



IOM International Organization for Migration

**Ambiguities and Confusions in the Migration-Trafficking
Nexus:
A Development Challenge**

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“The problem of Trafficking and the web of human right violations it embraces present some of the most difficult and pressing issues on the international human rights agenda. Complexities include different political contexts and geographical dimensions of the problem; ideological and conceptual differences of approach ... link between trafficking and migration presents another complexity presenting both political and substantive obstacles to resolutions of the trafficking problem.”

UN Secretary General’s Report on ‘Trafficking in Women and Girls’ presented at the 58th Commission on Human Rights (2002), Geneva.

Introduction*

The dynamics of population movement have undergone fundamental transformations in the 21st century adding new multi-faceted dimensions, complexities and challenges. The age-old migratory nature of human beings, which helped conquer the planet, has substantially been reshaped by formation of nation-states, extreme poverty, economic imbalances, environmental degradation and security challenges. Today, migration does not only imply the “shifting of population” from one place to another across political or geographical frontiers, neither is migration determined by simple human nature or desire; rather it is an outcome of a set of inter-related historical, geographical, economic, social and political factors. These factors, forces and processes create a complex migration picture (shown in Annexure I). Noticeably, in the migration picture developed in mid-90s, trafficking in persons was not widely recognized as a part of the migration phenomenon. It does not mean that trafficking did not exist then. It was perhaps a lack of understanding and knowledge of intricacies of trafficking and migration that led to the absence of recognition of trafficking as a case of population movement “gone wrong”. These gaps or limitations in understanding pose a critical challenge for states and international communities to manage various types of migration effectively.

Trafficking in persons is the “dark side” of population movement, which places people in a “harm” situation, violates fundamental human rights and is a form of modern-day slavery. It is a coercive and violent form of movement which must be prevented¹ contrary to regular migration which could provide an alternative livelihood option for some people. The human trafficking process thrives on individual’s vulnerability and has three core elements; first, movement, second, deception or coercion and finally the “harm”² outcome or exploitation or slavery

¹ Sanghera, Jyoti, “Enabling and Empowering Mobile Women and Girls”, paper presented at the Seminar on Promoting Gender Equality to Combat Trafficking in Women and Children, Bangkok 7-9 October 2002.

² “Harm” is the undesirable outcome that places a person in a situation whereby, the person finds him/herself in an exploitative and dehumanizing condition. Often beaten up, sexually and psychologically abused, made to work long hours without any remuneration. Freedom of mobility and choice are non-existent. The “harm” results from a situation of forced labour, servitude and slavery-like practices in which a person is trapped/held in place through force, manipulation or coercion for a given period of time.

* I am grateful to Umbareen Kuddus of IOM Dhaka for reviewing the draft paper. The paper is soon to be published in a book.

like practice³. The linkage between regular migration as the “bright side” and human trafficking as the “dark side” of population movement is complex. The complexities often impact the approach taken by development practitioners and policy makers in managing migration.

This paper intends to examine the intricate links between migration and trafficking within the complex continuum of population movement. It also attempts to establish the relationship between “smuggling in migrants” and “trafficking in persons” to bring in further conceptual clarity and identify programmes and projects taking into consideration the complexities of linkages among the three types of population movement. The paper concludes that the best possible option is to take a comprehensive and integrated approach for management of migration both regular and irregular.

Conceptual Ambiguities, Limitations and Confusions about Various Types of Population Movement

Involuntary and Voluntary Migration: There are primarily two generic types of population movement. The first type is “involuntary” or “forced” migration in which people are compelled to move out of their home in large numbers. People flee or are obliged to leave their home or places of habitual residence out of fear of persecution or events threatening to their lives or safety;⁴ these events could include human rights violations, repression, conflict, military aggression, natural and man-made disasters. Though people leave their home on their own initiative, sometimes, a large number are forced out of their home by “groups”, often armed, to fulfil some objective such as “depopulating” an area or “ethnic cleansing”. Those forced to leave their home either cross international borders in search of refuge or move to another place within the state-borders. The first group is known in general as “refugee”, whereas the second group of people is termed as “internally displaced people” (IDPs). Refugees move under compulsion, not by choice or for better livelihood. Refugees have a special status in international law under the UN Convention and Protocol Relating to the Status of Refugees overseen by the United Nations High Commission for Refugees (UNHCR). By definition, a refugee is a person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his/her nationality and is unable to or owing to such fear, is unwilling to avail himself/herself of the protection of that country or return there for fear of persecution.⁵

The second type of migration known as “voluntary” migration refers to a situation in which people move out in search of better livelihood or for other reasons.

³ D’Cunha, Jean, “Gender Equality, Human Rights and Trafficking: A Framework of Analysis and Action”, paper presented at the Seminar on Promoting Gender Equality to Combat Trafficking in Women and Children held in Bangkok, 7-9 October 2002.

⁴ Martin, Susan F. “Forced Migration and the evolving humanitarian regime”, UNHCR working Paper No.20, Geneva, July 2000.

⁵ 1951 Convention relating to the Status of Refugees.

Voluntary migration is a part of people's strategies to enhance and/or diversify their livelihood. Such a voluntary decision to migrate is often guided by the available or perceived wider and brighter opportunities abroad. People who migrate voluntarily are known as "migrants", "labour migrants" or "economic migrants". In general, migrants are rational persons who are able to judge opportunities abroad. The term "migrant" covers all cases where the decision to migrate is taken freely by the individual concerned, for reasons of "personal convenience" and without intervention of an external compelling factor.⁶ But people also migrate because of poverty, lack of employment opportunity, and disaster. The forces of globalization, widening and deepening of trade liberalization, economic disparities at home and abroad combined with ageing and declining populations abroad influence both internal and international migration. Historically, migration as an enduring component of human civilization, has contributed to enriching societies and benefiting economies of both origin and destination countries. It is estimated that there are about 185 million people living outside their country of birth, amounting to about 2.9% of the global population.⁷

Migration and Trafficking in persons: Migration is a broad general concept and trafficking is a sub-set or category of migration. Migration is a process of movement of people from one place to another (in case of international migration one country to another) in order to take up employment or establish residence or change their place of residence for various reasons. It applies to various types of movements guided by diverse causes. International migration in particular is a complex and multidimensional phenomenon. The dynamics of international migration are often explained or measured in relation to (either alone or in combination) factors such as citizenship, residence, time or duration of stay, purpose of stay or place of birth. On the other hand, trafficking in persons as a subset of migration is a movement (either internally or internationally) of a person under a situation of deceit, force, threat, debt bondage or other form of coercion involving exploitation and violation of human rights. Trafficking in persons therefore mostly results in abusive exploitation and human rights violations. A person, by being in the hands of traffickers, loses control of his/her fate and freedom⁸ and ends up in a "harm" situation.

The concept of regular migration is understood as migration occurring through regular and legal channels. Regular migration therefore extends to those covered under the definition of "migrants" as elaborated above and to "migrant workers". According to the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, a "migrant worker" is a person who is to be engaged, is engaged or has been engaged, in a remunerated

⁶ IOM, Overview of International Migration, Migration Management Training Programme, April 1997.

⁷ IOM World Migration Report 2005, forthcoming

⁸ IOM, Migrant Trafficking and Human Smuggling in Europe: A review of the evidence with case studies from Hungary, Poland and Ukraine, Geneva, 2000.

activity, in a State of which, he or she is not a national.⁹ Therefore regular migration implies a voluntary nature of migration.

As regular migration and trafficking both share the common migratory space, it is difficult to clearly differentiate between regular migration and trafficking. Regular migration and trafficking are two distinct but inter-related phenomena. The demarcation between the two phenomena in practice is often not clear or apparent. Therefore, efforts attempting to draw a clear line between the two concepts is described as working in a “terminological minefield”.¹⁰ In some cases, researchers and practitioners mistakenly use movement, mobility and migration as interchangeable concepts. Though the movement or mobility is be a common element of trafficking and regular migration, it is the presence or absence of coercion, exploitation, abuse, loss of control on life options (or agency) could be considered as determining factors. Absence of some or all of these makes a person’s movement regular migration and the presence, trafficking. The presence of exploitation or violations of rights are trafficking outcomes irrespective of the nature of mobility. Sometimes attempts, though wrongly, are made to distinguish migration as a labour issue and trafficking as a human rights issue.¹¹ The two phenomena are further complicated as people continue to move from regular to irregular situations and vice-versa. Therefore any such generalization in identification of the differences between the two concepts can be misleading.

In general, violations of rights of migrants are addressed by a specific set of legal instruments which are different from the legal procedure for addressing trafficking cases. The national, regional and global approach, norms and practices concerning the migrants and the trafficking survivors also reinforce the assumption that the two groups have distinctive causes, purposes and consequences in their experiences and expectations.

In simple terms, the difference could be as follows:

- Trafficked persons are deceived or forced (actual or by threat) to move. Whereas, regular migrants are not usually deceived or forced to leave their place of residence. But, sometimes it could be difficult to draw a line between the two concepts, as there are grey areas in between blurring a clear distinction.
- Both trafficking in persons and migration share the same “migratory space” as both involve movement. Nevertheless, the two phenomena have very different reasons behind movement and outcomes, with trafficked persons being exposed to a “harm” situation and end up in slave like situations.

⁹ Article 2 (3a) of International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.

¹⁰ Skeldon, Ronald, “Trafficking: A perspective from Asia” in Reginald Appleyard and John Salt edited, perspectives on Trafficking of Migrants, 2000, IOM, Geneva.

¹¹ IOM, Migrant Trafficking and Human Smuggling op.cit.

Exploitation, profit and illegality are all central to the idea of trafficking in persons.¹² That is certainly not the case in the regular migration process.

- Trafficking is a development-retarding phenomenon, whereas regular migration is generally a development enhancing process.
- Trafficking is viewed as an anti-social and morally degrading heinous event. However, migration is widely considered as a process that could enhance social progress in both the origin and destination countries, if managed properly; it could also be an empowering process for the migrants.

Trafficking in persons and smuggling in Migrants: In order to better understand the migration-trafficking nexus, we need to look at the concept of “smuggling in migrants” and identify interlinks between the concepts of trafficking and smuggling. Smuggling in migrants is a phenomenon in which a person acts to facilitate his/her border crossing in an irregular manner, with the help of an entity and by making a financial or other material payment to another person or entity. There are differences between trafficking in persons and smuggling in migrants, both in their process of movement and in the outcome. The critical factor separating trafficking from smuggling is the presence of force or coercion throughout or at some stage in the process of trafficking – that the force or coercion being the purpose of exploitation.¹³ Another crucial factor that helps distinguish the two phenomena is consent of the individual involved in the movement. In a case where a person was misled about the dangers of the journey, and irrespective of the treatment he/she receives at the hands of smugglers, provided there is consent to the original transport and provided an exploitative relationship does not develop or was not envisaged between the two parties, it would be considered as smuggling in migrants.¹⁴

However, drawing such distinctions between the two phenomena is not absolute or fool proof. In practice, establishing a clear cut distinction between trafficking and smuggling is a very challenging task. Often it is found that a person leaves the country as a smuggled migrant, but soon becomes a victim of an abusive or exploitative situation while even in transit and eventually ending up in a “harm” situation, thereby falling under the situation of trafficking. Although the main purpose of migrant smuggling might be to facilitate the illegal entry of the migrant into another country, there are many cases in which smuggled migrants are exposed to violation and exploitation either during transportation to the destination country or on arrival and blurring the distinctions between them and trafficking victims.¹⁵

¹² Ibid.

¹³ Advisory Council of Jurists, “Consideration of Issues of Trafficking”, a background paper, New Delhi, November 2002

¹⁴ Ibid

¹⁵ Laczko, Frank, “New directions for migration policy in Singapore” in the Royal Society Journal, 2001.

However, the international community has negotiated a Protocol, which draws a distinction between trafficking and smuggling. According to this Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (popularly known as Palermo Protocol), "trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, either by the threat or use of abduction, force, fraud, deception or coercion, or by the giving or receiving of unlawful payments or benefits to achieve the consent of a person having control over another person, with the aim of submitting them to any form of exploitation [...]". On the other hand, according to the Protocol against the Smuggling of Migrants by Land, Air and Sea (other part of Palermo protocol) "Smuggling of migrants shall mean the procurement of the illegal entry into or illegal residence of a person in (a) (any) State Party of which the person is not a national or a permanent resident in order to obtain, directly or indirectly, a financial or other material benefit".

The definition used by the International Organization for Migration (IOM) is also based on the above mentioned UN Protocols. According to IOM, trafficking occurs when a migrant is illicitly engaged (recruited, kidnapped, sold, etc.) and/or moved, either within national or across international borders. The intermediaries (traffickers) during any part of this process obtain economic or other profit by means of deception, coercion and/or other forms of exploitation, under conditions that violate the fundamental human rights of migrants.¹⁶ On the other hand, smuggling occurs when there is only illegal facilitation of border crossing.¹⁷

The definitions stated above suggest that the primary difference between trafficking and smuggling appears to be in relation to coercion, exploitation and violation of human rights primarily as the outcome of the migration experience. Smuggling is clearly the manner in which a person enters a country, and with the involvement of third parties that assist him/her to achieve entry. Therefore, a potential migrant requests and pays a third party for assistance to cross into another State where, she/he has no right of residence and the third party (smugglers) involvement goes no further than the facilitation of the illegal border crossing. Whereas, in the case of trafficking, it requires consideration not only of the manner in which a migrant enters a country but also his/her working conditions (outcome). Trafficking involves coercion and exploitation and the main purpose of trafficking is to place persons in a "harm" situation where their labour can be exploited under conditions that involve human rights abuses. Trafficking involves particularly women and children and forces them into commercial sex, work in sweatshops, forced labour, begging and forced labour. Trafficking is not a single event but a process starting from recruitment, continuing on with travel, and ending with exploitation of the person (outcome). In general however, the differences between smuggling and trafficking could be as follows:

¹⁶ IOM, "The Concepts of Trafficking in Human Beings and Smuggling of Migrants" a discussion Paper, October 2000, Geneva

¹⁷ Ibid.

- Normally, smuggled migrants “know” to some extent the dangers and ways and means of the travel and voluntarily engage themselves in the process of irregular migration. Trafficked persons are very seldom aware of the entire process. Even if they submit themselves freely to the trafficker, they can not give consent to the abuses or exploitation or human rights violations they are subjected to.
- While smuggling of persons indisputably involves international cross-border movements, trafficking could also occur within national borders, although the vast majority happens across international borders.

Experts opine that in practice, a clear distinction between smuggling and trafficking could be difficult to establish particularly in analyzing causes, process and outcomes. Smuggling may contain elements of deception and/or coercion as well. Both smuggled and trafficked persons (and even migrants) incur debts with the intermediaries, and the abuse of human rights may occur during the time of smuggling operations also. There is often a grey area in between the two processes making any assumption to draw a line separating the situations of trafficking with that of smuggling in persons, if not impossible, very difficult and often counter-productive.

Interfaces between Situations of Trafficking, Smuggling and Migration:

Ascertaining a clear distinction between regular migration, smuggling and trafficking is an extremely complex undertaking, particularly in terms of developing programmes or projects for addressing the situation. The three types of population movement are inter-twined - both conceptually and operationally. All three phenomena could be conceived as part of a dynamic “population movement scenario”. People on the move in practice could be categorized in nine different categories (see Annexure-II) depending on their legal and human rights status. However, movements back and forth along the processes are not only possibilities but often realities in such circumstances as shown in Annex II. In the annexed scenario, migrants in an orderly and humane situation are placed on the left side of the diagram and trafficked/smuggled persons on the right of the diagram in an effort to draw distinctions.

Theoretical Framework for Analysing Migration and Trafficking

There are several theories to explain reasons for international and internal migration. The migration theories, over the years, have moved from macro-level structural explanations (e.g. spatial differences in the characteristics of capital and labour market) to individual level behavioural explanations (e.g. beliefs, norms and expectations about consequences of migration behaviour)¹⁸. The process of migration could also be analysed through macro theory (Push-Push factor), micro theory, new economics of migration, dual labour market theory,

¹⁸ IOM, Moroccan Migration Dynamics, Prospects for the Future, August 2002.

world system theory, network theory, institutional theory or migration system theory.¹⁹

On the other hand, there is not much theoretical work available on the trafficking or smuggling phenomena. The dynamics of trafficking in persons either in terms of process or outcome is yet to culminate into proposing specific theoretical frameworks to assist in analyzing the phenomenon or for developing more effective programmes and projects. Currently, there are two overlapping approaches to analyse trafficking.²⁰ First, an “economic perspective” considers trafficking as an economic activity. It places trafficking in a broader concept of “business” in which agents/institutions seek to make “profit”.²¹ Trafficking has been viewed as a consequence of the “commodification” of women that generates “profit” out of people’s mobility. However, placing trafficking only in economic and/or legal bounds makes it difficult to identify elements of movements that are associated with quasi-legal or quasi-economic issues. Second, a “legal perspective” considers trafficking as a criminal activity. It considers trafficking as a violation of legal provisions of State and/or violation of human rights. It assumes that, criminal networks have emerged involved in trafficking in persons, which illegally provide labour to the “hidden economy”. The main weakness of the two perspectives is that neither focuses on the outcome of trafficking e.g. abuses, exploitation and human rights violations that the people end up in.

The above mentioned ambiguities in the understanding of the migration-trafficking nexus often lead to unavailability of adequate and reliable statistical data. Researchers face difficulties in choosing appropriate methods of data collection and in identifying data sources. The inadequate data in turn imposes two types of “limitations” on the research; first, over dependence on subjective interpretation which could be biased and marred by individuals’ perceptions. Second, adoption of “ad hoc methods” which sometimes could lead to distorted analysis and outcomes and eventually faulty programmes and projects.

Implications of Migration-Trafficking Ambiguities on Programmes to Address Trafficking in Persons

The challenge in clearly separating the cases of trafficking in persons from these of smuggling in migrants could also jeopardize the possibilities and potentials of regular migration. Over emphasizing on the gravity of trafficking in persons and failure to deal with trafficking within the broader migration framework or “mixing” the issues of trafficking and/or smuggling with regular migration could be counter productive in addressing the problem of trafficking and smuggling in persons. It may also make regular migration difficult especially for the people of developing countries. The argument that “trafficking in migrants” is a criminal act and there is a need for strict crime prevention strategies to tackle the problem, might not be

¹⁹ For an analytical work see Massy, S. Douglas et. al. “Theories of International Migration: A Review and Appraisal” in *Population and Development Review* 19, No.3, September 1993.

²⁰ Discuss based on IOM publication on *Migrant Trafficking and Human Smuggling in Europe* op.cit.

²¹ Salt, J., and J. Stein, “Migration as a business: the case of trafficking”, *International Migration*, 35(4).

an effective way to address the problem of trafficking or smuggling in migrants. In addressing the trafficking problem, the crime prevention strategies need to be combined with protection for the trafficking victims.

However, efforts to address trafficking and smuggling in persons should not limit options for regular migration. Managed migration remains an option of livelihood for many families and communities. It also provides opportunities for developing countries to enhance socio-economic development, among other, through receiving remittances and skill transfers. The UN High Commissioner for Human Rights has recommended²² that anti-trafficking measures should not adversely affect the common right and dignity of persons, in particular the rights of migrants, internally displaced persons, refugees and asylum-seekers. It further recommended protection of the rights of all persons to move freely and ensure that anti-trafficking measures do not infringe upon that right.²³

Alternative Strategy to Manage Irregular Migration

The ambiguities and confusions in identifying different categories of population movement make management of migration a difficult task, especially in an environment where there is no international regime for regulating migration. Some countries have developed ad hoc and reactive policies to address the various challenges of population movement. Most of these policies are narrowly based, not mainstreamed and project-centric. They are mostly treated outside the framework of development. On the other hand, some countries are realizing the limitations of the narrowly conceived approach for migration management, particularly in the context of addressing the problems of trafficking and smuggling. Those countries are also recognizing the need for an integrated framework to develop larger “programme-based” approaches for managing migration. The “programme approach” is a long-term, coordinated way of developing programmes or projects to manage a particular issue or sector of development. It tries to involve all stake holders, is strategic in perspective, and flexible in setting goals and implementing programmes. It is broader and more comprehensive than the “project approach”, which narrowly focuses its efforts on achieving immediate, issues-specific objectives through a relatively rigid implementation process. A programmatic strategy to migration management holds possibilities to manage migration and address trafficking in persons in an integrative and comprehensive manner.

For example, in Bangladesh, the Government is considering adopting a programme strategy involving a wide range of partners in developing comprehensive migration programmes and activities for dealing with both regular and irregular migration in an integrated manner. A counter trafficking programme strategy has already been developed in June 2004. The strategy focuses on how programming can be planned, implemented and monitored, who/which agency is

²² Report of the United Nations High Commissioner for Human Rights to the Economic and Social Council, “Principles & Guideline on Human Rights and Human Trafficking”, New York, July 2002, E/2002/100.

²³ Ibid.

responsible for the different programme aspects, and the timeframe needed to measure concrete progress in systematically addressing migration challenges. Based on that programming a National Anti Trafficking Strategic Plan of Action is being formulated linking it to the overall migration management policies of the country.²⁴

Migration cannot be managed in isolation from other development activities. To effectively manage migration, both regular and irregular, in a comprehensive and integrative manner a strategy could be conceived through looking at the 4 box chart of migration management developed by IOM (see Annex III). The chart has four interlinked thematic boxes namely “migration and development”, “facilitating migration”, “regulating migration” and “forced migration”. There are also a number of cross cutting issues. The main areas must have policy, legislations and administrative arrangements both at the national and the regional level to ensure implementation. Therefore, adoption of a comprehensive systematic approach at the national level is a crucial first step, which needs to be linked at the regional level to ensure its effectiveness. It is more manageable when origin, transit and destination countries work together.²⁵

Conclusions

The existing theoretical base for understanding the complexities of linkages among the migration, trafficking and smuggling phenomena is limiting the impacts of programmes and activities in this field. Therefore, there is a need for a new paradigm to understand the issues of migration, trafficking and smuggling. There is also a need for new analytical tools to understand these processes and their impact on societies and economies. Among development practitioners, especially at the field level, there is a felt need for developing a new theoretical framework to address trafficking and smuggling problems.

The existing migration policies in some origin countries show limitations in effectively and comprehensively managing migration. Some of these policies include discriminatory and regressive bans and restrictions on migration of women abroad for employment purposes and the restrictive policies of some destination countries.

Another limitation which often hampers effectiveness of counter trafficking programmes and activities is the lack of gender sensitivity of the strategy. Gender insensitive policy could limit the effectiveness and efficiency of programmes and may lead to disempowerment of the trafficking and smuggling survivors. The core of a meaningful counter-trafficking strategy should be based on the principles of human rights. The programmes may also take into account the wellbeing of the vulnerable groups by expanding their choices. This could be achieved within an integrated and multi-sectoral counter trafficking programme.

²⁴ for more details, see Counter Trafficking Framework Report: the Bangladesh Perspective, 2004

²⁵ Managing Migration Challenges and Responses for People on the Move, World Migration Report 2003, International Organization for Migration, 2003

On the other hand, in the immigration context, irregular migration including trafficking could be curbed by progressively “regulating” the flow of migrants. The process requires not only adoption of a migration policy, but also a reorientation of basic strategies and the rationale for migration management. A comprehensive, flexible and balanced mechanism to regulate migration, including irregular flows, can reduce incidents of trafficking.

Increasingly, migration is conceived as a “developmental force” as well as an “equalizing force” which could soften the impact of adverse consequences of the globalization process on the developing countries. The development partners may look beyond traditional boundaries of “security”, “criminality” and “sovereignty” in formulating a creative counter trafficking policy and strategy. The new strategy, consistent with the development trends and priorities, could be explored to effectively assist countries in addressing the migration and trafficking ambiguities and designing a clear and deliverable programme.

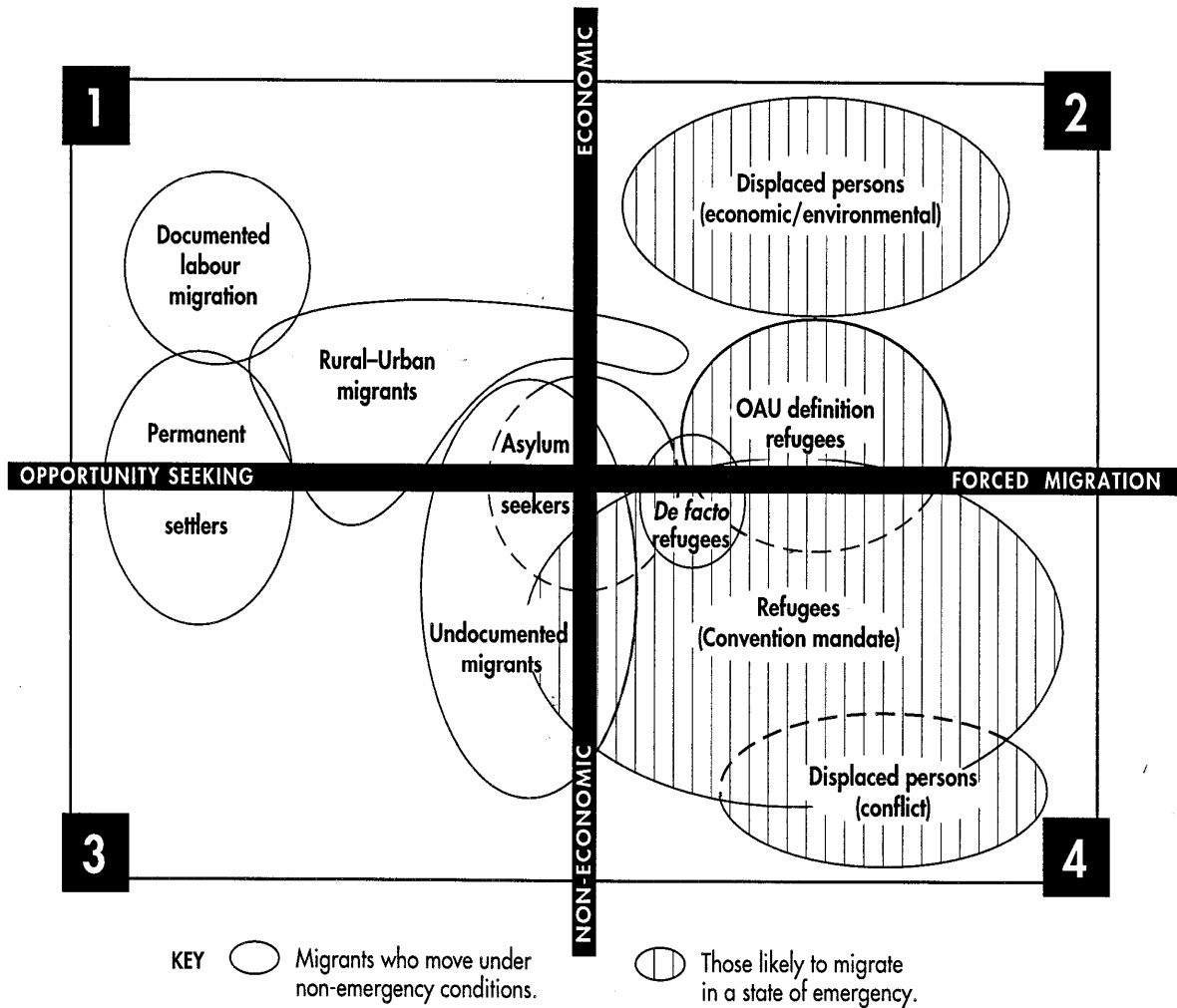
The programme-based migration management structure discussed in the previous chapters could be one of the options that could be further explored. A programmatic strategy to deal with both migration and trafficking in an integrated manner could help countries to strike a right balance between priorities and concerns of state, society and individuals in the context of population movement. In this regard, IOM’s migration management strategy could help countries in developing policies and programmes. The strategy assists in shaping of clear and comprehensive policies, laws and administrative arrangements to ensure that the population movements occur in a humane and orderly way to the mutual benefit of migrants, societies and governments.

Along with the national level comprehensive and coherent approaches, it is important to integrate the national efforts into a regional framework. A collaborative endeavour among states is a precondition for a successful approach to manage population movement in a globalised world. A widely negotiated and mutually agreed arrangement in the form of a “Framework for Cooperation” to manage population movement, both regular and irregular, may appear to be effective. The framework may reflect concerns and interests of all states and parties and may contain principles to guide individual states to formulate and implement their individual migration and counter trafficking policy. The framework may have a mechanism to reconcile contradictory priorities and interests of the concerned countries. The foundations of such a framework has been initiated through the consultative process under the Berne Initiative, launched in 2001 and taken forward in a framework known as the International Agenda for Migration Management. The success of the Bern Initiative and any other “Framework for Cooperation” formed to address broader migration issues and processes will largely depend on balancing the concerns, priorities and development interests of the trafficked survivors and migrants as well as the origin, transit and destination countries.



Annexure-I

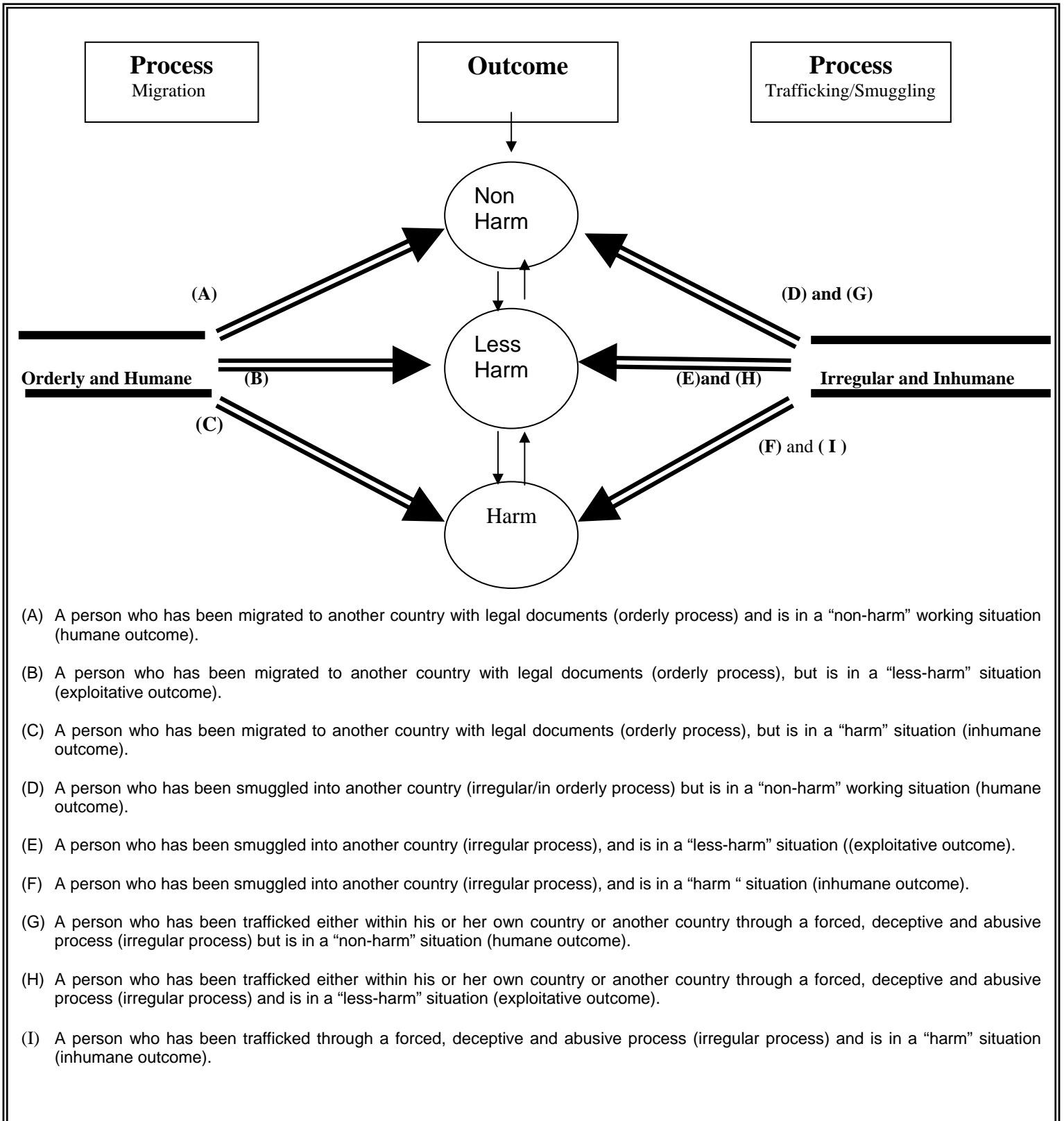
Typologies and interrelated causes of migration



Source: IOM, "Overview of International Migration", Migration Management Training Programme, April 1997, Geneva.

Annexure-II

Dynamics of Population Movement in a Process - Outcome Scenario



ANNEXUR III: CONCEPTUAL FRAMEWORK FOR MIGRATION MANAGEMENT STRATEGY

