

Implementing the Global  
Compact for Safe, Orderly  
and Regular Migration  
(GCM):  
Guidance for governments  
and all relevant  
stakeholders

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# Acronyms

CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CMW	Committee on Migrant Workers
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil society organization
CSR	Corporate social responsibility
DG DEVCO	European Commission's Directorate-General for International Cooperation and Development
EU	European Union
GCM	Global Compact for Safe, Orderly and Regular Migration
GCR	Global Compact on Refugees
GFMD	Global Forum on Migration and Development
GMG	Global Migration Group
ICCPR	International Covenant on Civil and Political Rights
ICERD	International Convention on the Elimination of All Forms of Racial Discrimination
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICMD	Inter-Ministerial Committee on Migration and Development
ICPD	International Conference on Population Development
ICPPED	International Convention for the Protection of All Persons from Enforced Disappearance
ICRMW	International Convention on the Protection of the Rights of All Migrant Workers & Members of Their Families
IDNYC	Identification Document of New York City
IDPs	Internally displaced persons
ILO	International Labour Organization
IMRF	International Migration Review Forum
IPUMS	Integrated Public Use Microdata Series
IOM	International Organization for Migration
JMDI	Joint Migration and Development Initiative
MGI	IOM's Migration Governance Indicators
MMICD	Mainstreaming Migration into International Cooperation and Development
MPTFO	UN Multi-Partner Trust Fund Office
NHRI	National human rights institution
NIPs	National implementation plans
NSO	National statistics office
OECD	Organisation for Economic Co-operation and Development
PCD	Policy coherence for development
REC	Regional Economic Community
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goal
TWG	Thematic working group
UN	United Nations
UNCAT	Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFCC	United Nations Framework Convention on Climate Change
UNGA	United Nations General Assembly
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNMM	United Nations Network on Migration
UNODC	United Nations Office on Drugs and Crime
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNTOC	United Nations Convention against Transnational Organized Crime
UN DESA	United Nations Department of Economic and Social Affairs
VNR	Voluntary National Review

# Section I: Introduction

## Purpose of this guidance

The purpose of this guidance is to provide a reference document for governments and all relevant stakeholders to support the implementation of the Global Compact for Safe, Orderly and Regular Migration (GCM), including through the development of National Implementation Plans (NIPs). In accordance with the GCM, it offers a comprehensive, 360-degree vision of international migration and is guided by the GCM's cross-cutting and interdependent principles.

The guidance provides key considerations, resources, tools and concrete examples related to each of the 23 GCM objectives and further articulates a suggested six-step process to support States with GCM implementation. The guidance is designed to be flexible, recognizing that every country's context is unique and that there is no one-size-fits-all solution to GCM implementation.

The guidance is designed to serve governments along with a range of stakeholders, in line with the GCM's whole-of-government and whole-of-society guiding principles. This includes actors at all levels and sectors of government, as well as migrants, diasporas, local communities, civil society, academia, the private sector, parliamentarians, trade unions, national human rights institutions, the media and other relevant stakeholders (GCM, para. 44).

## Navigating this guidance

### SECTION I – Introduction

Section I provides a brief introduction that outlines the purpose of the guidance, the key stakeholders in GCM implementation and how to use the guidance.

### SECTION II – The Global Compact for Safe, Orderly and Regular Migration

Section II provides an overview of the GCM, including its vision and guiding principles, its 23 objectives and accompanying actions and its commitment to implementation, follow-up and review.

Section II also includes specific guidance on each of the GCM's 23 objectives, which has been designed to serve as a stand-alone booklet and reference for implementing each GCM objective.

### SECTION III – Implementing the GCM

#### Section IIIA – Laying the foundation for GCM implementation

Section IIIA presents the conceptual foundation for successful GCM implementation, including the following sections:



#### Section IIIB – Six-step process for GCM implementation

Section IIIB lays out a six-step process for GCM implementation. Each step provides guiding questions, concrete actions, as well as tools and an overall checklist to help States carry forward GCM implementation. The below figure shows the essential steps in this process.

## Section II: The Global Compact for Safe, Orderly and Regular Migration

### The GCM: A landmark agreement for international migration governance

The Global Compact for Safe, Orderly and Regular Migration (GCM) was adopted by United Nations Member States on 10 December 2018 and endorsed by the UN General Assembly (UNGA) on 19 December 2018. It is the first inter-governmentally negotiated agreement, prepared under UN auspices, to cover all dimensions of international migration.

In adopting the GCM, Member States committed to fulfilling the objectives and commitments outlined in the Compact. In particular, they committed to taking effective steps to implement the GCM at the national, regional and global levels, in a way that was not only aligned with the Compact's vision and guiding principles, but which takes into account different national realities, capacities and levels of development and which respects obligations under international law (GCM, para. 41).

Resting on the purposes and principles of the UN Charter, the Universal Declaration of Human Rights, all core international human rights treaties and relevant existing international law, the GCM is a non-legally binding, cooperative framework. The Compact builds on the commitments agreed by Member States in the New York Declaration for Refugees and Migrants adopted in 2016 (GCM, para. 7) and in the 2030 Agenda for Sustainable Development. It reaffirms the sovereign right of States to determine their own national migration policy, as well as their prerogative to govern migration within their jurisdiction, in conformity with international law (GCM, para. 15).

The GCM outlines a framework of 23 objectives for implementation, as well as a process for follow-up and review. Each GCM objective contains a commitment, followed by a range of actions considered to be relevant policy instruments and best practices for improving migration governance.

The GCM sets out a 360-degree vision of international migration, which means that each of the 23 GCM objectives is part of a balanced, holistic approach to migration governance.

### A 360-degree vision of international migration

While different GCM objectives focus on various aspects of migration, from access to services for migrants to border governance and available migration pathways, taken together they represent a comprehensive 360-degree vision of migration. Accordingly, GCM objectives should not be considered in isolation but rather all 23 objectives should be implemented together. The 360-degree approach makes clear that focusing on combatting smuggling without also working on protection will not work; that focusing on remittances without delivering on decent work will not work; that focusing on pathways without attention to narratives and inclusion will not work; that no approach to migration governance will work if it does not seek to understand who is moving and why; and that without international cooperation, all efforts will be limited. Below are some specific examples of why maintaining a 360-degree vision is critical to successful GCM implementation.

- **GCM objectives look at what compels people to migrate in the first place**, with Objective 2 focusing on "the adverse drivers and structural factors that compel people to leave their country of origin."
- **GCM objectives are concerned with migrants' human rights protection and the services they can access**, from the information they receive at all stages of the migration cycle (Objective 3) and their proof of legal identity

(Objective 4) to their ability to access basic services in countries of destination (Objective 15), to enjoy ethical recruitment practices and decent work conditions (Objective 6), to benefit from skills recognition (Objective 18) and to receive consular protection (Objective 14).

- **GCM objectives touch on the routes and pathways that migrants take** and their sometimes perilous nature. While Objective 5 calls for enhancing available and flexible regular migration pathways, Objective 7 commits to reducing the "vulnerabilities in migration." A few objectives touch upon specific vulnerabilities, such as those faced in the context of smuggling (Objective 9), trafficking (Objective 10) and for migrants going missing and perishing (Objective 8). As a response to making migration pathways safer, regular and more easily accessible, Objective 23 calls on States to "[s]trengthen international cooperation and global partnerships for safe, orderly and regular migration."
- **GCM objectives address border-related practices**, including border management (Objective 11); screening, assessment and referral (Objective 12); migration detention as a measure of last resort and working towards alternatives (Objective 13); and the facilitation of safe and dignified return and readmission, along with sustainable reintegration (Objective 21).
- **GCM objectives recognize migrants as agents** who should receive financial inclusion, who can contribute to their countries of origin through remittances (Objective 20) and who have the right to portable social security benefits (Objective 22).
- Further, **GCM objectives recognize the positive contributions of migrants, calling for conditions in which migrants can thrive and fulfill their potential.** These include "empower[ing] migrants and societies to realize full inclusion and social cohesion" (Objective 16), "creat[ing] conditions for migrants and diasporas to fully contribute to sustainable development in all countries" (Objective 19) and "eliminat[ing] all forms of discrimination and promot[ing] evidence-based public discourse to shape perception of migrants" (Objective 17).

Such far-reaching goals reiterate the whole-of-society approach needed to implement the GCM. Actors such as academia, the private sector, the media, financial institutions and civil society organizations all have important roles to play.

As the above indicates, actions taken concerning one GCM objective will inevitably impact other objectives. It is for this reason that GCM implementation must be carried out comprehensively, with respect for the Compact's 360-degree vision and guiding principles.

## Guiding principles

The GCM is based on a set of cross-cutting and interdependent guiding principles (GCM, para. 15). These principles must be applied together and underpin all GCM implementation efforts. The GCM guiding principles are:



## Various international instruments and frameworks: A basis for the GCM

Finally, the GCM is based on international human rights law (GCM, para. 15(f)). In particular, it is based on several foundational human rights instruments and frameworks, including the Universal Declaration of Human Rights; the International Covenant on Civil and Political Rights (ICCPR); the International Covenant on Economic, Social and Cultural Rights (ICESCR); and other core international human rights treaties.<sup>1</sup> States' obligations under these international legal instruments and particularly the respect, protection and fulfillment of all human rights of all migrants - regardless of migration status - should be the basis of the GCM's implementation.

The GCM is also complementary to a number of other legally binding and non-legally binding international normative and policy frameworks,<sup>2</sup> including the New York Declaration for Refugees and Migrants, the Global Compact on Refugees and the 2030 Agenda for Sustainable Development.

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<sup>1</sup> These include the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (UNCAT); the Convention on the Rights of the Child (CRC); the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICRMW); the International Convention for the Protection of All Persons from Enforced Disappearance (ICPPED); and the Convention on the Rights of Persons with Disabilities (CRPD).

<sup>2</sup> These include the United Nations Convention against Transnational Organized Crime (UNTOC), including the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children and the Protocol against the Smuggling of Migrants by Land, Sea and Air; the Slavery Convention and the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery; the UN Framework Convention on Climate Change (UNFCCC); the UN Convention to Combat Desertification; the Paris Agreement (on climate change); the International Labour Organization (ILO) conventions on promoting decent work and labour migration<sup>2</sup>; the Addis Ababa Action Agenda (on financing sustainable development); the Sendai Framework for Disaster Risk Reduction; and the New Urban Agenda (GCM, para. 2).

## Section IIIA: Laying the foundation for GCM implementation

### WHOLE-OF-GOVERNMENT APPROACH: DELIVERING POLICY COHERENCE

The GCM makes a central reference to policy coherence in its outline of the Compact's 10 cross-cutting, interdependent guiding principles. The **guiding principle of a whole-of-government approach** reads:

"The Global Compact considers that migration is a multidimensional reality that cannot be addressed by one government policy sector alone. To develop and implement effective migration policies and practices, a whole-of-government approach is needed to ensure horizontal and vertical policy coherence across all sectors and levels of government" (GCM, para. 15).

The GCM itself also exhibits policy coherence in important ways, including through its **grounding in international law and norms and its complementarity with other important frameworks**, such as the 2030 Agenda for Sustainable Development, the Global Compact on Refugees (GCR), the Paris Agreement, the Addis Ababa Action Agenda and the Sendai Framework for Disaster Risk Reduction.

#### The importance of adopting a whole-of-government approach

Policy coherence is an important principle that **helps governments ensure consistency across national and regional policy and programmatic frameworks, as well as their adherence to international law**. Policy coherence means "developing mutually reinforcing policies across all relevant sectors and government departments so that policies work together to effectively achieve national development goals, minimizing the negative impacts that policies in one area can have on policies in another area."<sup>3</sup>

Policy coherence is important for migration governance. Migration is an **intrinsically cross-border and cross-sectoral phenomenon that affects and is affected by all areas and levels of governance**. Policies directly or indirectly related to migration therefore need to be considered in relation to other sectoral or thematic policies, whether these be in the area of **development, human rights, climate change, water security, labour, agriculture, trade, housing, health, education and skills, non-discrimination, social protection, social cohesion, law enforcement, justice or asylum** (among others).

By working across all relevant sectors – and the governmental ministries, departments and entities associated with them – States can promote **horizontal coherence**, while also helping ensure that migrants have access to services in sectors like health, education and justice. This also guarantees that asylum policies remain true to their aims outlined in legal and institutional frameworks and that they converge with migration policies when required. Furthermore, by working with all levels of government – local, national, regional and global – governments can promote **vertical coherence**. Coherence with local authorities is particularly crucial when it comes to migration, as municipalities are often the primary actors in delivering services to migrants, fulfilling their needs and ensuring their human rights.

Failure to consider the relationship between migration policies with other sectoral policies can result at best in confusion and inconsistencies in the implementation of these policies and at worst in breaches of international law and detrimental effects on migrants. It can also limit the effectiveness of interventions overall.

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<sup>3</sup> UN DESA. [Areas of Work: Policy Coherence](#).

Meanwhile, proactive efforts to promote policy coherence can **maximize synergies between policy efforts, enhance trust and collaboration between policymakers and increase political buy-in around the importance of good migration governance.**

### Putting the whole-of-government approach into practice

**Identify or establish mechanisms and institutional set-ups for robust collaboration** across all migration-related sectors of government, as well as with all levels of government (local, national, regional and global) around migration governance.

**Build strong monitoring and evaluation frameworks, improve migration data and increase migration data capacity** so that policy impacts (and policy trade-offs) can be measured with greater accuracy.

**Map your country's international commitments – including international human rights law –** to ensure that policies, legislation and programmes are aligned with these commitments.

**Integrate migration into diverse policy areas, for example, health, education, etc.** – also known as "mainstreaming migration" – so that policies in different sectors are inclusive of and responsive to migrants' needs and rights and so the development potential of migration is maximized.

Below are several useful resources on integrating migration into policy planning:

- ***Guidelines on mainstreaming migration into local development planning.*** JMDI, Brussels. (Available [here.](#))
- ***Mainstreaming Migration into Development Planning: A handbook for policymakers and practitioners.*** IOM/GMG, Geneva. 2010. (Available [here.](#))
- ***Interrelations between Public Policies, Migration and Development.*** OECD, Paris. 2017. (Available [here.](#))
- ***Guidelines on Mainstreaming Migration into International Cooperation and Development (MMICD).*** MMICD project funded by the European Commission's Directorate-General for International Cooperation and Development (DG DEVCO) and implemented by IOM. IOM, Brussels. (Forthcoming. This package will contain toolkits for specific development sectors.)
- ***Measuring Policy Coherence for Migration and Development: A New Set of Tested Tools.*** OECD and UNDP, Washington, DC. 2020. (Available [here.](#))

Furthermore, the programmes below have focused specifically on integrating migration.

- **The Joint Migration and Development Initiative (JMDI)** was launched in 2008. JMDI was funded by the European Commission and the Swiss Agency for Development and Cooperation and implemented by UNDP Brussels in collaboration with various UN agencies. JMDI provided guidance and training on integrating migration into policy planning at the local level and helped scale up selected locally-led migration and development initiatives by providing financial assistance, technical assistance and capacity building to local actors. (For more information about this project, go [here.](#))
- **The pilot project "Mainstreaming Migration into National Development Strategies"** was co-launched by UNDP, IOM and the Swiss Agency for Development and Cooperation (SDC). This programme was launched in 2011 and was completed in 2018. (More information about this project can be found [here.](#))

**The "Mainstreaming Migration into International Cooperation and Development (MMICD)" project** is funded by the European Commission's (DG DEVCO) and implemented by IOM. The project was launched in 2017 and is ongoing. (For more information about this project, go [here.](#))

## WHOLE-OF-SOCIETY APPROACH: ENGAGING WITH ALL RELEVANT ACTORS

The GCM makes it clear that the Compact is to be implemented in **cooperation and partnership with a wide range of both governmental and non-governmental partners** (GCM, para. 44). The **guiding principle of a whole-of-society approach** reads:

“The Global Compact promotes broad multi-stakeholder partnerships to address migration in all its dimensions by including migrants, diasporas, local communities, civil society, academia, the private sector, parliamentarians, trade unions, national human rights institutions, the media and other relevant stakeholders in migration governance” (GCM, para. 15).

### The importance of adopting a whole-of-society approach

By taking a whole-of-society approach, government actors should foster **meaningful multi-stakeholder engagement throughout all steps of GCM implementation**, as well as ensure the **robust participation of migrants and host community members** in the implementation, follow-up and review of the GCM.

In particular, the whole-of-society approach requires government actors to create **enabling environments that are inclusive, safe and sustainable**, not only during consultations with relevant stakeholders but throughout all processes related to GCM implementation and review. Such environments are not only aligned with the GCM's age-, gender-, disability- and diversity-sensitive principles, but they are much more likely to meaningfully include and amplify the voices of those who often face significant structural barriers to participation, such as migrants themselves and migrant-led organizations.

More broadly, because migration is a transversal phenomenon relevant to all levels of government as well as a wide range of policy domains, successful GCM implementation cannot occur in silos. A whole-of-society approach helps ensure that **cross-societal and cross-governmental collaboration occurs**. For example, when States take a whole-of-society approach to providing accurate and timely information at all stages of migration (Objective 3), they are compelled to organize multi-lingual, gender-responsive and evidence-based campaigns and awareness-raising activities in partnership with a wide range of governmental and civil society actors, including local authorities, consular and diplomatic missions, diaspora organizations and academia (GCM, para. 19e).

### Putting the whole-of-society approach into practice

**Implement the GCM in cooperation and partnership with all relevant stakeholders** (GCM, para. 44), including:

Migrants	Civil society organizations
Faith-based organizations	Trade unions
Migrant and diaspora organizations	Private sector actors
Local authorities and communities	Parliamentarians
National Human Rights Institutions	Media
International Red Cross and Red Crescent Movement	Academia

**Organize multi-stakeholder consultations** throughout all steps of GCM implementation and review.

**Establish meaningful mechanisms for including all relevant stakeholders** in migration governance (see GCM, paras. 15 and 44).

**Identify ways in which collaboration and partnerships around migration governance can be strengthened and improved.** This includes:

- Identify gaps in existing collaboration and partnerships and eliminate barriers to stakeholder participation, including structural, gender, legal, linguistic, physical and technological barriers;
- Provide space for all stakeholders to ensure active, free, informed and meaningful participation and engagement in migration governance processes and decision-making, including through developing consultation mechanisms and modalities;
- Provide relevant information, in a language and format accessible to migrants, regarding the decision-making processes that affect them;
- Enhance the capacities of partners to ensure meaningful participation in established consultation mechanisms;
- Ensure that all voices are included and amplified, such as migrant organizations led by women, youth and disabled persons.

**Actively practice openness and receptivity to critical opinions** – particularly those coming from community members most adversely affected by migration policy – and regularly integrate this feedback into policy interventions.

### **Standing in Solidarity with Migrants: Supporting Civil Society & Other Stakeholders in Responding to the COVID-19 Pandemic**

In July 2020, the UN Network on Migration released a statement on supporting civil society organizations and other stakeholders in responding to COVID-19. The statement recognizes all actors providing vital protection, monitoring, advocacy, information and support to (and in collaboration with) migrants during the COVID-19 pandemic. The statement also calls for increased recognition for this work, including through avenues for meaningful participation and greater governmental and financial support. The statement recalls the GCM's commitment to a whole-of-society approach, which recognises that migration governance requires the input of all sectors of government and society, and insists that this principle must be upheld in COVID-19 response and recovery efforts.

The full statement is available [here](#).

## HUMAN RIGHTS-BASED APPROACH: ALIGNING WITH EXISTING OBLIGATIONS

The GCM is **based on international human rights law**<sup>4</sup> and **upholds the principles of non-regression and non-discrimination**. Furthermore, the implementation of the GCM itself will ensure the effective **respect, protection and fulfillment of the human rights of all migrants, regardless of their migration status**, across all stages of the migration cycle. The GCM **guiding principle of human rights** reads:

“The Global Compact is based on international human rights law and upholds the principles of non-regression and non-discrimination. By implementing the Global Compact, we ensure effective respect for and protection and fulfillment of the human rights of all migrants, regardless of their migration status, across all stages of the migration cycle. We also reaffirm the commitment to eliminate all forms of discrimination, including racism, xenophobia and intolerance, against migrants and their families” (GCM, para. 15).

### The rise of xenophobia sparked by COVID-19

Since the onset of the COVID-19 pandemic, migrants have been particularly targeted by stigma and xenophobia, and often scapegoated as responsible for spreading the virus. The pandemic has exacerbated already high levels of xenophobia, racism and stigmatization against migrants and refugees and has even given rise to attacks against refugees and migrants.

In response, the UN Network on Migration has called on all authorities to make every effort to confront xenophobia, including where migrants and others are subject to discrimination or violence linked to the origin and spreading of the pandemic.<sup>5</sup> States and all relevant stakeholders must enact inclusive public health and socio-economic responses that protect the human rights of all migrants, regardless of their legal status, and recognize migrants as an integral part of the solution. [COVID-19 does not discriminate, and nor should our response](#) if it is to succeed.

For more information including policy recommendations and best practices to combat xenophobia in the context of COVID-19, see the [UN Network on Migration COVID-19 portal](#).

**A human rights-based approach (HRBA)** is normatively based on international human rights law and standards and operationally directed to respecting, protecting and fulfilling human rights. The underlying feature of an HRBA is that it identifies *rights holders*, who, by virtue of being human, have a claim to certain entitlements, and *duty bearers*, who are legally bound to respect, protect and fulfill the entitlements associated with those claims. It also seeks to analyse the inequalities that lie at the heart of policy problems and redress discriminatory practices that often result in groups of people being left behind. Thus it is necessary to identify groups or individuals that may be in situations of vulnerability and make their inclusion and empowerment a priority. In the context of migration, a human rights-based approach recognizes migrants as rights-holders and brings the treatment of all migrants, regardless of their migration status, to the forefront of all discussions and programming on migration, guided by the fundamental principles of equality and non-discrimination, participation and inclusion, accountability and the rule of law.

### The UN Network on Migration’s response concerning immigration detention during COVID-19

In April 2020 during the COVID-19 pandemic, the UN Network on Migration, recognizing the high risk of contracting COVID-19 faced by migrants in detention centres, released practical recommendations with guidance for States and other stakeholders on preventing and responding to COVID-19 in the context of immigration detention, in relation to GCM Objective 13.

<sup>4</sup> The GCM is based on a number of foundational human rights treaties and frameworks (GCM, para. 2). See footnotes 1 and 2 for more details on these frameworks.

<sup>5</sup> UN Network on Migration (2020). [COVID-19 does not discriminate: nor should our responses](#).

The Network called on States to:

- Introduce a moratorium on the use of immigration detention;
- Scale-up and implement non-custodial community-based alternatives;
- Release all migrants in detention into alternatives, following strict safeguards and prioritizing children, families and other migrants in vulnerable situations;
- Urgently improve overall conditions in places of immigration detention while we transition to alternatives.

The guidance was developed by the Network's Working Group on Alternatives to Detention – co-led by UNICEF, UNHCR and the International Detention Coalition (IDC) – in partnership with UN agencies and civil society.

The full guidance is available [here](#).

## The importance of adopting a human rights-based approach

States will benefit from taking a human rights-based approach to GCM implementation. Not only does taking a rights-based approach to GCM implementation help **further the GCM's vision of being people-centred** – one of the Compact's guiding principles – but **it also serves to help States meet their obligations to respect, protect and fulfill the human rights of all migrants**:

Fulfil States' international human rights obligations

Enhance States' human rights expertise

Build healthy, inclusive and sustainable societies free of discrimination

Protect migrants in vulnerable situations, such as undocumented migrants, victims of human trafficking and unaccompanied and separated children

Close the gap between human rights policy and legislation, on the one hand, and implementation on the other (i.e., the difference between rights on paper versus rights in practice)

Under a human rights-based approach, migrants are rights-holders whose dignity must always be respected.

Finally, **protecting the rights of migrants is essential to protecting members of society in general**. This became particularly evident during the **onset of the COVID-19 pandemic in 2020**, when providing inclusive services to all migrants, regardless of status, became key to mitigating and containing the outbreak and building back better.<sup>6</sup>

## Putting the human rights approach into practice

**See all migrants, regardless of status, as rights-holders:**

- Focus on the most marginalized groups and individuals whose rights are regularly denied, ignored or violated;

<sup>6</sup> Guadagno, L., the International Organization for Migration (2020). [Migrants and the COVID-19 pandemic: An initial analysis](#).

- Encourage governments and other actors as duty bearers to meet the obligations they have voluntarily committed to under human rights law;
- Seek to bring laws, policies and social practices into line with international standards, addressing structural inequalities and patterns of discrimination;
- Pay attention not only to the results but also to the process - through the principles of participation, non-discrimination, empowerment, transparency and accountability.

**Increase knowledge of international human rights law**, including all nine core treaties<sup>7</sup> and other treaties and agreements such as:

- The International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families (1990)
- ILO Convention on Migration for Employment (No. 97)
- ILO Convention on Migrant Workers (No. 143)
- ILO Convention on Decent Work for Domestic Workers (No. 189)

**Ensure human rights knowledge and expertise in all structures for planning and overseeing GCM implementation**, including through working with relevant ministries and the National Human Rights Institution.

**Actively work to promote conformity of your national migration-related laws, policies and practices with international human rights law**, such as through strengthening or establishing your country's national mechanism for reporting and follow-up.<sup>8</sup>

**Strengthen or establish your country's national human rights institution** and its capacity to promote and protect the human rights of migrants.

**Establish or strengthen your country's national plan of action for the promotion and protection of all human rights**, including economic, social, cultural, civil, political rights and the right to development, paying particular attention to those most marginalized. For example, migrants often face situations of vulnerability arising from the circumstances in which they travel or the conditions they face in countries of origin, transit and destination and States should endeavor to assist them and protect their human rights, in accordance with obligations under international law.

**Ensure that all migrants, regardless of status, have access to all human rights.**

**Participate in the Human Rights Council's Universal Periodic Review (UPR)** to report on human rights-based implementation of the GCM and make recommendations to other States, incorporating the implementation of recommendations related to migrants into national GCM implementation planning.

<sup>7</sup> A list of these treaties can be found [here](#).

<sup>8</sup> "A national mechanism for reporting and follow-up is a national public mechanism or structure that is mandated to coordinate and prepare reports to and engage with international and regional human rights mechanisms (including treaty bodies, the universal periodic review and special procedures), and to coordinate and track national follow-up and implementation of the treaty obligations and the recommendations emanating from these mechanisms." See OHCHR (2016). [National Mechanisms for Reporting and Follow-up: A practical guide to effective state engagement with international human rights mechanisms](#).

## CHILD-SENSITIVE APPROACH: PROTECTING, INCLUDING AND EMPOWERING ALL CHILDREN

**Globally, there are an estimated 33 million international child migrants.**<sup>9</sup> Millions more are affected by migration without ever leaving their homes – including children left behind by migrating parents and children living in the shadows without regular migration status.

The GCM represents a milestone for children and States alike. **The GCM recognizes children and young people as central to migration governance** and provides States with a practical tool to better meet their existing legal obligations to protect, include and empower all children and youth regardless of status – **shifting their responses from vulnerability to potential and from marginalization to inclusion.**

This shift is enshrined in the Compact’s **guiding principle of child-sensitive**, which reads:

“The Global Compact promotes existing international legal obligations in relation to the rights of the child, and upholds the principle of the best interests of the child at all times, as a primary consideration in all situations concerning children in the context of international migration, including unaccompanied and separated children” (GCM, para. 15).

In other words, the GCM calls on States to recommit to the Convention on the Rights of the Child (CRC) in the context of migration and to treat every child first and foremost as a child, not based on their migration status. **The Compact offers governments an action plan to transform migration into a positive and empowering experience for children – because migration policies that work for children also benefit States.**

### The importance of adopting the child-sensitive guiding principle

The fact that the rights of children is a guiding principle that cuts across all 23 objectives of the GCM is significant in and of itself. **Children are not a footnote or an afterthought in migration policy**, neither are they exclusively approached through the lens of vulnerability. It is also noteworthy that the Compact reflects the multiple ways in which migration impacts children – whether they move unaccompanied or separated from their families or with their parents, whether they have regular status or are undocumented.

Implementing the GCM in a child-sensitive manner must start with acknowledging that children and their rights are central to good migration governance. Governments must pay attention to children not only because they need protection, but because laws, policies and practices that ignore them are ineffective. **When children fall through the cracks, migration systems fail.**

**At the core of child-sensitivity is the principle of the best interests of the child** as “a primary consideration in all situations concerning children” (CRC, Art 3). This means that the child’s interests have high priority and are not just one of several considerations and that the child’s best interests should take precedence over considerations relating to their migration status. The CRC Committee has explained<sup>10</sup> the child’s best interests as a threefold concept:

1. A substantive right;<sup>11</sup>

<sup>9</sup> See: <https://data.unicef.org/topic/child-migration-and-displacement/migration/>

<sup>10</sup> CRC Committee. [General comment No. 14 \(2013\) on the right of the child to have his or her best interests taken as a primary consideration.](#)

<sup>11</sup> “The right of the child to have his or her best interests assessed and taken as a primary consideration when different interests are being considered in order to reach a decision on the issue at stake and the guarantee that this right will be implemented whenever a decision is to be made concerning a child, a group of identified or unidentified children or children in general. Article 3, paragraph 1, creates an intrinsic obligation for States, is directly applicable (self-executing) and can be invoked before a court.”

2. A fundamental, interpretative legal principle;<sup>12</sup>
3. A rule of procedure.<sup>13</sup>

The other core principles of the CRC principles are non-discrimination, participation and the right to life, survival and development.<sup>14</sup> These should also be at the centre of States' migration policies and procedures and are unpacked in the below actions.

### Putting the child-sensitive guiding principle into practice

**Bring children and young people to the table as partners in the implementation, follow up and review mechanisms of the Compact.** Listen to them carefully and do nothing about them without them. Include unheard voices in the conversation through interpretation, professional facilitation, intercultural mediation and skills development. When we take them seriously, children and young people are part of the solution and contribute to designing better migration policies.

**Ensure non-discrimination on the basis of nationality or migration status.** Discrimination is at the core of many migration policies and practices that put children at risk, despite the clear CRC obligation for all States to fulfill the rights of every child *in* their territory, not *of* their territory. This translates into migrant children not having access to national systems and ending up in parallel structures, often under the care of immigration authorities. Discrimination explains, for example, why so many unaccompanied and separated children are kept in residential care, even in countries that have well-established family-based alternative care systems.<sup>15</sup> It is also why child immigration detention is often justified as a protective measure – a reasoning that would be unacceptable for national children in similar circumstances<sup>16</sup> – and why States rarely grant undocumented migrant children the level of healthcare that they afford to the daughters and sons of their citizens.

**Include migrant children in national and local systems and services.** Migrant children will never be seen and treated as children first unless States invest in making migration governance child-sensitive and child protection and other national systems and services migration-sensitive. The first step in this direction is ensuring that migrant children are referred as soon as possible to child protection authorities and that these services have the capacity to address the specific needs of these children, along with teachers, healthcare professionals, social workers and other key actors. Allocating resources to places, people and processes that bring together migration and child protection systems and actors is another policy choice to implement the GCM in a child-sensitive manner likely to yield tangible results.

**Convene or join smart partnerships to pilot, share and replicate concrete solutions that work to protect children and youth on the move and unlock their potential.** Cooperation and peer learning among stakeholders should be led by governments and bring together inter alia local authorities, civil society, UN entities, the private sector and migrant children and youth – connecting ideas and experiences between the national and the local level

<sup>12</sup> "If a legal provision is open to more than one interpretation, the interpretation which most effectively serves the child's best interests should be chosen. The rights enshrined in the Convention and its Optional Protocols provide the framework for interpretation."

<sup>13</sup> "Whenever a decision is to be made that will affect a specific child, an identified group of children or children in general, the decision-making process must include an evaluation of the possible impact (positive or negative) of the decision on the child or children concerned. Assessing and determining the best interests of the child require procedural guarantees. Furthermore, the justification of a decision must show that the right has been explicitly taken into account. In this regard, States parties shall explain how the right has been respected in the decision, that is, what has been considered to be in the child's best interests; what criteria it is based on; and how the child's interests have been weighed against other considerations, be they broad issues of policy or individual cases."

<sup>14</sup> [Joint general comment No. 3 \(2017\) of the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families and No. 22 \(2017\) of the Committee on the Rights of the Child on the general principles regarding the human rights of children in the context of international migration.](#)

<sup>15</sup> Lumos Foundation (2020). [Rethinking care: Improving support for unaccompanied migrant, asylum-seeking and refugee children.](#)

<sup>16</sup> States often justify the use of child immigration detention as a way to ensure the child's safety, prevent child trafficking, ensure family separation, assess the child's age or conduct a vulnerability assessment.

and across countries and providing a platform for States to identify challenges that can be addressed through technical support from partners.

**Generate more reliable, timely and accessible high-quality data and evidence disaggregated by age.** Despite greater efforts over the past decade, there are severe gaps in even the most basic data about children in migration. For example, only 77% of the global migrant stock data is disaggregated by age.

A variety of resources to support adopting a child-sensitive approach to GCM implementation can be found on UNICEF's website,<sup>17</sup> available [here](#), including:

- **Guidance for assessing the situation of children on the move in a national context.** (Available [here](#).)
- **Guidelines on Adolescent Participation and Civic Engagement.** (Available [here](#)).
- **Children Uprooted: What Local Governments Can Do.** (Available [here](#)).
- **UNICEF's Agenda for Action.** (Available [here](#)).
- **A Call to Action: Protecting children on the move starts with better data.** (Available [here](#).)
- **Quick Tips on COVID-19 and Migrant, Refugee and Internally Displaced Children.** (Available [here](#).)
- **Taking and Inspiring Action: UNICEF Practices for Children on the Move during COVID-19.** (Available [here](#).)<sup>18</sup>

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<sup>17</sup> UNICEF. [Migrant and Displaced Children](#).

<sup>18</sup> For other select UNICEF resources that can be useful in putting children at the core of GCM implementation, including in the context of COVID-19, please see: <https://www.unicef.org/migrant-refugee-internally-displaced-children> and <https://www.unicef.org/sdgs/resources> (for links with SDG implementation). This [tool](#) provides detailed practical guidance to assess the overall situation of migrant and displaced children in any given national context – a necessary initial step in child-sensitive GCM implementation.

## GENDER-RESPONSIVE APPROACH: ADDRESSING THE GENDERED REALITIES OF ALL MIGRANTS

**The implementation of the GCM must be gender-responsive.**<sup>19</sup> Gender-responsive migration governance refers to the way in which laws, policies and programmes recognize and address the different realities faced by migrants on the basis of their gender, including in its intersection with factors such as age, sexual orientation, gender identity or race, and at all stages of migration, while upholding their human rights promoting their empowerment and advancing gender equality.

The GCM **guiding principle of gender-responsive** states:

“The Global Compact ensures that the human rights of women, men, girls and boys are respected at all stages of migration, that their specific needs are properly understood and addressed and that they are empowered as agents of change. It mainstreams a gender perspective and promotes gender equality and the empowerment of all women and girls, recognizing their independence, agency and leadership in order to move away from addressing migrant women primarily through a lens of victimhood” (GCM, para. 15).

### The importance of adopting a gender-responsive approach

We must address and acknowledge the gendered realities of migration. **Every aspect of migration is influenced by a person’s gender:** from the reasons for migrating, information received before leaving, journeys embarked upon, integration in the country of destination, work performed and challenges faced.

**When migration is a choice, it can be an expression of migrants’ agency and a vehicle for their empowerment.** For many including migrant women<sup>20</sup>, migration can be a positive experience leading to a better life and enhancing their livelihood opportunities, autonomy and empowerment.

**However, migration can also expose many – notably women and girls – to situations of vulnerability and rights violations** because of gender-based discrimination in law and practice.

In addition, migrants such as women, girls and LGBTI migrants often experience **multiple and intersecting forms of discrimination**, facing not only gender-based discrimination but also racism and xenophobia. Discrimination based on race, ethnicity, cultural particularities, nationality, language, religion or other status may be expressed in gender-specific ways.<sup>21</sup> Migrant women, for example, may face greater risks of discrimination because **laws and policies often reproduce or reinforce existing gender inequalities** in countries of origin, transit and destination.

**Labour markets remain highly segregated** and women, relative to men, often have limited access to information and lack decision-making power and control over resources because of structural gender inequalities.

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<sup>19</sup> Information contained in this section is developed from the forthcoming publication, “Policies and Practice: A Guide to Gender-Responsive Implementation of the Global Compact for Migration” developed by UN Women in consultation with the members of the Expert Working Group on Addressing Women’s Human Rights in the GCM.

<sup>20</sup> Women account for approximately half of all international migrants and remittance senders. See: United Nations, Department of Economic and Social Affairs, Population Division (2019). [International Migration 2019](#). See: Highlights and International Fund for Agricultural Development (2017). [Sending Money Home: Contributing to the SDGs. One Family at a Time](#).

<sup>21</sup> [CEDAW General Recommendation No. 26. Forty-second session. 2008. Women Migrant Workers](#).

Migrants may face heightened risks of:



### Putting the gender-responsive approach into practice

**Putting the gender-responsive approach into practice requires an analysis of policies and laws to understand how their implementation will impact migrant women, men and those who identify outside those binary categories differently and make changes as required.<sup>22</sup>**

Some of the overarching cross-cutting issues that need to be addressed to ensure adherence to the gender-responsive principle are:

**Full equality of all enshrined in law and the elimination of gender-based discrimination including in education, employment, political participation, healthcare and economic life.**

**Eliminate gender-discriminatory provisions, restrictions, bans or exclusions in law and practice that limit opportunities for safe and regular migration.**

**Expand regular migration pathways for both skilled and lower-skilled migrant workers, including migrant women, and their access to decent jobs and social protection.**

**Ensure all employment laws and policies promote decent work, equality of opportunity and treatment in the labour market for all.**

**Ensure access to services, including healthcare and sexual and gender-based violence services, for all migrants irrespective of them having documentation.**

**Collect, analyze and disseminate sex-disaggregate data and gender statistics on migration which adequately reflect the differences and inequalities in the situation of women, men and those who identify outside those binary categories.**

**Provide clear and accessible information for migrants to know and understand their rights and obligations at all stages of migration, including targeted information for migrant women and girls.**

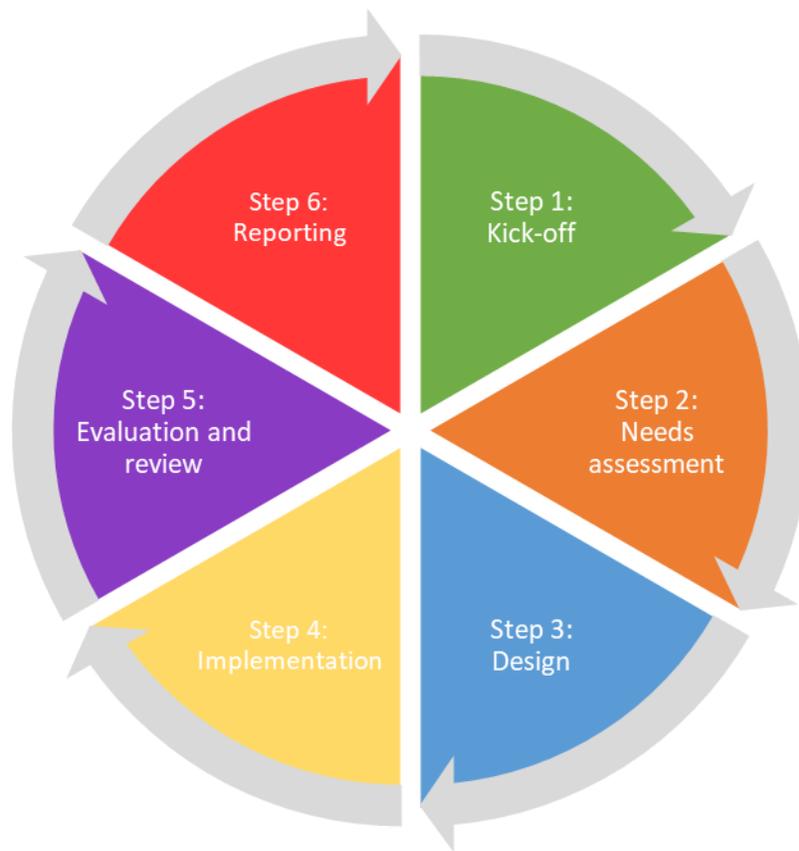
<sup>22</sup> UN Women is developing a checklist for each of the 23 GCM objectives, which will offer a comprehensive framework of actions to help guide the development and implementation of migration policies, laws and programmes which fully address the gendered realities of migration. This checklist forms part of the Policies and Practice Guide to Gender-Responsive Implementation of the GCM. A brief describing the initial draft of this document can be found [here](#).

# Section IIIB: Six-step process for GCM implementation

## INTRODUCTION TO SIX-STEP PROCESS

A one-size-fits-all approach to GCM implementation does not exist. This is due to the highly varied contexts in which migration transpires; the different capacities, resources, institutional and legal frameworks of States; as well as the shifting challenges, opportunities and needs of migrants in any given context.

The process for identifying a path forward for GCM implementation is thus particular to each State. With this in mind, the following six-step process can serve as a blueprint to support government actors and relevant stakeholders chart out a path for GCM implementation that responds to their country context in line with the vision and guiding principles of the GCM. Each step provides guiding questions, concrete actions, as well as tools, resources and an overall checklist to help States carry forward GCM implementation.



## Step 1: KICK-OFF

The importance of meaningful stakeholder engagement for GCM implementation is made clear through the GCM's guiding principles, which call for a whole-of-society approach that promotes "broad multi-stakeholder partnerships to address migration in all its dimensions." (GCM, para. 15). This approach is emphasized throughout the GCM, with many of the associated actions calling on States to work with, cooperate and build partnerships with "relevant stakeholders."

While meaningful engagement with stakeholders is essential throughout the entire GCM implementation process, it has a particularly central role in the beginning during the kick-off step, which entails identifying stakeholders, creating meaningful engagement, deciding on an institutional set-up for GCM implementation and conducting awareness-raising activities.



The following outlines concrete actions that can be taken to help kick-off the GCM implementation process. Before beginning, consider the following guiding questions. Once familiar with the various actions involved, refer to the checklist included at the end of this step.

### Guiding Questions for Step 1: Kick-off

1. What government bodies/entities are involved in migration-related policy?
2. Which policy sectors significantly affect – or are affected by – migrants and migration? Consider all types of migration and migrants.
3. What government departments and what levels of government (local, national, regional, global) maintain responsibility for migration and the delivery of protection and assistance to migrants and their families?
4. What non-governmental bodies/entities support migration governance and the delivery of assistance to migrants and their families?
5. Based on your answers to the questions above, which institutional set-up in your country do you think would be most conducive to successful GCM implementation? Why?
6. Which government actors and other stakeholders require awareness-raising around the GCM, including its guiding principles and objectives? Why?

## Action 1: Identify Stakeholders



To identify stakeholders, government actors need to **brainstorm about and map out who their stakeholders are**, keeping in mind that relevant stakeholders are not a static group.<sup>23</sup> Stakeholders in GCM implementation are those who, either directly or indirectly, represent a voice for migrants and are well-positioned to put forward their views and interests. Tool 1 below outlines potential stakeholders, including those identified in the GCM.

To identify stakeholders, consider the following:

- Who would be affected by GCM implementation?
- Who could influence GCM implementation?
- Who has an interest in successful GCM implementation?
- Whose needs should be met by GCM implementation?
- Which actors are affected by migration-related decision-making?
- Which actors do you need to engage to ensure successful GCM implementation?
- Which actors are generally underrepresented and are often not in the room? (E.g., migrant themselves, including migrant women and migrant children)

### Tool 1: List of potential stakeholders (GCM, para. 44)

<b>Migrants and their families</b>	Those who directly experience the impacts of migration governance arrangements and a wide range of sectoral policies (e.g. health, education, justice and agriculture, among others).
<b>Diasporas</b>	They bring value to populations in both countries of origin and destination, through human capital, financial resources, remittances, philanthropy and investments.
<b>Civil society organizations</b>	Civil society actors can play a key role in ensuring vital protection, monitoring, advocacy, information and support.
<b>Local and regional government authorities</b>	Local and regional authorities deliver the GCM at the local level, playing a critical role in the provision of services, promoting social cohesion and responding to real and shifting needs on the ground. Consulting with and empowering local and regional authorities is crucial to have effective GCM implementation at the territorial level. <b>COVID-19:</b> During the COVID-19 pandemic in 2020, the critical role of local authorities in delivering important services to migrants became even more apparent. In Chicago, for example, the Mayor issued an executive order ensuring that migrants and refugees – regardless of status – could access response benefits and services at the municipal level. <sup>24</sup>

<sup>23</sup> de la Mata, G., Innovation for Social Change (2014). [Do you know your stakeholders? Tool to undertake a Stakeholder analysis.](#)

<sup>24</sup> GFMD Mayors Mechanism (2020). [Update on COVID-19: April 2020.](#)

<b>Different policy sectors</b>	Per its whole-of-government approach, policy coherence across all sectors and levels of government is critical for GCM implementation. <b>COVID-19:</b> During the COVID-19 pandemic, for example, the provision of inclusive health services for all migrants, regardless of status, became recognized as key to mitigating and containing the outbreak. <sup>25</sup>
<b>Local communities</b>	Local communities in countries of origin, transit and destination can be engaged to support various aspects of GCM implementation, including measures to ensure inclusion and prevent incidences of racism, xenophobia and other forms of discrimination against migrants and diasporas (GCM Objective 17, g) and in partnerships to promote the transfer of knowledge and skills between countries of origin and destination (GCM Objective 19, j) among other aspects.
<b>National human rights institutions</b>	These institutions support government implementation of human rights commitments and independently monitor States' compliance with international human rights obligations, often receiving complaints and conducting investigations and inquiries <sup>26</sup> (GCM Objective 15, d).
<b>Private sector actors</b>	Private sector actors can be useful partners, in particular in relation to labour migration and labour protection issues. Involved in job creation, private sector actors can also help promote diaspora entrepreneurship and investment.
<b>Academia</b>	Academia has an important role in critically evaluating and clarifying the objectives and actions laid out in the GCM.
<b>Recruitment agencies</b>	Recruitment agencies can offer important thematic and technical expertise. They should be engaged when it comes to labour migration and the nexus with human trafficking and smuggling, ensuring that they are well-regulated and align with international guidelines and best practices (GCM Objective 6, c) and mandated to uphold legal requirements, including human rights standards.
<b>Development cooperation partners</b>	These partners can shape the funding for the implementation of GCM interventions.
<b>Parliamentarians</b>	Parliamentarians can have a role in ensuring that the rights and needs of migrants and their families are considered in legislation, as well as in translating different GCM objectives to national contexts through the adoption of legislation.
<b>Trade unions</b>	Trade unions can be an important partner in ensuring labour protections – as well as access to services, justice and decent work – for all migrant workers, regardless of their status.
<b>The media</b>	The media can have a pivotal role in raising awareness about the content and importance of the GCM and about laws and policies that impact on migrants and their families. In light of growing anti-immigrant sentiment, they can also help shift perceptions of migrants.
<b>Children and young people</b>	Children and their rights are central to good migration management. Engaging with children and young people is important to ensure they are part of the solution and contribute to designing better migration policies.
<b>Regional-level and country-level set-ups of the UN Network on Migration</b>	The Network at the regional and country levels is a valuable resource that can assist and guide States with on-the-ground GCM implementation, including to connect to the Migration MPTF, engage with civil society and other stakeholders and to complete the established review processes.

<sup>25</sup> Guadagno, L., International Organization for Migration (2020). [Migrants and the COVID-19 pandemic: An initial analysis](#).

<sup>26</sup> For more information on NHRIs, see: <https://nhri.ohchr.org/EN/AboutUs/Pages/RolesTypesNHRIs.aspx>

## Action 2: Create meaningful engagement



**Inclusive and proactive engagement with stakeholders** should happen early in GCM planning and continue throughout implementation, follow up and review. To create meaningful engagement, it is important to understand the identified stakeholders and establish appropriate engagement mechanisms. The following actions can support this endeavor:

### Understand who your stakeholders are

- How is each stakeholder engaged in migration governance?
- What role and interest do stakeholders have in GCM implementation?
- What potential conflicts of interest might exist between various stakeholders and why?
- How can trust be built among all relevant stakeholders to achieve a common vision for GCM implementation?

### Determine how to engage with your stakeholders

- How much time and what resources will be needed to meaningfully engage with each stakeholder?
- Is there a need to provide capacity development or guidance to certain actors to enhance their capacity to meaningfully engage? How might this be provided?
- Keeping in mind that there is no one-size-fits-all model, what mechanisms for and modalities of engagement will enhance cooperation with each stakeholder?

### Ensure accessibility, fair representation and transparency

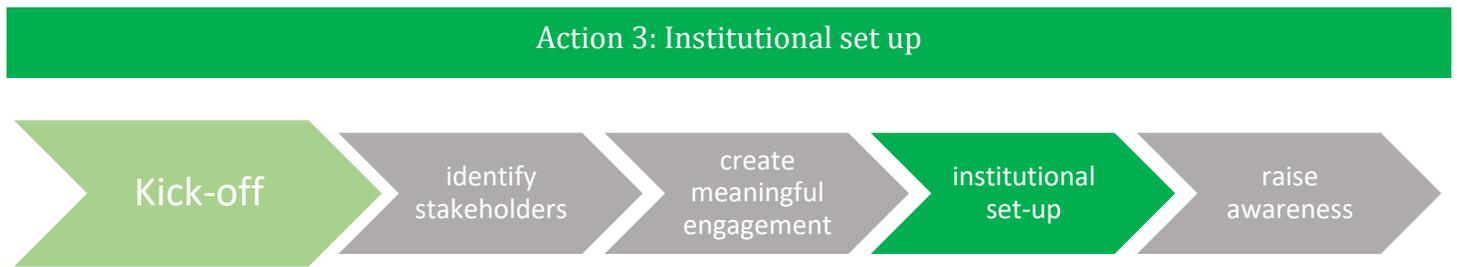
- How can you ensure fair representation and meaningful participation of all stakeholders? In particular, how might those who are generally underrepresented be included, such as women, undocumented migrants or children and young people?
- What specific measures are needed to make processes accessible to all relevant stakeholders?
- What holistic, detailed and transparent information will you need to share with each stakeholder?<sup>27</sup>

**Stakeholder engagement mechanisms may take many forms**, based on the answers to the above and in response to the evolving needs of the GCM implementation process. Examples of stakeholder engagement mechanisms include:

Consultations	Meetings
Listening sessions	Dialogues
Partnerships	Joint plans, statements and communications
Advisory boards	Seats in working groups and committees

<sup>27</sup> Jeffery, N., Doughty Centre, Cranfield School of Management (2009). [Stakeholder Engagement: A Road Map to Meaningful Engagement](#).

In addition, **stakeholder engagement may take various forms, including in-person, online, written feedback and surveys.** Understanding the needs and capabilities of identified stakeholders will help inform the selection of meaningful engagement mechanisms and modalities throughout GCM implementation, follow-up and review.



Choosing an institutional set-up for GCM implementation involves considering relevant processes already in place, the specific national context and institutional capacities. In some countries, the best institutional set-up for GCM implementation may be an existing body – such as an existing migration ministry or coordination mechanism – while in other countries, it might require the establishment of a new body altogether.

In general, States should consider how to link GCM implementation with broader planning and budgeting processes, as well as with national mechanisms for reporting and follow-up on other international frameworks and obligations, including the 2030 Agenda for Sustainable Development and Addis Ababa Action Agenda (GCM Objective 23).

Several different institutional set-ups are possible for GCM implementation:

**OPTION 1: One or two government ministries, institutions or bodies lead the process.**

At the national level, this may be the Office of the President or the migration, statistical or development planning ministry. The ministry with the most responsibility on migration issues is often a good candidate, as it can bring high levels of technical expertise across migration areas. It could also use existing relationships and its convening power with migration stakeholders to facilitate collaboration. For example, the national statistical office or ministry could help ensure strong monitoring and evaluation functions and help build longer-term migration data capacity. Meanwhile, the development planning ministry could help governments integrate migration into development planning across different sectors. Even when one ministry, institution or body is selected to lead the GCM implementation process, it is critical to engage all other ministries to ensure a whole-of-government approach that leverages the full expertise and capacity of States. Particular attention should be paid to engaging government departments that are not typically engaged in migration-decision making yet have a key role to play in service-delivery for migrants (e.g. education, health, child protection).

**OPTION 2: A cross-governmental coordinating institution, council or working group leads the process.**

This dedicated body could coordinate activities between relevant government actors, help with coordination and decision-making and could be created at both the local and national levels. At all levels, this body should be inter-agency.

Once the institutional set-up has been determined, it is important to establish clear work processes that are discussed and agreed upon by all actors in the implementing body. This could include adopting specific Terms of Reference outlining a work plan, assigned roles, responsibilities and reporting.

## Case studies

**Jamaica** has a National Working Group on International Migration and Development (NWGIMD), which was created nearly a decade ago as part of efforts to integrate migration into the country's development planning efforts.<sup>28</sup> The working group is co-chaired by the Planning Institute of Jamaica and the Ministry of Foreign Affairs and Foreign Trade and is an example of an existing institutional set-up that could spearhead GCM implementation.<sup>29</sup>

**Sweden** has decided to use the government's existing Agenda 2030 implementation structure to follow up on the GCM. More specifically, Sweden intends to use an existing interdepartmental structure as a vehicle for GCM follow-up and implementation, based primarily on target 10.7 of the SDGs.<sup>30</sup>

## Action 4: Raising awareness among government actors, relevant stakeholders and the public



Awareness-raising entails sharing information with and soliciting inputs from relevant stakeholders, taking into account their different roles and responsibilities. Awareness-raising activities should be carried out at the start of GCM planning and can continue throughout implementation, follow-up and review, for example, in the form of technical capacity-building training.

**Awareness-raising for government actors** should help policymakers understand the importance of GCM implementation and explain why migration is a cross-cutting issue affecting all governance sectors. Government actors across different sectors – from border management to health and law enforcement – will have varying levels of experience related to migration and activities should be designed accordingly.

Meanwhile, the goal of **awareness-raising for other stakeholders and the public** is to introduce them to the GCM's vision, to build an understanding of the importance of migration governance and to enhance the public's understanding of migrants' rights.

Awareness-raising activities should never be static in terms of content and timing. Rather, awareness-raising activities should regularly be adapted to the changing country context and be relevant to wider societal and political trends and events affecting migration. Some awareness-raising activities include:

<sup>28</sup> Government of Jamaica (2012). [Jamaica's Experience - 'Mainstreaming Migration into National Development Strategies'](#).

<sup>29</sup> International Organization for Migration, Jamaica Country Office (2018). Migration in Jamaica: A Country Profile 2018.

<sup>30</sup> GFMD (n.d.). [Call for Voluntary Sharing of Initiatives, Experiences and Lessons Learned: The case of Sweden](#).

## Awareness-raising activities

- |   |   |
|---|---|
| <ul style="list-style-type: none"> <li>• Collaborating with civil society organizations and other stakeholders to disseminate communications and information</li> <li>• Briefings and sessions</li> <li>• Print and electronic materials</li> </ul> | <ul style="list-style-type: none"> <li>• Cultural events</li> <li>• Formal and informal education</li> <li>• Media training</li> <li>• Traditional media</li> <li>• Social media</li> </ul> |
|---|---|

## Awareness-raising activities during a global pandemic

### The Global Compact for Migration: Well Governed Migration as an Essential Element of Effective COVID-19 Response

COVID-19 amplified some of the globe's greatest existing migration challenges. Many States were able to respond to these challenges more effectively by implementing various GCM commitments, such as regularizing migrants; guaranteeing services and basic protections for all migrants, regardless of status; and releasing migrants from immigration detention into community-based alternatives.<sup>31</sup>

In times of global upheaval, such as during a pandemic, awareness-raising activities around the GCM should emphasize how some of the solutions embedded in the GCM are part of the solution needed to weather the turbulent time being faced. Such examples are presented in the Network's policy brief, *The Global Compact for Migration (GCM): Well Governed Migration as an Essential Element of Effective COVID-19 Response*. The brief outlines the applicability of the Global Compact in preventing and responding to negative impacts of COVID-19, for States, the UN system and other stakeholders, and highlights instances of promising practices as useful models from which to draw.

The policy brief can be found on the Network's website ([here](#)).

## Checklist for Step 1: Kick-off

- |                          |   |
|--------------------------|---|
| <input type="checkbox"/> | Map out relevant stakeholders, paying special attention to those who may not be usually included in decision-making impacting migrants and their families.  |
| <input type="checkbox"/> | Understand who the stakeholders are.  |
| <input type="checkbox"/> | Decide on how to engage with the identified stakeholders in ways that allow for meaningful participation and partnership.   |
| <input type="checkbox"/> | Determine an institutional set-up for GCM implementation.   |
| <input type="checkbox"/> | Carry out and promote meaningful engagement, participation and partnership with identified stakeholders, ensuring accessibility, transparency and fair representation, particularly for voices that are often underrepresented ( <i>on-going</i> ). |
| <input type="checkbox"/> | Design and implement relevant awareness-raising activities for government actors, other stakeholders and the public ( <i>on-going</i> ).  |

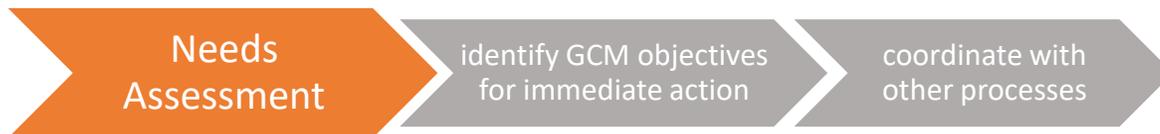
<sup>31</sup> United Nations Network on Migration (2020). [The COVID-19 pandemic is an opportunity to reimagine human mobility](#).

## Step 2: NEEDS ASSESSMENT

The GCM is underpinned by a 360-degree vision of international migration, which recognizes that a comprehensive approach is needed to optimize the overall benefits of migration while addressing risks and challenges for individuals and communities in countries of origin, transit and destination (GCM, para. 11). In line with this 360-degree vision, the GCM objectives span many different topics across sectors.

The purpose of undertaking a needs assessment is to identify those GCM objectives that will facilitate progress on the issues that matter most in a country and where the greatest needs lie. It may not be possible to tackle all 23 GCM objectives at the same time, and not all objectives may be equally relevant in every country context. At the same time, in line with the GCM's 360-degree vision, the 23 GCM objectives are deeply linked and should not be viewed in isolation. Action taken concerning one GCM objective will inevitably have additional impacts on other objectives. For this reason, GCM objectives should not be "cherry-picked" for implementation. Instead, all GCM objectives should be comprehensively assessed during this step, and, over time, all of them should be taken forward coherently.

This step will support states in identifying GCM objectives for immediate action, in coordination with other existing processes and ongoing obligations.

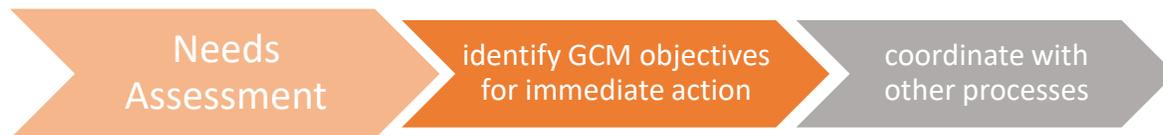


The following outlines concrete actions that can be taken to guide a needs assessment for GCM implementation. Before beginning, consider the following guiding questions. Once familiar with the various actions involved, refer to the checklist included at the end of this step.

### Guiding Questions for Step 2: Needs Assessment

1. What are the broad migration governance issues that should be tackled in your country, and why?
2. What are the greatest needs related to migration governance at the national, regional and local levels?
3. Are there different issues and needs in different regions or territories within your country?
4. What do migrants in your country say their greatest needs are?
5. What are the most significant challenges facing your nationals when migrating?
6. What are some key opportunities for improving migration governance?
7. Reflecting on migration governance measures your government has taken in the past, what has worked and what hasn't? Who has benefited and who has been left behind?
8. What major migration governance issues could arise in the next five years – both nationally and locally? The five years after that?
9. How do the needs of migrants change during a global pandemic such as COVID-19 or other global, regional or national crises? **(COVID-19)**
10. What adaptations were needed in your migration governance policies and processes due to COVID-19? Which of these measures should be maintained or expanded? **(COVID-19)**

## Action 1: Identify GCM objectives for immediate action



To identify GCM objectives for immediate action, government actors should complete the following activities. Associated tools are provided to support States in completing these activities in their unique national context.

- **Conduct a mapping of migration trends and concerns.** The mapping should be informed by data whenever possible, as well as identify gaps in existing data as it relates to specific GCM objectives. The mapping should also include an assessment of migrants' needs and rights and include a focus on migrants in vulnerable situations and those who tend to be left behind or invisible. This mapping should draw on the consultation process as well as existing data and other resources.<sup>32</sup>
- **Hold multi-level and multi-stakeholder consultations.**
  - Consultations should fulfill a range of criteria outlined in **Tool 2: Criteria for multi-level and multi-stakeholder consultations.**
  - Various needs assessment tools can support the consultation process, including **Tool 3: Needs assessment discussion guide** and **Tool 4 Needs assessment principles.**

When carrying out the consultation and needs assessment process described above, governments can take a GCM objective-focused perspective, a thematic perspective or find a way to combine both perspectives, while always keeping in mind the 10 GCM guiding principles. The Needs assessment discussion guide (Tool 3) below offers up questions to facilitate both of these processes.

**A GCM objective-focused perspective** entails formulating discussion around specific GCM objectives and associated actions – as outlined in the GCM itself – to explore needs in a given context.

**Advantages:** Allows actors to stay grounded in the scope of the GCM; helps increase familiarity with and knowledge of the GCM's content

**Disadvantage:** May limit broader discussion of thematic migration-related issues from being identified and explored and may hinder a more coherent approach in which action related to several objectives is needed to move forward on an issue of importance in your country

<sup>32</sup> It should be noted that for much migration data – particularly with regards to the human rights situation of undocumented migrants – present numerous gaps. For that reason, data mapping here alone would not suffice.

**A thematic perspective**, on the other hand, entails formulating discussion around broad migration issues and then identifying GCM objectives and associated actions relevant to those issues.

**Advantage:** Allows actors to engage in a broad, open brainstorming about important migration issues and recognise that actions related to several objectives may be needed to address priority issues

**Disadvantage:** Given that the 23 GCM objectives are comprehensive – cutting across many different topics and sectors – certain critical themes related to migration governance might be missed altogether if each of the GCM objectives is not carefully reviewed

- **Align the needs assessment process and consultations with the GCM's vision and guiding principles.** See Box A for a list of available resources that will guide actors in adhering to the Compact's human rights-based, gender-responsive and child-sensitive approaches.

Box A: Additional tools and resources to operationalize the GCM's vision and guiding principles
<b>National Mechanisms for Reporting and Follow-up: A practical guide to effective state engagement with international human rights mechanisms</b> (OHCHR, 2016). Available <a href="#">here</a> .
<b>Handbook on National Human Rights Plans of Action</b> (OHCHR, 2002). Available <a href="#">here</a> .
<b>Principles and Guidelines, supported by practical guidance, on the human rights of migrants in vulnerable situations</b> (GMG and OHCHR). Available <a href="#">here</a> .
<b>Recommended principles and guidelines on human rights at international borders</b> (OHCHR). Available <a href="#">here</a> .
<b>A guide for gender-responsive implementation of the Global Compact for Migration</b> (UN Women). Available <a href="#">here</a> .
<b>Toolkit for Mainstreaming Employment and Decent Work</b> (ILO, 2008). Available <a href="#">here</a> .
<b>Guidance for assessing the situation of children on the move in a national context</b> (UNICEF). Available <a href="#">here</a> .
<b>Guidelines on Adolescent Participation and Civic Engagement.</b> (UNICEF) Available <a href="#">here</a> .
<b>HRBA Portal</b> (UNDG). Available <a href="#">here</a> .

- **Synthesize the discussions and outputs of the organized consultations** in a way that faithfully summarizes the range of viewpoints and inputs gathered and share with participants.
- **Jointly decide which GCM objectives to focus on for immediate action**, based on the consultation and needs assessment process.

## Tool 2: Criteria for multi-level and multi-stakeholder consultations

<b>Consultations are:</b>	
<input type="checkbox"/>	Horizontally inclusive: involve different ministries at all levels of government, paying special attention to those government stakeholders who may not be usually included in decision-making impacting migrants and their families.
<input type="checkbox"/>	Vertically inclusive: involve stakeholders involved in implementing national and local plans and relevant cross-government strategies, including civil society organizations, migrant groups and other non-governmental actors.
<input type="checkbox"/>	Held in a safe and enabling environment.
<input type="checkbox"/>	Flexible: most consultations should take place in person with groups of stakeholders, but when needed, governments should allow for consultations with individual stakeholders and where in-person consultation is not possible, States should collect inputs through interviews or written statements.
<b>In addition, consultations:</b>	
<input type="checkbox"/>	Focus on migrants' needs and rights.
<input type="checkbox"/>	Consider the country's specific migration governance challenges and successes, including how these may differ throughout the country.
<input type="checkbox"/>	Aim to identify the specific GCM objectives that respond to migrants' needs and rights and the country's migration governance needs.
<input type="checkbox"/>	Aim to chart how GCM guiding principles will be implemented.
<input type="checkbox"/>	Assess the government's capacity and resources at all levels of governance.
<input type="checkbox"/>	Include representatives from the relevant statistical agency so that critical data, monitoring and evaluation topics can be considered.

## Tool 3: Needs assessment discussion guide

GUIDING QUESTIONS	NOTES
<p><b>BROAD THEMATIC QUESTIONS</b></p> <p>What migration-related areas* present the most challenges in the country?</p> <p>What migration-related areas present the most opportunities in the country?</p> <p>What are the most pressing areas related to migrants' rights and needs? Which are at risk to be left behind?</p> <p>Which GCM objectives seem to respond to the challenges, opportunities and needs identified above?</p> <p>How can the GCM guiding principles respond to the challenges, opportunities and needs identified above?</p> <p><i>*Examples of migration-related areas: migrants' access to services; rights-based border governance practices; ending immigration detention; addressing the needs of migrant women, children and youth</i></p>	

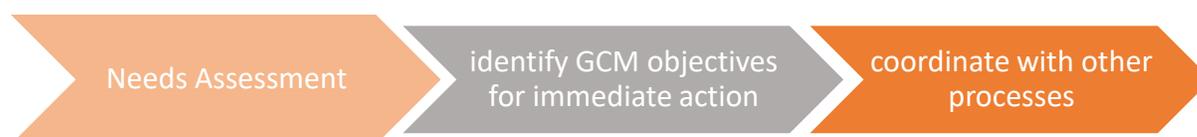
<p><b>GCM OBJECTIVE-SPECIFIC QUESTIONS</b></p> <p>Why is this GCM objective important?</p> <p>How is this GCM objective applicable to local/national migration governance issues?</p> <p>How would implementing this GCM objective help fulfill migrants' needs and rights?</p> <p>What migration governance sub-issues for local/national attention fall under this objective?</p> <p>How might migration issues related to this GCM objective change in the coming five years? How about in ten years?</p> <p>How have migration issues related to this GCM objective changed during the COVID-19 pandemic? What have you learned from this about how to address the impacts of future potential global pandemics or other major disruptions to migration?</p> <p>What would be the main challenges in implementing this GCM objective?</p> <p>How do the GCM's guiding principles relate to this objective? How can the guiding principles inform the approach to implementing this objective given the national context?</p> <p>What resources would be needed to achieve this GCM objective?</p> <p>How does this GCM objective link to relevant local and national action plans, including development plans and COVID-19 response plans?</p>	
<p><b>WRAP-UP QUESTIONS</b></p> <p>Are there any other migration governance issues or issues related to migrants' rights and needs that should be addressed that are not reflected in the chosen objectives?</p> <p>If so, how could these issues be included?</p> <p>Are there migration governance issues particular to COVID-19 that are not clearly articulated in the GCM objectives?</p> <p>One example might be the difficulty of balancing mobility restrictions needed for public health reasons<sup>33</sup> with ensuring that States still fulfill their protection and human rights responsibilities with regards to migrants (in particular those in vulnerable situations, such as irregular migrants in the time of a global pandemic).</p>	

<sup>33</sup> United Nations Network on Migration (2020). [Forced returns of migrants must be suspended in times of COVID-19](#).

## Tool 4: Needs assessment principles

- 1. Applicability** Identify GCM objectives that are of particular relevance to the national and sub-national contexts, taking into account the country's migration governance situation, as well as the rights and needs of migrants. Carefully think through how each GCM objective could be implemented in line with the GCM's guiding principles.
- 2. Linkages** Wherever possible, explicitly link GCM objectives to relevant plans, strategies and mechanisms, such as CCAs, UNSDCF, the 2030 Agenda and the work of national reporting and follow-up mechanisms that systematize the preparation of reports to international and regional human rights mechanisms.
- 3. Impact** Recognize where making progress in a particular migration governance area would be a significant challenge, and where attention would have a large positive impact on migrants and fulfilling their rights and needs with attention to those migrants who are at risk to be left behind. Consider the potential synergies and trade-offs between selected objectives and other objectives.
- 4. Future consideration** Consider the country's possible migration governance needs and scenarios over the next five to ten years, taking into account how migrants' situations and needs might evolve over this time.
- 5. Constraint recognition** Identify and consider any challenges or constraints that could affect the success of implementation. Realistically consider the country's ability to meet different GCM objectives and to integrate the GCM guiding principles in any GCM implementation effort.

## Action 2: Coordinate with other processes



Ensuring coherence with other relevant processes and obtaining the buy-in of relevant government actors is critical to successful GCM implementation. To ensure coherence and buy-in for GCM implementation, States should:

- **Identify other processes relevant to GCM implementation**, such as the processes for implementing the 2030 Agenda, national plans on migration-related issues such as development, non-discrimination, housing or poverty reduction and cross-governmental strategies on health, education, child protection or other areas. **COVID-19 response and recovery plans should also be carefully considered.**
- **Discuss the list of chosen GCM objectives with the bodies responsible for implementing the relevant processes identified** and with actors from relevant sectors such as health, education, child protection, social welfare, labour and justice, regardless of whether these sectors have their own national processes. This will help promote horizontal coherence.
- **Organize a validation workshop** to allow relevant government actors to approve the chosen GCM objectives.
- **Communicate with all relevant stakeholders** about the outcomes of the validation workshop.

## Checklist for Step 2: Needs Assessment

- Conduct a mapping of migration trends and concerns.
- Hold multi-level and multi-stakeholder consultations as part of the process for identifying GCM objectives for implementation.
- Refer to different needs assessment tools to facilitate consultations that fulfill suggested criteria and meet the intended objectives.
- Ensure alignment with the GCM's vision and guiding principles, including the commitment to human rights-based, gender-responsive and child-sensitive approaches.
- Synthesize the discussions and the outputs of the organized multi-level and multi-stakeholder consultations mentioned above.
- Based on the above, decide on which GCM objectives your country will focus on for implementation.
- Identify other processes relevant to GCM implementation (e.g., the processes for implementing the 2030 Agenda, the national plan on poverty reduction and cross-governmental strategies on health, education, child protection, etc.).
- Discuss the list of chosen GCM objectives with the bodies responsible for implementing these other processes, as well as with relevant sectors (e.g., health, education, child protection, social welfare, labour and justice).
- Organize a validation workshop to allow relevant government actors to approve the chosen GCM objectives.
- Communicate with all relevant governmental and non-governmental stakeholders about the outcomes of this validation workshop.

## Step 3: DESIGN

The GCM encourages all Member States to develop practicable, ambitious national responses for the implementation of the compact, in particular through the voluntary elaboration and use of a national implementation plan (GCM, para. 53). In accordance with promoting ambitious national responses, the design step focuses on the groundwork needed before implementation.

A critical aspect of the design process is to **ensure coherence with other policy processes**. GCM implementation should be carried out in a way that is coherent with wider policy planning processes, including those to implement, for example, the 2030 Agenda.<sup>34</sup> When designing GCM interventions, government actors should build on the consultations carried out in Steps 1 and 2 and **continue their meaningful engagement with all levels of government and relevant stakeholders**. Strong buy-in across different policy sectors will be needed to push implementation forward.

The design step includes data mapping, consultations, choosing interventions and developing indicators.



The following outlines concrete actions that can be taken to help States design a GCM implementation process in line with wider policy processes and obligations. Before beginning, consider the following guiding questions. Once familiar with the various actions involved, refer to the checklist included at the end of this step.

### Guiding Questions for Step 3

1. To implement the chosen GCM objectives, are interventions needed at the legislative, policy level or programmatic level? Or a combination?
2. If efforts have already been made to integrate migration into sectoral policies, strategies or legislation, what are they? E.g. including migrant and displaced children in national education, health and child protection systems
3. Which government actors and other stakeholders are best equipped to carry out migration data mapping? Why?
4. Which government actors and other stakeholders are best equipped to develop indicators for the chosen interventions? Why?
5. **How can GCM interventions be adapted to the evolving needs of migrants? In particular, how can GCM interventions be adapted given the evolving needs of migrants during COVID-19? (COVID-19)**
6. **How can the COVID-19 pandemic serve as an opportunity to consider how to improve migration-related indicators including as regards access to health and other essential services, migrant protection, xenophobia and discrimination, among others? (COVID-19)**

<sup>34</sup> Where this is possible, the actions taken to design and implement GCM interventions may follow those of other processes, and this section may be used as additional guidance.

## Action 1: Conduct a migration data mapping



Conducting a migration data mapping is a prerequisite to developing strong indicators. By understanding what data is and is not available, government actors can better assess what indicators can be developed, keeping in mind that data used for indicators must be accurate and reliable.<sup>35</sup>

To conduct a data mapping exercise:

- **Prepare a list of potential data sources and actors**, including government agencies, local authorities and other stakeholders who may hold data relevant to the chosen GCM objectives. This should include qualitative data provided by a wide range of stakeholders, including those who are at risk of being left behind such as undocumented migrants, women and children and youth. Refer to existing data sources as much as possible and build on existing data processes.

Box B provides a list of common migration data sources.

- **From the gathered sources, examine the data that is captured and how it is used.**
- **Consult metadata and assess data comparability**, such as by looking at levels of disaggregation.

### Box B: Existing data sources

Government agencies	Databases of international and non-governmental organizations, such as the World Bank, national human rights institutions, etc.
Local authorities and other stakeholders who may hold data relevant to your chosen GCM objectives	Migration profiles: the GFMD repository of national migration profiles can be accessed <a href="#">here</a>
Population and housing censuses	IOM's Global Migration Data Portal, accessible <a href="#">here</a> UNICEF's Global Data Portal, accessible <a href="#">here</a>
Household surveys	UN Network on Migration Global Knowledge Platform and Connection Hug, accessible <a href="#">here</a>

<sup>35</sup> The only situation in which it may be possible to skip the data mapping exercise altogether is if there are already local and national indicators in place that can be used to assess the chosen GCM objectives.

## COVID-19 data sources

**During the data mapping process, it is important to gather data on how migrants and migration are being affected by ongoing global events, such as the COVID-19 pandemic. Below are useful resources on this topic.**

UN Network on Migration COVID-19 Data Portal. Available [here](#).

Mobility Impacts COVID-2019 (IOM). Available [here](#).

UN COVID-19 Data Hub (UNDESA) Available [here](#).

How COVID-19 is disrupting immigration policies and worker mobility: a tracker (Ernst & Young Global Limited). Available [here](#).

Migration data relevant for the COVID-19 pandemic (Migration Data Portal). Available [here](#).

Migrant and displaced children in the age of COVID-19: How the pandemic is impacting them and what can we do to help (You, D. et al., 2020). Available [here](#).

Migrant workers and the COVID-19 pandemic (FAO, 2020). Available [here](#).

Quick Tips on COVID-19 and Migrant, Refugee and Internally Displaced Children (UNICEF). Available [here](#).

Social Protection for Children and Families in the Context of Migration and Displacement during COVID-19 (UNICEF). Available [here](#).

### Data Protection

It is critical to ensure the privacy and safety of migrants when gathering, processing and analyzing personal data. During the migration data mapping, actors should respect migrants' right to privacy, safety and non-discrimination, while taking into account their human dignity and well-being. This can be accomplished by respecting the rights to privacy and **data protection**, as outlined in Tool 5.<sup>36</sup>

#### Tool 5: Data Protection Principles<sup>37</sup>

<b>FIREWALLS</b>	All data collection, processing and disaggregation should respect firewalls between public services and immigration authorities. This means that public service providers should never be required to report undocumented migrants. Any collection of information on individuals' migratory status must be done in ways that do not breach the firewall.
<b>LAWFUL AND FAIR COLLECTION</b>	Personal data must be obtained by lawful and fair means with the knowledge or consent of the data subject.
<b>SPECIFIED AND LEGITIMATE PURPOSE</b>	The purpose(s) for which personal data are collected and processed should be specified and legitimate and should be known to the data subject at the time of collection. <sup>38</sup> Personal data should only be used for the specified purpose(s), unless the data subject consents to further use or if such use is compatible with the originally specified purpose(s).
<b>DATA QUALITY</b>	Personal data sought and obtained should be adequate, relevant and not excessive in relation to the specified purpose(s) of data collection and data processing. Data controllers should take all reasonable steps to ensure that personal data are accurate and up to date.

<sup>36</sup> More information can be found through IOM Data Protection Manual, available [here](#).

<sup>37</sup> These principles have been adapted from the following two resources: Van Durme, C. (2017). ['Firewall': A tool for safeguarding fundamental rights of undocumented migrants](#) and IOM (2010). [IOM Data Protection Manual](#).

<b>CONSENT</b>	Consent must be obtained at the time of collection or as soon as it is reasonably practical thereafter, and the condition and legal capacity of certain vulnerable groups and individuals should always be taken into account. If exceptional circumstances hinder the achievement of consent, the data controller should, at a minimum, ensure that the data subject has sufficient knowledge to understand and appreciate the specified purpose(s) for which personal data are collected and processed.
<b>TRANSFER TO THIRD PARTIES</b>	Personal data should only be transferred to third parties with the explicit consent of the data subject, for a specified purpose, and under the guarantee of adequate safeguards to protect the confidentiality of personal data and to ensure that the rights and interests of the data subject are respected. These three conditions of transfer should be guaranteed in writing.
<b>CONFIDENTIALITY</b>	Confidentiality of personal data must be respected and applied at all stages of data collection and data processing and should be guaranteed in writing.
<b>ACCESS AND TRANSPARENCY</b>	Data subjects should be allowed to verify their personal data and should be provided with access insofar as it does not frustrate the specified purpose(s) for which personal data are collected and processed. Data controllers should ensure a general policy of openness towards the data subject about developments, practices and policies with respect to personal data.
<b>DATA SECURITY</b>	Personal data must be kept secure, both technically and organizationally, and should be protected by reasonable and appropriate measures against unauthorized modification, tampering, unlawful destruction, accidental loss, improper disclosure or undue transfer.
<b>RETENTION OF PERSONAL DATA</b>	Personal data should only be kept for as long as is necessary and should be destroyed or rendered anonymous as soon as the specified purpose(s) of data collection and data processing have been fulfilled. It may, however, be retained for an additional specified period for the benefit of the data subject.
<b>APPLICATION OF THE PRINCIPLES</b>	These principles shall apply to both electronic and paper records of personal data, and may be supplemented by additional measures of protection, depending, inter alia, on the sensitivity of personal data. These principles shall not apply to non-personal data.
<b>OVERSIGHT, COMPLIANCE AND INTERNAL REMEDIES</b>	An independent body should be appointed to oversee the implementation of these principles and to investigate any complaints, and designated data protection focal points should assist with monitoring and training. Measures will be taken to remedy unlawful data collection and data processing, as well as breach of the rights and interests of the data subject.

### Considerations when collecting data from children

“States parties should develop a systematic rights-based policy on the collection and public dissemination of qualitative and quantitative data on all children in the context of international migration to inform a comprehensive policy aimed at the protection of their rights. Such data should be disaggregated by nationality, migration status, gender, age, ethnicity, disability and all other relevant statuses to monitor intersectional discrimination. The Committees stress the importance of developing indicators to measure the implementation of the rights of all children in the context of international migration, including through a human rights-based approach to data collection and analysis on the causes of unsafe migration of children and/or families. Such information should be available for all stakeholders, including children, in full respect of privacy rights and data protection standards. Civil society organizations and other concerned actors should be able to participate in the process of collecting and evaluating data.

Children’s personal data, in particular biometric data, should only be used for child protection purposes, with strict enforcement of appropriate rules on collection, use, retention of and access to data. The Committees urge due diligence regarding safeguards in the development and implementation of data systems and in the sharing of data between authorities and/or countries. States parties should implement a “firewall” and prohibit the sharing and use for immigration enforcement of the personal data collected for other purposes, such as protection, remedy, civil registration and access to services. This is necessary to uphold data protection principles and protect the rights of the child, as stipulated in the Convention on the Rights of the Child.”<sup>39</sup>

Additional resources regarding data collection and children include:

- **Ethical research for children** (UNICEF). Available [here](#)
- **Children's online privacy and freedom of expression industry toolkit** (UNICEF). Available [here](#)
- **Ethical Considerations for Evidence Generation Involving Children on the COVID-19 Pandemic** (UNICEF). Available [here](#)

## Action 2: Review existing structures and mechanisms



During the design process, existing structures and mechanisms that relate to the identified GCM objectives should be reviewed, including:

- Institutions
- Strategies and national action plans
- Legislation
- Policy frameworks
- Plans and projects
- National mechanisms for reporting and follow-up<sup>40</sup>

Reviewing these can help map out potential synergies and trade-off between migration-related interventions, while also helping to avoid policy incoherence and to prevent duplicate efforts. The box below lays out tools that can help facilitate this review process.



<sup>39</sup> Paragraphs 16 and 17 Joint general comment No. 3 (2017) of the Committee on the Protection of the Rights of All Migrant Workers and Members of Their Families and No. 22 (2017) of the Committee on the Rights of the Child on the general principles regarding the human rights of children in the context of international migration. Available [here](#).

<sup>40</sup> These mechanisms are mandated to coordinate and prepare reports to and engage with international and regional human rights mechanisms (including treaty bodies, the universal periodic review and special procedures). More information about these mechanisms is available [here](#).

## Resources for reviewing existing relevant structures and mechanisms

### Migration Governance Indicators (MGI)

Migration Governance Indicators (MGI) help countries track progress on migration governance. If an MGI assessment has taken place for the country, national actors can use this tool to strengthen policy coherence across migration governance domains. As the framework is based on policy inputs, the assessment can help governments diagnose where there may be gaps in the way they formulate their national migration governance. More information about this tool can be found [here](#).

### Guidelines on Mainstreaming Migration into Local Development Planning

This tool can be used to identify institutional, policy and intervention gaps or weaknesses in migration governance. Indicators cover areas such as migrant rights, inclusive education, employment and health care, and focus on the processes and structures needed to promote policy coherence. These indicators have accompanying questions to support actors in identifying policy incoherence. Though designed for local actors, national actors may also use the tool by adapting indicator questions slightly. The tool can be accessed [here](#).

## Action 3. Organize consultations with diverse stakeholders to brainstorm GCM interventions



To allow for collective brainstorming around the types of interventions that would lead to progress on the country's chosen GCM objectives, consultations are needed. In line with the GCM's whole-of-society approach, these consultations should comprehensively engage relevant stakeholders and involve the participation of:

- Different levels and sectors of government
- GCM implementing partners
- Potential beneficiaries, including those whose voices may be less likely to be heard or are at risk of being left behind (including undocumented migrants, women, children and young people)
- Service providers
- Stakeholders who will be involved in data collection, policy development, programme/project design and indicator development
- **Stakeholders, including experts and civil society actors, who can help government actors reflect on how GCM interventions can be tailored and adapted to significant global events, such as the COVID-19 pandemic (COVID-19).**

**Refer to meaningful stakeholder engagement found in Step 1: Kick-off** of this guidance to determine the appropriate mechanisms and modalities of stakeholder consultations.

During these consultations, participants should aim to:

### Tool 6: Checklist for consultations to brainstorm GCM interventions

<input type="checkbox"/>	Define the target beneficiaries of the proposed interventions.
<input type="checkbox"/>	Identify those stakeholders needed to implement the chosen GCM objectives, including both governmental and non-governmental actors.
<input type="checkbox"/>	Estimate the human, financial and other resources needed for implementation and possible ways to increase these.
<input type="checkbox"/>	Assess existing technical capacity to carry out the proposed interventions and whether additional capacity-building is needed.
<input type="checkbox"/>	Identify existing interventions that can be modified or expanded to meet the objectives.

### Action 4: Choose interventions for GCM implementation



Determining interventions for GCM implementation should directly relate to the identified GCM objectives, as well as to the proposed actions associated with these objectives, as articulated in the GCM itself. All GCM interventions should be implemented in line with the GCM's guiding principles, in particular with the compact's gender-responsive and child-sensitive approaches. Implementation should also reflect the GCM's commitment to respecting, protecting and fulfilling migrants' human rights throughout all stages of the migration cycle, as stated in Section IIIA.

Tool 7 below lays out possible programmatic and policy interventions that can be taken forward to ensure successful GCM implementation. Most often, a combination of interventions is needed to ensure comprehensive migration governance. Therefore, the below interventions should be seen as complementary, with a focus on developing inclusive policies and programming that strengthen horizontal and vertical coherence and avoid the pitfalls of interventions that are developed and implemented in silos.

### Tool 7: Possible interventions for GCM implementation

<b>Enact and implement a new policy and/or legislation</b>	Governments may wish to enact and implement a new policy and/or legislation. This can be an effective way to bring about a transformative change across one or multiple GCM objectives.
<b>Integrate migration into sectoral policies, strategies and/or legislation</b>	Actors may choose to integrate migration into policies, strategies and legislation in policy sectors that both affect and are affected by migration, such as labour, housing, health education, child welfare and agriculture. For example, a government may integrate migration into its labour and education strategy, factoring migration dynamics into labour market forecasts.

### **Integrate migration into development programming**

Actors may wish to integrate migration into development programming that was not designed with migration in mind, but which could nevertheless benefit from the integration of migration-related considerations. This type of intervention could be applied to development programming in any sector and the aim would be to assess how different development programmes can be adapted to incorporate migration issues.<sup>41</sup>

### **Design and implement new migration programming**

Governments may decide to design and implement new migration programmes altogether. For example, if actors choose to implement GCM Objective 6 ("Facilitate fair and ethical recruitment and safeguard conditions that ensure decent work"), they may decide that designing a specific programme on ethical recruitment would be the best way to make progress on this objective.

## **Integrating migration across different policy sectors**

If – as part of the GCM implementation process – actors decide to focus on integrating migration into different policy sectors, they should seek out specialized advice on designing interventions in those particular sectors and can refer to the resources listed below.

### **Resources on integrating migration across different policy sectors**

**Mainstreaming Migration into Development Planning: A handbook for policymakers and practitioners** (IOM/GMG, 2010). Available [here](#).

**Interrelations between Public Policies, Migration and Development** (OECD, 2017). Available [here](#).

**Sector guides from the Mainstreaming Migration into International Cooperation and Development (MMICD) project** (forthcoming). More information about the MMICD project can be found [here](#).

## **Areas of GCM implementation to consider when responding to COVID-19**

Migrants face the same health threats from COVID-19 as any other human being. However, migrants may face increased vulnerabilities due to their living, working or administrative situations, which put them at greater risk of contracting COVID-19 and suffering the socioeconomic consequences of the pandemic.<sup>42</sup> Migrants may be excluded from social protection schemes as well as from national programmes for health promotion, disease prevention, treatment and care. Migrant children and youth are less likely to have access to remote learning modalities and more likely to drop out of school. They are also at heightened risk of extreme poverty, and likely to be impacted by families' negative coping strategies, such as child labour and marriage, while dwindling remittances impact their diets, livelihoods and access to services.

In the time of a pandemic, ensuring public health is contingent on protecting all persons. For this reason, government actors should see COVID-19 as a crucial opportunity to address barriers that migrants face in accessing services and social protection,<sup>43</sup> particularly concerning:

<sup>41</sup> For this type of intervention, the forthcoming sector toolkits from the MMICD project will particularly come in handy. These sector toolkits will provide practical guidance on how to integrate migration into development cooperation programmes and projects in various sectors.

<sup>42</sup> UN Secretary General Policy Brief (2020). [COVID-19 and People on the Move](#).

<sup>43</sup> For more information on enhancing access to services, see the Network's policy brief [Enhancing Access to Services for Migrants in the Context of COVID-19 Preparedness, Prevention, and Response and Beyond](#).

- ✓ The right to the enjoyment of the highest attainable standard of physical and mental health care
- ✓ Non-discrimination and equitable access to health services and medical supplies including vaccines and
- ✓ People-centred service systems and continuity of care
- ✓ Gender equality and prevention and response to sexual and gender-based violence
- ✓ Age-sensitive support and protection through case management, including by designating child protection officials and social workers as essential workers and focusing on psychosocial support
- ✓ Education and training strategies for continued learning for all migrants, including children
- ✓ Access to adequate housing, water and sanitation
- ✓ Equal treatment in the workplace
- ✓ Social protection and mitigation of socio-economic impacts
- ✓ Whole-of-government and whole-of-society approaches and partnership
- ✓ Engagement and empowerment of local authorities and grassroots actors
- ✓ Participation and inclusion of migrants in COVID-19 response and recovery plans<sup>44</sup>

## Action 5: Develop indicators



Once the data mapping is complete and interventions for GCM implementation have been chosen, indicators should be identified and/or developed as needed. To do this:

- **Verify whether global indicators, such as SDG indicators, or indicators from other existing national plans, policies and programmes can be reported to measure progress on the chosen GCM objectives**, drawing on the data mapping exercise. If so, these indicators should be used so that progress can be compared to that of other countries. The following resources can help connect migration-related indicators with the SDGs:
  - **Migration and the 2030 Agenda: A Guide for Practitioners** (IOM). Available [here](#). See specifically the Booklet outlining linkages between migration and each SDG. Available [here](#).
  - **Handbook for Improving the Production and Use of Migration Data for Development** (GMG). Available [here](#).
  - **Guidance on implementing the SDGs for and with children** (UNICEF). Available [here](#).

<sup>44</sup> The contents of this table were adapted from the following resource: United Nations Network on Migration, Working Group on Access to Services (2020). [Enhancing Access to Services for Migrants in the Context of COVID-19 Preparedness, Prevention, and Response and Beyond](#).

- **Develop human rights indicators as needed**, to measure progress on migrants' rights, protection and access to services, drawing and building on existing resources. See Box C below.

### Box C: Resources for developing human rights indicators related to GCM implementation

#### Human Rights Indicators: A Guide to Measurement and Implementation (OHCHR, 2012). Available [here](#).

This guide is an important resource that aims to fill the gap that exists around the systematic use of indicators measuring the realization of human rights. It recognizes human rights indicators — both qualitative and quantitative — as an essential tool for policy formulation and evaluation. It also addresses head-on various concerns related to human rights indicators, including the challenges in collecting and disseminating information on human rights, as well as difficulties around what to monitor, how to collect information and how to interpret it from a human rights perspective.

#### Human Rights Indicators for Migrants and their Families (KNOMAD, OHCHR, ILO, UNICEF, Migrant Forum in Asia, 2015). Available [here](#).

This paper shows that the use of indicators for the human rights of migrants can facilitate and monitor progress and compliance with legal obligations; that the fulfillment of migrants' rights is an essential tool for social integration in multicultural societies; and that migrants' rights indicators promote evidence-based policy-making. The paper was published as part of the Working Paper Series of the Global Knowledge Partnership on Migration and Development (KNOMAD).

#### Key human rights indicators for monitoring human rights implications of COVID-19. Available [here](#).

To support COVID-19 response and recovery, a set of 10 key human rights indicators were developed as part of the UN framework for the immediate socio-economic response to COVID-19. These indicators, applicable to migrants, can be found in Annex 1 of the UN Framework.

- **Gain a clear understanding of the differences between structural indicators, process indicators and outcome indicators** to refine the indicator development process. In the context of GCM implementation, these indicators would serve the following functions.<sup>45</sup>

#### Structural indicators

- Reflect the adoption of legal instruments as well as the existence and creation of basic institutional mechanisms deemed necessary for successfully implementing the GCM

#### Process indicators

- Measure ongoing efforts to transform GCM objectives into desired results

#### Outcome indicators

- Capture individual and collective attainments that reflect the state of successful GCM implementation in a given context

- **Adjust existing and/or develop new indicators as needed for each GCM implementation intervention.** The below Tool 8 provides a template to support the formulation of indicators.

<sup>45</sup> OHCHR (2012). [Human Rights Indicators: A Guide to Measurement and Implementation](#).

## Tool 8: Template for formulating an indicator for GCM implementation

	<i>Example</i>
GCM objective to address	Enhance the availability and flexibility of pathways for regular migration
GCM action to address	"Expand available options for academic mobility, including through bilateral and multilateral agreements that facilitate academic exchanges, such as scholarships for students and academic professionals, visiting professorships, joint training programmes and international research opportunities, in cooperation with academic institutions and other relevant stakeholders." (GCM, para. 21j)
Possible indicator	Number of scholarships awarded to nationals for enrolment in higher education abroad, including vocational training and information and communications technology, technical, engineering and scientific programmes, in developed countries and other developing countries
Definition(s)	Scholarships: Financial aid awards for individual students. Financial aid awards include bilateral grants to students registered for systematic instruction in private or public institutions of higher education to follow full-time studies or training courses abroad.
Unit of measurement (e.g., expressed as %)	Total number of scholarships awarded for higher education abroad.
Relevant international standards (if any)	SDG 4.B: 4.B By 2020, substantially expand globally the number of scholarships available to developing countries, in particular LDCs, SIDS and African countries, for enrolment in higher education, including vocational training and ICT, technical, engineering and scientific programmes, in developed countries and other developing countries For further information on defining scholarships (developed in the context of SDG target 4b) see: <a href="http://unesdoc.unesco.org/images/0024/002455/245570e.pdf">http://unesdoc.unesco.org/images/0024/002455/245570e.pdf</a>
Data source(s)	Records from the Ministry of Education on nationals studying under scholarship agreements abroad.
Methodology (detail on data collection)	The Ministry of Education will consolidate all of its records on different scholarships awarded into a single spreadsheet or document, to be disaggregated as per the specifications below. They will send this information to the national statistical office, who will report total figures.
Periodicity of measurement	Annual
Disaggregation	<ul style="list-style-type: none"> <li>• Gender of scholar</li> <li>• Race or ethnicity of scholar</li> <li>• Country of study</li> <li>• Level of award (diploma, bachelor's degree, master's degree/postgraduate diploma, PhD, post-doctoral research)</li> <li>• The subject of the programme</li> </ul>
Lead actor involved / other actors	Ministry of Education National Statistical Office
Baseline, if available	0 scholarships

- **Refer to Tool 9, the simplified checklist for developing indicators,** to ensure indicators measure each intervention accurately, while also helping to leverage and strengthen existing migration data.

## Tool 9: Checklist for developing indicators

### Indicators:

- Reflect migration governance-related needs at the local and national levels.
- Measure aspects of the GCM objectives that have been chosen for implementation.
- Are constructed from reliable and well-established data sources.
- Build as much as possible on existing data capture and processes, to keep the additional burden low and to help ensure sustainable measurement.
- Use and encourage data that is disaggregated by sex, age, nationality and migration status.
- Are consistent with relevant international standards and guidance, following internationally set terminology and definitions where possible.
- Measure data that can be collected regularly over time.
- Are straightforward to interpret and easy to communicate to the public and stakeholders.
- Include human rights indicators (see Box C).
- Measure outcomes as much as possible, though structural and process indicators are also used.
- Are accompanied by a brief description of metadata and methodology.
- Includes baseline data whenever it is available.

### Checklist for Step 3: Design

- Prepare a list of potential data sources and actors, as part of the migration data mapping process. This should include qualitative data provided by a wide range of stakeholders, including those who are at risk of being left behind such as undocumented migrants, women and children and youth.
- Refer to existing data sources as much as possible and build on existing data processes.
- From the gathered sources, look at data already captured and how it is used.
- Consult metadata and assess data comparability.
- Review the structures and mechanisms that are related to your country's chosen GCM objectives, including institutions, strategies, legislation and policy frameworks.
- Organize consultations with diverse stakeholders to brainstorm about GCM interventions, in particular regarding target beneficiaries, implementing partners, resources needed for implementation and existing technical capacity.
- Choose programmatic and policy interventions for GCM implementation.
- Identify existing indicators that can be used to measure GCM implementation. When needed, adjust or develop new indicators using the tools and templates provided.

## Step 4: IMPLEMENTATION

The GCM encourages all Member States to develop practicable, ambitious national responses for the implementation of the compact, such as through the voluntary elaboration and use of a national implementation plan (GCM, para. 53). In accordance with promoting ambitious national responses, this step focuses on the process of translating the chosen interventions from Step 3 into tangible activities, which includes mobilizing resources, budgeting and developing and implementing an action plan for GCM implementation.



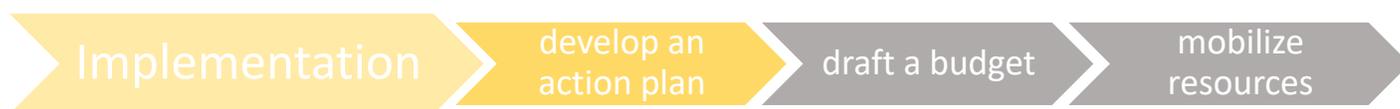
The following outlines concrete actions that can be taken to help States implement the chosen interventions to address the identified GCM objectives. Before beginning, consider the following guiding questions. Once familiar with the various actions involved, refer to the checklist included at the end of this step.

### Guiding Questions for Step 4

1. Has your country already formalized intentions for moving forward with GCM implementation?
2. If not, what process for this implementation is most fitting given your country's context, existing processes and structures and capacity?
3. What are the challenges and opportunities regarding budgeting for GCM implementation?
4. **How will these challenges and opportunities shift during a moment of large-scale upheaval, such as during the COVID-19 pandemic? (COVID-19)**
5. From which actors or bodies is high-level political commitment necessary to budget properly for GCM implementation?
6. From what external entities is your government likely to receive funding for GCM implementation?
7. Can your government make use of diverse financing resources, such as remittances,<sup>46</sup> social impact bonds or private sector funding?
8. If so, which resources and how will you mobilize them?

<sup>46</sup> It should be noted that as remittances are private funds owned by migrants, their use for GCM implementation should be incentivized through appropriate measures (e.g., offers of bonds or other investment schemes), but not made mandatory (e.g., by levying additional taxes on remittances).

## Action 1: Develop an action plan



### Develop an action plan for GCM implementation

There is no uniform, one-size-fits-all approach to GCM implementation. Depending on the country context, GCM implementation could take one or both of the following forms:

- **The elaboration of a national GCM implementation plan**, as mentioned in GCM, para. 53. GCM national implementation plans (NIPs) should summarize chosen GCM objectives, the interventions that have been designed to make progress on those objectives and how those interventions will be carried forward. For a promising practice example of formulating a national GCM implementation plan, please see the **case study of Portugal** at the end of Section III.
- **Aligning the steps of GCM intervention with wider processes**, such as the implementation of the 2030 Agenda and other international agreements and obligations. Consider how GCM implementation should be integrated into other national plans or strategies, including various sectoral plans or strategies to meet the prioritized objectives.

Every GCM action plan should articulate how the Compact’s guiding principles will be implemented in practice and aim to fulfill the various important criteria outlined in Tool 10.

### Tool 10: Criteria for GCM Action Plans

For every GCM intervention, the following should be defined:	Detailed description of the intervention, policy process, legislative change, programme or project
	Rationale behind the intervention, including its relation to the GCM's guiding principles, objectives, and actions
	Implementing partners that will be engaged in carrying out the intervention For governmental partners, specify which sectors, departments and level of government these actors represent. For non-governmental partners, specify which sectors of society these actors are from
	Rationale for each implementing partner's involvement, articulating the added value of each partner
	Roles and tasks of implementing actors at each stage of the intervention. This includes the relationships coordination, and oversight responsibilities of each actor.
	How the intervention will comply to international legal obligations, including international human rights law
	Timeframe for implementation
	Expected outcomes and outputs
	Anticipated challenges and/or foreseeable bottlenecks
	Required supporting activities, such as training, capacity-building or advocacy, as well as for whom these activities will target.
	Required resources, including financial, human and otherwise
	Funding arrangements
	Monitoring and evaluation, including the structural, process and outcome indicators that will be used to measure progress on the intervention

## Review and adopt the action plan

Before adopting any action plan, government actors should ensure that the proposed plan is widely reviewed, discussed, debated and validated through a series of workshops with different ministries, local authorities, implementing partners and other relevant stakeholders, including migrants and those who will be impacted by the proposed actions. During these workshops, stakeholders should explicitly discuss and review:

- The GCM objectives that have been identified for immediate implementation action
- How the GCM guiding principles will be implemented through the proposed actions
- The needs assessment process that led to identifying these GCM objectives
- The relevance of the identified GCM objectives to the national and local contexts
- Proposed interventions and actions
- Timeframes
- The involvement of different stakeholders in implementation, evaluation, review and reporting
- Budgeting for the migration-related interventions laid out in the plan

## Allow for flexibility to respond to emerging needs

GCM plans should be flexible insofar that they can respond to changing conditions and events. For example, **during the COVID-19 pandemic that started in 2020, certain positive practices related to addressing the health, socio-economic and protection impact of COVID-19 on migrants and in line with GCM commitments became even more critical to safeguarding public health and protecting migrants' rights and well-being. See Box D for more information.**

### Box D: Positive practices in addressing the impact of COVID-19 on migrants

The United Nations Network on Migration is committed to supporting all partners in pursuit of the implementation of the GCM, recognizing that this cooperative framework provides an invaluable tool for ensuring all in society can contribute to a collective response to COVID-19 and are protected equally against its impact.

To support effective, evidence-based responses to the pandemic, the Network established a [COVID-19 portal](#) on the Network's website. In addition, the Network has produced a [series of briefings](#) that examine how different aspects of the COVID-19 pandemic relate to migrants and their communities. These briefings provide explicit recommendations as well as examples of positive practices for how governments and other stakeholders can protect migrants' rights and leverage migrants' positive contributions through GCM implementation.

The portal also links to other relevant resources and reports, as well as offers a Community of Practice: Voices from the Ground to facilitate the respectful exchange of factual, constructive and timely information.

## Build a proactive culture of learning through the global knowledge platform and connection hub

To support any action plan for GCM implementation, it is also important to build an ongoing, inclusive and proactive culture of learning about migration and the GCM at all levels of government. The **global knowledge platform and connection hub**, established through the GCM (GCM, para. 43), are particularly valuable for promoting such a culture. While the connection hub will aim to facilitate demand-driven, tailor-made and integrated solutions for actors implementing the GCM, the global knowledge platform will serve as an online open data source.

## Action 2: Draft a budget



### The country's budget: a social contract

The budget serves as the main policy document of any government, outlining how annual and multi-annual objectives are to be prioritized and achieved through resource allocation.

The role of the national budget in successful GCM implementation is therefore crucial. It is through this "power of the purse" and its ability to elevate certain policy-related priorities that initiatives can successfully be achieved.

### Budgeting for GCM implementation

To budget for GCM implementation:

- **Organize capacity-building activities with government actors and other implementing partners**, as needed, before or during the budgeting process. These activities should be tailored to the specific roles, responsibilities, capacities and knowledge gaps of government actors and implementing partners.
- **Take stock of what funding you are likely to receive** from external entities and sources.
- **Consider inputs from stakeholders with whom you have organized consultations** on the levels of funding that will be needed to implement chosen GCM interventions.
- **Consider the ideal conditions for successful GCM budgeting.** See Tool 11.

### Tool 11: Ideal conditions for successful GCM budgeting<sup>47</sup>

**Political commitment** to the GCM at high levels, which can help shift the culture within government

**Legal foundations** for GCM budgeting, including legislation that is debated in and adopted by parliament

**Clear roles and responsibilities** with regards to GCM budgeting, divided among governmental and non-governmental actors and which are decided upon by the implementing body

Availability and collection of **robust migration data**, which can both inform resource allocation and help build political commitment within the government

**Capacity development** in GCM budgeting, such as trainings for government actors on chosen GCM interventions and on how to prepare budgeting statements for their implementation

<sup>47</sup> Ideal conditions have been adapted from adapted from OECD (n.d.). [Designing and Implementing Gender Budgeting: A path to action.](#)

- **Refer to and demonstrate the ten principles of good budgetary governance** (see Tool 12).
- **Ensure that the process of budgeting for GCM interventions is aligned with international human rights obligations.**<sup>48</sup>
- **Budget not only for immediate interventions but also for supporting activities.**  
For example, should you choose to integrate migration into legislative frameworks across different sectors, this may also require budgeting for capacity-building across ministries and departments.
- **Carry out all necessary bureaucratic steps, negotiations and discussions** to move forward successfully with budgeting for and implementing GCM chosen GCM interventions.

### Tool 12: Ten Principles of Good Budgetary Guidance<sup>49</sup>

Manage budgets within clear, credible and predictable limits for fiscal policy.

Closely align budgets with the medium-term strategic priorities of government.

Design the capital budgeting framework in order to meet national development needs in a cost-effective and coherent manner.

Ensure that budget documents and data are open, transparent and accessible.

Provide for an inclusive, participative and realistic debate on budgetary choices.

Present a comprehensive, accurate and reliable account of the public finances.

Actively plan, manage and monitor budget execution.

Ensure that performance, evaluation & value for money are integral to the budget process.

Identify, assess and manage prudently longer-term sustainability and other fiscal risks.

Promote the integrity and quality of budgetary forecasts, fiscal plans and budgetary implementation through rigorous quality assurance including independent audit.

<sup>48</sup> See OHCHR (2017). [Realizing human rights through government budgets](#). Recognizing the close relationship between public budgets and human rights, this publication explores the linkages between obligations under international human rights law and budget policies and processes.

<sup>49</sup> Principles taken directly from p. 3 of OECD (2015). [Recommendation of the Council on Budgetary Governance](#).

## Action 3: Mobilize resources



Securing adequate resources is critical to successful GCM implementation. To mobilize resources for GCM implementation:

- **Organize bilateral meetings with relevant stakeholders and potential implementing partners to discuss resource mobilization.** Potential implementing partners should include governmental actors from different levels and sectors of government, as well as non-governmental stakeholders, in line with the GCM's whole-of-government and whole-of-society approach. The opinions, insights and feedback collected during these consultations can feed into the budgeting process. Tool 13 below lays out the topics that these consultations should cover.

### Tool 13: Resource mobilization consultation discussion guide

TOPICS	NOTES
Funding gaps	
Existing and potential funding partners	
Areas of interest of these funding partners	
Resources required for implementing the chosen GCM interventions <i>Including how much money is needed and how it should be allocated</i>	
How resources may need to be swiftly re-allocated differently in times of global upheaval, such as during a global pandemic ( <b>COVID-19</b> )	

- **Identify potential sources of funding.** If GCM implementation is taking place under a wider policy, programme or 2030 Agenda implementation processes, government actors should follow the existing resource mobilization strategies of this process. Innovative funding sources, such as public-private collaborations, should also be explored. In addition, states should identify opportunities to leverage the Start-Up Fund for Safe, Orderly and Regular Migration (or Migration MPTF), as per their identified objectives for GCM implementation. Some potential funding sources are outlined below in Box E, and further information regarding the Migration MPTF can be found in Box F.

### BOX E: POTENTIAL FUNDING SOURCES FOR GCM IMPLEMENTATION

<b>The Migration Multi-Partner Trust Fund (Migration MPTF)</b> see Box F for more information
<b>Existing local and national strategies and sources of funding for development activities</b>
<b>SDG-related funds</b> , such as the Joint SDG Fund available for UNCTs. More information available <a href="#">here</a>
<b>Migration-specific funds</b> from development cooperation partners and multilateral agencies
<b>Diverse migration-related sources of finance</b> , such as remittances, diaspora contributions, private sector funding, funding from foundations and social impact bonds

- **Draft a resource mobilization plan.** This plan should outline the proposed GCM interventions that require additional resources, as well as highlight strategies for approaching development cooperation partners and other funding sources.

## BOX F: MIGRATION MULTI-PARTNER TRUST FUND (MIGRATION MPTF)

### **What is it?**

The Migration Multi-Partner Trust Fund (Migration MPTF) is the “start-up fund” of the capacity-building mechanism called for in paragraph 43 of the GCM. It is a funding mechanism fully dedicated to supporting collective action on migration and is the only one of its kind.

### **Purpose and Structure**

The Migration MPTF will primarily support the country-level implementation of the GCM, focusing on the GCM’s 23 objectives, grouped under five thematic areas to allow for earmarking and to help ensure tracking of adherence to the GCM’s 360-degree vision. The Migration MPTF will also support regional and global GCM implementation initiatives.

The five thematic areas include:

**Thematic Area 1:** Promoting fact-based and data-driven migration discourse, policy and planning

**Thematic Area 2:** Protecting the human rights, safety and wellbeing of migrants, including through addressing drivers and mitigating situations of vulnerability in migration

**Thematic Area 3:** Addressing irregular migration including through managing border and combatting transnational crime

**Thematic Area 4:** Facilitating regular migration, decent work and enhancing the positive development effects of human mobility

**Thematic Area 5:** Improving the social inclusion and integration of migrants

### **Contributions**

Contributions to the Migration MPTF may be accepted from Member States, regional bodies, intergovernmental organizations, non-governmental organizations, businesses, foundations and individuals.

### **Who can apply?**

UN organizations can apply as primary recipients of grants and can work with and transfer funds to civil society and government partners.

### **Who takes decisions?**

The Fund’s Steering Committee – a multi-partner decision-making body chaired by the Director-General of IOM as Coordinator of the Network determines allocations.

### **For more information and to apply to the Migration MPTF**

More information about the Migration MPTF can be found [here](#). The Migration MPTF Operations Manual, which can be accessed using the same link, contains the concept note template for applying for Migration MPTF funds, as well as a detailed table outlining the connections between GCM objectives and SDG targets. Concept notes for funding proposals are accepted on a rolling basis.

### Checklist for Step 4: Implementation

<input type="checkbox"/>	Develop an action plan for GCM implementation in consultation with all relevant ministries and stakeholders.
<input type="checkbox"/>	Review and adopt the action plan.
<input type="checkbox"/>	Take the necessary steps to budget for GCM implementation, such as organizing capacity-building activities and taking stock of funding.
<input type="checkbox"/>	Draft a budget for GCM implementation, securing resources for immediate interventions, as well as for supporting activities.
<input type="checkbox"/>	Identify potential sources of funding.
<input type="checkbox"/>	Organize bilateral meetings with relevant stakeholders and potential implementing partners to discuss resource mobilization.
<input type="checkbox"/>	Draft a resource mobilization plan.
<input type="checkbox"/>	Implement the action plan, cultivating a culture of learning to encourage improved migration governance at all levels of government.

## Step 5: MONITORING, EVALUATION AND REVIEW

Monitoring and evaluation have been widely recognized as essential to effective programme implementation. Further, the GCM encourages States to conduct regular and inclusive reviews of GCM implementation progress at the national level. (GCM para 53) Because data is essential to monitoring and evaluation efforts, this step focuses heavily on data-related processes including data collection, data disaggregation and building migration data capacity. In addition, Step 5 covers the establishment of reporting mechanisms and the organization of stakeholder consultations required to effectively monitor GCM implementation. Actions in this step build upon data mapping and other efforts undertaken in Step 3: Design.

While this step primarily focuses on what States can do *internally* to measure GCM-related progress, the next step, Step 6: Reporting, will cover international and regional evaluations of the GCM as outlined in the compact itself (GCM, paras. 49-50).



The following outlines concrete actions that can be taken to monitor, evaluate and review GCM implementation. Before beginning, consider the following guiding questions. Once familiar with the various actions involved, refer to the checklist included at the end of this step.

### Guiding Questions for Step 5: Monitoring, evaluation and review

1. In your country, what are the bodies and actors (governmental or non-governmental) that collect and process migration data?
2. Given your country's migration context and existing resources and capacities, what reporting mechanisms should be established to evaluate GCM implementation?
3. How can reporting mechanisms be designed to be adaptable in moments of societal upheaval, such as during a global pandemic? **(COVID-19)**
4. Recall the data mapping from Step 3: What are the main migration-related data gaps in your country context and what are some of the ways that they can be filled?
5. What are the migration data gaps that have become more apparent in light of COVID-19? **(COVID-19)**
6. What are some of the ways your government can effectively improve its migration data capacity?
7. What are other possible formal and informal ways – apart from collecting quantitative and qualitative data -- that your government can evaluate progress on GCM implementation?
8. How – and how often – will your government use the data collected to review, refine and adapt its GCM implementation plans and actions?
9. What is the impact of the GCM implementation efforts on the human rights of impacted persons?

## Action 1: Establish reporting mechanisms



As GCM implementation is a State-owned process, the responsibility of having a strong evaluation and review framework lies with national governments. Evaluations and reviews at the national level can feed into regional reviews and the International Migration Review Forum, which is further discussed in Step 6. Quality reporting mechanisms at both the national and local level are key to developing a strong GCM evaluation and review framework. As no common indicators for GCM implementation exist at the moment, it is up to States to establish these reporting mechanisms themselves. When establishing reporting mechanisms at the national and local level, the following should be considered:

- **Integrate reporting mechanisms into relevant reporting platforms that already exist** for example,
  - ✓ monitoring and evaluation frameworks tied to the SDGs
  - ✓ other sectoral or development policies or plans; and
  - ✓ national and international mechanisms for follow-up and reporting on human rights.
- **For the national reporting mechanism, aim to have reporting indicators published by a relevant and competent body** such as the national statistical office (NSO), the national human rights institution (NHRI), the migration ministry or the body implementing the GCM.
- **For the local reporting mechanism, have indicators published using a relevant platform:** either a locally owned platform, such as the website of the relevant local administration or through a platform managed by the NSO.
- **Refer to civil society organizations** as a rich source of data for reporting.
- **Consider the linguistic accessibility of indicators,** publishing them in the national language(s) and English, or in other languages widely used by migrants within your country.
- **Ensure vertical coherence between indicator reporting** at the global, national and local levels.
  - ✓ Where local and national indicators are the same and use the same methodology, have local indicators feed directly into national reporting and aggregate up to national indicators
  - ✓ Where national indicators are the same as regional or global indicators and they share the same methodology, have national indicators feed into appropriate systems and be aggregated directly
- **Ensure that reporting systematically feeds back into GCM implementation** and that plans and activities are reviewed, adapted and adjusted based on reporting outcomes.
- **Ensure that all reporting mechanisms embrace transparency, timeliness and accessibility:**

**Transparency:** platforms outline relevant metadata, methodology and data sources

**Timeliness:** indicators published on a continuous basis or at agreed regular intervals (will depend on government capacity and periodicity of measurement)

**Accessibility:** public can access the indicators, such as a through a simple Excel table available for download

## Action 2: Data collection and capacity building



### Data collection and indicator reporting

To ensure strong data collection and indicator reporting:

- **Take stock of available sources of migration data.** See Box G for a list of potential migration data sources.

#### Box G: Potential sources of migration data

Population and housing censuses	Household surveys
The UN Global Migration Database, available <a href="#">here</a>	Administrative records and data tools, such as: <ul style="list-style-type: none"> <li>• Numbers of migrants in immigration detention, deaths at borders, return figures</li> <li>• Population registers</li> <li>• Work and residence permit databases</li> <li>• Migration variables collected from asylum applications and border points</li> </ul>
Regional statistical bodies, e.g., Eurostat, available <a href="#">here</a>	IOM's Global Migration Data Portal, available <a href="#">here</a>
Events-based data on human rights violations and abuses, available at the OHCHR Universal Human Rights Index, available <a href="#">here</a>	Reports of the Special Procedures of the Human Rights Council, available <a href="#">here</a>
Labour force surveys and censuses	Reporting, data and research collected by civil society actors
The UN Network on Migration Global Knowledge Platform and Connection Hub, available <a href="#">here</a>	

- **Identify which actor will lead data collection at the local and national level** (whether this is the NSO, the migration ministry or the body responsible for GCM implementation).
- **Establish modes of interaction between stakeholders and partners**, in particular how local stakeholders and implementing partners should engage with the actor responsible for data collection at the national level.
- **Adapt existing data systems and processes to ensure appropriate data collection**
  - Data compilation and dissemination: Relevant data is often collected by different stakeholders, but not collated by one agency. In this case, States could set up a data-sharing mechanism between the stakeholders so that one actor can compile and disseminate the data, in accordance with data protection principles. Refer to Tool 5 for more information about data protection principles.
  - Responding to emergencies: Data collection gaps may become more apparent and dire in times of rapid and significant upheaval and data systems must be able to adapt to respond to these data needs. For example,

during the COVID-19 pandemic in 2020, the fact that national and local authorities often did not have a precise picture of the number and distribution of migrants in their jurisdictions became even more apparent. This factor not only hindered migrants' inclusion in public health efforts but also made it harder to gather precise information about affected individuals and to monitor and trace the course of the outbreak.<sup>50</sup> (COVID-19)

- **Ensure data protection at every stage.** Government actors must respect data protection principles at every stage of migration-related data collection, processing and disaggregation. Refer to Tool 5 introduced in [Step 3: Design](#) for more information.
- **Refine or modify indicator methodologies as appropriate,** regularly and based on continual feedback on the impact and effectiveness of operational GCM interventions,<sup>51</sup> such as by adding indicators or adjusting the timing of data collection.

### Data Disaggregation

Disaggregated data allows government actors to see beyond statistical averages in development data, helping them better understand, for example, migrants' socioeconomic, health, education and employment outcomes. Furthermore, disaggregated data sheds light on the needs of specific migrants – such as those of trafficking victims – to which GCM interventions can aim to respond. The importance of disaggregated data is captured in GCM objective 1, which calls on States to “collect and utilize accurate and disaggregated data as a basis for evidence-based policies.”

Below are concrete steps government actors should take when disaggregating data:

- **Include the following variables in administrative registries and census-based data collection:**
  - Country of birth, including for foreign-born and native-born population
  - Country of citizenship, including for citizens, non-citizens and stateless persons
- **If possible, also include the following variables in administrative registries and census-based data collection:**

✓ Reason for migration	✓ Regular or irregular migration status
✓ Duration of stay in the country	✓ Age
✓ Country of birth of individual and of parents (to determine first- and second-generation migrants)	✓ Gender identity
✓ Refugee or asylum seeker status	✓ Occupation
	✓ Employment status
- **Use existing census microdata to the greatest extent possible.**

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<sup>50</sup> Guadagno, L., International Organization for Migration (2020). [Migrants and the COVID-19 pandemic: An initial analysis](#). *Migration Research Series*, No. 60.

<sup>51</sup> GCM implementation monitoring should not end at indicator reporting. It is important to continuously evaluate GCM-related interventions using a combination of formal and informal methods. Informal evaluations can rely on nothing more than experience-based knowledge, e.g., the insights gleaned from several implementing partners getting together and informally sharing their findings.

For example, data from the Integrated Public Use Microdata Series (IPUMS) can disaggregate many global indicators by country-of-birth status for different countries.

## Strengthening Migration Data Capacity

Through implementing the GCM, governments will see their capacities improve across several migration topics, such as through close cooperation with data experts and robust coordination with institutions and stakeholders across different policy sectors. To maximize this improvement, governments should actively work to improve the quality of their migration data, as well as consider ways in which migration data can be strengthened in the long term. Tools 14 and 15 outline different migration data capacity-building activities to be considered and pursued by government actors.

### Tool 14: Improving the quality of migration data

Leverage existing data tools	Ensure that all available sources of migration data are being utilized and that existing data collection tools collect as much meaningful migration data as possible.
Optimize data processes	Migration data is often scattered between government agencies making it difficult to gain an accurate overview of the situation and trends. In accordance with data protection principles, governments should enact data integration methods to share data from different sources.
Consult data collected by other actors	Governments should consult data collected by other actors, such as academia, civil society or international organizations, to strengthen the data capacity on a variety of migration topics.
Integrate migration into local and national planning	Integrating migration into local and national development planning can help improve migration data. Such action would render migration data collection more of a political priority and would help mobilize resources for migration data capacity-building.
Tap into non-traditional data sources	Innovative sources such as big data can greatly increase understanding of migration phenomena. For example, while it is generally difficult to find accurate data on migration flows in emergencies and post-disaster situations, call records from mobile phone networks can be used to track population movements.

### Tool 15: Migration data capacity building activities

**Create local, national or regional data action plans**, which set out priorities and strategies to improve the availability and quality of migration data. Where relevant, these plans should be fully integrated with local or national action plans for statistics.

**Work towards creating legal and institutional frameworks for statistics** that proactively support the development of best practice legislation, standards, policies and practices on migration data.

**Strengthen cooperation and coordination between national statistical offices, ministries, national human rights institutions and other organizations that produce migration data**, to harmonize migration data concepts and improve data sharing and integration mechanisms.

<p><b>Expand migration data collection in areas that are lacking</b> and help advance the creation of concepts, methodologies and data quality assurance frameworks in these areas.</p>
<p><b>Organize workshops or consultations with government representatives and other practitioners to build capacity and share best practices on migration data.</b> These workshops can be thematically based (e.g., irregular migration or human trafficking) or focus on specific policy sectors.</p>
<p><b>Leverage innovative sources</b> for increased understanding of migration. For example, tools such as U-Report facilitate feedback in real time directly from migrant children and youth. More information available <a href="#">here</a>.</p>
<p><b>Develop and strengthen multi-stakeholder partnerships across government, academia, civil society, private sector and others</b> involved in the production and use of migration data, at the local, national, regional and international levels. This should also include collaboration with key migration partner countries to facilitate exchanges on migration statistics in areas such as recruitment and migrant labour rights. For example, in March 2020, UNICEF, IOM, UNHCR and OECD launched the International Data Alliance for Children on the Move.<sup>52</sup></p>
<p><b>Create or contribute to open data or data sharing initiatives</b> aimed at lowering information costs, making migration data available to a range of different stakeholders and developing the evidence base for migration policymaking and programming.</p>
<p><b>Mobilize resources for migration data capacity-building.</b> This could mean seeking resources as part of development assistance available for statistics, as well as under any financing available through migration-specific development assistance.</p>
<p><b>Engage with relevant international agencies</b> to improve migration data capacity through specific tools, such as with the IOM on developing and updating Migration Profiles.</p>
<p><b>Consult best practice examples of migration data capacity-building</b> on the global knowledge platform created by the GCM.</p>
<p><b>Consult guidance on migration data capacity-building and best practice examples</b> available on IOM's Global Migration Data Portal, accessible <a href="#">here</a>. This portal provides information on international data sources on migration and provides a list of standardized international-level migration indicators.</p>
<p><b>Participate in regional and international dialogues on migration data.</b> Growing international interest in and attention to improving migration data presents an important opportunity for governments to share experiences with others and improve their own migration data practices. Governments should take part in relevant fora such as the International Forum on Migration Statistics jointly organized by the IOM, UN DESA and the OECD, as well as follow the developments of the UN Network on Migration.</p>
<p><b>Participate in regional and international dialogues on development data.</b> There is a strong call in the international community to start a development data revolution. Governments should join this effort to build momentum for improved migration data.</p>

<sup>52</sup> UNICEF, [Lack of quality data compounds risks facing millions of refugee and migrant children](#).

## Action 3: Stakeholder consultations



A critical component of the evaluation and review process is organizing open and inclusive consultations with a wide range of governmental and non-governmental stakeholders. Feedback collected during these consultations is essential and should encourage proactive course correction in GCM implementation. Tool 16 below outlines principles to consider in organizing these consultations.

### Tool 16: Principles to consider when organizing consultations for GCM implementation feedback

<p>Consultations with migrants and migrant organizations should be prioritized and their voices should be amplified, in particular those who are at risk of being left behind such as undocumented migrants, women and children.</p>	<p>Non-governmental stakeholders, including migrants, migrant groups and other civil society organizations, can offer vital insights on:</p> <ul style="list-style-type: none"> <li>✓ Which interventions work and do not work</li> <li>✓ How interventions can be improved</li> <li>✓ Any human impacts of different interventions</li> </ul>	<p>Gathering radically honest inputs from stakeholders can only strengthen GCM implementation</p>
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### Checklist for Step 5: Monitoring, evaluation and review

<input type="checkbox"/>	Establish transparent, timely and accessible reporting mechanisms at the national and local levels, integrating them into relevant reporting platforms that already exist.
<input type="checkbox"/>	Take stock of available sources of migration data.
<input type="checkbox"/>	Identify which actor will lead data collection at the national level.
<input type="checkbox"/>	Establish how local stakeholders and implementing partners should engage with the actor responsible for data collection at the national level.
<input type="checkbox"/>	Adapt existing data systems and processes to ensure appropriate data collection.
<input type="checkbox"/>	Refine or modify indicator methodologies as appropriate.
<input type="checkbox"/>	Take necessary steps to disaggregate data by variables such as nationality, migration status, age, sex, gender identity, etc.
<input type="checkbox"/>	Identify and pursue needed migration data capacity-building activities.
<input type="checkbox"/>	Ensure that the right to privacy and data protection are respected at every stage of collecting and using data.
<input type="checkbox"/>	Organize open and inclusive consultations with all relevant stakeholders.

## Step 6: REPORTING

In addition to outlining a vision, guiding principles and 23 Objectives for implementation, the GCM articulates a process to review progress made at the local, national, regional and global levels in implementing the Global Compact. Accordingly, Step 6 provides governments with an overview of the anticipated review and reporting processes, as well as suggests how states can prepare for the anticipated reviews, focusing on suggested action to prepare for the first review process scheduled to begin in 2020.

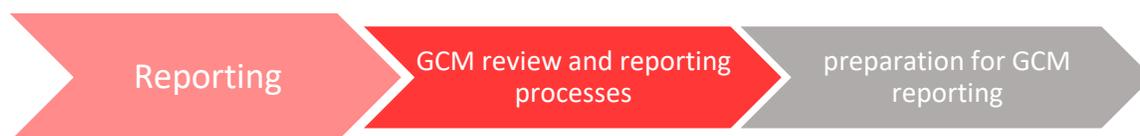


Before beginning the reporting process, consider the following guiding questions. Once familiar with the various GCM reporting mechanisms, refer to the checklist included at the end of this step to help prepare inputs to GCM reporting.

### Guiding Questions for Step 6: Reporting

1. Considering the national review mechanisms around GCM implementation you plan on establishing or using, how regularly will your government review progress on GCM implementation?
2. What would be the possible pros and cons of conducting these national reviews less or more frequently?
3. Has your country conducted Voluntary National Reviews (VNRs) in recent years? If so, what have been the challenges and lessons learned from these reviews?
4. How can the following human rights reports also feed into GCM national and regional reviews?
  - Recent reviews of your country by human rights treaty bodies or reports of visits by special procedures mandate holders
  - Recent UPR of your country
  - Recent reports prepared by your country's national mechanism for reporting and follow-up
5. How can your country's VNRs feed into the IMRF and vice-versa?
6. **How will the COVID-19 pandemic affect your country's participation in and contribution to the 2020 regional reviews? (COVID-19)**
7. How will findings from national review processes feed into future planning and action on the GCM?

## GCM Review and Reporting Processes



The GCM establishes the **International Migration Review Forum (IMRF)** as the primary intergovernmental platform for Member States to share progress on GCM implementation (GCM, para. 49). Acknowledging that most international migration takes place within regions, the GCM also calls for **regional reviews**. (GCM, para. 50). The GCM encourages that these reviews be informed by **national reviews**. Finally, the GCM requests **biennial reports from the UN Secretary-General** to the General Assembly. Each of these review and reporting processes is detailed further below.

### **THE INTERNATIONAL MIGRATION REVIEW FORUM (IMRF)**

The main reporting mechanism for the GCM is the International Migration Review Forum (IMRF), which will take place every four years beginning in 2022. The IMRF will serve as the primary intergovernmental platform to discuss and share progress on implementing all aspects of the GCM, including as it relates to the 2030 Agenda. It will allow for interaction with other relevant stakeholders to build upon accomplishments and identify opportunities for further cooperation. The modalities for the IMRF can be found [here](#).

### **NATIONAL AND REGIONAL GCM REVIEWS**

Member States' participation in the IMRF, which will take place every four years beginning in 2022, should be meaningfully informed by both national and regional reviews.

**National reviews** conducted by governments should regularly and inclusively examine progress on GCM implementation and inform future planning and activities. National review mechanisms, described in Step 5, should be embedded in governments' formal plans for GCM implementation – whether these are separate national GCM implementation plans or otherwise – and should draw on meaningful contributions from all relevant stakeholders (GCM, para. 53).

Meanwhile, **regional reviews**, which will also take place every four years, began in 2020 and alternate with discussions at the global level. In line with the GCM, these regional reviews are to be carried out by relevant subregional, regional and cross-regional processes, platforms and organizations, including the UN regional economic commissions and regional consultative processes on migration. Like national reviews, these regional reviews should also embrace the participation of all relevant stakeholders (GCM, para. 50).

### **BIENNIAL REVIEWS OF THE UN SECRETARY-GENERAL**

The GCM also requests that the UN Secretary-General, drawing on the UN Network for Migration, report to the General Assembly on a biennial basis on the implementation of the GCM, the activities of the UN system in this regard and the functioning of the institutional arrangements (GCM, para. 46).

## ***Congruence with existing reporting mechanisms for other international agreements***

All GCM-related reporting processes should feed into existing mechanisms tracking progress on other international agreements (see Box H). Given that the GCM is firmly anchored in the 2030 Agenda, strong links should be fostered between the IMRF and VNRs, which can and should mutually support each other.

### Box H: Existing reporting mechanisms for other international agreements<sup>53</sup>

#### Voluntary national reviews (VNRs)

- VNRs highlight the successes, challenges and lessons around implementing the 2030 Agenda, and are presented by governments every year at the annual High-level Political Forum on Sustainable Development.

#### Universal Periodic Review (UPR) of the Human Rights Council

- The UPR is a unique, State-driven process that involves a review of the human rights records of all UN Member States.

#### Country-level reporting done by human rights treaty bodies

- The human rights treaty bodies are committees of independent experts that monitor implementation of the core international human rights treaties (ICERD, ICCPR, CEDAW, CRC, etc.). Each State party to a treaty has an obligation to take steps to ensure that everyone in the State can enjoy the rights set out in the treaty, and to report to the relevant treaty body regarding its progress.

#### Voluntary local reviews (VLRs)

- At the local level, different municipalities are also conducting voluntary local reviews (VLRs) in an effort to consolidate local implementation of the 2030 Agenda. These VLRs can therefore feed "upwards" into national and regional reviews.

## Preparation for GCM Reporting



Countries may take different approaches to GCM implementation reporting at the national, regional and global levels, depending on available resources and capacities. The following is an indicative process to support states in preparing for the 2020 regional reviews, the first official review forum to take place for the GCM. All States are encouraged to engage actively in these processes to share progress, exchange positive practices and identify continuing challenges.

### **The 2020 regional reviews**

The first round of regional reviews is to be held in 2020<sup>54</sup>. These reviews will be organized in line with the GCM's vision and guiding principles (GCM, paras. 8-15).

Regional reviews provide an important opportunity for States to discuss migration dynamics at a regional level, which may help inform efforts to implement the GCM. To inform the regional reviews, **States are encouraged to prepare voluntary reviews of GCM implementation progress at the national level**. Such reviews should draw on contributions from all relevant stakeholders, as well as parliaments and local authorities. An indicative outline to

<sup>53</sup> A list of the human rights treaties and corresponding bodies can be found [here](#).

<sup>54</sup> Due to the COVID-19 pandemic, some regional reviews have been postponed until early 2021. For updated information about regional reviews, see the [Network's website](#).

support these reviews has been shared by the Network. Please see below for links to this and other resources to support regional reviews.

Below are principles that will inform the process for preparing the 2020 regional reviews and intergovernmental meetings.<sup>55</sup>

### Preparatory process

- **Stakeholders shall be meaningfully involved in supporting the preparation and organization** of the reviews through appropriate methods of consultation.
- **The Network, through its regional Networks and the Regional Economic Commissions, will support meaningful engagement of stakeholders in the preparation of a voluntary stocktaking of the implementation of the GCM** at the national level ('voluntary GCM review') to be presented during the regional review, as appropriate.
- **An indicative outline for Member States to review the status of implementation of the GCM at the national level** has been prepared and distributed by the Network. The indicative outline can be found [here](#).
- **The Network will provide an online space on the GCM Knowledge Platform** dedicated to written submissions provided as part of the regional review process.
- **Calls for inputs should facilitate wide participation of all relevant stakeholders** by giving sufficient advance notice, disseminating a public call and making information as widely accessible as possible.

### The inter-governmental meeting

- **An open registration process is widely disseminated** at least eight weeks in advance.
- **Participation should aim to ensure representation of all stakeholder categories** in each region among civil society organizations and other relevant stakeholders.
- **Due regard must be paid to geographic balance, gender and racial (or national) balance and sectoral diversity**, as well as a reflection of the whole-of-government and whole-of-society approach.
- **The Network will support the meaningful participation of stakeholders** in the review meetings.
- **If reviews are held virtually, the Network and Regional Economic Commissions can host virtual stakeholder consultations** in the weeks leading up to the regional review meeting.
- **The regional review meeting and the stakeholder consultation should be webcast.**
- **The Network and Regional Economic Commissions will hold a stakeholder evaluation session** after each regional review.

### Guidance provided by the Network

The Network will play a critical role in organizing the 2020 regional reviews and has developed various guidance documents to this end, including:

- An indicative outline for regional processes, platforms, organizations and stakeholders
- An indicative outline for Member States
- A suggested checklist for preparing and organizing regional reviews

<sup>55</sup> Based on UN Network on Migration's suggested checklist for preparing and organizing regional reviews, available [here](#).

- A document on how to ensure meaningful engagement of civil society and relevant stakeholders for regional reviews

These guidance materials are available on the Network’s website, available [here](#), which will contain updated information as it is available.

### GCM Regional Review Reports

Regional reviews could result in comprehensive reports that synthesize all inputs received, highlight issues and priorities of regional importance and propose roadmaps for regional action to advance GCM implementation. These reports could then serve as inputs to the 2022 IMRF.

#### SUGGESTED STRUCTURE FOR GCM REGIONAL REVIEW REPORTS

- INTRODUCTION (REGIONAL OVERVIEW AND BACKGROUND)
- EXECUTIVE SUMMARY
- KEY FINDINGS
- SELECTED GOOD PRACTICES AND LESSONS LEARNED WITHIN THE REGION
- CONCLUSIONS AND RECOMMENDATIONS FOR IMPLEMENTATION AND FUTURE REGIONAL REVIEW
- ANNEX WITH ORGANIZATION OF WORK AND LIST OF PARTICIPANTS

#### Checklist for Step 6: Reporting

<input type="checkbox"/>	Take stock of the existing mechanisms tracking progress on other international agreements (e.g., VNRs, UPR and treaty body reporting) into which GCM-related reporting processes can feed.
<input type="checkbox"/>	Identify opportunities to leverage synergies across the various reporting mechanisms.
<input type="checkbox"/>	Consult the Network’s suggested guidance on the 2020 regional reviews and draft inputs, including potentially a report, based on national capacity.
<input type="checkbox"/>	Collaborate, engage and partner with the Network, Regional Economic Commissions and all other relevant stakeholders to co-create, facilitate and participate in the 2020 regional reviews.
<input type="checkbox"/>	Chart out a clear path for your country's contribution to and participation in the 2022 International Migration Review Forum (IMRF), building on lessons learned and experience in developing inputs for the 2020 regional review.

## **CASE STUDY:**

### **Portugal's national GCM implementation plan**

*On 13 February 2020, Mr. Vasco Malta – an Advisor from the Cabinet of Portugal's Ministry of Home Affairs – gave a presentation about Portugal's national GCM implementation plan to members of Working Group 2.2 of the UN Network on Migration. This case study has been prepared based on Mr. Malta's presentation, as well as on Portugal's national implementation plan, which can be accessed [here](#).*

#### **PORTUGAL AND THE GCM**

This case study provides a glimpse into Portugal's national GCM implementation plan (hereafter referred to as "the Plan"). Government actors will see that Portugal's implementation process does not mirror exactly the six-step process outlined in this guidance. This is normal, given the intended flexibility of the six-step process and the fact that GCM implementation will inevitably look different across governments and societies.

#### **BACKGROUND ON MIGRATION IN PORTUGAL**

As of 2019, Portugal had, for the first time in its history, over half a million migrants living in Portugal, 67% of whom were from non-EU countries. Migrants in Portugal – considered an "ageing" country – make important contributions to the country, not the least of which are related to providing much-needed labour.

#### **PORTUGAL'S EXISTING POLICY FRAMEWORK ON MIGRATION**

Before Portugal adopted the GCM, migration had already been recognized as a prominent issue in its policy landscape. In particular, Portugal had already adopted its:

- **Strategic Plan for Migration (2015-2020)** [*Plano Estratégico para as Migrações*]
- **Fourth Action Plan for the Prevention and Fight against Human Trafficking (2018-2021)** [*IV Plano de Ação para a Prevenção e o Combate ao Tráfico de Seres Humanos*]
- **Integrated Border Management Strategy** [*Estratégia de Gestão Integrada de Fronteiras*], in 2017

Furthermore, migration is positioned as a cross-cutting issue within Portugal's government. The country's high-level migration officials are part of the Ministry of the Presidency and Administrative Modernization, which means that migration is not tied to a specific ministry.

#### **AN OVERVIEW OF THE IMPLEMENTATION PLAN**

##### ***The basics***

- The Plan was approved through Resolution 141/2019 on 20 August 2019 by Portugal's Council of Ministers, the chief policy-making body of the government.
- The Plan is structured around five fundamental axes:
  - 1) Promotion of safe, orderly and regular migration
  - 2) Improvement of migration flow organization and integrated border management processes
  - 3) Promotion and qualification of immigrant reception and integration mechanisms
  - 4) Supporting the connection of migrants to their country of origin and their return projects
  - 5) Increasing development partnerships with countries of origin and transit, addressing the root causes of irregular migration
- It has 23 common objectives – identical to the GCM objectives – and 97 implementation measures which are split between the 23 objectives.

### *How did the plan come into existence?*

- The Plan is roughly *half existing policy* and *half new policy*.
- During the elaboration of the Plan, the government-held consultations with civil society, local authorities and relevant stakeholders. These consultations were facilitated by the Council of Migration, a body founded in 2014 that includes governmental and non-governmental actors and which by law is required to be part of decisions on migration policymaking.
- By law, migration-related policymaking must involve the participation of civil society, local authorities and other relevant stakeholders. This is assured through the Council of Migration,<sup>56</sup> which includes both governmental and non-governmental actors.

### *Who's paying for the Plan?*

- During the drafting process, all areas of government had to present budgets to provide an idea of how much various implementation measures would cost.
- All ministers had to sign off on the Plan, including the Minister of Finance.
- Now that the Plan has been approved, all ministers are jointly responsible for ensuring that the Plan is both financed and implemented.

### *Who will implement the Plan?*

- The plan takes a robustly cross-sectoral approach, naming 14 different ministries that will be involved in implementing the Plan (see below).
- For each of the 97 implementing measures, the Plan names one responsible ministry and several ministries that will be involved in implementing the measure.

Ministries responsible for implementing Portugal's National Implementation Plan:

Ministry of the Presidency and Administrative Modernization (MPMA)  
Ministry of Labour, Solidarity and Social Security (MTSSS)  
Ministry of the Culture (MC)  
Ministry of the Sea (MM)  
Ministry of Home Affairs (MAI)  
Ministry of the Economy (MAEC)  
Ministry of Justice (MJ)

Ministry of Health (MS)  
Ministry of Education (MEDU)  
Ministry of Infrastructure and Housing (MIH)  
Ministry of Foreign Affairs (MNE)  
Ministry of Finance (MF)  
Ministry of Science, Technology and Higher Education (MCTES)  
Ministry of Planning (MP)

### *Who will evaluate implementation progress?*

When formally approving the plan on 20 August 2019, Portugal's Council of Ministers also created an inter-ministerial committee to oversee the implementation of the Plan. This committee will meet quarterly to assess implementation progress.

## **HOW THE PLAN EMBODIES THE SPIRIT AND PRINCIPLES OF THE GCM**

The Plan and its surrounded processes demonstrate:

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<sup>56</sup> Portugal's Council of Migration was established in 2014 and is Portugal's consultative body on migration issues, including integration. The council engages in the Council of Ministers' decision-making process, therefore ensuring cooperation between both governmental and non-governmental actors in the elaboration and implementation of migration-related policy. The council includes government actors, the country's association of municipalities, representatives of migrant communities, civil society organizations working on migration and two citizens.

- **Horizontal coherence**, through meaningful involvement, engagement and shared responsibility with all relevant ministries
- **A whole-of-government approach**, through:
  - Securing the Council of Ministers' legal approval of and political commitment to the Plan
  - Recognizing municipalities as important stakeholders who will be among the local deliverers of the Plan
  - Engaging a process, with and alongside the Ministry of Finance, for financing and budgeting for the Plan
- **Vertical coherence**, through engaging the Council of Migration and its members – including migrant associations, municipalities, civil society and other stakeholders – in the elaboration and eventual implementation of the Plan
- **A 360-degree vision of migration**, through addressing all relevant dimensions of migration and by identifying implementation measures for *all* GCM objectives, not just a few "cherry-picked" ones

*\*\*Portugal's GCM implementation plan can be accessed directly [here](#).\*\**

## SNAPSHOT OF THE PLAN: Implementing measures for GCM Objective 2

*These tables below have been adapted directly from Portugal's national implementation plan.*

<b>OBJECTIVE 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin</b>				
<i>Implementing measure (out of 97 total)</i>	<i>Implementation measure</i>	<i>Ministry responsible for this measure</i>	<i>Ministries involved in implementing the measure</i>	<i>Implementation deadline</i>
6	To adopt, in a transversal manner, measures which promote Sustainable Development within the framework of the 2030 Agenda, namely through Strategic Cooperation Programs (PECs), Financing Lines for projects by Non-Governmental Organizations for Development (NGDOs), South-South Cooperation Agreements, Triangular Cooperation Agreements, the Lusophone Compact and Financial Instruments (SOFID), among others.	Ministry of Foreign Affairs	Ministry of Foreign Affairs  Ministry of Finance  Ministry of the Economy  Ministry of Labour, Solidarity and Social Security  Ministry of Science, Technology and Higher Education  Ministry of Planning	Continuous implementation measure
7	To participate in both the implementation of the new Africa-Europe Alliance for Sustainable Investment and Jobs and its implementation policies, namely within the scope of the EU Multiannual Financial Framework, 2021-2027.	Ministry of Foreign Affairs	Ministry of Home Affairs  Ministry of Labour, Solidarity and Social Security  Ministry of the Economy  Ministry of Planning	Continuous implementation measure
8	To continue Portugal's participation in the Euro-African dialogues on migration, namely in the Rabat Process and in the La Valetta Process, monitoring ongoing projects funded by the EU Emergency Trust Fund for Africa and encouraging applications for new funding.	Ministry of Foreign Affairs	Ministry of Home Affairs	Continuous implementation measure