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TWELFTH COORDINATION MEETING ON INTERNATIONAL MIGRATION

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AFTER THE SECOND UNITED NATIONS HIGH-LEVEL DIALOGUE ON INTERNATIONAL MIGRATION AND DEVELOPMENT

United Nations Children's Fund (UNICEF)

A. INTRODUCTION

The United Nations Children's Fund (UNICEF), guided by the Convention on the Rights of the Child (CRC), works with governments and partners to realize the rights of all children and young people in the context of migration through evidence-based policies and strengthened institutional capacity.

UNICEF advocates a comprehensive approach to migration and development that is based on human rights, gender equality and equity, and promotes the social inclusion and empowerment of all children impacted by migration in countries of origin, transit and destination, whether unaccompanied or with their families, and regardless of their or their parents' migration status. UNICEF upholds the right of these children to participate in decisions affecting them or their parents and to protection from violence, exploitation, abuse, discrimination, xenophobia and human trafficking.

UNICEF supports legislative and policy reform processes and finds practical solutions to maximize the human development potential of migration on children and to minimize its negative impacts. Key focus areas include: the socio-economic impacts of migration and remittances; social inclusion; access to education, health care, social protection and other basic services, regardless of status; and environmental change.

UNICEF, in collaboration with the United Nations Department of Economic and Social Affairs (UN/DESA), produces estimates of the number of migrant children and charts migration trends. The latest data collected by UNICEF and UN/DESA show that there are nearly 35 million international migrants under the age of 20. They represent around 15 per cent of the total migrant population. Of these 35 million young migrants, 11 million are between 15-19 years of age; 9 million between10-14; 8 million between 5-9; and 7 million between 0-4 years old. Girls migrate in almost the same numbers as boys. More than 60 per cent of those 35 million migrant children – 22 million – live in developing countries.

UNICEF welcomes the Declaration of the Second High-Level Dialogue (HLD) on International Migration and Development (A/RES/68/4) and the Eight-Point Agenda for Action of the UN Secretary-General (A/68/190). UNICEF is strongly committed to support Member States in following up on the HLD outcomes.

B. UNICEF FOLLOW UP TO THE SECOND HIGH-LEVEL DIALOGUE ON INTERNATIONAL MIGRATION AND DEVELOPMENT

UNICEF is following up on the HLD through different policy initiatives and activities:

1. Protect the human rights of all migrants (Point 1 of the Eight-Point Agenda for Action of the UN Secretary-General - henceforth SG's Agenda)

At the Second High-Level Dialogue on International Migration and Development, held on 3-4 October 2013 in New York, Member States, civil society stakeholders, and the UN system reaffirmed their strong commitment to the human rights of all migrants, regardless of status. Member States unanimously committed "to protect the human rights of migrant children" and "to provide for their health, education and psychosocial development."

¹ See: Declaration of the Second United Nations General Assembly High-Level Dialogue on International Migration and Development, paragraph 13, available at: http://www.un.org/ga/search/view_doc.asp?symbol=A/68/L.5

UNICEF welcomes this development and is providing support to Member States in putting this pledge to practice, for example through the operationalization of the recommendations of the Committee of the Rights of the Child on *The Rights of All Children in the Context of International Migration*, adopted in February 2013.² These recommendations address many of the key human rights concerns mentioned at the HLD and provide a good roadmap for States to uphold the CRC through concrete actions at the national level.³ Three principles should underpin these initiatives:

First, policy responses should target *all* children in the context of migration. The CRC protects the rights of all children everywhere. This includes children impacted by migration in countries of origin, transit and destination, regardless of their or their parents' migration status. Every child involved in migration should be regarded, first and foremost, as a child. Specific categories of migrant children have different protection needs that must be taken into account. However, there should be no hierarchy of protection of rights.

Second, child migration should not be framed solely as a protection issue, but also as a public policy and an equity issue. This means, on the one hand, including provisions on children in migration policies; and, on the other hand, reforming social policies so that they explicitly include children in the context of migration as a target group. These children, regardless of status, have the right to access health care, education, housing, social protection, and birth registration.

Third, the empowerment and participation of girls and boys in the context of migration should be promoted. Children should be treated as active rights holders and enabled to claim their rights, challenge discrimination, and seize all opportunities associated with migration.

In addition to supporting implementation of the CRC Committee's recommendations, UNICEF is part of the campaign launched by the International Detention Coalition (IDC) to end the detention of migrant children. The campaign is looking to develop a State Pledge, to be launched at the 26th Regular Session of the Human Rights Council in June 2014. UNICEF is also working with UNHCR to produce guidelines for industrialized countries on 'Best Interests Determination' procedures for identifying durable solutions for unaccompanied migrant children.

The HLD sent a strong message with regard to gender-based human rights challenges in the context of migration, including violence. UNICEF is working on a paper on violence, gender and migration, a tool that will provide guidance to policy-makers and showcase a compilation of good practices identified by UNICEF Country Offices. This focus on violence against children is also in line with UNICEF's organizational priorities as laid out in its 2014-2017 Strategic Plan.

2. Eliminate migrant exploitation, including human trafficking (Point 3 of SG's Agenda)

UNICEF will continue its work as an active member of the Steering Committee of the Inter-Agency Coordination Group against Trafficking (ICAT), which is producing a series of papers highlighting policy and practice issues related to trafficking. Over 20 UNICEF Country Offices reported working with

³ Issues such as: equal access to social services; best interests of the child as primary consideration; non-detention of migrant children or their families; enhanced access to regular migration channels, including family reunification opportunities; non-discrimination against migrants and their families with regard to economic, social and cultural rights; prevention and protection against racism and xenophobia, etc.

² See: Committee on the Rights of the Child, Report of the 2012 Day of General Discussion, *The Rights of All Children in the Context of International Migration*, available at: http://www2.ohchr.org/english/bodies/crc/docs/discussion2012/ReportDGDChildrenAndMigration2012.pdf

national partners on anti-trafficking initiatives in 2014, through support to policy and legislative frameworks and service provision for victims of trafficking.

3. Improve public perceptions of migrants (Point 5 of SG's Agenda)

UNICEF's policy and advocacy work on international migration is carried out within the broader context of an equity focus that promotes social inclusion. Migration can contribute to greater equity for children, adolescents, youth and their families when their rights are protected, respected and fulfilled. Human rights-based migration governance must be complemented by an equity approach that improves access to opportunities (economic, social and cultural) through public policies in education, health, and social protection.

An equity approach to migration and development requires a focus on the most vulnerable – children, adolescents, youth and women – and an emphasis on developing and implementing policies and programs that address structural inequalities. The ultimate goal of an equity approach should be to support the forms of migration that can improve human development, while understanding better the processes leading to forms of migration that are detrimental to children's and young people's wellbeing.

UNICEF thus promotes an inclusive environment for migrants and their families, particularly at the local level, by ensuring effective access to social services for all those affected by migration in countries of origin, transit and destination.

Such an approach is particularly relevant because evidence suggests that the positive impacts of migration and remittances are often moderated by various factors. In the case of children and young people left behind, they may benefit economically from remittances but suffer in psychosocial terms from the effects of parental absence. Furthermore, at the local level, both migration and remittances may accentuate rather than mitigate income inequalities. International migration is a selective process from which the poorest households are often largely excluded, and therefore the ensuing remittances are also selective and not necessarily benefiting children in the poorest households. Therefore, migration in general, and remittances in particular, have a much more positive effect when the right public policies are in place.⁴

In the fall of 2013, UNICEF launched an online consultation on *Youth Migration, Equity, Inequalities and the Post-2015 Development Agenda*⁵ to engage young people, policy-makers, academics and other stakeholders globally to discuss the impacts of migration on young migrants and on countries of origin and destination, proposing concrete recommendations for the policies required to make migration a positive experience. This initiative also aimed at identifying the most pressing issues that adolescents and youth impacted by migration face, as well as their underlying causes. The ultimate purpose of this online discussion was to generate lessons learned that could inform the post-2015 development agenda process.

This initiative was supported by the World Bank's Global Knowledge Partnership on Migration and Development (KNOMAD)⁶ and organized in partnership with civil society organizations and key UN partners (OHCHR, UNESCO and UN Women). The discussion was extremely wide-ranging and provided an opportunity for a variety of voices and perspectives not usually heard in global discussions to

⁴ Cortina, J and Ochoa-Reza, E. (Eds.) (2013), New Perspectives on International Migration and Development, Columbia University Press: New York.

⁵ The online consultation ran from 19 September to 25 October 2013 at: http://www.worldwewant2015.org/migration. The website became the most visited page on the joint UN-civil society *World We Want 2015* online platform, receiving more than 3,000 visits from over 160 countries and generating more than 180 individual responses to the discussion from over 40 countries.

⁶ See: http://www.knomad.org

share their views and insights on issues such as participation, empowerment, and perceptions of migrant youth.

Overall, participants highlighted the importance of including migration in the post-2015 development agenda and related processes. Contributors focused on the need to protect the economic, social and cultural rights of migrants and their families. Several posts called for improved disaggregated data on youth migration to support evidence-based policy-making. Participants strongly emphasized the particular vulnerability of adolescents and women in the context of migration and the importance of addressing their needs as part of the next global development framework. In terms of addressing inequalities, the majority of participants agreed that young migrants should enjoy equal rights to their national peers.

Addressing the above issues will require action in six priority areas, highlighted as key policy recommendations drawn from the discussion by the expert moderators for each of the discussion topics:

- Enable migrant adolescents and youth, including those who are sons or daughters of migrant parents, to access social protection services in countries of destination.
- Strengthen social safety nets to ensure school attendance, health care, and other basic services for children, adolescents and youth whose parents have migrated.
- Step up efforts to combat xenophobia, racism and discrimination towards migrants and children whose parents have migrated.
- Create safe environments for adolescents and youth impacted by migration, including the most vulnerable, to enable their active participation in policy processes and ensure their views and experiences are considered when formulating the post-2015 development agenda.
- Provide skills training and education, including in labour rights, for young migrants in countries of origin, in order to enable them to find employment in countries of destination.
- Include environmental change-induced migration in the post-2015 development agenda, national climate change adaptation plans, and crisis management plans.
 - 4. Integrate migration into the development agenda (Point 6 of SG's Agenda)
 - a. Integrating migrants and migration into the global development agenda

UNICEF advocates that the post-2015 development agenda should leave no one behind and have equity and inclusion at its core. Migrants and their families are active subjects of their own development, in addition to contributing to the development of the communities they join and leave. Migration can only make a positive contribution to development if the human rights of all those impacted by migration and their families are protected, respected and fulfilled. It is also essential to go beyond protection issues to address the social dimensions of migration, such as policies to tackle poverty, social exclusion, racism, xenophobia and discrimination.

UNICEF has promoted the inclusion of migrants and migration in the post-2015 development agenda, in particular the incorporation of migrant-sensitive targets and indicators under other relevant goal areas (such as those on equality, education, health, employment, poverty alleviation, the environment, etc.), and the monitoring of the realization of the human rights and the well-being of migrants and their families through disaggregated indicators (according to variables such as gender, age, nationality, migration status, etc.).

As Co-Chair of the GMG Working Group on Human Rights and Gender and of KNOMAD's Thematic Working Group 7 on Migrant Rights and Social Aspects of Migration, UNICEF is co-leading with civil society and OHCHR the development of indicators on the human rights of migrants and their families, with a focus on the right to health, education and decent work, with particular attention to the most vulnerable. An Experts Meeting will be held in Geneva in April 2014, and a limited set of relevant

indicators will be presented to Member States at the 7th Global Forum on Migration and Development (GFMD) Meeting that will take place in Stockholm on 14-16 May 2014. A Background Paper and Case Study on Argentina are being prepared with UNICEF's technical support, and a leaflet summarizing the main findings of the first phase of the project will be distributed at the GFMD.

UNICEF is an active member of the Informal Group on Migration and Post-2015 led by the Special Representative of the UN Secretary-General on International Migration and Development (SRSG), Peter Sutherland. UNICEF has participated in, and contributed to, numerous meetings and events on this issue, in collaboration with key Member States and civil society stakeholders. For example, on 21 January 2014, UNICEF participated in a one-day retreat to discuss migration indicators for the post-2105 development agenda organized by the GMG Working Group (WG) on Data and Research. The set of illustrative goals and targets proposed by the High-Level Panel (HLP) of Eminent Persons on the Post-2015 Development Agenda served as the main framework for the discussion on indicators at this retreat.

Population dynamics, globalization and environmental change are transforming patterns of human mobility. It is thus essential to collect, analyze and disseminate data on issues that are likely to grow in importance in the coming decades. In December 2013, UNICEF finalized a report on methodological considerations for survey research on children, adolescents and youth in the context of environmental change and migration. This will be a useful tool for policy-makers and stakeholders to conduct field work in order to collect and analyze qualitative and quantitative data on vulnerable populations in the context of environmentally-induced migration, placing particular emphasis on the role of migration in promoting and/or hindering social and economic resilience. The methodology can also contribute to monitoring vulnerabilities related to international and internal flows of children, adolescents, and other vulnerable populations. The report was prepared at the behest of, and with the support of, the UK Government's Foresight Programme.

This stream of work is expected to continue through a field validation phase in select pilot countries that will aim at: a) addressing the lack of data on this issue by identifying interactions at local, sub-national and national levels through survey work and analysis; and b) producing a menu of evidence-based policy options to mainstream migration into National Adaptation Plans of Action (NAPAs). The medium-term goal is to build and promote a comprehensive policy framework for UNICEF field offices and partners, while strengthening institutional capacity at the local and national levels.

b. Mainstreaming migration in national development strategies

UNICEF will continue to prioritize work on migration at the country level, including capacity development on the impact of migration on children. UNICEF Country Offices are supporting governments to mainstream migration into national development plans, poverty reduction strategies, UNDAFs, and relevant sectorial policies, with a particular emphasis on social policy.

Since 2010 UNICEF has been actively involved in the initiative *Mainstreaming Migration into National Development Strategies*, supported by the Swiss Agency for Development and Cooperation (SDC) and spearheaded by IOM and UNDP. Eight UNICEF Country Offices (Jamaica, Moldova, Bangladesh, Tunisia, Ecuador, Morocco, Serbia and Kyrgyzstan) are participating in the second phase of this project.

For example, UNICEF Tunisia has collaborated with UNDP, IOM and UNFPA to support national authorities in the development of a migration policy that enhances the positive impacts of migration on development, while minimizing its negative externalities. In this context, UNICEF has contributed to a report on the impact of migration on families left behind or who have returned from migration, using both qualitative and quantitative survey analysis. UNICEF has also provided technical assistance to the Tunisia National Statistical Office to measure the scale of migration affecting families and children and to

describe the main characteristics of migrant and non-migrant households with children between 0 and 17 years of age. On the basis of this analysis, UNICEF has recommended ways to improve the collection of data on migration in the next census, which is scheduled for next April.

UNICEF has also participated in the MDG-F Joint Programme (JP) on *Youth, Employment and Migration* (YEM)⁷, led by ILO. UNICEF is following up on the major achievements and lessons learned of this JP by identifying and sharing good practices with UNICEF Country Offices and field partners, including national and local authorities. UNICEF has also actively contributed to the two final reports of the Programme as part of this process.⁸

UNICEF Ecuador participated in this JP from 2009 to 2012 and collaborated in the articulation of the National Youth Employment Act and the Migrants' Human Development National Act. The implementation of this legislation resulted in the creation of better targeted plans crafted towards the improvement of young people's employability, as well as strengthening the capacity of local governments concerned with large out-migration flows, especially those of the provinces of Azuay, El Oro and Loja.

5. Strengthen the migration evidence base (Point 7 of SG's Agenda)

UNICEF works at the global, regional and country level on migration measurement and statistics. This includes survey work and evidence-based policy design, implementation and monitoring. The global work on measurement and statistics informs UNICEF field offices and partners. This work is also useful in setting national policy goals and priorities, making children and adolescents more visible.

UNICEF's work on migration statistics has benefited from collaborative work with UN/DESA and UNICEF Country Offices, and has in turn provided those at the field level with a range of user-friendly data that are very useful for policy advocacy work. As a result of this work, disaggregated data on migration stocks is available by country and by region - an invaluable resource.

a. Major achievements:

- Developing, maintaining and updating, in collaboration with UN/DESA, a database of a common set of indicators on Migration Profiles to facilitate international comparisons and better monitoring of child migration trends (see: http://esa.un.org/MigGMGProfiles/MPCSI.htm).
- Developing, maintaining and updating, in collaboration with UN/DESA, age- and sexdisaggregated estimates of the global stock of international migrant children, including data visualization tools, to facilitate analysis and sharing of the latest available estimates on a yearly

http://www.mdgfund.org/sites/all/themes/custom/undp 2/docs/thematic studies/English/full/YEM Thematic%20St udy.pdf; and, Youth, Employment and Migration. Thematic Window Development Results Report (October 2013), available at: http://mdgfund.org/sites/default/files/Youth,%20Employment%20and%20Migration%20-%20Development%20Results%20Report.pdf

⁷ Established in 2006, the UN Millennium Development Goals Achievement Fund (MDG-F) Thematic Window on *Youth, Employment and Migration* (YEM) was designed to support national governments, local authorities and civil society organizations in their efforts to promote decent work for young people, including migrants. The purpose of this Window was to support government stakeholders and partners to design and implement integrated policy frameworks focusing on a variety of issues related to youth empowerment and employment, including economic opportunities for social inclusion and reduction of inequalities for vulnerable populations.

⁸ The final reports are entitled: *Youth, Employment and Migration. Review of MDG-F Joint Programmes Key Findings and Achievements*, available at:

The most recent update was released in January 2014.

basis (see: www.migrantinfo.org and http://esa.un.org/unmigration/TIMSA2013/migrantstocks2013.htm?msax).

b. Ongoing activities to develop national, regional and global capacity on migration statistics:

At the field level, activities include:

- Providing technical support to several COs (including UNICEF Bangladesh, Jamaica, Moldova and Tunisia) to help government counterparts design surveys that inform the policies of different line ministries, including labour and social sector ministries. Thanks to these efforts, in Moldova the Ministry of Labour, Social Protection and Family and partners carried out a census of children left behind in 2012. The results of this census are being used to further strengthen social protection for these children.
- UNICEF ROs and COs have engaged in policy debate using some of the statistical information produced by UNICEF HQ, including in the context of Regional Consultative Processes (RCPs) on migration. In Thailand, for instance, UNICEF's global statistical work is informing the UNCT strategy and the UNDAF, and is also being used by UNICEF Thailand to call attention to internal migration flows and international migration issues. In Jamaica, the Migration Profile produced in 2012 is being used by CARICOM and by the Government and Planning Institute of Jamaica (PIOJ), and it is relevant to ongoing national conversations on mainstreaming migration into national development planning.

At the global level, activities include:

- Collaborating with interagency and civil society partners, including within the GMG Working Group on Data and Research, on several initiatives on migration measurement and statistics, such as consultations on migration indicators for the post-2015 development agenda.
- Gauging, in collaboration with Member States, the impact of migration on children left behind using survey tools and national censuses. UNICEF has developed a methodology and survey instrument on the basis of UNICEF's Multiple Indicator Cluster Survey (MICS) to produce statistically sound and comparable national data on children impacted by migration. These tools provide reliable ways to collect and disseminate data on migration and development and to systematically measure the impact of international migration on the wellbeing of children and adolescents left behind in countries of origin. The versatility of MICS enables researchers to analyze combinations of modules on multiple wellbeing indicators, choosing those that best correspond to their respective research agendas.
- Developing a survey methodology on children, adolescents and youth in the context of migration and environmental change (see above, page 7). The methodology provides guidelines on how to generate a deeper and empirically-based understanding of the interrelations between environmental change and migration and their impacts on children, adolescents and youth. This work will be useful to: the identification of indicators on sustainable development and migration; the GFMD Sweden 2013-2014; the Rio+20 follow-up process and the post-2015 development

¹⁰ The latest phase of the Moldova MICS survey, MICS4 (2009-2011), included questions facilitating the identification of children and adolescents (0-17 years of age) within households affected by the migration of one or both parents. Given that migration is also a significant social phenomenon in Bangladesh, the forthcoming MICS5 (2012-2014) survey in this country will also include questions aimed at identifying households affected by migration.

agenda; the KNOMAD Thematic Working Group on *Environmental Change and Migration*; and, last but not least, to UNICEF, whose 2014-2017 Strategic Plan highlights climate change and resilience as key issues.

- Actively contributing to the GMG Working Group on Data and Research, co-chaired by UN/DESA and IOM, which is preparing a practical guide, with the support of KNOMAD, on Measuring International Migration and its Impact on Development.
- Coordinating a GMG report, in collaboration with UNESCO, entitled *Migration and Youth:* Challenges and Opportunities. The report analyzes the impact of international migration on adolescents and youth from a rights and gender perspective, examining opportunities and challenges posed by migration for youth in countries of origin, transit and destination. It will offer key messages and priorities for action for policy-makers, civil society, and relevant stakeholders. A Summary Brief of the report is available in English and French and will be launched under the ILO GMG Chair at the 7th Global Forum on Migration and Development (GFMD) Meeting, to be held in Stockholm on 14-16 May 2014. The full report will be available on the GMG website in the spring / summer of 2014 and will be launched in NY in early July 2014.
 - 6. Enhance migration partnerships and cooperation (Point 8 of SG's Agenda)

UNICEF has been very successful in establishing strategic partnerships with civil society partners and is involved in numerous joint initiatives with them, including in the context of KNOMAD (see above).

A key achievement in this regard is the fact that UNICEF's advocacy platform for a comprehensive approach to children impacted by migration has been adopted by key civil society actors ahead of the HLD. UNICEF welcomes that civil society prioritized "addressing the vulnerabilities, rights and empowerment of women and children in the context of human mobility" in its Five-Year Action Agenda for the HLD. ¹¹

Civil society partners have also been very vocal and proactive in following up on the above-mentioned CRC Committee's recommendations on *The Rights of All Children in the Context of International Migration*.¹² The potential of these recommendations as concrete roadmap and guidance for policy-making was highlighted by several panelists and speakers at the HLD, in particular during round table 2.

A recent and noteworthy development in this regard is the open letter¹³ sent by leading civil society organizations, UNICEF, OHCHR and the Committee on the Rights of the Child to the European Council and the Commission of the European Union (EU) in the context of discussions about EU Justice and Home Affairs policy post-Stockholm. The letter urges the EU to make children's rights a priority in future common EU migration and asylum policies and to adopt a more comprehensive approach towards children in the context of migration, upholding the rights of every child affected by migration, ending discrimination in access to services, protection and justice, and committing to end the immigration detention of children.

¹¹ See: http://hldcivilsociety.org/five-year-action-agenda

¹² See: http://www2.ohchr.org/english/bodies/crc/docs/discussion2012/ReportDGDChildrenAndMigration2012.pdf and point 1 (pages 3-4) above.

¹³ See:

http://www.epha.org/IMG/pdf/Joint letter to European Council calling for children's rights to be strengthene d_in_future_EU_Home_Affairs_22_May_2014.pdf

UNICEF is also following up with partners and conducting advocacy activities on the recommendations of the paper *Human Rights of Undocumented Adolescents and Youth.* ¹⁴ This paper is the result of a fruitful collaboration between UNICEF, OHCHR, the Special Rapporteur on the Human Rights of Migrants, the Platform for International Cooperation on Undocumented Migrants (PICUM), and the National University of Lanús (Buenos Aires, Argentina).

UNICEF is an active member of the GMG and supports governments through the GFMD (with a particular focus on health and education issues in the case of the GFMD Sweden 2014) and through its extensive network of field offices.

As part of HLD follow-up activities, UNICEF Regional Offices have established partnerships with key regional actors such as the African Union and the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) to address specific issues related to children in the context of migration.

For example, in February 2012 the UNICEF Regional Office for Latin America and the Caribbean submitted an *Amicus Curiae* to the Inter-American Court of Human Rights to inform the Court's upcoming Advisory Opinion on the Rights of Children in the Context of Migration. In this legal brief, UNICEF identified the main human rights standards for States to ensure full implementation of the CRC for children in the context of migration and strongly advocated for the principle of non-detention of migrant children as a core human rights standard.¹⁵

UNICEF will continue to explore new partnerships with civil society at the country, regional and global level to promote child rights, in particular through the operationalization of the above-mentioned CRC Committee's recommendations.

 $^{{}^{14}\,}See: \, \underline{http://www.globalmigrationgroup.org/sites/default/files/uploads/gmg-topics/mig-data/Human-Rights-of-Undocumented-Adolescents-Youth.pdf}$

¹⁵ UNICEF also advocated that the Court should establish specific legal standards for children in the context of migration, including the application of precautionary measures in migration procedures, and define States' obligations upon migrant children in custody, and in particular due process guarantees.