



Wheels in motion

Who's done what since the Global Compact for Migration was adopted (and what should happen next)

MMC Research Report, October 2019



“At this point, nothing is set in stone and we can be creative. The sky is the limit”

Key informant

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Bram Frouws/December 2018

Marrakesh, Morocco. Entrance to the venue of the Intergovernmental Conference to Adopt the Global Compact for Safe, Orderly and Regular Migration.

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The Mixed Migration Centre (MMC) is a global network consisting of six regional hubs (Asia, East Africa and Yemen, Europe, Middle East, North Africa & West Africa) and a central unit in Geneva. The MMC is a leading source for independent and high-quality data, research, analysis and expertise on mixed migration. The MMC aims to increase understanding of mixed migration, to positively impact global and regional migration policies, to inform evidence-based protection responses for people on the move and to stimulate forward thinking in public and policy debates on mixed migration. The MMC's overarching focus is on human rights and protection for all people on the move.

The MMC is part of, and governed by, the Danish Refugee Council (DRC). While its institutional link to DRC ensures MMC's work is grounded in operational reality, it acts as an independent source of data, research, analysis and policy development on mixed migration for policy makers, practitioners, journalists, and the broader humanitarian sector. The position of the MMC does not necessarily reflect the position of DRC.

For more information on MMC visit our website: www.mixedmigration.org



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List of acronyms

AOMD	African Observatory on Migration and Development
AU	African Union
CEPAL	Comisión Económica para América Latina y el Caribe
CSOs	Civil society organisations
CRRF	Comprehensive Refugee Response Framework
ECLAC	United Nations Economic Commission for Latin America and the Caribbean
ECOWAS	Economic Community of West African States
ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
EU	European Union
GCM	Global Compact for Safe, Orderly and Regular Migration
GCR	Global Compact on Refugees
GRF	Global Refugee Forum
GFMD	Global Forum for Migration and Development
HLPF	High Level Political Forum on Sustainable Development
IMRF	International Migration Review Forum
IOM	International Organization for Migration
MERCOSUR	Mercado Común del Sur
MICIC	Migrants in Countries in Crisis
MIRPS	Marco Integral Regional para la Protección y Soluciones
MMC	Mixed Migration Centre
MMC	Mayors Migration Council
Migration MPTF	The Start-Up Fund for Safe, Orderly and Regular Migration
OAS	Organization of American States
OHCHR	Office of the United Nations High Commissioner for Human Rights
PAFOM	Pan African Forum on Migration
R4V	Coordination Platform for Refugees and Migrants from Venezuela
RCP	Regional Consultative Process
REC	United Nations Regional Economic Commission
RMRF	Regional Migration Review Forum
R-UNSDG	Regional UN Sustainable Development Group
SDGs	Sustainable Development Goals
SICA	Central American Integration System
SRSR	United Nations Special Representative to the Secretary-General
ToR	Terms of reference
UCLG	United Cities and Local Governments
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNGA	United Nations General Assembly
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund

1. Introduction

In December 2018, the UN General Assembly adopted the Global Compact for Safe, Orderly and Regular Migration (GCM). During the GCM negotiations in 2018, the Mixed Migration Centre (MMC) closely followed the negotiations, during which it published several policy statements.¹ This paper discusses the implementation and follow-up on specific commitments and objectives of the GCM since its adoption, with the aim to strategically engage in the ongoing policy discussions. This report takes stock of implementation, and particularly looks at the issue of mixed migration. It provides an overview of major processes initiated at the global level, as well as concrete steps taken towards implementation at regional level and in a number of selected countries. It also provides practical and feasible recommendations for engagement and monitoring of implementation going forward.

The report starts with a brief overview of the history and background of the GCM. This is followed by a section on mapping, structured in three subsections:

1. Implementation – at the global, regional and national levels, with outlines of actions, opportunities and challenges for each level
2. Follow-up and review
3. Implications for mixed migration

From this mapping the report draws a number of conclusions and formulates recommendations for engagement. Information for this report is drawn from desktop research, 24 key informant interviews, input from the Mixed Migration Centre regional hubs, and a validation workshop with key civil society stakeholders in Geneva.

A note on terminology

MMC's understanding of mixed migration:

Mixed migration refers to cross-border movements of people, including refugees fleeing persecution and conflict, victims of trafficking, and people seeking better lives and opportunities. Motivated to move by a multiplicity of factors, people in mixed flows have different legal statuses as well as a variety of vulnerabilities. Although entitled to protection under international human rights law, they are exposed to multiple rights violations along their journey. Those in mixed migration flows travel along similar routes, using similar means of travel – often travelling irregularly and wholly or partially assisted by migrant smugglers.

GCM-specific terminology

UN Network on Migration: The United Nations Network on Migration aims to ensure effective and coherent system-wide support in response to the needs of member states.

Capacity Building Mechanism: The GCM Capacity Building Mechanism will support member states to implement the GCM. It consists of a connection hub, a start-up fund and a global knowledge platform.

Start-up Fund: The GCM Start-up Fund will provide seed funding to jump-start specific GCM-related projects.

International Migration Review Forum (IMRF):

The IMRF will be the primary intergovernmental global platform for member states to discuss and share progress on GCM implementation. It will take place every four years, beginning in 2022.

Regional Migration Review Forum (RMRF):

Regions are invited to review GCM implementation every four years, beginning in 2020.

Global Forum for Migration and Development (GFMD):

The Global Forum on Migration and Development is a state-led, informal and non-binding process, where governments and stakeholders gather on a yearly basis to discuss the multi-dimensional aspects, opportunities and challenges related to migration, development, and the link between these two areas.

1 Mixed Migration Centre (2018) [The Global Compact for Safe, Orderly and Regular Migration MMC policy statements](#)

2. Key findings and recommendations

2.1 Mapping overview

With the establishment of the UN Network on Migration and the launch of the Start-Up Fund, the GCM support architecture has been set up. A number of countries have started mapping their existing policies vis-à-vis the 23 GCM objectives and identifying gaps, and while some have also initiated consultations with civil society to pave the way for their national implementation plans, it is still too early to speak of 'GCM champions'. Some regional organisations are taking a modest jump-start at implementation, such as the African Union and the League of Arab States. Much action will crystallize towards the Regional Migration Review Fora (RMRFs) in 2020, which is where governments are expected to showcase their steps to achieve GCM implementation. It is too early to say which topics are being prioritized, but there are a few emerging trends, such as a focus on data at the African level, labour migration in Asia, and mixed migration in Latin America. There is an opportunity to work more strategically on the topic of climate change and displacement. Many actors are waiting for the UN Network to provide strong guidance on implementation and are taking on a wait-and-see mindset, which points to the need for more specific guidance from the Network. In specific regions, civil society has convened multiple consultations and is driving cross-regional platforms with states to work on specific GCM objectives.

Member states are not ready to set up a formal reporting system for the GCM. To that end, the International Migration Review Forum (IMRF) modalities focus on sharing practices in a multi-stakeholder setting. At the regional level, the global modalities will be replicated. In the regions, there is debate on whether the Regional Economic Communities (RECs) or the Regional Consultative Processes (RCPs) will host the RMRFs, and it is not clear how such decisions will be made. The UN Secretary-General's biennial reports to the General Assembly (GA) and the UN Network's annual meetings provide two additional important avenues to review GCM implementation, while the Global Forum for Migration and Development (GFMD), set up in 2007, is considered key to providing a yearly platform to discuss migration policies in a multi-stakeholder setting. At the national level, implementation plans will be important tools for national review. However, some governments state they already comply with all objectives, others prioritize a select number as these fit into national migration priorities. There is a need for objective benchmarking of what already exists, and of what the GCM implementation gaps are. Key informants interviewed for this paper see a role here for regional organisations and civil society can also contribute: for example, a benchmarking tool has been developed in Chile, which can be replicated across the globe.

2.2 Challenges, opportunities and recommendations

Political context

In several countries, the GCM has been used by anti-immigrant groups as a source of political capital. While few in number, these groups have so polarized conversations in the UN and specific regions that the GCM risks becoming a taboo subject or being crowded out by 'other priority issues'. In general, there is also a sense of 'GCM fatigue' with certain governments. In a number of regions, civil society is careful to advocate strongly around the GCM, due to its political sensitivity. Spaces such as the GFMD are considered essential to maintain an informal space for dialogue on migration, including on some more difficult or sensitive issues such as mixed migration. A group of Friends of Migration has also been re-established and might take a more active lead in moving the GCM forward. So far, states have not stepped up to fund Compact activities. While it is considered premature to assess funding opportunities, availability of funding will be essential to move the Compact from paper to practice.

Recommendation:

1. Key informants indicate a specific and urgent role for civil society to engage with the general public and address their concerns, in particular – but not only – in countries with a rise of xenophobic violence and anti-immigrant sentiment. Informants also point to the need to link to other groups such as those active around Agenda 2030 and the climate movement as a way to amplify, and create a ripple effect between, topics that are intrinsically linked.

Civil society

Although the GCM has become a highly politicized process, in most regions civil society organisations (CSOs) see it as a principled and pragmatic conversation starter. Many CSOs have organised consultations, and some have set up thematic platforms with states to discuss specific objectives of the GCM, which are positively assessed by civil society and governments. There is a need for accessible and clear information on global and regional developments and there is important pressure on regional networks, which often lack time and capacity to successfully bridge global and national action. Civil society has been very organised around the UN Network; however, energy spent in this process is considered 'disproportionate' and should not come at the expense of connecting civil society work with member states.

Recommendations:

1. There is momentum to be proactive and set up platforms for dialogue with governments to drive specific GCM objectives. Working with the UN Network thematic workstreams would be a possible – but not the only – entry point to foster such collaborations.
2. To create leverage, the work of CSOs at the national and regional level should be brought to the heart of every global conversation on the GCM. Structures and capacities will need to be put in place to facilitate linkages between the national, regional, and global levels. Key informants see particular value in the Civil Society Action Committee, which groups some 30 organisations working together on GCM implementation, as a possible vehicle for this endeavour.²
3. A longer-term priority plan would provide an overarching strategy for civil society in the GCM. It would facilitate collective preparation towards the IRMF, for example. This would not mean bringing all civil society action under one umbrella, but it would lay out two or three priorities and practices on which CSOs could build collective work. The yearly GFMD summits are key building blocks for such civil society collective work.
4. Existing thematic platforms, such as the Child Rights Initiative, will be important 'shadow' spaces to conduct theme-specific reviews.

Mixed migration

The UN Network is well-placed to tackle the complexities of addressing the needs and ensuring the protection of those in mixed migration flows. But there is concern among key informants that existing dynamics between UN agencies might be replicated in the Network, in particular between the International Organization for Migration (IOM) and the UN Refugee Agency (UNHCR). There is a need to work with governments that want to act. Such a conversation would be most effective if it were guided by concerns over the needs and vulnerabilities of those on the move rather than squabbles over organisational mandates and definitional categories. There exists a wealth of practice, which can help to build this conversation with governments.

Recommendations:

1. There is a need for a priority-setting tool and practical guidance on mixed migration in view both of the GCM and the Global Compact on Refugees (GCR). Such a tool could show how human rights protection in mixed migration flows is underperforming, formulate key asks to governments, and showcase how the two compacts work together to address these. Such a tool could also help to clarify the practical meaning and implications of mixed migration and to inform and identify the actors working on mixed migration across the globe.
2. The creation of a space to discuss mixed migration with member states that want to act will be key to driving the conversation on mixed migration forward. Through the establishment of a 'Mixed Migration Learning Platform' in 2020, governments, civil society, and other actors could come together to identify challenges, existing practices, look at mixed migration in national implementation plans, and prepare for the RMRFs and the IMRF. The GFMD 2019 offers an important opportunity to connect and touch base, especially since its programme focuses on mixed migration. Ideally, a small group of CSOs would drive this process. This group could also act as a 'shadow' group to review GCM implementation.

² The Civil Society Action Committee was set up ahead of the 2016 High-Level Summit in New York. For more details of its activities, visit its [website](#).

3. Methodology

With its 23 Objectives, the GCM embodies a wide range of commitments and touches on a multitude of policy areas. Within the scope of this report, it was not possible to map all new policy developments on migration since the adoption of the Compact; instead this report will map initiatives that key informants indicated explicitly contribute to GCM implementation. Not all information given by the key informants has been verifiable through online sources.

The focus of this report will be on the GCM. However, it will explore certain elements of the GCR where this makes sense in terms of understanding the current context, dynamics, and discussions about mixed migration.

The data in this report has been gathered through desktop research, questionnaires filled out by the MMC's regional hubs, and interviews with 24 key informants active in GCM implementation. The desktop research covered UN Network and GFMD publications, academic articles, civil society statements, and a selection of GCM press coverage from July to September 2019. A first draft of the preliminary findings and recommendations was discussed and validated through a workshop in Geneva in mid-October 2019.

The 24 key informants work variously at the local, national, regional and global level with UN agencies, governments, CSOs, local authorities, and donors. Their interviews took place from August until mid-September 2019. Within the scope of this research it was not possible to interview a representative sample of stakeholders; key informants were identified through a snowball methodology.

Table 1: Type and level of engagement of key informants

Level of key informants' engagement	Number
Works mainly at the international / global level	9
Works mainly at the regional level	7
Works mainly at national or local level	8

Type of organisation	
Civil society organisation	11
UN agency	8
Government	3
Donor	1
Local authority	1

The assessment employed qualitative research methods and is based on a limited number of interviews. As such, findings are meant to offer contextual insight into the subject and place the emphasis on the personal opinions of participants. This report does not aim to give an exhaustive account of progress made towards GCM implementation but has the objective to give a general sense of the momentum on the GCM in a variety of contexts.

4. Background

On September 19, 2016, the UN General Assembly convened a High-Level Summit to discuss ways to address large movements of people across international borders, and their causes and effects on refugees, migrants and societies as a whole. The outcome was the New York Declaration for Refugees and Migrants, which expressed the political will of world leaders to save lives, protect rights, and share responsibility on a global scale.³ The High Level Summit and the New York Declaration came about at a time when there was a recognized need for the international community to better cooperate: they were a reaction to the failing response of governments to those fleeing the Syrian conflict in 2015 and also the result of steady preparations at the multilateral level, including at the GFMD.

With the New York Declaration, UN member states endorsed a number of commitments that apply to both refugees and migrants, as well as separate sets of commitments for each of the two categories. The Declaration text also contains concrete next steps, including the start of negotiations on the GCM, the development of guidelines on migrants in vulnerable situations, and the adoption of a Global Compact on Refugees (GCR).

4.1 Processes to develop the two Compacts

Both Compacts were developed in separate processes, working towards 'complementary international frameworks'.⁴

The GCM process was state-led, with the governments of Mexico and Switzerland as its co-facilitators. The text was developed over the course of two years, during which a number of regional, thematic and stakeholder meetings took place. Civil society and other stakeholders also held meetings at the regional and global level.⁵ Negotiations lasted from February to July 2018 and took place in New York.⁶

The GCR was drafted by the UN Refugee Agency (UNHCR), based on the outcomes of thematic dialogues, the High Commissioner's Dialogue on Protection Challenges, and six formal consultations that took place in Geneva in 2018. Member states and other stakeholders were invited to contribute to this process. The formal consultations took place in Geneva.⁷

With the aim of ensuring effective bridging between the two processes and at the request of several member states and civil society organisations (CSOs), UNHCR held several briefings in New York and in turn the GCM co-facilitators organised similar briefings in Geneva. The Civil Society Action Committee provided the space for CSOs engaged in both processes to share information and identify advocacy opportunities.⁸

3 UNGA (2016) [New York Declaration for Refugees and Migrants](#)

4 UNGA (2018) [The Global Compact for Safe, Orderly and Regular Migration](#)

5 UN Refugees and Migrants (2017) [Compact for migration - consultation phase](#)

6 UN Refugees and Migrants (2018) [GCM negotiations overview](#)

7 UNHCR (2019) [The Global Compact on Refugees - Background](#)

8 [Civil Society Action Committee webpage](#)

Table 2: The processes to develop the GCM and the GCR

Global Compact for Safe, Orderly and Regular Migration ⁹	Global Compact on Refugees ¹⁰
19 September 2016: United Nations General Assembly adopts the New York Declaration for Refugees and Migrants	
April 2017 - July 2018: Thematic sessions, regional consultations and stakeholder consultations	July – November 2017: Five thematic discussions
4 - 6 December 2017: Stocktaking Conference in Puerto Vallarta, Mexico	12 – 13 December 2017: 10th Annual High Commissioner’s Dialogue on Protection Challenges
February – July 2018: Intergovernmental negotiations in New York	February – July 2018: Formal consultations in Geneva
10 – 11 December 2018: Intergovernmental Conference to Adopt the Global Compact held in Marrakesh, Morocco	December 2018: UN General Assembly adopts GCR
19 December 2018: UN General Assembly adopts GCM	

4.2 The Global Compact for Safe, Orderly and Regular Migration

The GCM is the first intergovernmental agreement committed to enhancing cooperation on international migration. The text acknowledges that migration has been part of the human experience throughout history and that it is a source of prosperity, innovation and sustainable development.¹¹ The GCM reaffirms existing principles and obligations based on international law.¹² It consists of 10 Guiding Principles, 23 Objectives and a dedicated section on implementation, follow-up and review. Each Objective includes a specific commitment and a range of actions from which to ‘draw’ to achieve these commitments. The Objectives can be clustered into six main areas: improvement of data and information; mechanisms to address the drivers of migration; measures to protect migrant rights; avenues of regular migration; steps to curtail irregular migration and provide border security; and options to encourage (re) integration of migrants and promotion of development.¹³ The Compact

is rooted in Agenda 2030, and is built on concepts and principles such as the whole-of-government and whole-of-society approaches, state sovereignty, as well as the rule of law and due process. All UN member states participated in its development, except for the United States, which pulled out in 2017, citing concerns over sovereignty.¹⁴

“It is crucial that the challenges and opportunities of international migration unite us, rather than divide us. The Global Compact sets out our common understanding, shared responsibilities and unity of purpose regarding migration, making it work for all”
GCM, Paragraph 9

9 UNGA (2018) op. cit.

10 UNHCR (2018) [Global Compact on Refugees](#)

11 UN (2018) [What is the Global Compact for Migration?](#)

12 Such as the UN Charter, the Universal Declaration of Human Rights and many more. For a full list, see the [GCM Preamble](#).

13 Mixed Migration Centre (2018) [Making the non-binding bind - A critical analysis of the Global Compact for Migration](#)

14 United States Mission to the UN (2017) [United States Ends Participation in Global Compact on Migration](#)

Box 1: Elements of implementation, follow-up and review in the GCM text

Implementation:

- Member states commit to implement the Compact in cooperation and partnership with a diverse range of stakeholders.¹⁵
- A United Nations Network on Migration will ensure effective and coherent system-wide support to implementation, follow-up and review of the Compact. The International Organization for Migration (IOM) will serve as its coordinator and secretariat.
- A Capacity Building Mechanism will support member states to implement the Compact. This consists of a:
 - Connection hub to facilitate demand-driven solutions
 - Start-up Fund for project-oriented solutions
 - Global knowledge platform as an online data source
- The UN Secretary-General will report on a biennial basis to the General Assembly on the implementation of the Compact and the functioning of the UN system in this regard.

Follow-up and Review:

- Member states are encouraged to develop national implementation plans and to conduct regular and inclusive reviews of progress at national level, drawing from all relevant stakeholders.
- An International Migration Review Forum (IMRF) will take place every four years, to serve as the primary intergovernmental global platform for states to discuss and share progress on the implementation of the Compact. The first one will take place in 2022.
- All relevant sub-regional, regional and cross-regional processes will be invited to review the implementation of the Compact within respective regions, beginning in 2020 at a four-year interval.

Box 2: The Global Compact on Refugees in a nutshell

The GCR provides a framework for responsibility-sharing on refugee issues, with the final goal to strengthen the international protection regime and expand durable solutions for refugees worldwide.¹⁶ Its four objectives are: ease the pressures on host countries; enhance refugee self-reliance; expand access to third-country solutions; and support conditions in countries of origin for return in safety and dignity.

It also includes the Comprehensive Refugee Response Framework (CRRF), as agreed to by member states in the New York Declaration. The CRRF develops a more comprehensive approach to large-scale movements of refugees, through the engagement of a wider range of actors. The GCR also lays the groundwork for an accountability framework. The Global Refugee Forum (GRF) will be the primary forum for a global review and takes place every four years. The first one is scheduled for December 17-18, 2019.¹⁷

¹⁵ For the full list of stakeholders, see §44 of the [GCM](#)

¹⁶ International Council of Voluntary Agencies (2019) [The Global Compact on Refugees](#)

¹⁷ UNHCR (2018) [The Global Compact on Refugees](#)

4.3 Appraisal and critiques

The GCM was endorsed by the UN General Assembly, with 152 votes in favour, 12 abstentions, and five votes against.¹⁸ Governments, civil society and other stakeholders have hailed the document as an unprecedented achievement to shape the first multilateral framework governing migration. While civil society expressed several concerns throughout the negotiations, including on weakened phrasing in the text about issues such as personal data ‘firewalls’ and the principle of non-refoulement, it has welcomed the final draft, and has encouraged member states ‘to interpret the spirit and substance of the Compact as a floor, not a ceiling’.¹⁹ In addition, the document is based on international human rights law and upholds the principles of non-regression and non-discrimination with regards to all migrants, regardless of status.²⁰

While some key informants lament the non-binding character of the Compact, others counter that a new legal framework might not be successful in achieving change when dealing with a topic as politicized as migration. As with the SDGs, its value will become clear as a policy-making tool, and will depend on political will, funding, and the creation of innovative partnerships.²¹

Some see the document as a long list of options. In combination with a relatively ‘loose’ implementation and review architecture, there is a fear that it will be implemented on a pick-and-choose basis.²² Others believe that this structure has allowed all states to see their priorities reflected in the document, and that the GCM is therefore well suited to foster concrete opportunities and form a common narrative about migration.²³ How and whether this will happen is yet to be seen.

Box 3: Political controversy

In a handful of countries, the Compact was the subject of internal debates ahead of the Marrakesh conference, which led to a number of abstentions or votes against the GCM during the UN General Assembly in December 2018.²⁴ One of the main criticisms, voiced despite multiple references to the sovereign right of states to implement the GCM according to their priorities, was that

the Compact would jeopardize governments’ sovereignty in managing their own borders.²⁵ (The US cited sovereignty concerns when it withdrew from the GCM process.) According to Politico, this pushback followed similar trends across the globe and was the result of a large-scale social media campaign.²⁶

18 UN (2019) [General Assembly officially adopts roadmap for migrants to improve safety, ease suffering](#)

19 Civil Society Action Committee (2018) [Joint Civil Society Message to the Member States at the Intergovernmental Conference to adopt the Global Compact for Safe, Orderly, and Regular Migration](#)

20 The principle of ‘non-regression’ embodies the idea that once a human right is recognized, it cannot be removed or restricted.

21 Mixed Migration Centre (2018) *op. cit.*

22 Civil Society Action Committee (2018) *op. cit.*

23 Goodwin-Gill, G. (2018) [The Global Compacts and the Future of Refugee and Migrant Protection in the Asia Pacific Region](#). International Journal of Refugee Law

24 The Czech Republic, Hungary, Israel, Poland, and the United States voted against adopting the GCM. See UN (2018) [UN General Assembly endorses First-Ever Global Compact on Migration, Urging Cooperation among Member States in Protecting Migrants](#)

25 §§ 7, 15c, 27 and 41 of the [GCM](#)

26 Cerulus, L. & Schaart, E. (2018) [How the UN Migration Pact Got Trolled](#) Politico

4.4 A comprehensive approach to address all aspects of human mobility?

While the New York Declaration contains commitments that apply to both migrants and refugees, member states decided to develop two separate Compacts, in 'complementary but separate processes'. This decision has been lamented since it generated a particular concern regarding those migrants in vulnerable situations in need of human rights protection.²⁷ A strict separation presumes it is feasible to fit people on the move into distinct criteria, whereas in reality, peoples' motivations to move are multiple, and different types of people on the move often share the same routes and find themselves in similar vulnerable situations. Many of the GCM Objectives that apply to migrants could therefore equally apply to refugees, in particular those that relate to saving lives, smuggling, trafficking, and border management.²⁸

The co-facilitators and UNHCR organised regular briefings in New York and Geneva to brief member states about GCR discussions. However, due to the different locations of the talks, their fast-paced character, and separate political dynamics, the question of whether some people on the move might fall through the cracks between the two Compacts was debated throughout the process, and especially in discussions around Objectives 2 (drivers, including climate induced migration), 12 (screening, assessment and referral) and 21 (return). The GCR does not even mention the GCM or the New York Declaration. For its part, the GCM (in paragraph 4) states: "(...) migrants and refugees are distinct groups governed by separate legal frameworks. Only refugees are entitled to the specific international protection defined by international refugee law. This Global Compact refers to migrants and presents a cooperative framework addressing migration in all its dimensions".

Some fear that the lack of clarity on how the two Compacts will work together 'in real life', including with regard to the much-needed coordination between IOM and UNHCR, might perpetuate the existing siloed approach.²⁹ Others are less pessimistic and see distinct roles for the two Compacts, with the GCR as a practical tool to fill a gap regarding responsibility sharing, and the GCM looking more at the entire governance system around all aspects of migration.³⁰

"Planning on the assumption that crisis-related movements will be the 'new normal', we must fill the gaps in the protection chain, including through joint analysis and early intervention by a strong IOM-UNHCR team working together to ensure that the protection needs of migrants and refugees are identified and addressed as early and as close to their country of origin as possible" Peter Sutherland, UN Secretary-General's Special Representative on Migration³¹

27 Costello, C. (2018) [Refugees and \(Other\) Migrants: Will the Global Compacts Ensure Safe Flight and Onward Mobility for Refugees](#) Oxford University Refugees Studies Centre; Alfred, C. (2018) [The Expert Views: Good and Bad News in the Draft Global Migration Compact](#) Refugees Deeply; Appleby, K. (2018) [The Global Compact for Safe, Orderly and Regular Migration: Will It Live Up to Its Name?](#) Center for Migration Studies

28 Costello C. (2018) op. cit.

29 GFMD (2017) [Remarks by François Fouinat, Senior Adviser to the SRSF for International Migration](#)

30 Alexander Betts quoted in: Mixed Migration Centre (2018) op. cit.

31 UNGA (2017) [Report of the Special Representative of the Secretary General on Migration](#)

5. Mapping

The GCM is a broad framework, which covers all aspects of international migration. This means that in practice, going forward almost every policy instrument that addresses migration could be tied to the GCM and could count towards its implementation. This presents particular challenges for any mapping exercise. The aim of this mapping section is to highlight developments that key informants brought to the attention of the author, rather than to provide an exhaustive mapping of all new developments within each policy area of the 23 objectives. The mapping exercise is structured in three sections:

1. Implementation – at the global, regional and national levels, with outlines of actions, opportunities and challenges at each level
2. Follow-up and review
3. Implications for mixed migration.

An overview of all mapped initiatives and meetings can be found in Annex 1.

5.1 Implementation

Global level

The multilateral context has changed since the Compact negotiations started in February 2018. The combination of resistance by a vocal minority of states to the GCM in autumn 2018 and leadership changes in erstwhile GCM-enthusiast countries since then has rendered the political appetite to move forward more delicate. Key informants working closely with or in the UN mention this is felt particularly in fora where member states negotiate outcome documents, such as the Human Rights Council and the discussions preceding the Political Declaration on Universal Health Coverage, where any mention of the GCM or migrants has been challenged by a handful of states, which in turn risks creating a generalized ‘taboo’ around migration in the UN context.³²

“We need to ask ourselves whether championing Global Compact implementation at the multilateral level might now be counterproductive to migrant rights, and if so, how do we detoxify it?”

Key informant

On the other hand, a ‘Group of Friends of Migration’ has been re-established in New York and will be an important group of states to engage with in the future.³³ Another key development at the global level has been the creation of the UN Network on Migration (see box below).

32 IOM (2019) [IOM Tells UN High-Level Meeting that Universal Health Coverage Must Include Migrants](#)

33 This is an evolving group of states. In August 2019 it included Argentina, Australia, Bangladesh,* Benin,* Canada, Colombia, Costa Rica, Cyprus, El Salvador, Germany, Greece, Guatemala, Holy See, Honduras, India, Ireland,* Mexico,* Morocco, Panama, Peru, Philippines, Portugal, EU Delegation, Sweden and the United Kingdom. (*co-chairs)

Box 4: The UN Network on Migration: towards effective and coordinated system-wide support to member states

In order to ensure effective, timely, and coordinated system-wide support to member states, the UN has established a Network on Migration. IOM acts as the coordinator and secretariat of the Network. It currently consists of an Executive Committee of eight UN agencies and a membership of 30 other UN agencies. The Network will be demand-driven and will work closely with the UN system at all levels and stakeholders in its activities.³⁴

Through the first half of 2019, the Network Secretariat has put in place its first workplan, specifying the priorities it will work on in the coming months. It consists of core activities, thematic activities and potential future activities. The workplan also recognises the importance of addressing mixed migration and will look at ensuring complementarity between the GCM and the GCR throughout the different working streams.³⁵

Thematic focus:

The Network work plan clusters the GCM's 23 Objectives into five thematic areas, which form its 'programmatic framework'. To ensure coherence, these are the same thematic clusters as for the Start-Up Fund.³⁶ These areas complement individual agency mandates and specific topics where a system-wide approach would be necessary to advance them:³⁷

1. Promoting fact-based and data-driven migration discourse, policy and planning
2. Protecting the safety and wellbeing of migrants, including through addressing the drivers and mitigating situations of vulnerability in migration

3. Addressing irregular migration, including through managing borders and combating transnational crime
4. Facilitating regular migration and decent work, and enhancing the positive development effects of human mobility
5. Improving the social inclusion and integration of migrants

Activities in the workplan:

In the coming months, the Network will focus on strengthening UN coordination mechanisms on migration at all levels and will support member states in drafting national implementation plans. It will also set up six specific thematic workstreams³⁸ that fall under the five thematic areas. These workstreams will be time-bound, and will be chaired by the UN, with some co-chaired by civil society. Each workstream will look at identifying concrete countries/corridors to pilot recommendations by the working stream.

34 UN Network on Migration (2019) [Terms of Reference for the UN Network on Migration](#)

35 UN Network on Migration (2019), Workplan – version July 2019 (not available online)

36 MPTF (2019) [Start-up Fund for Safe, Orderly and Regular Migration – Migration Multi-Partner Trust Fund](#)

37 Webinar of the UN Network with civil society, 18 July 2019

38 Workstreams in the UN Network workplan:

workstream 1: data collection, analysis and dissemination

workstream 2: promotion and utilization of alternatives to detention

workstream 3: expand regular pathways to address and reduce vulnerabilities faced by migrants

workstream 4: enhanced pathways to contribute to decent work

workstream 5: ensuring returns are safe and dignified and reintegration is sustainable

workstream 6: safe and inclusive access to services for migrants

The following GCM actions have been implemented at the global level.

Current and on-going actions:

- From January to August 2019 the **UN Network on Migration Secretariat** further developed its operational procedures and priorities, including: outreach to Resident Coordinators and UN Country Teams, staffing of the Secretariat, including with a civil society liaison officer and secondments from UNHCR, DESA and UNICEF; engagement with civil society through consultations and webinars; drafting five joint statements; establishing of a Network workplan and the establishment of the Start-Up Fund.³⁹
- The **Start-up Fund for Safe, Orderly and Regular Migration** (or Migration Multi-Partner Trust Fund) was officially launched in May 2019. It will support programmes that bring the UN system and other stakeholders working together in the abovementioned five thematic areas. The fund is governed by a Steering Committee, which will make funding decisions and consist of: the Coordinator of the UN Network (as chair); three other members of the Network; three donors; three countries of origin, transit and destination; and three stakeholders.⁴⁰ The Network Secretariat has called for expressions of interest from potential stakeholders in the Steering Committee, whose first meeting is planned to take place in autumn in Geneva. At the time of drafting this report in September 2019 it was not clear who had been selected to join the Steering Committee. The Fund has yet to receive financial contributions, although there are two confirmed donors, the United Kingdom and Germany.
- According to a concept paper by its 2019 chair, Ecuador, the **GFMD 2019** sets out to 'nurture common ground among governments who may have different perspectives on the GCM; and explore complementarities of the two Global Compacts in line with commitments made in the New York Declaration, and in response to the need for integrated solutions on the ground'.⁴¹ Ahead of the GFMD's 12th summit meeting in Quito in November, the chair organised a number of preparatory meetings, and plans to change the GFMD format to a more integrated Common Space that brings together all three mechanisms: the Civil Society Days, The Mayors Mechanism and the Business Mechanism.⁴² A dialogue on GCM implementation has been scheduled for the 4th day of the summit.⁴³ The GFMD Chair for 2020, the United Arab Emirates, will amplify that yearlong preparatory process, in particular at regional level, and has committed to supporting the engagement of all stakeholders in the run-up to and during the 2020 summit.⁴⁴

39 UN Network on Migration [website](#)

40 UNDP (2019) [Factsheet Migration MPTF](#)

41 GFMD (2019) [Concept Note GFMD 2019](#)

42 GFMD (2019) [GFMD 2019 Calendar of Activities](#)

43 GFMD (2019) [Ecuador convenes final GFMD Preparatory Meetings for the Quito Summit](#)

44 GFMD (2019) [UAE Candidacy for the GFMD 2020 Chairmanship](#)

Box 5: Raising the voices of cities onto the international arena

The Mayors Migration Council (MMC) is a new initiative led by a board of 10 mayors⁴⁵ to help cities have their voices and interests reflected in international deliberations and policies concerning refugees and migrants and to support local authorities in implementing the GCM and GCR.⁴⁶ It was established in December 2018, and builds on cities' experience and advocacy in the formulation of the two Compacts. The Council will incorporate the **Mayoral Forum on Human Mobility, Migration and Development** as a consultative space for local authorities within the framework of the GFMD. The Mayoral Forum has now become the 3rd Mechanism of the GFMD, next to the Civil Society Days and the Business Mechanism.

A wealth of tools exists regarding implementation and review of migration policies at the local level, to which the MMC will connect. For example:

- United Cities and Local Governments (UCLG) has migration as one of its thematic areas and a community of practice regarding migration and local authorities.⁴⁷
- Cities Alliance has initiated a new Global Joint Work Programme on Cities and Migration focussed on supporting cities coping with an influx of migrants and displaced people in Africa and, most likely, Central America.⁴⁸
- Migration Governance Indicators for Cities are currently piloted in three cities: Sao Paolo, Montreal and Accra.⁴⁹

- Throughout the GCM process in 2017 and 2018, civil society organised itself through several global platforms, regional networks and thematic initiatives. The collective civil society work in 2019 builds onto that experience. At the global level, **civil society coordination** happens through webinars, calls and email exchanges and the Civil Society Action Committee continues to be one of the main platforms for this type of global exchange.⁵⁰ Since the adoption of the GCM, civil society particularly focused on sharing information, establishing the UN Network for Migration, hiring the Network's Civil Society Liaison Officer, and IMRF modalities.
- Civil society also drives a number of thematic and global **multi-stakeholder platforms**. These are elaborated in the boxes overleaf.

45 The mayors of Montreal, Los Angeles, Freetown, Kampala, Milan, Sao Paolo, Zurich, Amman, Athens, and Bristol sit on the board

46 Mayors Migration Council [website](#)

47 United Cities and Local Governments [Migration webpage](#)

48 Cities Alliance (2019) [Joint Work Programme on Cities and Migration](#)

49 Migration Data Portal (2019) [Migration Governance Indicators at the Local Level, Pilot Project](#)

50 Members in 2019:

ActAlliance, Africa-Europe Diaspora Development Platform (ADEPT), Amnesty International, Asia Pacific Refugee Rights Network (APRRN), Bloque Latino Americano, Care International, Caritas Internationalis, Council of Global Unions Working Group on Migration, Cross-Regional Center for Refugees and Migrants (CCRM), International Council of Voluntary Agencies (ICVA), International Detention Coalition (IDC), International Rescue Committee (IRC), Lutheran World Federation, Migrant Forum in Asia, Mixed Migration Centre, National Network on Immigrant and Refugee Rights (NNIRR), NGO Committee on Migration, Norwegian Refugee Council (NRC), Oxfam International, PacificWin, Pan African Network in Defence of Migrants Rights (PANIDMR), Platform for International Cooperation on Undocumented Migrants, Refugees International

Box 6: Initiative on Child Rights in the Global Compacts

The Initiative for Child Rights in the Global Compacts works to ensure that the rights of children on the move are fulfilled. It is co-convened by Save the Children and Terre des Hommes and includes non-governmental and philanthropic organisations and multilateral institutions. It is organised around **six areas** of child rights outlined in the New York Declaration: non-discrimination and integration; best interests of the child; children's access to services; ending child immigration detention; durable solutions; child protection. In 2017 it organised to develop **child-specific goals, targets and indicators** on both the Migration and Refugee Compact.⁵¹

Today it continues to act as a hub for child-focussed stakeholders and to support the participation of children and youth in international processes. It works to inform what child-sensitive implementation of both Compacts entails, and looks to set up platforms for multi-stakeholder collaboration to build evidence and examples of promising practice. Key informants value the fact that that the initiative is **multi-stakeholder**, and that it looks at **both Compacts**. They see a strong role for it in the review structure of both Compacts.

Box 7: Cross-Regional Peer-Learning Platform for Alternatives to Child Immigration Detention

=> Implementation of GCM Objective 13, Action h)

The International Detention Coalition, in collaboration with UNICEF, is building a Cross-Regional Peer-Learning Platform on Alternatives to Child Immigration Detention.⁵² The Platform provides space for governments to discuss such alternatives and hosts a number roundtables and visits, where governments can share practices, discuss challenges and explore opportunities for collaboration including with stakeholders. It involves a small number of states that are looking for concrete solutions, and it creates specific support activities for these governments based on their input and feedback.

It particularly seeks to involve the national level 'implementing ministries', and not (only) the ministries of foreign affairs.

While it is still under development, key informants already consider the Platform to be an example of how to advance implementation together with governments. By focussing on common challenges and opportunities for collaborative work, the Platform fosters trust, and facilitates rather than drives the conversation.

51 Bhabha, J. & Dottridge, M. (2017) [Child Rights in the Global Compacts: Recommendations for protecting, promoting and implementing the human rights of children on the move in the proposed Global Compacts](#) Initiative on Child Rights in the Global Compacts

52 Domicelj, T. & Gottardo, C. (2019) [Implementing the Global Compacts: the importance of a whole-of-society approach](#)

Box 8: Climate Induced Migration – has the GCM generated traction?

=> Implementation of GCM Objective 2, Actions k and l; Objective 5, Action g; and Objective 7

The GCM is the first internationally agreed document that makes specific commitments regarding climate change as a driver of migration and refers to what it means to protect people who are compelled to move because of climate and environmental reasons.⁵³ With the numbers of those fleeing due to natural disasters and climate change on the rise, many hope this will result in more traction the coming months.

The Platform on Disaster Displacement, a state-led process working towards better protection for people displaced across borders in the context of disasters and climate change, is an important bridge between the GCM and the climate movement. It has also been actively involved in a civil society-led informal working group on climate and migration, a group that brings together civil society from the migration and climate movements. This group held several meetings in December 2018 and fostered common messaging from the GFMD in Morocco to the Conference to Adopt the GCM and the 2018 United Nations Climate Change Conference in Katowice.⁵⁴ It continues to function, especially during Climate Action Summit in New York in September 2019.

Nine Pacific Island countries, the EU, Australia, France, New Zealand, Switzerland, the United States and Spain came together in March 2019 for a consultation on climate in the Pacific region, which marked the start of a regional project to address human mobility in the context of climate change.

Key informants feel civil society should be more vocal on this topic and use the global momentum of the Climate Movement to bring attention to how climate change affects displacement.⁵⁵

“There is a sense that migration had its moment at the UN last year. The UN seems to be moving on to the next big thing, which is climate this year. Obviously these intersect, but unfortunately such intersections are not reflected in the debates, nor in the advocacy work.”

Key informant

Challenges and opportunities:

- Many key informants see the **UN Network** as a space with the potential to foster a coordinated response to international migration. Others see its added value in the fact that it brings agencies together on a range of crosscutting issues, which will be important in and of itself. Key informants see the clustering of Objectives as a good strategy to bring forward that system-wide coordination and are keen to see the thematic workstreams kick off. Indeed, these workstreams are where many see important momentum to pilot ideas and drive multi-actor initiatives. There is also space for civil society and others to be propositional in terms of concrete actions. The overall openness of the Network to engage with other stakeholders has been welcomed.
- Many key informants are also watchful as they expect the Network to be **process-heavy and slow**. They point to the size of the Executive Committee as not being helpful to take effective and agile decisions.
- They see the Network as an important space to engage with, but working with member states should be the main priority for stakeholders. There are **no funds in the Start-Up Fund** to date.⁵⁶ Although this might indicate a low appetite of states to fund GCM-related activities, others say it is just too soon to have funding allocated.
- With **IOM** having become a UN Related Organisation in 2016 and now serving as the Coordinator of the UN Network on Migration, there is a clear commitment from the UN to foster more effective and coordinated responses. In practice, IOM is still very dependent on project funding. Key informants indicate that this might hamper its effective coordination role, since it will be in direct competition over funds from those within its coordination efforts.
- Many key informants highlighted the need of civil society to move from process-oriented conversations to more thematic and operational work. To date, there has been a **disproportionate involvement** in process-

53 Platform on Disaster Displacement (2018) [Five questions to Prof. Walter Kaelin, Envoy of the Chair, about the Global Compact for Migration](#)

54 GFMD Civil Society Days (2018) [Report from thematic session 1: Addressing the drivers of forced displacement including climate change & environmental degradation](#)

55 IDMC (2019) [Governments meet in Fiji to address displacement caused by disasters and climate change](#)

56 UNDP (2019) op. cit.

related discussions, in particular relating to the UN Network and the IMRF. This is partly because these were the next immediate steps at the global level to continue the conversation, and both the Network and the IMRF co-facilitators were relatively open to input from stakeholders, which is why they might have attracted so much attention. The best strategy to move beyond the politically challenging context, key informants suggested, would be to work with states, and engage with them from a fact-based and operational perspective. Process-heavy UN work should be done by those with the necessary expertise and capacity, who can then brief back to the wider group.

- Key informants indicated that the group of CSOs involved in the Compact needs to reach out and build strategic alliances with, for example, the UN-facilitated Major Groups and the climate movement.⁵⁷ This ability to **expand and link with other groups and processes** will be key to **driving change** and building a far-reaching movement on migrant rights.
- Most key informants see an important role for the GFMD as a **non-threatening space** for an honest conversation amongst states including those who voted against the Compact or abstained. In addition, it will be the only space where member states will meet annually with stakeholders to discuss migration issues and where the **'more difficult' issues**, such as mixed migration, can be discussed. In today's politicized context, it will be important that this space is maintained. In this era of GCM implementation, and with an expanded Common Space, where governments and stakeholders meet, civil society will need to be strategic on how to use this space.

'Civil society needs to clearly map out the longer-term strategy needed to achieve the standards we want to eventually see. We are in this for a longer process and need to work with states to move the agenda gradually within specific contexts. If we are impatient, we might jeopardize migrant protection measures already in place, measures for which local civil society has often fought for severely.'

Key informant

Regional level

Since international migration is by definition a phenomenon that extends beyond national contexts, many key informants indicate the regional level is the best place to discuss GCM implementation, and to translate the global to the national and local context. In many regions, regional consultations have taken place throughout 2017 – including seven organised by civil society – and these provide a strong foundation.⁵⁸ In terms of current regional actions, the following overarching trends can be identified:

Current and on-going actions:

- **Intergovernmental organisations** are seen as important to provide guidance to their member states in terms of GCM implementation and as best placed to translate the international text of the Compact into existing regional policy tools. Some organisations are developing a strategy in that regard. The League of Arab States has organised a number of regional consultations, with scheduled in October 2019 in Beirut. The African Union (AU) has works with the UN Regional Economic Commission (REC) for Africa to develop a Regional Implementation Plan and is working with the government of Morocco to establish an African Observatory on Migration and Development.⁵⁹
- **Regional UN Networks for Migration:** So far seven UN Regional Networks on Migration have been set up in Asia, Africa, and Europe. Most of these networks fall under the UN Sustainable Development Group at regional levels, and are co-hosted by IOM.⁶⁰ These networks all have terms of reference (ToR) already drawn up or in the making, which follow the same

57 The "Major Groups" are nine sectors of society (such as women, children & youth, indigenous people, NGOs...) through which the UN's SDG activities are channelled. See: SDG Knowledge Platform (2015) [Major groups and other stakeholders](#)

58 UN Refugees and Migrants website (2019) [Overview of Regional GCM consultations](#) and [Overview of Regional Civil Society consultations](#)

59 African Union (2019) [AU Member States call for intensive efforts to foster dialogue and mutual cooperation among regions of Africa to manage Safe, Orderly and Regular Migration](#)

60 List provided by UN Network Secretariat, July 2019 (not available online):

Regional Network on Migration for Asia and the Pacific in Bangkok

Regional Network on Migration for East Africa in Nairobi

Regional Working Group on Migration for Europe in Brussels

Regional Network on Migration for Europe in Vienna, at the margins of the UNSDG for Europe and Central Asia

Regional Network on Migration for MENA – Working Group on International Migration co-chaired by IOM, ESCWA and the League of Arab States. Discussing with the UNDG group about the creation of a regional migration network and how this would fit with the existing

Working Group

Regional Network on Migration for Southern Africa in Pretoria

Regional Network on Migration for West and Central Africa in Dakar

structure as the global UN Network's ToR.⁶¹ For the Middle East and North Africa (MENA) region, there is an on-going discussion about the creation of a regional migration network and how this would fit with the existing Working Group on International Migration, which is co-chaired by IOM, the Economic and Social Commission for Western Asia (ESCWA) and the League of Arab States. In Latin America, such new structures have not been set up in view of a number of mechanisms already in place:

- The 'Development Plan El Salvador, Guatemala, Honduras and Mexico', developed by the Economic Commission for Latin America and the Caribbean (ECLAC) is expected to become an important policy making tool regarding migration in the region.⁶²
- The Regional Protection and Solutions Frameworks (MIRPS), which respond to protection challenges in six states of the region: Belize, Costa Rica, Guatemala, Honduras, Mexico and Panama and is a regional contribution to the Comprehensive Refugee Response Framework (CRRF).⁶³
- The Coordination Platform for Migrants and Refugees from Venezuela (R4V) is a regional multi-actor response led by IOM and UNHCR to lead and coordinate the response to refugees and migrants from Venezuela.⁶⁴
- **Civil Society regional networks** that organised regional consultations during the GCM consultation phase largely continue to connect around the GCM. This regional work entails the organisation of meetings (some of the virtual) and regional consultations.

Challenges and opportunities:

- Certain **regional intergovernmental organisations** have well-developed regional migration policy frameworks. Key informants mentioned MERCOSUR,⁶⁵ the European Union, and the Economic Community of West African States (ECOWAS) in this regard. In the case of MERCOSUR and the EU, key informants were doubtful as to what extent the GCM would provide a vehicle for policy change, as these entities already have strong frameworks in place to shape migration policy and GCM discussions within both structures are very politicised at this moment. In the ToR of the UN Regional Network in Europe for example, the issue was so contentious that every reference to the Compact had to be taken out.
- This is different in the case of, for example, ECOWAS, being mentioned as an important space to bridge the Compact with sub-regional policymaking tools, in particular in view of its Protocol on Free Movement

of Persons.⁶⁶ While the AU has taken important steps in shaping a regional vision of GCM implementation, many key informants doubt whether this will lead to concrete policy change since it may lack 'teeth' to follow through on its commitments.⁶⁷

- **Regional civil society networks** receive many requests about GCM implementation from organisations working at the national level and there is a lot of potential to strategize jointly in the region, but not all regional networks can find the additional capacity to take up this 'bridge' role between the local and global.
- As the UN Regional Networks are being set up as mechanisms to improve UN coordination, they therefore generally involve UN agencies only. They do not always have a strategy in place for **consultation with stakeholders**.
- In certain regions civil society actors indicate a **narrowing space** for them to work on migrant rights, to the extent where they are threatened and under attack. They do not feel the regional UN system can provide sufficient support to them. In those contexts, there is particular hope for the global UN Network to provide an entry point for advocacy and pressure on those governments.
- Some key informants indicated the need to better assess what implications the GCM will have for the set-up and drafting of **bilateral and regional agreements**, and what this would mean in terms of human rights protection for migrants.

61 UN (2019) Terms of Reference for Regional Network West and Central Africa (not available online)

62 Barcena, A. (2019) [Diagnóstico, áreas de oportunidad y recomendaciones de la CEPAL - Plan de Desarrollo Integral: El Salvador, Guatemala, Honduras, México](#) ECLAC (PowerPoint presentation)

63 UNHCR (2017) The MIRPS: [A regional CRRF contribution](#)

64 [Response for Venezuelans](#) website

65 Mercado Común del Sur, or Southern Common Market

66 ECOWAS (1979) [Protocol a/p.1/5/79 Relating to Free Movement of Persons, Residence and Establishment](#)

67 Schwikowski, M. (2018) [Will the African Union achieve better efficiency?](#) Deutsche Welle

Box 9: West and Central African Regional Network on Migration and Regional Knowledge Hub

=> Implementation of GCM Objective 1

In June 2019, the Regional UN Sustainable Development Group (R-UNSDG) for West and Central Africa established a Regional UN Network on Migration for West and Central Africa to provide support to member states on the implementation, follow-up and review of the GCM. The Regional Network will meet in Dakar at least every two months. It will be co-chaired by the R-UNSDG chair and IOM's regional director. In the coming months, the Regional Network will meet to set priorities. Its ToR foresees a separate yearly gathering of the regional network with other stakeholders outside the UN system, if resources are available.

The Regional Network will complement and draw upon the expertise of other initiatives already in place in the region, such as the International

Thematic Group on Migration in West Africa chaired by Switzerland and IOM, and the Working Group on Mixed Migration in West Africa.

In support of this Network, a regional Knowledge Hub will be established which will gather existing data, projects and research in the region. The idea is that this will feed into the Global Knowledge Hub, and will link to other data-specific initiatives in the region, such as the planned African Observatory on Migration and Development (see below).

It is not unclear what activities the Regional Network will prioritize, nor how these will be financed. Key informants say it is early in the process and that this will become clear in the coming months.

Box 10: Africa spearheading actions to improve availability of data and research on migration

=> Implementation of GCM Objectives 1, 9 and 10

Although most African migrants migrate within the continent, most research on migration in the region focuses on migration to Europe. The African Union therefore wants to significantly step up its efforts to develop data and research that specifically look at intra-African migration.⁶⁸

The **5th Pan African Forum on Migration (PAFOM 5)**, hosted by Egypt in coordination with the African Union on the 15th of September 2019, for example, focussed specifically on data collection on migration in the region, and aimed to validate a 'roadmap on the establishment of [a] national, regional and continental database, portal and depository on migration statistics in Africa' and to 'set up a Migration Statistics Working Group in Africa'. The director of the Egyptian Department of Social Affairs underlined the need to ensure that the different research and data initiatives in

the region are operational and work in synergy, and contribute to GCM Objective 1. She referred particularly to the Migration Research Centre in Mali, the African Observatory in Rabat and the Continental Operational Centre in Khartoum.⁶⁹

African Observatory on Migration and Development: In July 2018, the AU heads of state endorsed the proposal by Morocco to set up an African Observatory on Migration and Development (AOMD) in Rabat, Morocco. It will contribute to Objective 1 of the GCM and will focus on harmonizing national data collection strategies of African states, build capacity of member states and drive research on migration and development in the region.⁷⁰ It is supported by the Government of Morocco and the AU, and will be operational early 2020.

68 Chutel, L. (2019) [At least 80% of African migrants never leave the continent, but the focus is on Europe](#) Quartz Africa

69 African Union (2019) [Strengthening migration data & research at the center of PAFOM discussions](#)

70 Euractiv (2019) [African Leaders set up migration body, reject EU migrant 'platforms'](#)

National level

The primary responsibility to implement the GCM rests with national governments. With nine months after the adoption of the GCM, governments have only recently started to consider what implementation might look like in their national context. While the interviews for this stocktaking report provided specific information on several countries, including Ecuador, Morocco, Belgium, Chile, and Mexico, in terms of current national actions, the following overarching trends can be identified:⁷¹

Current and on-going actions:

- Most governments that have taken action on the GCM started off with a benchmarking exercise, looking at existing policies vis-à-vis the GCM Objectives to identify implementation gaps. For example, Costa Rica, Ecuador, Morocco, and Belgium are reviewing their existing policies in view of the Objectives. Sometimes governments consult with civil society, or ask it to complete the mapping based on their expertise, others have made this a government-only exercise. In such exercises, governments do not always consider all GCM Objectives, but rather make a selection based on their national priorities, as is the case in Morocco for example. **Civil society** has also started mapping existing practices and gaps through stakeholder consultations and through the development of benchmarking tools, such as the Chile Observatory, which is elaborated in the text box below. Some governments have set up a consultative process to inform the development of **national implementation plans**, but to date little is known of governments having established such plans (except for Portugal), and through what process these will be assessed. Key informants expect that 2020 will be the year where more governments come forward with their plans, in particular in preparation for the Regional Migration Review Forums.

Box 11: Benchmarking and consultations at national level: trends and commonalities

Most of the countries that this research focuses on have started with a benchmarking exercise. The way this happened was different in each case. A minority identified priorities according to their current national policy plan on migration, meaning that the purpose of this exercise was not to identify gaps but to integrate the GCM into national policy tools. Some countries involve civil society as implementing partners only, not as human rights defenders or advocates, meaning they are not necessarily invited to discuss policy priorities and existing gaps. Some countries are said to conduct a mapping exercise without knowing where to find the necessary input and expertise. Some countries have an extensive process of stakeholder consultations in place, which often builds onto a consultation practice either in view of their national migration policy, or which was set up during the 2017 GCM consultation phase.

- As of July 2019, the UN Network on Migration had been set up, or was in the process of being established at the country level in 25 member states, with support from the Secretariat, often anchored in the UN Development Assistance Frameworks (UNDAFs).⁷²
- Civil society organised over **12 national consultations**. These either take place ahead of government meetings or are organised in order to proactively ignite a Compact conversation, including with governments and UN agencies. These meetings usually include mapping of policies, priority setting and discussions on the review architecture and the formulation of recommendations to policy makers.
- The GFMD Thematic Workshop on the implementation of the GCM at the national level provided information on how countries are viewing implementation at national level, in particular in the areas of human rights, regular pathways, and fair recruitment/decent work.⁷³

71 The findings on implementation at the national level are not based on an exhaustive and representative survey across all countries globally but rather on a quick scan as part of the stocktaking exercise. It is therefore possible that there are additional countries that have developed (or started to develop) national action plans or other concrete actions to implement the GCM that were not identified during the stocktaking.

72 According to the Secretariat, the Network had already been established at the country level in Bangladesh, Cameroon, Gambia, and Moldova and was set to be established in Algeria, Chad, Djibouti, Ethiopia, Ghana, Guinea, Guinea-Bissau, Ivory Coast, Jordan, Maldives, Mali, Mauritania, Morocco, Niger, Rwanda, Senegal, Sierra Leone, Somalia, Sri Lanka, Uganda, and Zambia

73 GFMD (2019) [Member States advance efforts to implement the global compact for migration at national level](#).

Box 12: Observatory on the Global Compact in Chile: a model to be replicated elsewhere?

Espacio Público, a Chilean think tank, has set up a Migration Compact Observatory.⁷⁴ The Observatory is a tool to analyse where countries are in terms of Compact implementation and uses two phases to calculate a compliance percentage score:

- Desk research to map whether national migration policies and practices exist within each of the GCM's 23 Objectives and 10 Guiding Principles.
- Assessment of effective implementation of such policies by a community of experts.

The aim of the tool is to provide a fact-based and neutral analysis, based on which different actors can start a conversation. Additionally, in countries where the central government has shown limited interest in GCM implementation, the tool has been useful to start a strategic conversation within civil society or with local authorities.

The Observatory has been set up in Chile, and will shortly be implemented in Peru and Mexico with more countries in the region to follow. The idea of the Observatory is that it is replicated and improved across the globe. The only requirement is for a national organisation to be able to take the lead.

Box 13: The Portuguese national implementation plan⁷⁵

On the August 20, 2019, the Portuguese government approved a National Plan for the Implementation of the GCM.⁷⁶ The government sees this plan as a 'unique opportunity' to systematize its migration policy in various policy areas. It is designed as an 'operational document' and identifies a number of actions per Objective of the Compact. Each action has an assigned ministry and timeline.

The plan does not give an assessment of the extent to which Portugal already complies with the different Compact Objectives. It is also unclear how the plan was established, whether civil society was involved in the drafting process, and how it will be implemented and monitored.

Box 14: The Philippine consultative process on GCM implementation and review

The Philippine government has set up a process for the preparation of its national implementation plan, as well as input into the Philippine report for the regional and global review of Compact implementation. Its national plan will serve as a framework and benchmark for government agencies involved in migration governance and will contribute to the achievement of goals in the Philippine Development Plan. As part of this process it organised a two-day stakeholder

meeting in June 2019 with civil society and other actors. This consultation builds on previous stakeholder consultations, which the government organised ahead of the Compact negotiations. Three months earlier, civil society organised its own consultation to formulate a number of recommendations.⁷⁷

74 Espacio Público (2019) [Current projects webpage](#) (A dedicated website is under development.)

75 Government of Portugal (2019) [Aprovado Plano Nacional para implementar o Pacto Global das Migrações](#)

76 Diário da República (2019) [Resolução do Conselho de Ministros n.º 141/2019. Sumário: Aprova o Plano Nacional de Implementação do Pacto Global das Migrações](#)

77 Migrant Forum in Asia (2019) [2019 Philippine CSO Consultation on the Global Compact for Migration](#)

Challenges and opportunities:

- Several civil society organisations indicate a **lack of capacity** to follow the Compact developments, including at national and regional levels. There is a lack of information available, and engagement in global coordination calls is often too time consuming in view of pressing national priorities. The work done by regional networks is considered to be important in bringing the global down to the local.
- Some CSOs lament the lack of access to government discussions on the Compact. Others indicate an **important opportunity** for civil society to pre-empt the conversation with governments and other stakeholders, in particular where governments or the newly established country-level UN Network have not (yet) taken up a convening role.
- Some member states say they already comply with all 23 GCM Objectives without having to commit to implementing any new policies. There is a need for **objective benchmarking of existing policies vis-à-vis the Compact Objectives**. Key informants see an important role here for regional intergovernmental organisations to set in motion a process to benchmark Compact implementation and to provide guidance to states.
- Some countries have prioritized a specific thematic list of actions from the 23 Objectives, e.g. looking particularly at return or at all objectives of relevance to migrant workers. While some key informants are worried about this '**pick and choose**' approach, others say this is inherent to the Compact, which is broad and whose Objectives are to be translated according to national priorities.⁷⁸ Key informants point to the important and essential role for civil society and the UN Network to ensure a comprehensive strategy on Compact implementation.
- The GFMD workshop on GCM implementation at the national level provided a few next steps to build onto, such as the possibility to create a 'template' or guidance based on the outcomes of the workshop that can inform the action plans of countries, in general the report of this meeting provides a good overview of opportunities and challenges at the national level.⁷⁹
- There is a need for the **general public** to be informed about the Compact developments. Many key informants state this to be a strong lesson learned from the 2018 backlash experience: having public opinion informed and engaged in a debate about what Compact implementation means, should be a key priority at the national level. There is an important role here for civil society and for local authorities.
- A number of countries have elaborate implementation plans for the **Sustainable Development Goals** (SDGs). Some key informants recommend looking at such strategies to see how to link migration to them. It could be useful to study reports issued at the annual High-level Political Forum (the annual global review platform for the SDGs and the 2030 Agenda) to see whether they include migration-specific elements. IOM has also developed a number of tools that could be useful to look at.⁸⁰ There is also work underway to bring migration into the UN Sustainable Development Cooperation Framework (UNSDCF), which guides UN development activities at the country level.⁸¹ These considerations require further research.

78 §41 of the [GCM](#)

79 GFMD (2019) [Member States advance efforts to implement the global compact for migration at national level](#)

80 IOM (2018) [Migration and the 2030 Agenda: A Guide for Practitioners](#)

81 UN Sustainable Development Group (2019) [UN Sustainable Development Cooperation Framework](#)

5.2 Compact review and follow-up

With the GCM, member states commit to review progress made at national, regional and global levels in a way that is state-led but with the participation of all stakeholders. The GCM Follow-up and Review section also takes into account existing spaces such as the GFMD, and other state-led initiatives on migration.⁸² During the negotiations, any discussion that touched upon reporting and progress indicators was politically difficult: while the compact is non-binding, member states did not want to engage in anything that would presume increased accountability vis-à-vis their migration policies.⁸³ Many key informants state that within the current political context, there is more value to bringing governments together to share practices and challenges, than to engage in a reporting discussion.

Current and on-going actions:

- 2019 kicked off with the process to develop the modalities for the **International Migration Review Forum** (IMRF). The modalities were drafted as a UN resolution and negotiated within a UN General Assembly process through a series of intergovernmental consultations held in New York throughout the month of June.⁸⁴ From February to May the co-facilitators – the governments of Spain and Bangladesh – held a number of informal consultations with civil society and other stakeholders in New York and Geneva. The final draft was voted on and adopted by the UN General Assembly on July 19, 2019.⁸⁵

Box 15: The IMRF modalities in a nutshell

The Forums will take place every four years. The first one is planned for 2022. It will last four days and will consist of four interactive multi-stakeholder roundtables, followed by a policy debate, and a plenary session. The four roundtables will offer space for discussion, clustering the 23 Objectives into four groups:

- Roundtable 1: Objectives 2, 5, 6, 12, 18
- Roundtable 2: Objectives 4, 8, 9, 10, 11, 13, 21
- Roundtable 3: Objectives 14, 15, 16, 19, 20, 22
- Roundtable 4: Objectives 1, 3, 7, 17, 23

Member states are encouraged to present the results of their reviews of progress in implementing the Compact as part of their national statements. The president of the General Assembly will appoint two co-facilitators for each IMRF and organise an informal interactive multi-stakeholder hearing a day prior to the IMRF. The IMRF will result in a Progress Declaration. Stakeholders will be invited to participate.

- So far, little is known about the **Regional Migration Review** Forums (RMRFs), other than that they will also take place every four years, starting in 2020 and thenceforth alternating with the IMRFs at two-year intervals. Regional organisations waited for the IMRF modalities to be finalized before starting a consultation on the RMRFs in the regions. Within the regions there is a lot of interest from different processes and organisations to host the RMRFs: there is considerable debate on whether these should be hosted within the UN Regional Economic Commissions (RECs) or within the Regional Consultative Processes (RCPs). It is not clear how this decision will be made. Some RECs are preparing their strategy with regard to playing a potential role in the review process. For example, the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) has developed a plan for **benchmarking and assessing implementation in the region**.
- States have not yet established national implementation plans, which would provide the basis for **review at national level**. However, they are conducting mapping exercises and consultations with civil society, which sets in motion the structure

82 [GCM text](#)

83 Center for Migration Studies (2018) op. cit.

84 Office of the President of the General Assembly (2019) [Format and organizational aspects of the international migration review forums – final draft](#)

85 UN (2019) [General Assembly Extends Assistant Secretary-General for Peacebuilding Support's Term of Office, Agrees on Format for International Migration Review Forums](#)

for possible national reviews. Key informants expect the RMRFs to provide a first glimpse of what countries plan to do between 2020 (the first RMRF) and 2022 (the first IMRF).

- With regard to the review of the UN Network workplan, both the **Secretary-General's biennial report to the General Assembly** and the **UN Network's annual meetings** were mentioned as important entry points for stakeholders to address challenges and recommendations to the Network and the General Assembly.⁸⁶

Box 16: Reviewing implementation – how will the Global Compact on Refugees go about it?

The first Global Refugee Forum (GRF) is scheduled for December 2019. Its objective will be to build towards the achievement of the GCR objectives, and to strengthen collective response to refugee situations.⁸⁷ This year, it will specifically focus on six areas: arrangements for burden and responsibility-sharing; education; jobs and livelihoods; energy and infrastructure; solutions; and protection capacity. Concretely, the GRF will seek to deliver pledges that will advance the GCR and highlight achievements and good practices. The six thematic areas are being discussed and prepared in co-sponsor groups, which started to meet during the summer of 2019.⁸⁸

The GRF takes place just one year after the adoption of the GCR. With the process for the GRF only confirmed over the summer, all stakeholders are now engaged in a high-intensity process to organise the Forum. While the co-sponsorship groups are welcomed as fostering an environment of partnership and dialogue between member states, CSOs and UN agencies, the debates are now dominated by the practical organisation of the GRF sessions, rather than bringing about concrete pledges. The multitude of different GRF meetings also has practical implications, in that some missions of smaller member states are absent from the discussions due to lack of capacity. It has also been noted that IOM has been

absent from many of the GRF discussions, which is considered a missed opportunity to identify links with the GCM and to discuss joint operational challenges in each of the themes.

The GCR has an indicator framework in place, which will serve to track the implementation and progress of the different pledges.⁸⁹ UNHCR is exploring how to measure impact of GCR actions on refugee populations, but to date it is unclear how this will be further developed.

Although not part of the formal review architecture of the Compact, respondents attributed particular importance to the following spaces in terms of discussing Compact implementation progress:

- The **GFMD** is the only space where governments and stakeholders come together annually and informally to share lessons learned and to discuss challenges. It is also a space outside of the UN, which has particular value to allow for an informal discussion on difficult topics. In addition, it allows for extensive dialogue between stakeholders and governments.
- The GCM is rooted in the **2030 Agenda for Sustainable Development** (Agenda 2030), and recognises that migration contributes to positive development outcomes and to realising the SDGs. Against this backdrop, many key informants see the Annual High-level Political Forum (HLPF) as an important space to strategically link Agenda 2030 and the GCM, including when working with member states in their HLPF Voluntary National Reviews.⁹⁰
- In 2019, six goals were up for review at the HLPF, of which five have migration-specific targets.⁹¹ To date no systematized information is available on whether and to what extent all 47 National Reports include specific references to migration. This assessment will likely be included in the forthcoming annual UNDESA 'Synthesis of Voluntary Reviews'.⁹² Feedback and input by stakeholders in the HLPF is delivered through the UN-facilitated Major Groups.⁹³ The NGO Major Group statement in 2019 contains specific references to the rights of refugees and migrants, in particular regarding Goal 10 that looks to reduce inequality within and among countries.⁹⁴ According

86 See GCM §46; UN Network ToR, §37

87 UNHCR (2019) [The Global Refugee Forum - 16 \(Advance Session\), 17 & 18 December 2019 \(High-Level Session\)](#)

88 Ibid

89 UNHCR (2019) [Global Compact on Refugees - Indicator Framework - July 2019](#)

90 Knowledge Platform on the SDGs (2019) [High-level Political Forum 2019](#)

91 IOM (2018) [Migration and the 2030 Agenda](#)

92 UNDESA (2019) [Synthesis of Voluntary National Reviews 2018](#)

93 SDGs Knowledge Platform (2015) op. cit.

94 NGO Major Group (2019) [Position Paper HLPF 2019](#)

to key informants, the perceived inattention given to migration in the HLPF and the Opening of the 74th session of the General Assembly is due to a general migration fatigue, a difficult political context, and the ascendance of other issues such as climate.⁹⁵

Although states have shown no willingness to systematically report on or measure progress in achieving GCM Objectives, there are a number of indicator frameworks that measure migration policy and governance, such as:

- The **IOM Migration Governance Index**, also developed for use at local levels, measures migration policies (SDG Goal 10.7).
- The **Global Knowledge Partnership on Migration and Development Dashboard of Indicators** measures policy and institutional coherence for migration and development.⁹⁶
- The **Child Rights Initiative** has developed targets on child rights in both the GCM as the GCR.⁹⁷
- The **Migration Compact Observatory** in Chile and the **Mayors Migration Council** (see above for more details) are both developing their own set of GCM-specific indicators on policy instruments.

Challenges and opportunities:

- Key informants see the **IMRF** as an important space to review Compact implementation. They are pleased about the way the four days are structured including the space for a preparatory meeting with stakeholders and the multi-stakeholder roundtables. The Forum's main value will be to showcase promising practices and identify challenges. There is strategic value for civil society to develop a strategy on how to link national, regional and global civil society action ahead of the IMRF, and on how to use spaces such as the GFMD as a building block.
- The **RMRFs** are considered a first opportunity to see how governments review implementation, what the dynamics are and how civil society can organise around this.
- There is a lack of clarity in how better **linking of the GCM and HLPF could work in practice**. Key informants indicated the need to carefully evaluate whether the HLPF incentivises states to take policy action. In terms of civil society action and engagement, it could be strategic to build alliances with the different UN-facilitated Major Groups to create a 'ripple effect' regarding the rights of migrants throughout the different sections of Agenda 2030.

5.3 Mixed migration

The reality of people on the move is complex: drivers to migrate are often intertwined and multiple, people move in and out of statuses, and are subject to a multitude of situations of abuse while en route. In the spirit of the New York Declaration, and its focus on such movements, civil society welcomed the adoption of both Compacts in 2018, especially the GCM, which places particular emphasis on addressing the human rights of migrants in vulnerable situations. Such situations in reality require a system-wide and comprehensive approach by all relevant stakeholders.

A number of observations regarding mixed migration have been identified through the key informant interviews, and are reflected in the summary below, followed by a few concrete steps forward.

Observations

- Key informants see the **UN Network as well placed** to provide the inclusive and comprehensive space to bring different actors together, and to foster a better UN-coordinated response in situations where this would be required. However, the first draft of the UN Migration Network workplan had no reference to mixed migration. To many key informants this was surprising as the Network particularly looks at areas where better, more coordinated interagency response would be an added value. After a civil society joint letter and strong advocacy during the Network consultation with civil society, mixed migration is now included specifically in several sections.⁹⁸

“Mixed migration by nature is a cross-cutting issue – cutting across mandates, beyond what a single agency or even UNHCR and IOM together can address. Therefore, by nature of its composition, there is an important role for the Network to address this complexity.”

Civil society recommendations to the UN Network Secretariat

- Other key informants see the operational implication of mixed migration reflected in all thematic workstreams of the UN Network and are not worried about the lack of explicit mention per se. UNHCR is actively engaged in these workstreams, sometimes as a co-lead (workstream 2 on detention), or as participating agency (workstream 1 on data, and workstream 3 on expansion of regular pathways).

⁹⁵ For a specific climate assessment, please see the text box on this in the section on global implementation.

⁹⁶ OECD (2006) [Dashboard of indicators for measuring policy and institutional coherence for migration and development](#)

⁹⁷ Initiative on Child Rights in the Global Compacts (2017) op. cit.

⁹⁸ Act Alliance, Mixed Migration Centre, International Catholic Migration Commission, and Asia-Pacific Refugee Rights Network (2019) Comments and recommendations regarding the issue of mixed migration in the UN Migration Network Draft Work Plan Joint statement submitted by the 4 organisations to the UN Migration Network (not published online)

- In January 2019, **UNHCR and IOM published a joint letter** setting out how both agencies would coordinate around the implementation of the Migration and Refugee Compacts, including in situations where the two intersect.⁹⁹ For example:
 - Where movements are of a mixed nature, IOM and UNHCR – drawing on a growing number of positive field examples – will work hand-in-hand in establishing and co-leading Refugees and Migrants Coordination Platforms for effective coordination.
 - IOM and UNHCR are committed to continue to expand on their operational partnerships in situations of mixed movements, including in the critical area of data gathering and sharing (...) The two agencies have agreed to set up a technical working group to advance this work.
- While many key informants agree there was a pressing need for clarity on how IOM and UNHCR should work together in implementing the two compacts, they lamented that the gist of the letter appeared to be less about better collaboration and more about clarifying the division of labour between the two agencies. Moreover, it is unclear how the commitments expressed in the missive will be fulfilled in practice, or how they relate to the activities in the Network workplan.
- At **regional levels**, some key informants point to an increased difficulty in the relationship between IOM and UNHCR. Some key informants say it is too early to assess this, but that it is something to watch in the coming months, in particular whether the **regional UN Networks** will manage to bring organisations and agencies together where previously this was not the case. Some key informants also hope to see strong **lessons learned from the CRRF** to better understand how such frameworks could link to the UN Networks at regional and national level. Since the GCM negotiations and GCR consultations were carried out by teams based in New York and Geneva respectively, key informants are worried that such teams will continue to operate separately in the implementation phase. This might be the case at the level of foreign ministries – which were usually in charge of the negotiations and consultations – but operationally, different government departments often already work together with regards to policies affecting refugees and migrants, and some have national plans that look at both.¹⁰⁰

Box 17: Ecuador's human mobility law

In 2017, Ecuador's national assembly passed the Organic Law on Human Mobility, which is considered one of the most progressive of its kind in the region.¹⁰¹ This law looks at all aspects of human mobility, is rooted in human rights principles and builds onto particular international agreements such as Agenda 2030 and the New York Declaration. To give effect to this law, the government has established a Human Mobility Implementation Plan 2017 - 2021 which sets a number of priorities, identified through a range of consultations with migrants in Ecuador and Ecuadorians living abroad. In view of this plan, the government also established a 'national roundtable', which meets regularly and gathers all applicable ministries and stakeholders to

discuss coordination challenges and next steps.¹⁰² This space is expected (but not confirmed) to be the main forum to discuss GCM and GCR implementation. In view of its GFMD Chairmanship in 2019, Ecuador has put particular emphasis on addressing the challenges in responding to mixed migration.

While these are promising developments, the large influx of Venezuelan refugees and migrants into the country, combined with political tensions, is putting pressure on Ecuador (and other states in the region) and is creating significant challenges to maintaining welcoming and progressive policies.¹⁰³

99 IOM & UNHCR (2019) [Joint Letter from IOM and UNHCR on the Collaboration Between the two Organisations](#)

100 Domicelj T. & Gottardo C. (2019) op. cit.

101 Republic of Ecuador National Assembly (2017) [Organic Law on Human Mobility](#) (non-official English translation); Miller, S. & Panayotatos, D. (2019) [A Fragile Welcome: Ecuador's Response to the Influx of Venezuelan Refugees and Migrants](#) Refugees International

102 Ministerio de Relaciones Exteriores y Movilidad Humana Ecuador [Mesa Nacional de Movilidad Humana](#)

103 Testa, G. (2019) [Waning welcome: the growing challenges facing mixed migration flows from Venezuela](#). Mixed Migration Centre

- Countries that have not signed the 1951 Refugee Convention are reluctant to discuss mixed migration. In these contexts, the GCM could provide an important starting point to discuss what it means to assist and protect vulnerable migrants on the move, and the Migrants in Countries in Crisis (MICIC) initiative could be a valuable foundation in this regard.¹⁰⁴
- **Convening across both Compacts:** There is some doubt about the UN's ability to deliver the much-needed integrated shift in operational response as well as an expectation that the UN Network will have to play an important role, albeit by bringing different actors together. There is a widely-recognised need to bring together governments that want to address and act upon these topics, and for civil society to play a specific role: civil society can be agile, links to the national level, and in practice often works with both migrants and refugees.

Box 18: Is the term “mixed migration” fit for purpose?

A few key informants expressed doubt whether the term “mixed migration” effectively defines complex movements of people. For some, it implies there are different categories to entangle, categories that link back to organisations and mandates. As such, the term might actually sustain a siloed way of thinking.

For the MMC, mixed migration however is not about legal categories but rather provides a lens, an approach to analyse what is happening on the ground, one that recognizes the complex nature of these movements, where the core issue is that regardless of status, all people in mixed migration flows have rights and may face similar issues along the way.

The way forward

During the interviews with key informants, several recurring ideas for next steps crystallized, with opinions diverging in several areas:

- **Unpacking mixed migration:** The best way to foster a rights-based response to mixed migration is to define it through the thematic areas it links to, such as data, saving lives, pathways, screening and referral, returns, detention, etc. Through these thematic links, gaps and complementarities with the GCR can be better identified.

- **Building from practice:** Better coordination will need to manifest itself in effective operations at national and regional levels. This already happens, and the momentum of the Compacts could provide learning opportunities from these practices and build onto what exists, from the bottom up. It is the only way to move beyond the unbalanced focus on legal categories at the political level.
- **Complementarity between the two Compacts:** No energy should be expended trying to make the GCM and GCR processes more aligned: they both follow their own modalities and have their own groups of active states that might not want a closer linking of. Any linking will need to take place within thematic work.
- **Practical guidance on mixed migration:** There is a need to translate, for example, the specifications in the New York Declaration, in particular the commitments regarding refugees and migrants, and the final outcome documents of the GCM and GCR into practical guidance for governments, civil society organisations, and other actors.

“Compact implementation process is incredibly complex, mixed migration is complex. Let’s be bold and try to propose simple next steps from which we can learn and build, rather than wait until the fog passes”.

Key informant

104 Migrants in Countries in Crisis Initiative (2019) [Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster](#)

6. Conclusion

“It is time to take a step back and see where we’ve come from, and what we want to achieve.”

Key informant

The UNGA endorsed the GCM in December 2018; it is too soon to pinpoint where governments are, what challenges they encounter, and where the momentum lies. At the same time, the mechanics of the GCM have been set up: the UN Network will kick-start its thematic work, and the modalities of the IMRF for 2022 are set. Some governments have also started identifying priorities, with or without civil society, and civil society has organised numerous consultations. The concrete anchoring of the GCM at regional level will likely become clear the coming months, as member states and regional organisations prepare for the Regional Reviews in 2020.

The Compact touches on all elements of international migration. It is non-binding, and does not give clear implementation timelines, nor does it include a robust monitoring and accountability system. Against this backdrop, many feared that governments would ‘pick-and-choose’ their priorities, or simply choose not to implement the GCM. While this might be true in some countries, in particular those that face a rise in anti-immigrant sentiment, interviews for this report have shown that the GCM is still considered an important tool to keep the conversation going with those governments that want to. Indeed, the GCM has become a highly politicized process, but looking at its Objectives and actions as policy practices that already exist and are being implemented at the time of writing, it can be both a pragmatic and principled conversation starter.

Currently quite a number of actors are waiting for the global architecture to direct the regional and national levels, whereas the global level wants to build onto and strengthen what already exists. This ‘chicken and egg’ dynamic might point to the need for the UN Network on Migration – and in particular for IOM as its coordinator and secretariat – to take a more guiding role in certain contexts and regions. On the other hand, others say this vacuum also creates a lot of momentum for those who start conversations and try out new ideas, in particular on certain topics. ‘Getting the ball rolling’ will be very important the coming months, even if it is on a limited number of topics. While there is a certain scepticism on whether the UN Network workstreams will manage to kick-start this, the Network is considered an important space to bring actors together. However, it should not be the centre of gravity: member states are in the driver’s seat.

Some key informants feel the bulk of the GCM discussions

still happen in New York and Geneva and within foreign ministries, with a strong focus on process. For example, they mention disproportionate discussion on the structure of the UN Network, or on the modalities of the IMRF. Some attribute this to the immense complexity of GCM implementation: indeed the GCM implies cross-sectorial work, at all levels, global, regional and national. It might just be easier to focus on the next immediate step in the process than to build a longer-term vision on key priorities. However, in this new ‘era of implementation’, successful engagement will have to be fact-based, start from operational challenges in search of shared solutions, and include those actors that implement policies. For civil society this means that collective organising – for example towards the IMRF – needs to build onto what civil society does at local and national levels and use existing promising examples as essential tools to work with member states. It also means reaching out to organisations outside of the migration spectrum to build alliances. Spaces such as the GFMD will remain important as they provide the necessary informal space for governments to discuss practices and challenges, including on difficult topics that might currently not have traction within the UN. It is also a yearly occasion for governments and stakeholders to gather, strategize and connect.

Governments are not ready to be held accountable on their progress on the GCM Objectives; this is clear from the GCM text and from the IMRF modalities. At the same time, they have started to benchmark policies against the GCM commitments with the aim to identify gaps and set priorities. Objective and inclusive benchmarking can be a valuable tool to start a fact-based conversation on the GCM, with governments and other stakeholders. Such a tool exists and is currently being rolled out in Latin America. However, to do such work – and any policy work on migration – accurate data will need to be available. Although not yet implemented, the GCM Global Knowledge Hub aims to bring existing research together in a ‘one-stop shop’, and in Africa there are promising developments in that regard, led in particular by the African Union and its planned Observatory on Migration and Development. It remains to be seen how such structures will be funded and operationalised.

Two governments – both European – have committed funds to the Start-up Fund. So far, they are the only ones. While this generates concern about the overall buy-in of governments into the GCM, it is generally considered too soon for such a conclusion. Nevertheless, availability of funding for specific GCM activities will be crucial to maintain its momentum going forward, and at this point it is unclear which donors will be stepping up in this regard.

The UN Network is well placed to tackle the complexities of addressing the needs and ensuring protection of

those in mixed migration flows, but it remains to be seen whether existing and at times complicated dynamics between UN agencies and their mandates will be replicated in the Network. There is a need to bring together governments that are committed to address and act upon the challenges that mixed migration brings. Such a conversation will be most effective if guided by concerns over needs and vulnerabilities of all people on the move in mixed flows, not by mandates and categories. There exist promising practices, which can help to build this conversation with governments. Civil society is well placed to convene such a space: it is agile and links to the national and operational level. The New York Declaration remains an important reference document to determine

whether commitments for all those on the move – and in particular those most vulnerable – will have been accomplished.

There is a risk of losing sight of the structural and longer-term challenges ahead: a fact-based dialogue with the general public that addresses real-life concerns and fears will be essential to build a strong foundation for future policy work on the GCM and to counter the anti-immigrant discourse that is on the rise in many parts of the world. Local authorities and civil society can play an important role here.

7. Recommendations for engagement

Member states, the UN system and other stakeholders are starting to look at what implementation of the GCM might mean. Some have kick-started concrete projects, but activities can be mostly tied back to mapping, consultations or setting up the mechanical ‘architecture’ of implementation and review. As this paper shows, there are nevertheless a number of initiatives that are particularly worthwhile to look at. At the same time, key informants have given a specific insight into potential hurdles ahead, in particular with regard to mixed migration. These insights have generated a number of concrete proposals for civil society to move forward in the coming months.

7.1 Countering the polarized political climate

In several countries, the GCM has been used by anti-immigrant voices for internal political gains. While they are few in number, this has made conversations on the GCM so polarized both in the UN and in a number of regions that the topic risks becoming taboo. Due to this political sensitivity, stakeholders are careful to advocate strongly around the GCM. At the same time, the absence of any **critical but constructive** and fact-based debate around the GCM gives ‘carte blanche’ to anyone who wants to circulate false interpretations of the GCM, a strategy broadly used by right wing populist groups since autumn 2018. Civil society can play an important role in countering this trend:

Recommendation:

- A fact-based dialogue with the general public that addresses real-life concerns and fears will be essential to building a strong foundation for future policy work on the GCM and to counter the anti-immigrant discourse on the rise in many parts of the world. Local authorities and civil society can play an important role here. While this dialogue needs to take place at national and local levels, global spaces such as the GFMD could be used to share experiences, build alliances and learn from communication experts and the media. Key informants also point to the need to **link to other movements** such as those active around Agenda 2030 and the climate movement as a way to amplify and create a ripple effect between topics that are intrinsically linked.

7.2 Civil society collective organising

All actors come out of a high-intensity process that lasted two years. The GCM negotiations required short term strategizing, and its entry points were clearly identified through the co-facilitators, the UN SRSG for International Migration’s team, and capitals. Implementation requires a different set-up, with clearly established longer-term goals. It is also more complex to kick-start, follow, and influence: with the Compact covering all aspects of international migration, it stretches from the local to the global, involves a multitude of stakeholders and requires not only engagement with migration ministries, but with all sectors of government. Key informants recognised the need for collective work going forward, with a focus on information sharing and connecting civil society action and assigned particular value to the Civil Society Action Committee as a possible vehicle for this work.

Recommendations:

- There is momentum to be **proactive** and set up platforms for dialogue with governments to drive specific GCM objectives. Working with the UN Network thematic workstreams would be a possible – but not the only – entry point to foster such collaborations. Civil society has been very organised around the UN Network, however, time and energy spent in this process is considered ‘disproportionate’ and should not come at the expense of connecting civil society thematic work with member states.
- To create leverage and build power, civil society would need to work **‘from the ground up’**. Priority should be placed on gathering information on who works where, on which topics, and who is working with governments to move these topics forward. The Civil Society Action Committee is conducting a mapping that will give interesting insights. In addition, the GFMD Civil Society Days and Common Space will be other fora where information on GCM implementation can be collected and shared. Structures and capacities will need to be in place to allow for that strong **national – regional – global linking**.
- Key informants also highlighted the need for to identify a number of key priorities civil society wants to see achieved. This would enable preparing collectively towards the IRMF, for example. This would not mean bringing all civil society action under one umbrella, but it would lay out two or three topics and priorities on which CSOs could build collective work. The yearly GFMD Summits, including the Civil Society Days, and the expanding Common Space, are key building blocks for this civil society collective work.

7.3 Mixed migration

“While a focus on human rights in our advocacy is legitimate and true, at this point it will not help us move out of the toxic political environment. We need to have a conversation with states based on practical solutions, with needs, vulnerabilities, and opportunities as key considerations. If not, we may risk losing all we have achieved”

Key informant

This subsection proposes several actions to advance human rights protection in mixed migration within the current context.

Recommendations:

- **Priority-setting and practical guidance**

There is a need to develop a priority-setting tool with regards to mixed migration in both Compacts. A recommendation here is to start from the list of thematic areas and GCM Objectives related to human rights protection in mixed migration, and include for example: drivers, trafficking, smuggling, vulnerabilities, screening and referral, and data. Starting from these thematic areas, it would be useful to show whether these are underperforming, how these are reflected in the GCM and the GCR, and what concrete asks civil society puts forward. It would not be a ‘complementarity’ tool, comparing the GCM and GCR text and identifying overlap and gaps, but it would allow to identify key asks, and to show how the GCM and GCR can be used and implemented together to address these. Such a tool could also help to clarify the practical meaning and implications of mixed migration and to inform and identify the actors working on mixed migration across the globe.

- **Building stakeholder coordination on mixed migration**

The conversation on what human rights protection in mixed migration means is politicized to the extent that the Compact process at this moment might not provide sufficient space for governments to openly discuss pragmatic solutions that complex situations require. There is a need for a space to have that conversation. Some see a role here for the GFMD. Others point to the need to establish a smaller group of civil society, states and UN agencies that want to work together. Concretely, this could start through a one-day meeting of a **Mixed Migration Learning Platform** in early 2020. Rather than looking at ‘complementarities between both Compacts’, the purpose of the meeting should lie in identifying major challenges, discuss existing practices, look at mixed migration in national implementation plans, and prepare for the RMRFs.

As a follow-up action to this meeting a **number of regional meetings** could be considered. These would take place either back-to-back to or in preparation of the RMRFs. These regional meetings could be small, build onto conclusions from the one-day meeting in early 2020, and provide thinking and support with regards to the upcoming RMRFs.

In preparation for this work, the **GFMD 2019** is an important space to connect and prepare. In addition, with the GFMD 2019 programme focussing on mixed migration specifically, there is significant momentum to organise in that space around the topic of mixed migration. This could take shape in the form of a set of informal gatherings known as ‘tea tables’ with **civil society and governments**. Such tea tables could serve to gauge interest of states and others to work towards the Mixed Migration Learning Platform. A list of possible countries that was frequently mentioned included Mexico, Germany, Colombia, Malaysia, Bangladesh, and Morocco, but this would require further research through conversations with such governments and in close coordination with the regional civil society networks. A proposal would be to also include a tea table with local authorities and the Mayors Migration Council, since there is a growing need there to support cities dealing with mixed migration. In addition, the GFMD Civil Society Days provide a good opportunity to explore where other civil society organisations are and what challenges they face on the ground.

Ideally, a small group of civil society organisations would drive this process. This group could also act as a **‘shadow’ group** to review GCM implementation. Such a group already exists informally, and its continued work could be particularly relevant to input and review the activities of the UN Network workstreams, in particular those on data, on regular pathways and vulnerabilities, and returns.

Key informants also see the momentum of the Compacts as an impetus to learn from **promising multi-stakeholder practices** in the realm of mixed migration, and replicate their successes going forward. The GFMD and the Global Refugee Forum in December 2019 might provide such examples, and throughout this research a number of practices were mentioned as being particularly worthwhile to look at. They are included in **Annex 3** of this report. The shadow group could gather and analyse such practices and could use this analysis to provide civil society input into the work of the UN Network’s thematic workstreams.

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Annex 2 - Mapping overview

This annex gives an overview of the coordination mechanisms, meetings, and initiatives mapped during the research period, from August 1 until September 21, 2019. These findings are not based on a representative survey across all countries globally but rather on a quick scan as part of the stocktaking exercise. Information was gathered through interviews, press coverage and desktop research, and included when deemed to contribute to GCM implementation by interviewees. This means the overview is not exhaustive and is based on personal assessments from interviewees.

Some initiatives do not refer explicitly to the GCM, but have been specifically mentioned as contributing to GCM implementation. If dates are known, these have been included. When fields are blank, this means no information was found. Activities with a regional scope are flagged with an '*'.

Global mapping overview

Country	Type of action/initiator	Initiator	Description (date)	Info source (date)
Belgium, United Kingdom	Save the Children and Terre des Hommes	Coordination - Civil Society	Initiative for Child Rights in the Global Compacts	Initiative for Child Rights in the Global Compacts
Chile	UNFCCC	Meeting - UN	Climate Change Conference - COP25 (2-13 December)	
Ecuador	GFMD Chair	Meeting - Government	Global Forum for Migration and Development - 12th Summit. The GFMD includes meetings of the Civil Society Days, The GFMD Business Mechanism and the GFMD Mayors Mechanism (19-22 November)	GFMD
Multiple	To be defined	Meeting - To be defined	Regional Migration Review Fora (2020)	GCM text
Switzerland	UN Network Secretariat	Coordination – United Nations	UN Network on Migration Workplan released in July 2019	UN Network on Migration (workplan text)
Switzerland	UN Network Secretariat	Meeting– United Nations	Consultation of the UN Network on Migration with Civil Society and other Stakeholders (4 April 2019)	Report of the Consultation
Switzerland	UN Network Secretariat	Meeting – United Nations	UN Network Annual Meeting with stakeholders (11 December 2019)	UN Network on Migration
Switzerland	UN Network Secretariat	Funding – United Nations	Multi Partner Trust Fund (Start-up fund). Launched in May 2019	UN Network on Migration
Switzerland	UN Network Secretariat	Coordination - United Nations	Connections Hub	UN Network on Migration
Switzerland	UN Network Secretariat	Coordination - United Nations	Global Knowledge Platform	UN Network on Migration
Switzerland	International Detention Coalition	Coordination - Civil Society	Peer learning Platform on Ending Child Immigration Detention	IDC
Switzerland	International Catholic Migration Commission	Coordination - Civil Society	Civil Society Action Committee, to connect and bridge civil society action across the GCM and GCR	Civil Society Action Committee
Switzerland	UNHCR	Meeting – United Nations	Global Refugee Forum - GCR only (17-18 December)	UNHCR
United States	General Assembly	Meeting – United Nations	International Migration Review Forum (2022)	IMRF modalities
United States	UN Trust Fund on Human Security (UNTFHS)	Funding – United Nations	The UNTFHS finances activities to demonstrate the added value of the human security approach and extend its usage and awareness within and outside of the UN system. It has a specific Migration Programme that focuses on drivers and protection. (Predates GCM)	UNTFHS
Germany	IOM	Measurement – UN	PREDATES GCM: IOM Migration Data Portal administered by the IOM's Global Migration Data Analysis Centre (GMDAC)	IOM Data Portal
United States	Mayors Migration Council (MMC)	Coordination – City-led Initiative	New initiative that aims to elevate all cities' ability to inform international migration and refugee policy.	Mayors Migration Council

Asia mapping overview

Country	Type of action/initiator	Initiator	Description (date)	Info source (date)
Afghanistan	Coordination Mechanism - UN	IOM and UNHCR	Return and reintegration pillar of the UN coordination (predates GCM)	UN network (July 2019)
Bangladesh	Coordination Mechanism - UN	UN Country Team	Establishment of Migration Coordination Mechanism	UN network (July 2019)
India	Meeting – Civil Society	MFA members	Consultation on GCM implementation	Interview w/ author
India	Meeting – Civil Society	GAATW and members	Addressing Root Causes of Internal Migration in India – an inter-movement convening (August 2019)	GAATW
India	Meeting – Civil Society	MFA members	State level consultations: India (Andra, Chennai, Kerala)	Interview
Indonesia	Meeting – Government	Ministry of Foreign Affairs	Workshop and socialization on the GCM which will focused on the role of regional governments (26-27 August 2019)	Antara News
Indonesia	Meeting – Civil Society	MFA and Serikat Buruh Migran Indonesia	Consultation on GCM implementation (12 March 2019)	Migrant Forum in Asia
Malaysia	Meeting – Civil Society	MFA and Our Journey	Consultation on the GCM implementation (11 March 2019)	Interview w/ author
Maldives	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN network (July 2019)
Nepal	Coordination Mechanism - UN	UN Country Team	Refugee and Migration Theme Group (predates GCM)	UN network (July 2019)
Nepal	Meeting – Civil Society	Migrant Forum in Asia (MFA) and National Network for Safe Migration	Consultation on CGM implementation (22 May 2019)	Migrant Forum in Asia
Philippines	Meeting – Civil Society	MFA and Centre for Migrant Advocacy	Consultation on GCM implementation (1 March 2019)	Migrant Forum in Asia
Philippines	Meeting - Government	Government of the Philippines	Multi-Stakeholder consultation for the implementation of the GCM (6 June 2019)	Interview w/ author
Sri Lanka	Coordination Mechanism – UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN network (July 2019)
Sri Lanka	Meeting – Civil Society	MFA and members	Consultation on GCM implementation	
Tajikistan	Coordination Mechanism- Government	Ministry of Labour + UN	Working Group on Migration under the Development Coordination Council (predates GCM)	UN network (July 2019)
Thailand	Coordination Mechanism - UN	Chaired by IOM	Working Group on Migration (predates GCM)	UN network (July 2019)
Thailand	Meeting – Civil Society	MFA and the Human Right Development Foundation (HRDF)	Consultation on GCM implementation	Interview w/ author
Vietnam	Coordination Mechanism - UN		Working Group on Migration (predates GCM)	UN network (July 2019)
Bangladesh*	Meeting – Government and UN	Government of Bangladesh and ILO	Regional, multi-stakeholder consultation on the GCM (4 May 2019)	Migrant Forum in Asia
Pacific Islands*	Project – UN Trust Fund and Human Protection	UN, Pacific Islands Forum and the Platform on Disaster Displacement	A UNTFHS programme, bringing together the UN, the Pacific Islands Forum and the Platform on Disaster Displacement, will contribute to the development of a regional framework for well-managed labour mobility as an opportunity for climate adaptation.	Press release
South Asia*	Meeting – Civil Society	MFA, Solidarity Center and National Network for Safe Migration	Sub-regional consultation: focus on links between GCM and existing regional mechanisms (4-6 July 2019)	Website Women and Media Nepal
Thailand*	Coordination Mechanism - UN	Regional network on Migration for Asia and the Pacific	Establishment of Regional UN Network under UNSDG	UN network (July 2019)
Thailand*	Meeting – Civil Society	Asia Pacific Refugee Rights Network and Asia-Pacific Network of Refugees	Regional Protection Forum: Towards a 'whole-of-society approach' in the implementation of the GCM and GCR (7-9 September 2019)	Interview w/ author

Europe mapping overview

Country	Type of action/initiator	Initiator	Description (date)	Info source (date)
Belgium	Measurement - Government	Ministry of Foreign Affairs	Mapping of Belgian policies and practices of the 23 Objectives	Interview w/ author
Cyprus	Coordination		Working Group on Migration (predates GCM)	UN Network (July 2019)
Italy	Coordination		Working Group on Migration (predates GCM)	UN Network (July 2019)
Moldova	Coordination - UN	UN Country Team	Establishment of Migration Coordination Mechanism	UN Network (July 2019)
Portugal	Implementation plan - Government	Government of Portugal	National Implementation Plan	Portuguese Government
Serbia	Coordination - UN	UN Country Team	UNCT Refugee and Migration Theme Group (predates GCM)	UN Network (July 2019)
Turkey	Coordination - UN		Result group on migration and international protection under the UN Development Cooperation Strategy + interagency working group in Izmir on response to the refugee crisis (predates GCM)	UN Network (July 2019)
United Kingdom	Meeting – Academia	Refugee Law Initiative	Workshop to bring together academics and non-governmental organisations in the UK, to unpack GCM ownership and implementation (13 September 2019)	Report of the meeting
Austria*	Coordination - UN	IOM Regional Office	Regional Network on Migration for Europe / in collaboration with RO Brussels. The Regional network will meet at the margins of the regional UNSDG for Europe and Central Asia	UN Network (July 2019)
Belgium*	Coordination - UN	IOM Regional Office	Regional Working Group on Migration for Europe.	UN Network (July 2019)

Latin America mapping overview

Country	Type of action/initiator	Initiator	Description (date)	Info source (date)
Costa Rica	Coordination – UN	UN Resident Coordinator with UNHCR, IOM	UN Inter-agency working group on migrant, refugee Afro-descendant and indigenous populations: monthly coordination meetings (predates GCM)	UN Network (July 2019)
Dominican Republic	Coordination – UN		Statelessness and Migration Working Group (predates GCM)	UN network (July 2019)
Guatemala	Coordination – UN		Working Group on Migration (predates GCM)	UN network (July 2019)
Jamaica	Coordination – Government		Multi-stakeholder working group on migration (predates GCM)	UN network (July 2019)
Chile	Measurement – Civil Society	Espacio Público	Design and implementation of Latin America Compact for Migration Observatory, which tests existing policies against the 23 GCM Objectives (started in 2019)	Espacio Publico (Dedicated website in development)
Mexico	Measurement – Civil Society	TBC	Implementation of Latin America Compact for Migration Observatory (date TBC)	Interview w/ author
Peru	Measurement – Civil Society	TBC	Implementation of Latin America Compact for Migration Observatory (Date TBC)	Interview w/ author
Central America*	Meeting – UN	UNHCR/ CRRF follow-up	MIRPS Solidarity Conference on Central America: Refugee Compact Implementation (December 2019).	MIRPS
Central America*	Implementation plan – UN	UN Economic Commission for Latin America and the Caribbean	Development Plan El Salvador, Guatemala, Honduras and Mexico approved and presented at national level	ECLAC
South America*	Coordination – UN	IOM and UNHCR	Platform to coordinate regional and national response to refugees and migrants from Venezuela (predates GCM)	R4V Coordination Platform

Africa mapping overview

Country	Type of action/initiator	Initiator	Description (date)	Info source (date)
Burkina Faso	Coordination Mechanism - UN		Working Group on Migration (predates GCM)	UN Network (July 2019)
Cameroon	Coordination Mechanism - UN	UN Country Team	Establishment of Migration Coordination Mechanism	UN Network (July 2019)
Chad	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Djibouti	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Ethiopia	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Gambia	Coordination Mechanism - UN	UN Country Team	Establishment of Migration Coordination Mechanism	UN Network (July 2019)
Ghana	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish the UN Network on Migration	UN Network (July 2019)
Ghana	Implementation plan - Government and UN	IOM and government	Establishment of national labour migration policy, linked to GCM implementation	Ghanaian Times (Aug 2019)
Guinea	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Guinea - Bissau	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Ivory Coast	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Mali	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Mauritania	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Niger	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Rwanda	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Senegal	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Sierra Leone	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Somalia	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Uganda	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Zambia	Coordination Mechanism - UN	UN Country Team	UNCT likely to establish country-level UN Network on Migration	UN Network (July 2019)
Egypt*	Meeting - Civil Society	NANHRI and the National Council for Human Rights of Egypt	12th Biennial Conference. Theme: 'The GCM: African NHRIs common vision, opportunities and challenges in its implementation (5-6 November 2019)	NANHRI
Egypt*	Meeting - Government	AU	5th Pan African Forum on Migration on 'Strengthening Migration Data and Research for evidence-based policy development and implementation towards effective migration governance in Africa' (14-15 September 2019)	African Union
Kenya*	Coordination Mechanism - UN	Under UNSDG, IOM as coordinator	Regional Network on Migration for East Africa	UN Network (July 2019)
Morocco*	Measurement - Government	AU and Government of Morocco	Regional Observatory on Migration and Development (likely to be operational early 2020)	Euractiv (news website)
Nigeria*	Meeting - Government	ECOWAS and UNHCR	discuss mixed migration in West Africa and protection of refugees, asylum seekers and other persons with specific needs (16 April 2019)	ECOWAS
Senegal*	Coordination Mechanism - UN	IOM	Interagency Regional Working Group on Mixed Migration - a platform for information sharing and operations coordination amongst agencies working on migration (Predates GCM)	IOM
Senegal*	Coordination Mechanism - UN	Under UNSDG, IOM coordinator	Regional Network on Migration for West and Central Africa	UN Network (July 2019)
Senegal*	Measurement - UN	Under UNSDG, IOM coordinator	Regional Knowledge Hub West and Central Africa (forthcoming)	Interview w/ author
South Africa*	Coordination Mechanism - UN	Under UNSDG, IOM as coordinator	Regional Network on Migration for Southern Africa	UN Network (July 2019)
Zambia*	Meeting - Government and UN	AU, Government of Zambia, REC	Meeting to validate the Draft GCM Implementation Plan and to identify priorities for resource mobilization (18 June 2019)	Press release

MENA mapping overview

Country	Type of action/initiator	Initiator	Description (date)	Info source (date)
Algeria	Coordination – UN	UN Country Team	UNCT likely to establish national UN Network on Migration	UN Network (July 2019)
Egypt	Meeting – Civil society	CCRM and Gozour Foundation	National Workshop on the Implementation of Global Frameworks on Migration (21-22 July 2019)	CCRM Facebook Page
Jordan	Coordination – UN	UN Country Team	UNCT likely to establish national UN Network on Migration	UN Network (July 2019)
Jordan	Meeting – Civil society	Cross-Regional Centre for Refugees and Migrants (CCRM) and Adaleh Center for Human Rights	National Workshop on the Implementation of Global Frameworks on Migration (29-30 September 2019)	CCRM Facebook Page
Kuwait	Meeting – Civil Society	CCRM and Kuwait Human Rights Society (KHRS)	National Workshop on the Implementation of the Global Frameworks on Migration (24-25 August 2019)	Arab Times
Lebanon	Meeting – Civil society	CCRM and INSAN Association	National Workshop on the Implementation of the Global Frameworks on Migration (17-18 June 2019)	CCRM Facebook Page
Morocco	Measurement – Government	Moroccan Ministry in Charge of Moroccans Living Abroad and Migration Affairs	Government has kick started a benchmarking exercise of GCM Objectives against its National Policy on Immigration and Asylum.	Kingdom of Morocco
Morocco	Project – UN + Government	UN Regional Office, UNHCR, IOM and UNICEF (project under the UN Trust Fund for Human Security)	Protecting and Empowering Child and Youth Refugees and Migrants in Morocco. The programme enhances efforts to build capacity in migration management with special attention towards the protection and empowerment of this highly vulnerable group. (2018-2021)	Official programme Summary
Morocco	Coordination – UN	UN Country Team	UNCT likely to establish national UN Network on Migration	UN Network (July 2019)
Morocco	Meeting – UN + Government	Moroccan Ministry in Charge of Moroccans Living Abroad and Migration Affairs, the Ministry of Foreign Affairs of Denmark, UNICEF and IOM	Workshop “Children on the Move: Building Migration Data Capacities”. The event sought to jumpstart the development of a global approach to improve data on children on the move. (20-22 March 2019)	Report of the workshop
Lebanon*	Meeting – Civil Society	CCRM	Regional civil society consultation ahead of regional meeting League of Arab States (October 2019)	Interview w/ author
Lebanon*	Meeting – Government	League of Arab States	Regional meeting to discuss GCM implementation (October 2019)	Interview w/ author
Regional*	Measurement – Civil Society	CCRM	Baseline study of existing policies on migration in the region.	Interview w/ author
Regional*	Coordination – UN + Government	League of Arab States, IOM, Economic and Social Commission for Western Asia (ESCWA)	Working Group on International Migration. There is discussion on how and whether this links to a new MENA Regional Network on Migration (predates GCM)	UN Network (July 2019)

Annex 3 - Multi-stakeholder responses to mixed migration – promising examples

A number of promising multi-stakeholder practices were brought to the author's attention, which could be the basis for a future mapping and analysis of practices and lessons learned in the area of mixed migration. The list is ordered chronologically.

Name	Implementing partners	Time	Short description	More information
The Praesidium project	UNHCR, IOM, Save the Children Italy, Italian Red Cross, with the support of the Italian Ministry of Interior and, for the first three years, the European Commission.	2006 - 2011	<p>The Praesidium project was an innovative model for the reception and protection-sensitive reception of asylum seekers and others arriving by sea in the context of irregular mixed migratory flows to Southern Italy.</p> <p>This project was based on multi-partnerships between national authorities, multilateral agencies and national non-governmental institutions. It aimed to enable provision of information to those who arrived and to identify appropriate channels for their reception and access to appropriate legal and administrative procedures.</p> <p>During the Libyan crisis, the Praesidium project was strengthened to cope with the dramatic rise in the influx of migrants.</p>	Praesidium: Recommendations and Good Practices
DRIVE (Differentiation for Refugee Identification and Vulnerability Evaluation) Project	International Catholic Migration Commission (ICMC) Europe, in partnership with: ACCEM, CEAR (The Spanish Commission for Refugee Aid), CIR (Italian Council for Refugees Foundation), ECRE (European Council on Refugees and Exiles), JRS Malta (Jesuit Refugee Service), PRAKSIS in Greece and Save the Children Italy	2010 - 2011	<p>The DRIVE project has had two objectives.</p> <ol style="list-style-type: none"> 1. To study actual procedures and practices responding to boat people at points of arrival in Greece, Italy, Malta and Spain, identify both good responses and important gaps, and formulate related policy and programming recommendations. 2. To initiate and strengthen networking and capacity-building among NGOs, local service providers, international and national institutions engaged with boat people. 	DRIVE final report
Strengthening Government Institutions and Civil Society in Mexico to Improve the Protection of Vulnerable Transitory Migrants	<p>IOM, UNDP, UNFPA, UNHCR, UNODC, in partnership with: Mexican ministries of foreign affairs, interior, and health; Commission for Aid to Refugees; National Migration Institute; state governments of Chiapas, Oaxaca and Tabasco; migrant shelters and CSOs.</p> <p>It was funded by the UN Trust Fund for Human Security</p>	2012-2015	<p>The primary goal of the programme was to improve the human security of migrants in transit through southern Mexico by building the capacity of government institutions and civil society organizations to provide essential services, while promoting peaceful coexistence between transitory migrants and local communities. To this end, the project centred around three objectives:</p> <ol style="list-style-type: none"> 1. Strengthening the capacities of Mexican federal and state government institutions to enhance the effectiveness of their assistance to migrants in transit 2. Improving the capacities of civil society organizations, particularly migrant shelters, to provide improved assistance to migrants in transit, especially vulnerable migrants and potential refugees; 3. Promoting and strengthening protection networks for migrants in host communities. 	Programme Summary
The Regional Inter-Agency Coordination Platform for Refugees and Migrants from Venezuela - R4V	IOM and UNHCR, in partnership with governments, regional actors and civil society and the Red Cross Movement. Currently the Regional Platform has 41 participants, including 17 UN agencies, 15 NGOs, five donors, two international financial institutions and the Red Cross Movement. Taking into account participants in the national platforms, more than 170 actors collaborate in this coordinated regional response	2018-(ongoing)	R4V was established to coordinate the response to refugees and migrants from Venezuela. The Platform aims at addressing the protection, assistance and integration needs of both refugees and migrants from Venezuela in affected Latin American and Caribbean states. It builds on the principles outlined in the New York Declaration for Refugees and Migrants. The Platform focuses on regional strategy and country-specific support, information management, communication and resource mobilization. It is replicated at country levels through local coordination mechanisms, in close collaboration with host Governments. and other stakeholders.	R4V Website



The Mixed Migration Centre (MMC) is a global network consisting of six regional hubs (Asia, East Africa and Yemen, Europe, Middle East, North Africa & West Africa) and a central unit in Geneva. The MMC is a leading source for independent and high-quality data, research, analysis and expertise on mixed migration. The MMC aims to increase understanding of mixed migration, to positively impact global and regional migration policies, to inform evidence-based protection responses for people on the move and to stimulate forward thinking in public and policy debates on mixed migration. The MMC's overarching focus is on human rights and protection for all people on the move.

The MMC is part of, and governed by, the Danish Refugee Council (DRC). While its institutional link to DRC ensures MMC's work is grounded in operational reality, it acts as an independent source of data, research, analysis and policy development on mixed migration for policy makers, practitioners, journalists, and the broader humanitarian sector. The position of the MMC does not necessarily reflect the position of DRC.

For more information visit:
mixedmigration.org

