



---

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

**STANDING COMMITTEE ON PROGRAMMES AND FINANCE**

**ELEVENTH SESSION**

30 and 31 October 2012

**SCPF/92**  
RESTRICTED

Original: English  
12 October 2012

**IOM MIGRATION CRISIS OPERATIONAL FRAMEWORK**



## **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.<sup>1</sup> 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.

7. 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 a crisis situation, 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**

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

---

<sup>1</sup> IOM Member States had 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. Accordingly, the Administration has produced document SCPF/87 to be discussed under the exchange of views on items proposed by the membership.

- 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 transition and recovery initiatives to mitigate and address the short- and long-term effects 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**

9. The following list briefly describes IOM’s current sectors of assistance that are relevant 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.

IOM is the cluster lead for camp coordination and camp management (CCCM) in emergencies induced by natural disasters and is currently active in 18 countries, including Colombia, Haiti, Nepal, Pakistan, Peru, the Philippines, Thailand and Timor-Leste. It directly benefits thousands of families by providing camp management support and strengthening the training capacities of local and national authorities. To increase the preparedness of national authorities, IOM has initiated efforts to adapt CCCM capacity-building and management tools to needs at the national level, most recently in Namibia, Pakistan, Colombia, Thailand, the Philippines and the Dominican Republic. IOM continues the refinement of data management systems and technological tools for displacement tracking and mapping.

**Sector 2 Shelter and Non-food Items:** To address the needs for shelters and non-food items (NFIs) 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 NFIs.

IOM leads the shelter cluster in Pakistan, Haiti, South Sudan, Ethiopia, the Plurinational State of Bolivia, Colombia and Yemen and co-leads with governmental or humanitarian partners in Peru, Kenya, El Salvador, Nicaragua and Afghanistan. As a cluster partner, IOM also implements shelter programmes in various countries, such as Zimbabwe. Through IOM's activities, thousands of crisis-affected persons have benefitted from temporary and permanent shelters, NFIs and shelter kits. Currently, IOM is providing thousands of persons in the Syrian Arab Republic and those fleeing into neighbouring countries with NFIs. IOM routinely manages large logistics pipelines in emergency responses; it ranked number two in a 2011 study.<sup>2</sup>

**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 (IDPs), assisted voluntary return and reintegration, and relocation or emergency transportation).

IOM has unique expertise in the transportation of beneficiaries in emergency (evacuation) and post-crisis (resettlement or return) situations supported by a robust partnership with a large network of airlines and transport companies. Most recently, IOM provided evacuation assistance by air, sea and land to thousands fleeing the Libyan crisis, assisting over 200,000 migrants from various parts of the world.<sup>3</sup> IOM has provided onward transportation assistance to final destinations for over 63,000 vulnerable returnees since South Sudan became independent in July 2011. IOM currently provides emergency transportation assistance to bring people out of danger zones into secured locations, including between the Somali–Kenyan border, from the Malian border to camps in Niger and from the Syrian border to camps in Jordan.

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

IOM has 60 years of experience in providing health support to migrants and mobile populations in crisis situations, including during major emergencies such as the recent Libyan crisis and the earthquake in Haiti and floods in Pakistan both in 2010. IOM also provided assistance to Sri Lanka in 2009, Lebanon in 2006, Indonesia in 2005, the former Yugoslavia in 1993, Iraq in 1990 and UNSC resolution 1244-administered Kosovo in 1999. Its activities include primary health care for migrants, displaced persons, returnees and communities; health referrals and

---

<sup>2</sup> Disaster relief logistics from the perspective of key humanitarian actors: Building the road. A snapshot of the key resources and challenges for the key humanitarian actors, Natalia Gomez-Tagle Leonard (2011).

<sup>3</sup> For more information, see *Migrants caught in Crisis: The IOM Experience in Libya* (IOM, 2012). Available from [http://publications.iom.int/bookstore/free/MigrationCaughtinCrisis\\_forweb.pdf](http://publications.iom.int/bookstore/free/MigrationCaughtinCrisis_forweb.pdf).

medical evacuations; public and environmental health (linked to the CCCM and health clusters, including for the prevention of disease outbreaks and early detection); and transitional/temporary health facilities and health rehabilitation.

**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.

IOM is an active member of the Inter-Agency Standing Committee (IASC) Reference Group on Mental Health and Psychosocial Support in Emergency Settings, during which it has started up, chaired and/or co-chaired the Group in several emergencies.<sup>4</sup> Since 2001, IOM has provided direct psychosocial support and capacity-building in more than 30 emergencies worldwide. Some notable examples include the psychosocial support given to migrants in transit areas and returnees in the recent crisis in Libya; support for the relocation of IDPs and victims of sexual- and gender-based violence after the earthquake in Haiti in 2010; assistance to the Government of Colombia in establishing a psychosocial strategy and for building the capacity of the reparation commission; and direct psychosocial assistance provided to IDPs and returnees in Lebanon following the 2006 crisis, to Iraqis displaced in Jordan and Lebanon, and currently to Syrian refugees in northern Lebanon.

**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.

Integration and reintegration assistance is the core of IOM's post-crisis programming, which often prolongs IOM's involvement in providing humanitarian assistance and protection to people displaced by man-made and natural disasters. Currently, IOM has almost 50 such projects around the world. Large-scale reintegration programmes have been or are being implemented in Afghanistan, Bosnia and Herzegovina, Colombia, Haiti, Indonesia, Iraq, Kenya, Lebanon, Pakistan, the Philippines, Rwanda, Sri Lanka, South Sudan, Sudan, Timor-Leste, Zimbabwe and UNSC resolution 1244-administered Kosovo to end displacement situations through long-term solutions. IOM's efforts also include reintegration assistance to migrants returned as a result of humanitarian crises to the Sahel region (Chad and Niger) and Bangladesh following the 2011 Libyan crisis.

**Sector 7 Community Stabilization and Transition:** To provide assistance to governments, States and communities undergoing significant socio-economic and political

---

<sup>4</sup> Including in Lebanon (2006/7), Kenya (2008), Myanmar (2009), Haiti (2010) and Libya (2012).

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.

IOM implements comprehensive community stabilization and transition programmes worldwide in more than 50 countries. Some of these programmes aim to reduce urban violence through quick-impact, short-term job creation in Haiti (2004–2012), provide livelihood opportunities and socio-economic initiatives to thousands of families as alternatives to armed conflict in Iraq (2006–2012) and stabilize vulnerable communities in the Sahel region which are receiving a large influx of returnees after the 2011 Libyan crisis. Moreover, IOM has over 20 years of experience in reintegrating former combatants.<sup>5</sup> IOM continues to be a strong implementing agency for out-of-country voting projects, most recently in South Sudan in 2011 and Libya in 2012.

**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.

Since the early 1990s, IOM has implemented disaster risk reduction (DRR) and resilience building programmes in South-East Asia and the Pacific, Africa and Latin America. A new generation of innovative programmes that integrate climate change adaptation, such as those implemented in the Federated States of Micronesia, has been developed. In support of the implementation of the Hyogo Framework for Action and in accordance with IOM policy, the Organization's programming approach focuses on local and national authorities and communities (community-based approach) often as part of reconstruction efforts. For instance, in Haiti, evacuation shelters have been evaluated, rehabilitated and equipped. Drainage and watershed management infrastructure has been constructed, and millions of trees have been planted, reducing flooding and surface run-offs. Other DRR programmes are implemented in Indonesia, Timor-Leste, Sri Lanka and Myanmar.

**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.

---

<sup>5</sup> According to the report of the Secretary-General on disarmament, demobilization and reintegration (A/65/741 of 21 March 2011), IOM is the second provider of support programmes after the United Nations Development Programme.



Relevant land and property projects implemented by IOM include those in Iraq, which focused on property claims and resolution of property disputes; Haiti, where legal aid was provided to clarify land rights and resolve property disputes; and Colombia, which focused on reparations (including judicial, administrative and collective reparation), land and property protection and assistance for the National Commission for Reparation and Reconciliation.

**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.

IOM has worked to counter trafficking in persons and migrant exploitation since 1994, such as in crisis-affected countries like Libya (2011), Haiti (2010) and Indonesia (2004). In cooperation with governments, relevant United Nations agencies and non-governmental organizations (NGOs), the Organization has helped to protect through direct assistance measures more than 25,000 trafficked persons, approximately one third of whom were children. IOM maintains a global database to facilitate its case management process. The global database contains extensive primary data on individual trafficked persons it has assisted and is increasingly valued as a unique research tool. In addition, IOM works to prevent trafficking in persons and migrant exploitation through targeted information, education and communication initiatives. IOM also builds the capacities of governments and civil society actors to address the challenges posed by human trafficking by creating training opportunities for government officials and NGOs and by providing expert technical support for the development of counter-trafficking policies and procedures.

**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.

IOM has trained tens of thousands of immigration and border management officials around the world on such topics as human rights and refugee law, trafficking in persons and freedom of movement. Moreover, IOM has developed the Personal Information and Registration System, which provides States with a system to better monitor border movements and shape migration policies. Notable humanitarian border management projects implemented by IOM include capacity-building in Iraq, which focused on promoting solutions to the protracted Iraqi displacement, and in Somalia, where the project aimed to contribute to enhanced border and immigration management for safe and orderly travel within and through Somalia, including its territorial waters. In relation to the Libyan crisis, IOM helped the authorities in neighbouring Tunisia to maintain their borders open by aiding them in the identification of those fleeing the crisis and making appropriate referrals.

**Sector 12 Emergency Consular Assistance:** To support States in providing their nationals caught in a crisis with appropriate, timely and efficient emergency 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.

IOM has supported States in providing their nationals caught in crisis with appropriate, timely and efficient consular services. During the Libyan crisis in 2011, IOM received requests from 47 governments to assist them with the evacuation of their nationals. Currently, IOM has requests from 30 governments for assistance relating to the identification, documentation and transport of their nationals trapped in the Syrian crisis and in need of urgent assistance. Previous experiences with emergency consular assistance include the evacuation of 250,000 people during the first Gulf War in 1990 and, more recently, the evacuation of 35,000 foreign workers from Lebanon in 2006.

**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.

IOM has pioneered programmes mobilizing the diaspora to support reconstruction efforts in various post-crisis environments. Often through temporary assignments in key sectors, these programmes target countries with qualified human resources such as Afghanistan, Ethiopia, Georgia, Sierra Leone and South Sudan. For instance, since 2002, more than 1,000 Afghan experts have returned temporarily or permanently to Afghanistan through IOM support. Another example is the Qualified Expatriate Somali Technical Support – Migration for Development in Africa (QUESTS-MIDA) initiative. IOM has also been exploring other means to mobilize the diaspora in reconstruction efforts.

**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.

At the request of the participating governments, IOM has provided technical support to the Colombo Process, a regional consultative process that focuses on labour migration from Asia. IOM facilitated the exchange of best practices and ideas for future collaboration among governments. Currently, the Organization is supporting the development of standard operating procedures (SOPs) with regard to emergencies affecting migrant workers. IOM also routinely supports States in

formulating policy and building capacity to manage migration during crises. A notable example is the training IOM provided to 49 staff of the Parliament and various ministries of the Government of Afghanistan in 2011 and 2012, building national capacity in migration management, including policy and legislation, and focusing on labour migration, international cooperation on migration and border management.

**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.

IOM's humanitarian communications projects have been crucial in promoting awareness, contributing to, for example, post-tsunami natural disaster preparedness programmes in Indonesia, cyclone preparedness campaigns in Bangladesh and information campaigns on disaster-resistant buildings in Pakistan. For example, almost 1 million flood-affected persons in Pakistan benefited from IOM's two-way communication which enabled them to receive essential information on the Government's cash compensation programme. In Haiti, IOM developed various communication tools that reached millions of persons, both in urban and rural areas, and conveyed important messages such as the strategy for the return process, hurricane preparedness, cholera prevention and public health, fire safety for IDPs living in camps, road safety, domestic violence prevention and women's rights and child protection.

### **Operational Framework linkages to existing response systems**

10. 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.<sup>6</sup>

11. 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 Office of the United Nations High Commissioner for Refugees (UNHCR), and for IDPs under a collaborative inter-

---

<sup>6</sup> See the IOM Constitution, preamble and Article 1(b), and the IOM Strategy (MC/INF/287).

agency cluster approach, where IOM has assumed the role of global cluster lead for CCCM 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.

12. 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. It will also assist IOM in developing, together with the relevant States and its partners, appropriate exit strategies during and after migration crises.

### **Most relevant frameworks and modalities for cooperation**

13. **Cluster approach:** The IASC, through inter-agency coordination and policy development, aims at improving the efficiency of humanitarian assistance. One of the most noteworthy outcomes of IASC initiatives was to develop the cluster approach to address the needs of affected populations, including IDPs. The cluster approach, coordinated by the Office for the Coordination of Humanitarian Affairs (OCHA), is an important mechanism that contributes to improving the effectiveness, predictability, accountability and partnership of humanitarian responses to crisis-induced internal displacement. IOM assumes a strategic role as the global cluster lead for CCCM in natural disasters. Globally within the IASC and at the country level through the humanitarian country team, IOM is regularly requested to assume stronger operational and strategic roles as a result of its in-country capacity, existing partnerships and well-established credibility. Therefore, it plays a role within the logistics, emergency shelter, protection, health and early recovery clusters according to its institutional and in-country capacity and expertise.<sup>7</sup> The IASC Framework on Durable Solutions for Internally Displaced Persons is another key instrument that provides the main principles and criteria to guide State and humanitarian actors, including IOM.

14. **Refugee regime:** The 1951 Convention Relating to the Status of Refugees and the 1967 Protocol guide States and humanitarian actors in identifying refugees and ensuring that their rights are protected. UNHCR is the agency mandated to lead and coordinate international action to protect refugees and resolve refugee problems worldwide. By coordinating efforts to provide assistance and protection, UNHCR safeguards the rights and well-being of those facing persecution, or who have a well-founded fear of persecution, in their country of nationality or habitual residence on account of their race, religion, nationality, political opinion or membership in a particular social group and of those who have crossed an international border. For 60 years, IOM has collaborated with and supported UNHCR in its mandate in many areas around the world, by providing emergency camp management, shelter, health, psychosocial and transport assistance, and by supporting the provision of durable solutions through resettlement programmes, voluntary repatriation or local integration.<sup>8</sup>

---

<sup>7</sup> See SCPF/71 (IOM's role in the humanitarian response to displacement induced by natural disasters).

<sup>8</sup> See the IOM Constitution, Article 1(b), and point 10 of the IOM Strategy (MC/INF/287), which explicitly grant a role to IOM with regard to refugees.

15. **Security and peacebuilding frameworks:** Various international and regional organizations play an important role in contributing to the protection of crisis-affected civilians through their efforts to promote and maintain peace and security, mostly under the authority of the United Nations Security Council. By deploying peacekeeping troops, security and peacebuilding actors such as the United Nations Department of Peacekeeping Operations, NATO, the Economic Community of West African States and the African Union are able to assist States in maintaining peace and security and in addressing immediate protection needs of crisis-affected populations. IOM is an active participant in post-conflict institution-building and transition and is a key partner of governments and the United Nations in programmatic areas related to (re-)establishing stability and security in vulnerable communities. The Organization aids in 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. Most notably, IOM is involved in joint programming for security sector reform, disarmament, demobilization and reintegration, electoral assistance (including out-of-country voting), rule of law, reconciliation, reparations and reconstruction.

16. **Development frameworks in crisis and post-crisis contexts:** Humanitarian and development actors are increasingly bridging the gaps between disaster response, recovery and development to enhance the resilience of communities to future shocks. For instance, the Hyogo Framework for Action 2005–2015, which is the first internationally accepted framework for DRR, is an important tool for outlining the objectives and priorities of a coordinated DRR intervention.<sup>9</sup> Similarly, the concepts of post-conflict needs assessment and post-disaster needs assessment, as well as other tools, developed by the United Nations in collaboration with the World Bank can ensure focus on the reintegration of system-wide efforts for recovery. IOM has long worked to promote productive and beneficial linkages between migration and development, including in post-crisis scenarios through programmes such as those promoting the return of qualified nationals to assist post-crisis recovery.<sup>10</sup>

17. The IOM Migration Crisis Operational Framework contains illustrative scenarios (see diagrams in Annex I 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; (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); and (c) the flexible approach it allows, prioritizing sectors of assistance based on the different crisis scenarios and the types of vulnerability and mobility patterns they generate. Another example of how the Operational Framework can be utilized in relation to mixed migration flows is provided below.

---

<sup>9</sup> The reality of climate change only reinforces the urgency of such efforts, and IOM and its partners have stressed the importance of mainstreaming DRR, disaster risk management and climate change adaptation strategies into existing migration management policies as tools and frameworks that contribute to sustainable development. For instance, see the Chair's summary of the IOM International Dialogue on Migration 2011 workshop on "Climate change, environmental degradation and migration" available from [www.iom.int/idmclimatechange/lang/en](http://www.iom.int/idmclimatechange/lang/en); the *Compendium of IOM's Activities in Migration, Climate Change and the Environment* (IOM, 2009); and the *World Migration Report 2010 – The Future of Migration: Building Capacities for Change* (IOM, 2010).

<sup>10</sup> See points 4 and 9 of the IOM Strategy (MC/INF/287).

### **IOM's approach to mixed migration flows**

18. IOM's approach to mixed migration flows<sup>11</sup> is based on the understanding that most migration flows, particularly those related to crises, consist of individuals with different reasons for migrating and different needs and vulnerabilities. In fact, the majority of migrants in mixed flows do not fit any particular label and are not covered by a specific protection regime. Nevertheless, such persons may have humanitarian needs. Moreover, needs and vulnerabilities may arise and change during the course of a journey. Therefore, IOM's objective is to contribute to the protection of the human rights of all those involved in mixed migration flows while meeting the different protection and assistance needs of various groups.

19. IOM and other agencies work together in different acute and protracted mixed migration scenarios, for example, in the Mixed Migration Task Force in the Horn of Africa established by IOM, UNHCR and the Danish Refugee Council.<sup>12</sup> Moreover, IOM has collaborated with UNHCR in the context of its 10-Point Plan of Action, such as in various regional and thematic conferences on the subject held between 2008 and 2011.

20. Although the 10-Point Plan of Action provides the basis for an inter-agency referral mechanism for refugees and asylum-seekers, this system was not designed to deal with large-scale flows of persons which typically ensue in a crisis. Therefore, IOM has used its migration management approach in close cooperation with the relevant authorities, including border management authorities and coastal authorities, to develop an efficient referral system for all groups travelling within mixed migration flows, including those who are not in need of international protection but may have other needs and vulnerabilities.

### **IOM's internal coordination mechanisms**

21. 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 of or in the wake of a crisis situation. As such, the implementation of the Operational Framework does not imply any additional resource allocation.

22. To activate its policies, IOM generally follows a number of internal 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 IASC Transformative Agenda.

---

<sup>11</sup> See MC/INF/294 (Challenges of irregular migration: Addressing mixed migration flows) submitted to the 96th Session of the IOM Council; MC/INF/297 (Irregular migration and mixed flows: IOM's Approach) submitted to the 98th Session of the IOM Council; and the UNHCR's Refugee Protection and Mixed Migration: A 10-Point Plan of Action (2007).

<sup>12</sup> More information is available from [www.regionalmms.org/](http://www.regionalmms.org/).

## **The way forward**

23. IOM seeks the support of its Member States to implement the Migration Crisis Operational Framework in crisis situations so that the Organization can propose solutions according to its areas of expertise, within coordinated responses, 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. Member States may also assist IOM in reaching out to its partners to facilitate discussion on the migration consequences of crisis situations and on the ways in which existing response systems can better address the migration-related aspects of a crisis.

24. 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 I

### Migration Crisis Operational Framework generic scenarios

1. The IOM Migration Crisis Operational Framework is a pragmatic, flexible and evolving tool that, when applied, can adapt to the given specificities such as the type of crisis, local circumstances, the presence and capacity of other actors (including the affected State(s)), the slow- or sudden-onset nature of the crisis, availability of funding and humanitarian access, to name a few.
2. The diagrams on the following pages are based on the 15 sectors of assistance presented earlier in this document. These diagrams aim at illustrating the following: (a) the complementarity and relevance of each sector of assistance during each phase of a crisis situation (i.e. before, during and after); (b) the linkage between each sector of assistance and existing systems, including the cluster approach and other systems (i.e. refugee regime; peace and security; and development frameworks); and (c) the flexible approach that is allowed, prioritizing sectors of assistance based on the different crisis scenarios and the types of vulnerability and mobility patterns they generate.
3. Depending on the type of crisis and phase, the diagrams that follow indicate whether a particular sector is critical, important or recommended. Critical sectors of assistance are those that are most essential in contributing to the specific type of response needed during a particular phase and type of crisis. Important sectors of assistance are those that play a significant role in contributing to the response, and recommended sectors of assistance are those that support and strengthen the critical and important sectors. Together, these sectors reinforce each other and contribute to the overall response by providing an integrated and flexible (context-specific) approach to migration crises. The relevance of each sector varies during the different phases of a crisis and can thus be critical during one phase of a crisis but recommended in another. Not all sectors apply equally in all types of crises.
4. Note that the following diagrams are general representations of the different types of crises and are intended as illustrations of possible responses and key sectors of assistance. Therefore, the actual application of the Operational Framework is flexible and will depend on the specific context of each crisis. Moreover, crises nowadays rarely lead to exclusively internal or exclusively cross-border movement, but they usually produce complex mobility patterns combining the two.

### **Man-made disaster: Cross-border and internal movements**

5. A man-made disaster such as internal violence, disorder or conflict often results in desperate and chaotic internal movements that can ultimately lead to cross-border flows of people attempting to escape life-threatening situations. Such disasters can also create situations in which populations are stranded or trapped in danger zones and are unable to escape.

6. The types of migrants in need differ in every context, but they can include international migrants trapped internally or who may have crossed an international border, IDPs, refugees and/or asylum-seekers, displaced persons who have crossed an international border but do not qualify for or seek the refugee status and vulnerable persons such as victims of trafficking or unaccompanied minors.

#### ***Partnerships and coordination***

7. During a man-made disaster, all responses are coordinated with the country in crisis. If there is a flow of asylum-seekers and/or refugees across borders, response activities will be coordinated with UNHCR, safe third countries and/or countries of transit and resettlement. If the crisis involves internal movements, responses will be primarily coordinated using the cluster approach (i.e. OCHA). If there are international migrants either trapped inside the country in crisis or who have crossed an international border, there will also be coordination with the country of origin.

#### ***Sectors of assistance***

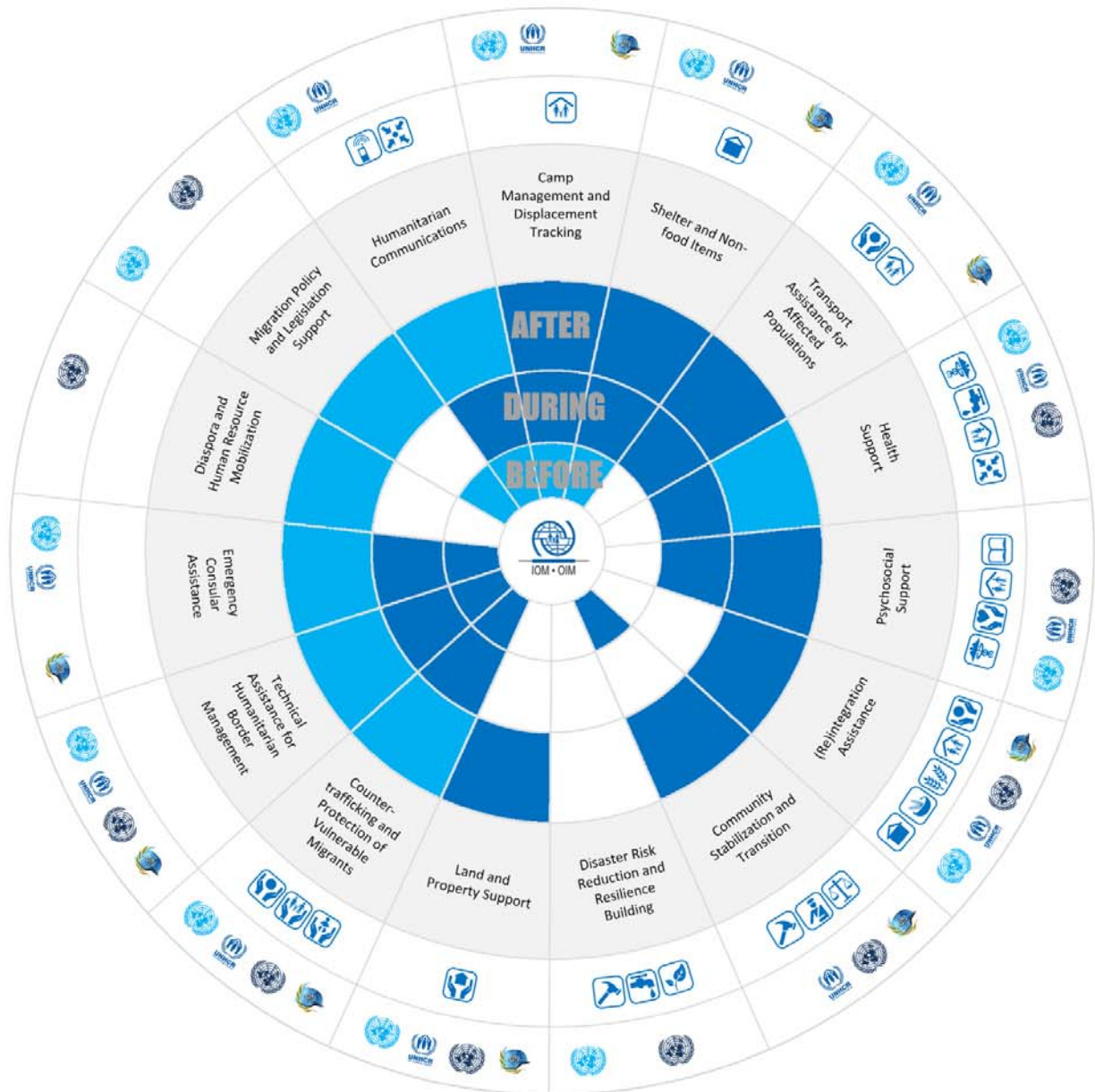
8. Before a man-made disaster, activities can focus on addressing the destabilizing factors and tensions through such initiatives as community stabilization and transition as part of peace and security and development initiatives. If a country has many third-country nationals, technical assistance to and coordination with consular services and humanitarian border management will be important. Initiatives to strengthen counter-trafficking and the protection of vulnerable migrants, as part of migration management systems, are also crucial.

9. During a man-made disaster, if there are large cross-border movements and/or international migrants trapped in the country in crisis, responses will require proper and efficient border and identity management, coordination with consular services and mechanisms to identify and refer vulnerable persons. Transportation assistance can also be a critical life-saving protection activity for those caught in a crisis, including non-nationals in need of migrant assistance. For those having crossed an international border, onward transportation assistance from border areas may also be necessary. Lastly, the provision of humanitarian assistance (e.g. shelter, NFIs, health and psychosocial support, etc.), which is usually coordinated through humanitarian communications, to displaced persons in camps or in host communities inside or outside the country in crisis is essential to relieve suffering.

10. After a man-made disaster, crucial response activities involve those that prevent and/or address the consequences of man-made disasters, such as community stabilization and transition efforts, and those that address land and property issues to provide long-term solutions to the displaced. Peace and reconstruction can also be supported through diaspora and human resources mobilization.

Examples: Syrian Arab Republic (2012), Libya (2011) and Côte d'Ivoire (2011), among others.

**Diagram for a man-made disaster: Internal and cross-border movements**



<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #0070C0; margin-right: 5px;"></span> Critical</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #D9E1F2; margin-right: 5px;"></span> Important</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #D9E1F2; margin-right: 5px;"></span> Recommended</li> </ul> <p><b>SYSTEMS</b></p> <ul style="list-style-type: none"> <li> Cluster System (OCHA)</li> <li> Refugee Regime (UNHCR)</li> <li> Development Actors (UNDP)</li> <li> Security and Peacebuilding Actors</li> </ul>	<p><b>Clusters</b></p> <ul style="list-style-type: none"> <li> Camp Coordination &amp; Camp Management (CCCM)</li> <li> Water, Sanitation and Hygiene</li> <li> Early Recovery</li> <li> Education</li> <li> Protection</li> <li> Logistics</li> <li> Emergency Telecommunications</li> <li> Health</li> <li> Food Security</li> <li> Shelter</li> </ul>	<p><b>Other Clusters/Sectors/Groups</b></p> <ul style="list-style-type: none"> <li> Housing, Land and Property Rights</li> <li> Gender-based Violence</li> <li> Coordination</li> <li> Rule of Law and Justice</li> <li> Mental Health &amp; Psychosocial Support</li> <li> Safety and Security</li> <li> Environment</li> <li> Child Protection</li> <li> Agriculture</li> </ul>
--	--	---

### **Sudden-onset natural disaster: Internal and cross-border movements**

11. A sudden-onset natural disaster, such as a flood, tsunami or earthquake, often causes significant destruction and loss of shelter, infrastructure and livelihoods. It results mostly in internal, but with potential cross-border, migration flows of people attempting to access immediate assistance and protection.

12. The types of migrants in need differ in every context, but they can include international migrants caught in the disaster, IDPs, environmentally displaced persons who have crossed international borders and vulnerable persons such as victims of trafficking and unaccompanied minors.

### ***Partnerships and coordination***

13. During a sudden-onset natural disaster, all responses are coordinated with the country in crisis and by using the cluster approach (i.e. OCHA). Depending on the type of response, coordination with the United Nations and development agencies may also be necessary, particularly in the before and after phases. If there is a flow of environmentally displaced persons across borders, response activities will be coordinated with the country of first refuge or transit. If there are international migrants either trapped inside the country in crisis or who have crossed an international border, there will also be coordination with the country of origin.

### ***Sectors of assistance***

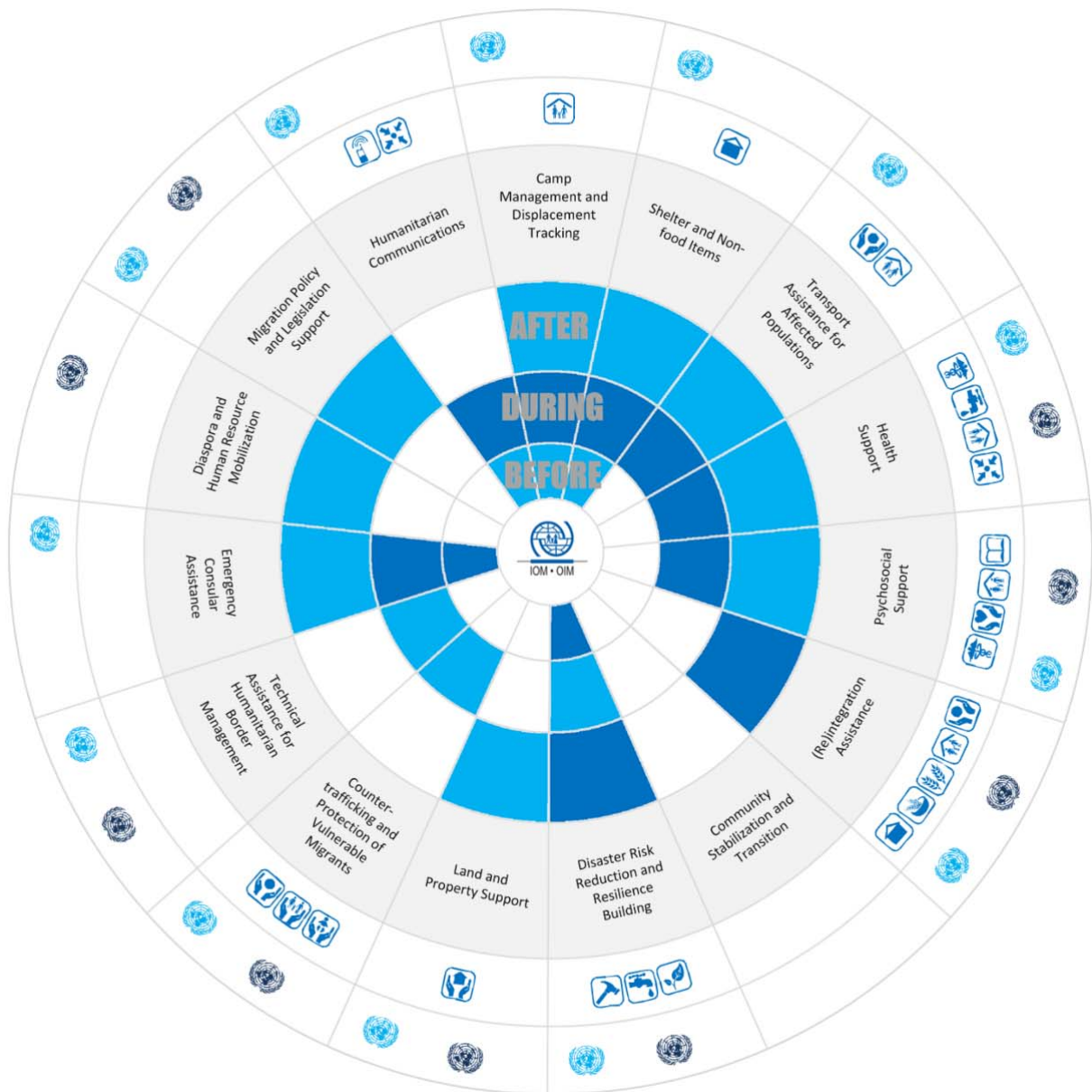
14. Before a sudden-onset natural disaster, the implementation of DRR activities is a crucial prevention and preparedness measure. By building State and community capacity to respond to such disasters, establishing early warning systems and/or constructing disaster-resistant infrastructure, the risks and vulnerabilities of local communities will be reduced, and their resilience will be strengthened. Moreover, if a country has many third-country nationals, technical assistance to and coordination with consular services will also be important initiatives to ensure appropriate and timely identification and documentation if a crisis were to occur.

15. During a sudden-onset natural disaster, addressing the immediate needs of crisis-affected populations is crucial, such as tracking displacement and providing shelter, NFIs and health and psychosocial support. Humanitarian communications are also critical during sudden-onset natural disasters. They facilitate the exchange of information between the responders (including humanitarian actors) and crisis-affected populations and address the information requirements of affected populations. Such communications also generate feedback that contributes to formulating an appropriate humanitarian response and facilitates recovery planning.

16. After a sudden-onset natural disaster, as with the “before” phase, the implementation of DRR activities is important not only in responding to and recovering from the consequences, but also in preventing and preparing for future disasters. Reintegration assistance is crucial to end displacement through long-term solutions by implementing activities in areas such as sustainable livelihoods, permanent shelter and access to basic services.

Examples: Pakistan (2010 and 2011), Haiti (2010), Japan (2011) and the Indian Ocean tsunami (2004), among others.

**Diagram for a sudden-onset natural disaster: Internal and cross-border movements**



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

### **Slow-onset natural disaster: Internal and cross-border movements**

17. A slow-onset natural disaster, which can be exacerbated by the impact of climate change on the environment, such as drought, rising sea levels or coastal erosion, results in the eventual destruction and loss of shelter, infrastructure and livelihoods. It leads to internal and/or cross-border movements of affected populations, such as from rural to urban areas or within urban areas. Such a scenario does not necessarily lead to an acute humanitarian crisis.

18. The types of migrants in need differ in every context, but they can include environmental migrants and trapped vulnerable populations. An acute crisis can also displace people, mostly IDPs and environmentally displaced persons who have crossed international borders. However, most movements, both internal and external, are likely to take the form of voluntary movements, highlighting the role of migration as a coping and adaptation strategy.

### ***Partnerships and coordination***

19. During a slow-onset natural disaster, all responses are coordinated with the affected country. Coordination with the United Nations and development agencies is also important to prevent slow-onset natural disasters. If the situation develops into an acute humanitarian crisis requiring international humanitarian support, coordination of the humanitarian response will fall under the cluster approach (i.e. OCHA). If there are international migrants in need of assistance inside the country in crisis, there will also be coordination with the country of origin.

### ***Sectors of assistance***

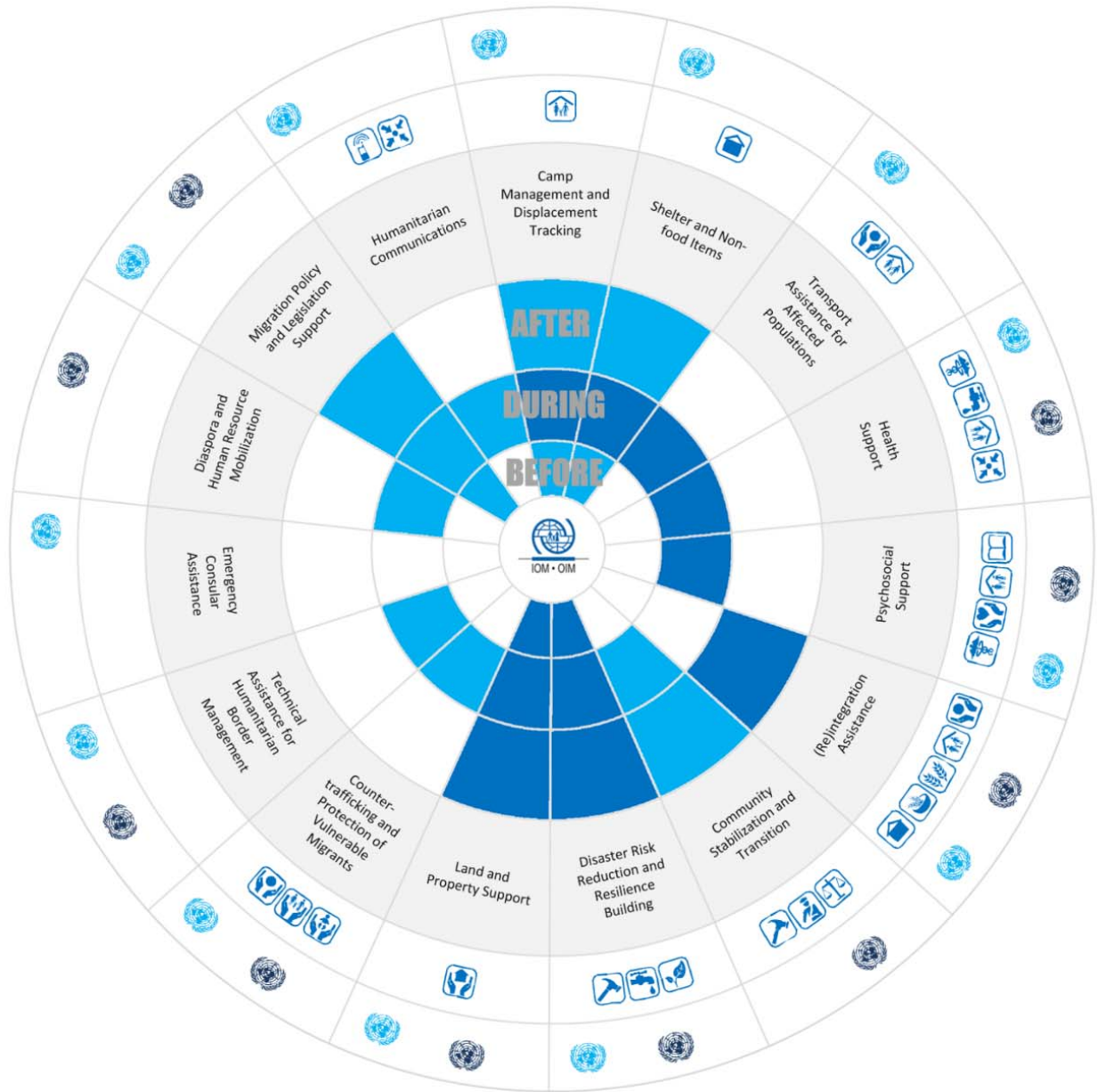
20. Before a slow-onset natural disaster, development programmes including DRR activities are most critical, as they aim at reducing the risks of such hazards and the vulnerabilities of affected communities in rural and urban areas. Resilience-building initiatives are also important in enabling communities to adapt their livelihoods to the changing contexts, thus contributing to sustainable development and preventing forced migration. Safe and planned migration, including relocation, as a form of adaptation can also be considered in the context of slow-onset natural disasters. Activities that address land and property issues are crucial when affected people and families lose their land and livelihoods and need to relocate.

21. During a slow-onset natural disaster that leads to acute humanitarian needs, population tracking, transport assistance, shelter support and health and psychosocial support can be important initiatives to assist crisis-affected persons. DRR activities continue to be critical in building the capacity of the State and affected persons to cope with the crisis and also offer a framework to link relief and recovery to development. Addressing land and property issues equally remains important, contributing to finding temporary solutions for displaced populations.

22. After a slow-onset natural disaster, DRR activities continue to play an important role in reducing the risks of hazards and building community resilience in rural and urban set-ups. Addressing land and property issues and providing integration assistance are critical in ending displacement through long-term solutions such as livelihood support and permanent shelter initiatives.

Examples: Bangladesh (2009) and low-lying island States.

**Diagram for a slow-onset natural disaster: Internal and cross-border movements**



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

### **Protracted crisis: Internal and cross-border movements**

23. A protracted crisis typically involves a combination of various elements of hardship, both man-made and natural, such as political and/or criminal violence, instability, lack of social services and employment opportunities, or drought, often leading to both cross-border and internal movements. Therefore, a protracted crisis requires a response that involves a combination of different and complementary sectors.

24. The types of migrants in need differ in every context, but they can include international migrants caught in the crisis, IDPs, refugees and/or asylum-seekers, environmental migrants and vulnerable persons such as victims of trafficking and unaccompanied minors.

### ***Partnerships and coordination***

25. During a protracted crisis, responses are coordinated with the country in crisis. If there are asylum-seekers and refugees crossing international borders, then response activities will be coordinated with UNHCR, safe third countries and/or countries of transit and resettlement. If internal movements are involved, responses will be coordinated using the cluster approach (i.e. OCHA). Moreover, due to the high levels of insecurity of protracted crises, responses may need to be coordinated with security and peacebuilding actors and with humanitarian and development actors. If there are international migrants trapped inside the country in crisis, there will also be coordination with the country of origin.

### ***Sectors of assistance***

26. Before a protracted crisis, community stabilization and transition activities are critical in addressing the sources of tension and preventing the eruption of conflict and further forced migration. If an area is prone to sudden- and/or slow-onset natural disasters, then DRR initiatives will be important in reducing risks and increasing resilience.

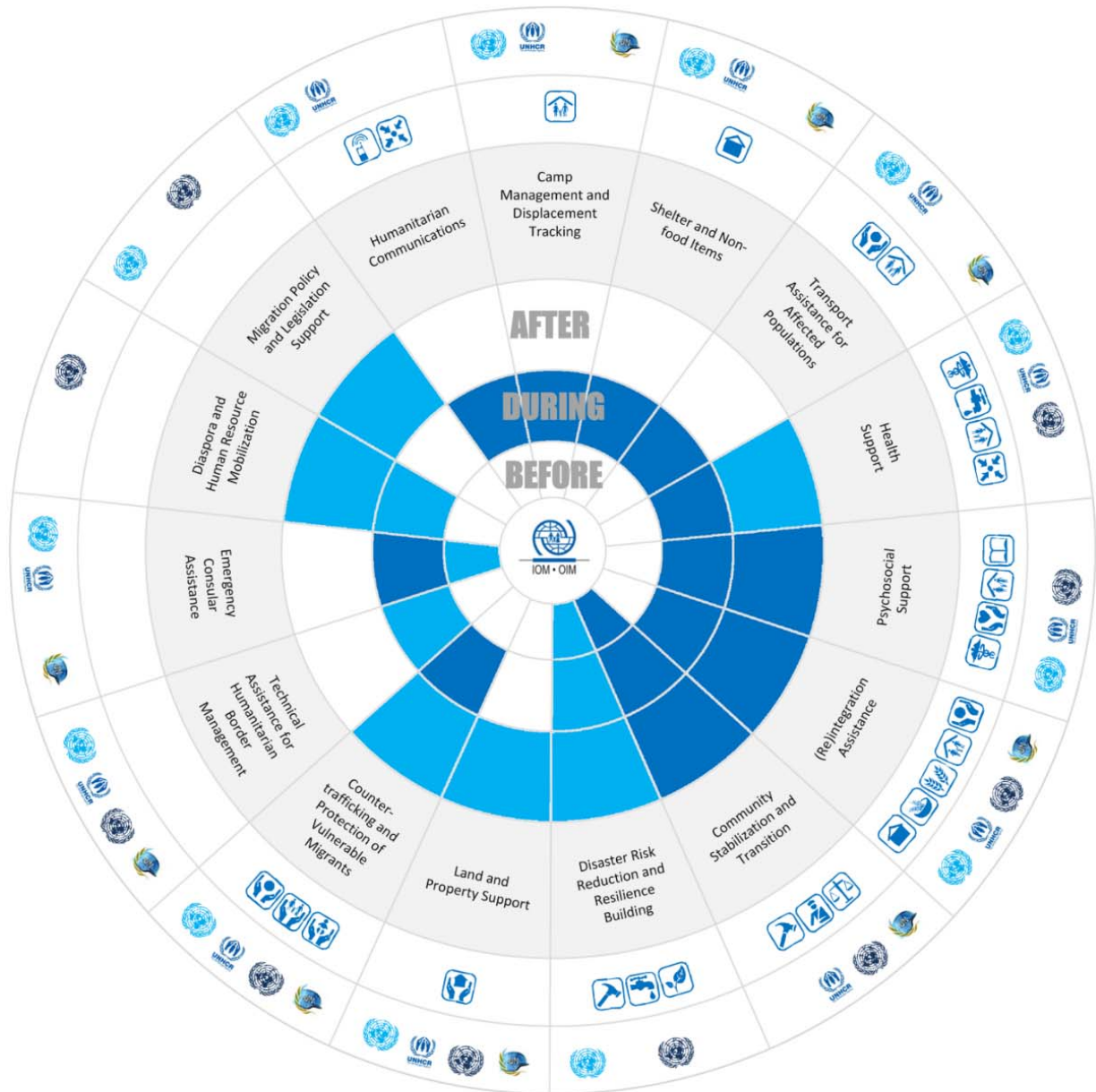
27. During a protracted crisis, it is important to address the immediate needs of affected persons such as health and psychosocial support, shelter and camp management assistance, community stabilization activities and reintegration assistance. The provision of assistance and protection to vulnerable persons can also be crucial, as criminal networks usually take advantage of these environments, for example, by recruiting at-risk youth and/or engaging in the trafficking of human beings. If international migrants are caught in the crisis, coordination with consular services will also be important.

28. After a protracted crisis, community stabilization and transition activities continue to be essential in addressing the sources of tension and re-establishing stability and trust through peacebuilding and dialogue initiatives. Reintegration assistance and psychosocial support are also significant in ending displacement through long-term solutions by promoting such initiatives as income generation and improved access to basic services.

Examples: Horn of Africa (2011), Sahel (2012) and Democratic Republic of the Congo, among others.



**Diagram for a protracted crisis: Internal and cross-border movements**



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

### **Health crisis: Internal and cross-border movements**

29. A health crisis refers to a pandemic or an epidemic crisis.
30. The types of migrants in need differ in every context, but they can include international migrants caught in the crisis, IDPs and refugees.

### ***Partnerships and coordination***

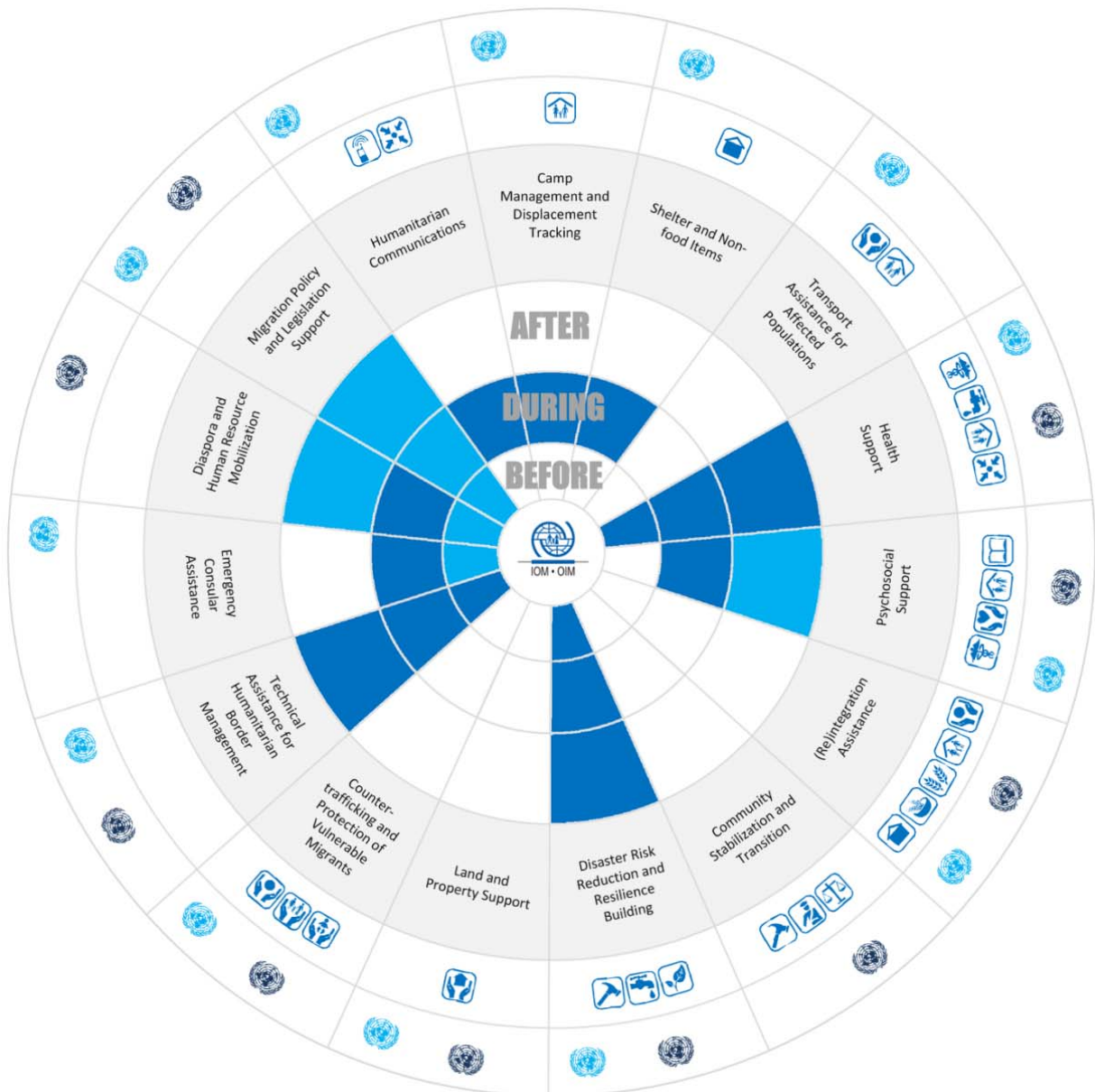
31. During a health crisis, all responses are coordinated with the country in crisis and are usually coordinated with key United Nations and development actors. If there are international migrants trapped inside the country in crisis, there will also be coordination with the country of origin.

### ***Sectors of assistance***

32. Before a health crisis, response activities primarily focus on DRR and health initiatives that prevent health hazards and reduce their potential effects. Health training for border management officials can also be an important element in reducing the spread of a health crisis and in identifying vulnerable persons who need to be referred and assisted.
33. During a health crisis, the provision of health and psychosocial support to affected persons is critical as well as addressing their immediate needs such as for shelter and NFIs. Humanitarian communications and humanitarian border management are also important in such crises to reduce the spread of a health crisis by raising awareness and identifying and referring the affected persons. If international migrants are caught in the crisis, coordination with consular services will be necessary. Lastly, reaching out to and including health practitioners from the diaspora can be essential in building capacity, improving the response to such crises and addressing the urgent needs of affected populations.
34. After a health crisis, the response is similar to that of the “before” phase in that activities will focus on preventing and preparing for potential health crises. Therefore, health and DRR activities and capacity-building activities for border management officials are implemented.

Examples: Cholera outbreak in Haiti (2010), among others.

**Diagram for a health crisis: Internal and cross-border movements**



<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 10px; height: 10px; background-color: #0070C0; border: 1px solid black; margin-right: 5px;"></span> Critical</li> <li><span style="display: inline-block; width: 10px; height: 10px; background-color: #4F81BD; border: 1px solid black; margin-right: 5px;"></span> Important</li> <li><span style="display: inline-block; width: 10px; height: 10px; background-color: #D9E1F2; border: 1px solid black; margin-right: 5px;"></span> Recommended</li> </ul> <p><b>SYSTEMS</b></p> <ul style="list-style-type: none"> <li> Cluster System (OCHA)</li> <li> Refugee Regime (UNHCR)</li> <li> Development Actors (UNDP)</li> <li> Security and Peacebuilding Actors</li> </ul>	<p><i>Clusters</i></p> <ul style="list-style-type: none"> <li> Camp Coordination &amp; Camp Management (CCCM)</li> <li> Water, Sanitation and Hygiene</li> <li> Early Recovery</li> <li> Education</li> <li> Protection</li> <li> Logistics</li> <li> Emergency Telecommunications</li> <li> Health</li> <li> Food Security</li> <li> Shelter</li> </ul>	<p><i>Other Clusters/Sectors/Groups</i></p> <ul style="list-style-type: none"> <li> Housing, Land and Property Rights</li> <li> Gender-based Violence</li> <li> Coordination</li> <li> Rule of Law and Justice</li> <li> Mental Health &amp; Psychosocial Support</li> <li> Safety and Security</li> <li> Environment</li> <li> Child Protection</li> <li> Agriculture</li> </ul>
---	--	---



Annex II

**RESOLUTION No. \_\_\_\_\_**

**IOM MIGRATION CRISIS OPERATIONAL FRAMEWORK**

*The Council,*

*Considering* IOM's Constitution and in particular Articles 1.1(a) and (b) regarding IOM's purpose and function to make arrangements for the organized transfer of migrants and to concern itself with the organized transfer of refugees, displaced persons and other individuals in need of international migration services,

*Considering* also the IOM Strategy (Council Resolution No. 1150) and in particular activity 1 "to provide secure, reliable, flexible and cost-effective services for persons who require international migration assistance", and activity 9 "to participate in coordinated humanitarian responses in the context of inter-agency arrangements in this field and to provide migration services in other emergency or post-crisis situations as appropriate and as relates to the needs of individuals, thereby contributing to their protection",

*Recalling* IOM policy on the human rights of migrants (MC/INF/259), "The human rights of migrants – IOM policy and activities" (MC/INF/298), and "Protection of persons involved in migration: Note on IOM's role" (IC/2007/3),

*Recalling* also the consideration by the Standing Committee on Programmes and Finance of IOM's emergency response capacity (SCPF/29), IOM's assistance to stranded migrants (SCPF/45/Rev.1), IOM's role in the humanitarian response to displacement induced by natural disasters (SCPF/71), the institutional and operational responses to migration consequences of complex crises (SCPF/80/Rev.1), and its role in assisting and protection migrants caught in crisis situations (SCPF/87),

*Recalling* further the establishment of the Migration Emergency Funding Mechanism (Council Resolution No. 1229) in order to enable IOM to respond rapidly in assisting affected migrants in humanitarian crises,

*Recalling* also that the theme "Managing migration crisis situations" was selected by IOM's Member States for the International Dialogue on Migration (IDM) 2012 and the discussions and conclusions of the IDM's workshops with the sub-themes "Moving to safety: Migration consequences of complex crises" (24 and 25 April 2012), "Protecting migrants during times of crisis: Immediate responses and sustainable strategies" (13 and

14 September 2012) and “Migrants in times of crisis: An emerging protection challenge” (9 October 2012),

*Noting* the United Nations General Assembly resolutions on “Strengthening of the coordination of humanitarian emergency assistance of the United Nations” (A/RES/46/182 and A/RES/60/124),

*Confirming* the sovereignty and territorial integrity of States and that humanitarian assistance should be provided with the consent of States involved,

*Noting* also the 2005 United Nations Humanitarian Response Review,

*Noting* further of the Inter-Agency Standing Committee Principals Reform Agenda 2011–2012,

*Reaffirming* the principles of neutrality, humanity, impartiality and independence in the provision of humanitarian assistance, and reaffirming the need for all actors engaged in the provision of humanitarian assistance to promote and fully respect these principles,

*Reaffirming* also 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,

*Recognizing* that, in a world shaped by migration, the human mobility dimension of humanitarian crises is becoming increasingly relevant and requires more comprehensive solutions,

*Recognizing* also that the concept of “migration crisis” serves to capture the complex human mobility consequences of crises,

*Mindful* of the vulnerability of international migrants in times of crisis, and the need to respond rapidly with immediate life-saving assistance and evacuation,

*Mindful* also of the need to consider human mobility in crisis preparedness and to address the medium- to long-term consequences of migration crises for individuals and States,

*Recognizing* IOM’s role and experience as a humanitarian actor and its comparative advantage in addressing the migration dimensions of crises based on its migration management mandate and expertise,

*Reaffirming* the importance of IOM’s partnerships with other humanitarian actors and the continued complementarity of IOM’s activities to their mandates, IOM’s ongoing commitment and support to existing legal and institutional frameworks; IOM’s role and responsibility within the Inter-Agency Standing Committee as the cluster lead for Camp Coordination and Camp Management in natural disasters, and the complementarity of IOM’s migration management expertise and established humanitarian mechanisms,

*Hereby:*

1. Thanks the Director General for this initiative;
2. Welcomes the IOM Migration Crisis Operational Framework;
3. Requests the Director General to implement the Migration Crisis Operational Framework in IOM's activities;
4. Encourages Member States to utilize the Migration Crisis Operational Framework to enhance their own preparedness and response capacity to migration crises, with support from IOM.