



IOM International Organization for Migration
OIM Organisation Internationale pour les Migrations
OIM Organización Internacional para las Migraciones

**INFORMAL CONSULTATIONS ON
SCPF MATTERS**

**IC/2012/7
RESTRICTED**

Original: English
Geneva, 17 September 2012

IOM MIGRATION CRISIS OPERATIONAL FRAMEWORK

KEY ELEMENTS

20 September 2012

IOM MIGRATION CRISIS OPERATIONAL FRAMEWORK KEY ELEMENTS

Introduction

1. The IOM Migration Crisis Operational Framework was developed at the request of IOM Member States, pursuant to their growing interest in the migration consequences of crisis situations. This interest was articulated at past meetings of the IOM Standing Committee on Programmes and Finance (SCPF), at the 100th Session of the Council in December 2011 through the establishment of the IOM Migration Emergency Funding Mechanism, and during the International Dialogue on Migration in 2012. At the Tenth Session of the SCPF on 15 May 2012, the Standing Committee took note of the statements made by the Administration and the comments of Member States on migration crises, and requested the Administration to submit a proposed framework for responding to the migration consequences of crises to the following SCPF session on 30 and 31 October 2012.

2. The Operational Framework will allow IOM to improve and systematize the way in which the Organization supports its Member States and partners to better respond to the assistance and protection needs of crisis-affected populations. The present document highlights the key elements of the Operational Framework, a flexible tool that has been designed to:

- (a) Improve and systematize IOM's response to migration crises by bringing together its different sectors of assistance within a pragmatic and evolving approach, while upholding human rights and humanitarian principles;
- (b) Help crisis-affected populations, including displaced persons and international migrants stranded in crisis situations in their destination/transit countries, to better access their fundamental rights to protection and assistance through IOM support to States;
- (c) Respond to the often unaddressed migration dimensions of a crisis, by complementing and filling gaps identified in existing humanitarian systems as well as other systems addressing peace and security, and development issues;
- (d) Build on IOM's partnerships with States, international organizations and other relevant actors in the fields of humanitarian response and migration.

The migration crisis approach and objectives

3. The IOM Migration Crisis Operational Framework is based on the concept of "migration crisis", a term that describes the complex and often large-scale migration flows and mobility patterns caused by a crisis which typically involve significant vulnerabilities for individuals and affected communities and generate acute and longer-term migration management challenges. A migration crisis may be sudden or slow in onset, can have natural or man-made causes, and can take place internally or across borders.

4. The migration crisis approach has been developed to highlight the migration dimensions of crises that are frequently overlooked in crisis response, such as:

- (a) The patterns of human mobility before, during and after a crisis;

- (b) The types of consequences that emerge from these patterns, from both humanitarian perspectives (e.g. massive humanitarian needs in terms of food security and shelter) and migration management perspectives (e.g. needs for large-scale transportation of populations to a safe haven);
- (c) The implications of these types of consequences for rapid, inclusive, predictable and accountable responses for the affected population;
- (d) The needs of vulnerable mobile populations not adequately covered by existing mechanisms, particularly international migrants caught in crises in their destination/transit countries.

5. The migration crisis approach is based on the recognition that not all patterns of mobility during crises and not all those on the move during crises are comprehensively covered by the current frameworks at the international, regional and national levels. This approach therefore seeks to complement systems that privilege certain categories of affected populations through a focus on the vulnerabilities of a variety of people on the move and the affected communities.

6. The migration crisis approach can apply to all types of population movements resulting from a crisis situation. It also draws attention to particular groups affected by crisis, including international migrants. The needs and specific vulnerabilities of this population can be overlooked in crisis response, and this calls for improved coordination and capacities.¹ Migrant-specific vulnerabilities can include: a lack of knowledge of or access to mechanisms of nationally based assistance; heightened exposure to violence and exploitation; a shortage of personal means to escape crisis areas; and a lack of access to travel documents or embassy officials. Crises have lasting implications on the well-being of migrants, especially when the latter have not only lost livelihoods and belongings, but have also been forced to return to contexts of economic difficulty and social instability. The migration crisis approach, and IOM's Operational Framework, takes into account a number of migration management tools that can supplement the humanitarian response for migrants caught in crisis, such as technical assistance for humanitarian border management; liaison to ensure that migrants have access to emergency consular services; referral systems for persons with special protection needs; and the organization of safe evacuations for migrants to return home, which is often the most effective method of protection for migrants caught in crises. These are all services that IOM has been routinely asked to provide to its Member States during times of crisis.

Structure of the IOM Migration Crisis Operational Framework

7. The IOM Migration Crisis Operational Framework is organized around two pillars, as follows:

Pillar 1 Phases of a crisis: The three phases of a crisis outlined in the Operational Framework refer to the “before, during and after” stages, which in turn direct the type of response required – pre-crisis prevention of forced migration and preparedness in case it occurs, emergency response to a migration crisis, and

¹ IOM Member States requested the Administration to present an SCPF paper on assisting and protecting migrants caught in crisis situations at the Eleventh Session of the SCPF on 30 and 31 October 2012, in order to discuss IOM's approach and support to this diverse population during crisis situations.

transition and recovery (mitigating and addressing the short- and long-term effect of a migration crisis).

Pillar 2 Sectors of assistance: Linked to each phase of a migration crisis, the Operational Framework maps IOM's different sectors of assistance. Each sector of assistance represents a distinct set of IOM activities that have a specific function in an operational response, depending on the type and phase of the crisis. Some sectors are traditionally part of humanitarian responses, while others aim to address the migration dimensions of a crisis. The sectors draw upon IOM's mandate and operational experience regarding the needs and vulnerabilities of different crisis-affected populations, taking into account gender and age criteria, as well as requests for assistance by States. The interdependent nature of some IOM sectors of assistance will help strengthen IOM's internal coherence in crisis response under this Operational Framework.

The 15 IOM sectors of assistance within the Migration Crisis Operational Framework

8. The following list briefly describes IOM's sectors of assistance and their relevance for an operational response according to the different types and phases of a migration crisis.

Sector 1 Camp Management and Displacement Tracking: To improve living conditions of displaced persons and migrants in transit, by monitoring displacement flows, facilitating the effective provision of assistance and protection in camps and camp-like settings, advocating for durable solutions and ensuring organized closure and phase-out of camps.

Sector 2 Shelter and Non-food Items: To address the needs for shelters and non-food items of persons affected by a crisis, including those who are displaced and vulnerable, by coordinating the logistics pipeline, providing technical support and distributing emergency and transitional shelter and non-food items.

Sector 3 Transport Assistance for Affected Populations: To provide protection through the provision of humane and orderly transport assistance to individuals or groups who are going, either temporarily or permanently, to a place of origin, transit or destination within one country or across an international border (programmes involving transport assistance include, inter alia, evacuations, resettlement, repatriation, return of internally displaced persons, assisted voluntary return and reintegration, and relocation or emergency transportation).

Sector 4 Health Support: To provide comprehensive migrant health-care and prevention services during the crisis and throughout the movement process – at pre-departure, during travel and transit and upon return based on existing health systems and evidence-based needs assessments.

Sector 5 Psychosocial Support: To promote, protect and support the well-being of crisis-affected populations, with activities aimed at reducing psychosocial vulnerabilities, promoting community resilience and ownership, and supporting humanitarian aid that takes into account psychosocial and cultural diversity issues.

- Sector 6 (Re)integration Assistance:** To end displacement situations of individuals or groups displaced by a crisis through the provision of immediate, medium- and longer-term support that includes addressing housing, protection, stability, livelihood, economic and trust-building concerns as well as (re)integration support in line with the framework for durable solutions. Reintegration assistance is also provided in the context of assisted voluntary return and reintegration programmes in countries of origin.
- Sector 7 Community Stabilization and Transition:** To provide assistance to governments, States and communities undergoing significant socio-economic and political changes following a crisis for the purpose of (re-)establishing stability and security in vulnerable communities, preventing further forced migration, restoring trust among community members, vulnerable populations and local authorities and laying the foundations for durable solutions, lasting peace and sustainable development.
- Sector 8 Disaster Risk Reduction and Resilience Building:** To reduce and mitigate the risk of displacement and increase the resilience of communities to cope with disasters (potentially exacerbated by climate change) in view of achieving sustainable development, by providing the necessary framework, methodology and tools to analyse the causal factors of disasters, reduce exposure to hazards and lessen the vulnerability of people and livelihoods.
- Sector 9 Land and Property Support:** To assist governments and societies to address land and property issues to prevent future forced migration and to allow for durable solutions to address ongoing displacement. This is done by identifying and eliminating land-related barriers to sustainable return and reintegration, increasing the in-depth understanding of governments and communities of the different facets of these issues, and clarifying land ownership and tenure.
- Sector 10 Counter-trafficking and Protection of Vulnerable Migrants:** To provide protection and assistance to vulnerable migrants, including victims of trafficking, exploitation or abuse and unaccompanied migrant children, during a crisis situation. Crises may lead crisis-affected populations to undertake high-risk migration, creating opportunities for organized criminal groups, including traffickers and smugglers, as traditional support structures are often disrupted in a crisis, thus making the identification and protection of vulnerable migrants challenging.
- Sector 11 Technical Assistance for Humanitarian Border Management:** To support States in building robust immigration and border management programmes supported by appropriate policies, laws, procedures and information systems to facilitate the movement of people which arises from a crisis.
- Sector 12 Emergency Consular Assistance:** To support States in providing their nationals caught in a crisis with appropriate, timely and efficient consular services, including the issuance of emergency travel documents or laissez-passer, as well as other services which can contribute to their protection before, during and after a crisis situation. This assistance involves in particular liaising with consular services to facilitate the identification of people in need of documentation, and the steps required to receive that documentation.

Sector 13 Diaspora and Human Resource Mobilization: To mobilize the skills and financial resources of the diaspora and other networks of qualified professionals to support the national development, rehabilitation and reconstruction processes in countries recovering from crisis, in transition or conflict situations, through the temporary/virtual return or socio-economic reintegration of skilled and qualified nationals from abroad, and the facilitation of the recruitment of temporary foreign workers in sectors vital to the country's recovery but lacking the necessary human resources.

Sector 14 Migration Policy and Legislation Support: To support States, individually and collectively, in building the policy and legislative structures and capacities that will enable them to manage migration during crises effectively and humanely and fulfil their responsibilities in identifying, assisting and protecting vulnerable mobile populations affected by crisis.

Sector 15 Humanitarian Communications: To create a two-way exchange of information between the responders (including humanitarian actors) and crisis-affected populations which addresses the information needs of affected populations and generates feedback that contributes to an appropriate humanitarian response and facilitates recovery planning, while including intercultural considerations and community messaging aimed at reducing anti-migrant sentiments.

Operational Framework linkages to existing response systems

9. The responses to any phase or type of migration crisis will be undertaken in close cooperation with the State(s) in question. The Operational Framework is based on the understanding that States bear the primary responsibility to protect and assist crisis-affected persons residing on their territory in a manner consistent with international humanitarian and human rights law. IOM supports States, upon their request, to fulfil their protection responsibilities. IOM, as the leading intergovernmental organization dedicated solely to migration, is guided by its migration mandate enshrined in the IOM Constitution, the IOM Strategy and other formal documents delineating IOM's role.²

10. IOM adheres to humanitarian principles and is a formal and full member of the United Nations response and coordination system for humanitarian crises. IOM is further bound and committed to the existing legal and institutional frameworks contributing to the effective delivery of assistance and protection and ultimately to the respect and promotion of human rights and humanitarian principles. The international humanitarian system has produced well-developed mechanisms to provide a coordinated international response to crisis situations. This includes response mechanisms for refugees under the mandate of the United Nations High Commissioner for Refugees, and for internally displaced persons under a collaborative inter-agency cluster approach, where IOM has assumed the role of global cluster lead for camp coordination and camp management in response to natural disasters. Therefore, the Operational Framework has been structured to closely link with and complement the mandates of other agencies and existing humanitarian and development systems, strictly ensuring that it does not replace or duplicate any existing system or approach.

² See the IOM Constitution, preamble and Article 1(b) and the IOM Strategy (MC/INF/287).

11. The Operational Framework is based on the understanding that migration management tools can reinforce existing response systems to assist and protect crisis-affected persons at each stage of a crisis. Aside from the emergency response aspects, the Operational Framework equally contributes to existing peace and security, and development frameworks, adding value to the processes of transition, recovery and longer-term development. The flexible and evolving nature of the Operational Framework will allow it to accommodate forthcoming types of migration crises, including those that may already be anticipated. Overall, the Operational Framework is a way for IOM to improve and systematize the support it provides to its Member States and partners, and to contribute to providing a better response to the assistance and protection needs of crisis-affected populations.

12. The Operational Framework contains an illustrative template (see diagram in the annex to this document) that can be used to demonstrate: (a) the complementarities between each IOM sector of assistance during each phase (before, during, after) of a crisis situation; and (b) the linkage between each IOM sector of assistance and existing international systems, including the cluster approach and other systems (refugee regime; peace and security, and development frameworks).

IOM's internal coordination mechanisms

13. The IOM Migration Crisis Operational Framework was developed in compliance with the Organization's internal mechanisms and procedures, including the Financial Regulations and procurement policies. The Operational Framework provides the Organization with a tool to foster improved internal coordination and programmatic coherence at all levels. Concretely, this means strengthening internal coordination mechanisms to undertake comprehensive assessment and develop migration crisis response strategies at different stages of the crisis, including in anticipation or in the wake of a crisis situation.

14. To activate its policies, IOM generally follows a number of internal standard operating procedures (SOPs). This includes the already established SOP defining the criteria and procedures for the classification of emergencies into three levels requiring different institutional and operational engagement. Furthermore, SOPs already exist or are being developed to specify the lines of authority to strengthen IOM response capacity and simplify decision-making processes and accountability according to the emergency level. The SOPs relevant for the implementation of the Operational Framework are also based on evaluations of recent large-scale crisis responses and IOM's commitments under the Inter-Agency Standing Committee Transformative Agenda.

The way forward

15. IOM seeks the support of its Member States to implement the Migration Crisis Operational Framework for the benefit of crisis-affected persons, its Member States and existing international response systems that continually strive to improve the delivery of assistance and protection. IOM envisions that this tool can lead to: (a) the enhanced ability of IOM to use its technical expertise and sectors of assistance to confront the migration consequences of crisis situations, including crises where international migrants are part of the affected population; (b) reduced response time to migration crises, through improved preparedness and response mechanisms and capacities of the Organization; and (c) stronger linkages between IOM's sectors of assistance with existing response systems, in the humanitarian, peace and security, and development areas.

Annex

Migration Crisis Operational Framework template

The diagram on the next page is a template based on the 15 sectors of assistance presented earlier in this document. It can be used to illustrate: (a) the complementarities and relevancy of each sector of assistance during each phase of a crisis situation (before, during and after); and (b) the linkage between each sector of assistance and existing systems, including the cluster approach and other systems (refugee regime; peace and security, and development frameworks).

Below is a brief outline of how the sectors of assistance could provide assistance during the three phases of a crisis situation.

Phase 1: Before a migration crisis

The sectors of assistance are geared towards building the capacity of States and communities to prepare for potential migration consequences in the event of a crisis and to prevent forced migration that may occur as a result of a crisis. The sectors of assistance also show a great level of complementarity; for example, capacity-building in humanitarian communications would reinforce disaster risk reduction and resilience-building and would, during the crisis, support the distribution of shelter and non-food item assistance by enabling the humanitarian community to be informed of the quantity, location and type of assistance needed. Crisis-affected populations in turn would also be informed of the at-risk areas to avoid and of how best to reach assistance.

Phase 2: During a migration crisis

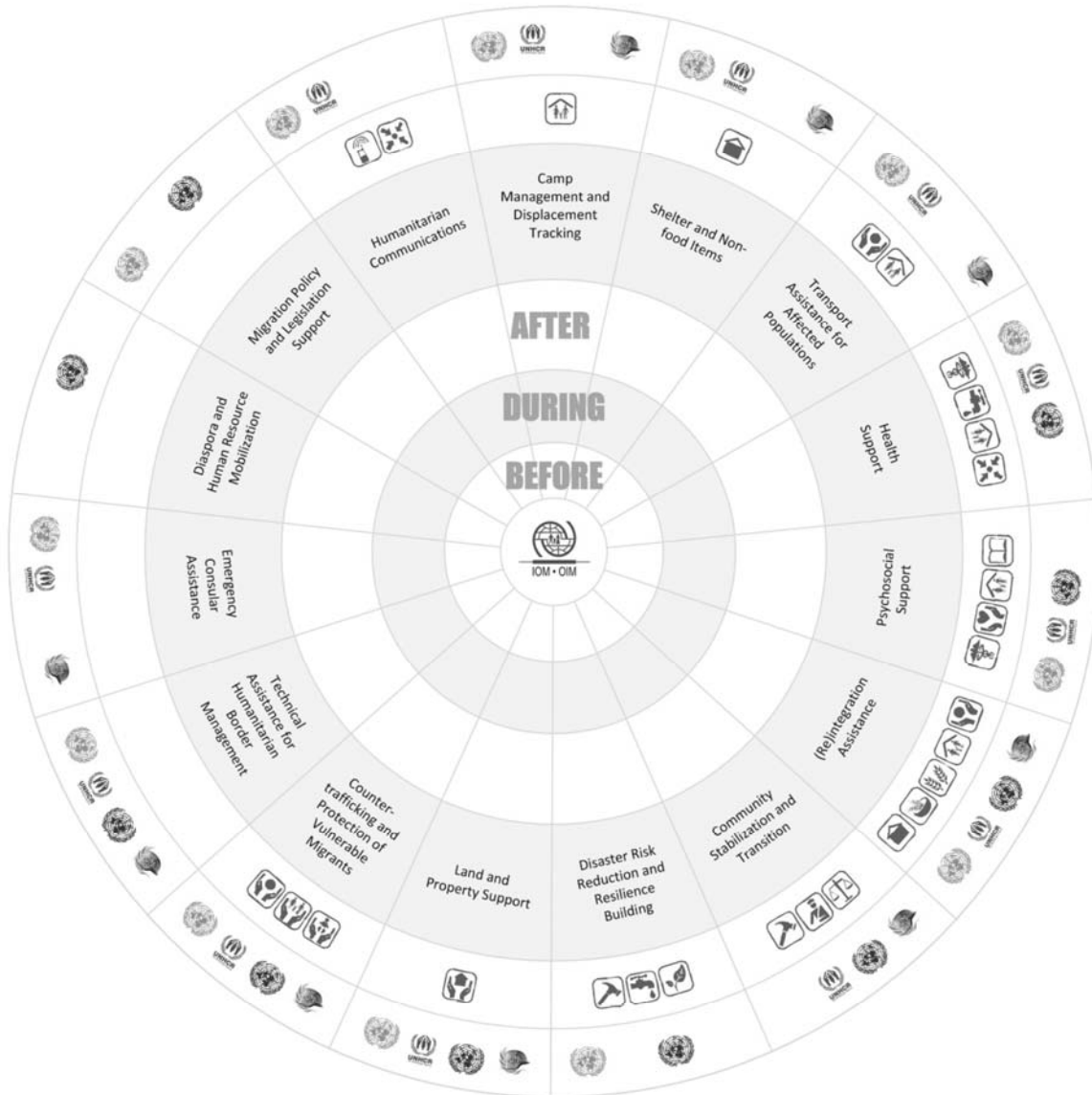
The sectors of assistance address the most immediate needs of affected and vulnerable mobile populations. For instance, transport assistance allows for the immediate evacuation of persons, especially those who are unable to do so by their own means, from at-risk areas to safe havens (including camps), which addresses immediate shelter needs of crisis-affected populations forced to flee their homes and/or who had their homes destroyed. Ensuring access to health care will reduce avoidable morbidity and mortality. If crisis-induced movements are cross-border, technical assistance for humanitarian border management will be essential in ensuring efficient identity management as well as appropriate identification and referrals of vulnerable migrants such as victims of trafficking or gender-based violence, unaccompanied minors, elders and persons with health problems, including pre-existing psychological disorders.

Phase 3: After a migration crisis

The sectors of assistance aim at mitigating and addressing the consequences of migration crises and contributing to durable solutions for the displaced, through activities for recovery, transition and ultimately sustainable development. The sectors can in particular contribute to reducing the risk of recurrence and preventing further forced displacement by building State, community and individual capacity in various areas that contribute to, for example, reducing violence, promoting national and social cohesion, building peace, establishing security and stability, reducing vulnerabilities, and improving livelihood opportunities and access to basic social services. These ultimately contribute to durable solutions by enabling the conditions that are conducive to ending displacement of crisis-affected populations. For instance, and depending on the context, the return of qualified nationals and migrant workers and technical assistance in policy and legislation are key in re-building State capacity.

Annex (continued)

Migration Crisis Operational Framework template



<ul style="list-style-type: none"> Critical Important Recommended <p>SYSTEMS</p> <ul style="list-style-type: none"> Cluster System (OCHA) Refugee Regime (UNHCR) Development Actors (UNDP) Security and Peacebuilding Actors 	<p>Clusters</p> <ul style="list-style-type: none"> Camp Coordination & Camp Management (CCCM) Water, Sanitation and Hygiene Early Recovery Education Protection Logistics Emergency Telecommunications Health Food Security Shelter 	<p>Other Clusters/Sectors/Groups</p> <ul style="list-style-type: none"> Housing, Land and Property Rights Gender-based Violence Coordination Rule of Law and Justice Mental Health & Psychosocial Support Safety and Security Environment Child Protection Agriculture
---	--	---