displaced migrants that is not covered by the 1951 Refugee Convention.⁷⁵ IOM aims to providing humanitarian assistance to these people as well as raising awareness for their situation and educating national officials on the links between migration and climate change.⁷⁶ As part of this work, IOM published research on the links between migration, the environment, and climate change for a number of countries that will serve as a basis for the development of national action plans and regional strategy frameworks.⁷⁷ IOM also enhanced the capacity of local communities in the Federated States of Micronesia and Papua New Guinea to adapt to climate change.⁷⁸ However, all these developments happen against a background of humanitarian emergencies and IOM's operations that move vulnerable migrants and refugees to safety have grown in complexity and scope.⁷⁹ In 2016, IOM has organized urgent humanitarian evacuation movements in conflict-torn locations such as Afghanistan, Iraq, Libya, the Syrian Arab Republic, and Yemen.⁸⁰ The 108th session of the IOM Council will take place in Geneva from 28 November to 1 December 2017.⁸¹

Conclusion

With the adoption of the New York Declaration, IOM, as the new "UN migration agency," has become the primary institution to provide technical assistance and policy guidance for the entire UN system on all dimensions of migration.⁸² With its global presence and its wealth of experience, IOM is well positioned for the set of enormous challenges ahead, such as climate change, managing migration in countries with a lack of governmental structures, such as Libya, and including all stakeholders into the process of adopting a global compact for safe, orderly, and regular migration.⁸³ The work towards this global compact provide a unique opportunity to establish a framework for comprehensive international cooperation on migrants, which is necessary to fulfill the promises of the 2030 Agenda and achieve the SDGs.⁸⁴

Annotated Bibliography

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The website of the IOM is an excellent source for delegates to learn more about the mission, organization structure, and governing bodies (especially the Council) of the organization. This will allow them to better understand the mandate and the working procedure of the committee.

⁶⁹ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 24.

⁷⁰ Ibid.

⁷¹ UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 23.

⁷² IOM, *Draft Report on the 107th Session of the Council (C/107/L/25)*, 2017, p. 14.

⁷³ IOM, *International Dialogue on Migration*, 2017.

⁷⁴ IOM, *Draft Report on the 107th Session of the Council (C/107/L/25)*, 2017, p. 17.

⁷⁵ Ibid., p. 18.

⁷⁶ Ibid.

⁷⁷ IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 12.

⁷⁸ Ibid., p. 27.

⁷⁹ Ibid., p. 28.

⁸⁰ Ibid.

⁸¹ IOM, *108th Session of the Council*, 2017.

⁸² UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 23.

⁸³ Ibid.

⁸⁴ IOM, *Global Compact for Migration*, 2017.

The website also contains detailed information on IOM's history, explanations of migration law and key migration terms, as well as examples for IOM's practical work.

International Organization for Migration. (2017). *Annual Report for 2016 (C/108/4)*. Retrieved 6 August 2017 from: <https://governingbodies.iom.int/system/files/en/council/108/C-108-4%20%20Annual%20Report%20for%202016.pdf>

IOM's annual reports provide a great overview of the organization's recent operations and achievements. These are structured by IOM's three principles and three objectives. For example, delegates interested in additional ways how IOM cooperates with the civil society will find useful information on page 17. The report also includes a brief and precise summary of major events that happened throughout the past year, most notably the entry of IOM into the UN system. Delegates will also find a detailed explanation of how migration connects to the SDGs. Thus, the report is a very useful resource for delegates to get an idea of IOM's ongoing work and current priorities.

International Organization for Migration. (2017). *Draft Report on the 107th Session of the Council (C/107/L/25)*. Retrieved 16 July 2017 from: <https://governingbodies.iom.int/system/files/en/council/107/C-107-L-25%20-%20Draft%20Report%20on%20the%20107th%20Session%20of%20the%20Council.pdf>

The report of the latest session of the Council of IOM will be useful to illustrate the working procedure of the committee that is to be simulated at NMUN. Furthermore, it includes transcripts of panel discussions on the Global Compact for safe, orderly and regular migration as well as Opportunities for policy development to address climate migration and cross-border disaster displacement. These discussions can serve as starting points for delegates to understand the current debates within IOM. Lastly, a McKinsey Global Institute report is attached, which elaborates on the impact and opportunity of global migration.

United Nations, General Assembly, Seventieth session. (2016). *Agreement concerning the Relationship between the United Nations and the International Organization for Migration (A/RES/70/296)* [Resolution]. Retrieved 20 July 2017 from: <http://undocs.org/A/RES/70/296>

This General Assembly resolution contains the agreement that established the formal relationship between the UN system and the IOM. It acknowledges the leading role IOM plays in matters of international migration and aims to increase cooperation between the two organizations. The UN therein recognizes IOM as an independent, autonomous, and non-normative international organization. This document will be a valuable source for delegates, as it outlines the way the two organizations will cooperate and the particular strengths of IOM.

United Nations, General Assembly, Seventy-first session. (2016). *New York Declaration for Refugees and Migrants (A/RES/71/1)*. Retrieved 20 July 2017 from: <http://undocs.org/A/RES/71/1>

The New York Declaration for Refugees and Migrants is the first commitment at the global level to protect the safety, dignity, and human rights and fundamental freedoms of all migrants and specifies a set of rights of migrants and obligations of states towards them. Annex II of the New York Declaration initiated a process of consultations towards the adoption of a global compact for safe, orderly, and regular migration at an intergovernmental conference on international migration in 2018. The UN General Assembly tasked IOM with providing technical and policy expertise for the negotiations on the global compact. Delegates should make themselves familiar with this groundbreaking document because it will shape global migration policy and the work of IOM.

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