



International Organization for Migration (IOM)
The UN Migration Agency

Thematic Discussion Two (17 October 2017)
Measures to be taken at the Onset of a large Movement of Refugees
(Comprehensive Refugee Response Framework)

The International Organization for Migration (IOM) endorses the Comprehensive Refugee Response Framework (CRRF), contained in Annex 1 of the New York Declaration, in its entirety and lends its full support to the development of the new comprehensive approaches and commitments articulated in the New York Declaration. We add our voice to those attending the UNHCR Ex Com earlier this month, in applauding the strides UNHCR has made in developing the CRRF, and the creativity and leadership of the CRRF roll-out countries in committing themselves to this effort.

IOM's partnership with UNHCR is and always will be an indispensable one, and that partnership now extends to achieving the dual aims of the New York Declaration, which are to secure and strengthen the refugee regime through a Global Compact on Refugees (GCR) and to develop a Global Compact for Safe, Orderly and Regular Migration (GCM). Neither the foundations nor the processes for the two Compacts are identical, but it is helpful to remember that both exercises have their origin in the New York Declaration of 19 September 2016.

Indeed, the Declaration is a reminder of the shared humanity of refugees and migrants, through its affirmation of its resolve "to fully protect the human rights of all refugees and migrants, regardless of status", through its determination "to save lives", and through its unequivocal "condemnation of acts and manifestations of racism, racial discrimination, and xenophobia against refugees and migrants".

The goals of the two Compacts: strengthening and reinforcing refugee protection and safe, orderly and regular migration are not a zero-sum game. Indeed, protecting the rights of refugees by honoring the principle of non-refoulement and establishing asylum systems which have integrity are an essential element of well-functioning migration governance systems. At the same time, well-functioning migration management systems are fundamental to preserving a credible asylum regime.

The centrality of human rights in the two Compacts is another issue about which there is total agreement. The New York Declaration underscored that in addressing large flows, the protection and fulfilment of people's human rights – from the immediate reception phase onward – providing for the immediate needs for food, shelter, medical and other care - must be done on a non-discriminatory basis, regardless of status. This acknowledgment in no way detracts from the fact the refugees benefit from a specific legal regime, but there are human rights protections to which all human beings are entitled.

Developing and maintaining the capacity to receive and manage large movements of people in a humane, sensitive, compassionate and people-centered way is one of the most important and challenging commitments made by States in the New York Declaration. It is also at the stage of admission and reception where our organizations' collaboration is most critical and the interests of all the people we serve converge.

In highlighting the global nature of migration, the New York Declaration acknowledged the common vulnerabilities of both migrants and refugees in large flows. It is universally accepted that contemporary large scale movements are, more often than not, composed of people who are moving for different reasons but frequently face similar challenges and dangers. Responding to this complexity is no easy task, and the consequences are great.

IOM welcomes the opportunity to participate in these thematic discussions, and having now benefited from six thematic discussions in the context of our responsibilities under the modalities resolution in supporting the development of the GCM, we appreciate the value that such exchanges can bring to clarifying the challenges and opportunities the Compacts hold. We are happy to offer our experience in responding to the questions posed for these thematic discussions.

Panel One: How can we ensure better preparedness for and rapid responses to large movements of refugees?

Aiding states in meeting the challenges of implementing effective, people-centered, migration management which both protects the rights of individuals and upholds states' sovereign right to control who enters and remains on their territory, lies at the heart of IOM's Constitution and duty to Member States (MS). IOM has made considerable investment in the development of strategic frameworks, planning and capacity-building tools designed to help States meet those challenges. These tools and the comprehensive approaches they embody for addressing large movements are outlined below, with the suggestion that they complement and inform the development of the CRRF.

Migration Governance Framework.

The framework for IOM's planning and reporting on its support to States in facilitating orderly, safe, regular and responsible migration and mobility of people through planned and well managed migration policies, including the mobility dimensions of emergencies, is IOM's Migration Governance Framework (MiGOF). Approved by a Council Resolution in November 2015, and formulated around three principles and three objectives, this framework outlines the essential elements for managing migration comprehensively, and in a manner that allows states, societies and migrants to reap the benefits of safe, humane and orderly migration.

The MiGOF principles and objectives closely align with the commitments and approaches contained in the New York Declaration and the Comprehensive Refugee Response Framework (CRRF). The MiGOF principles are: 1) adherence to international standards and the fulfillment of human rights; 2) migration and related policies are best formulated using evidence and whole of government approaches, and 3) good migration governance relies on strong partnerships. The three specific MiGOF objectives are: 1) advance the socioeconomic well-being of migrants and society; 2) effectively address the mobility dimensions of crisis, and 3) ensure that migration takes place in a safe, orderly and dignified manner.

Taken together, the principles and objectives of the MiGoF can serve as a guide to states and the international community as we all work together to fulfill the promises of the New York Declaration and the CRRF. Concerted action by all stakeholders is required to prevent and prepare for crisis, to support displaced persons and communities affected by crisis in accordance with humanitarian principles, to promote durable solutions to end displacement. The MiGoF also recognizes that addressing the root causes of crisis and associated populations movements need to be part of longer term approaches towards recovery, transition, and sustainable development.

Urban Migration Governance Framework

Localities and cities have an increasing role in responding to large flows; this is particularly true in relation to urban refugee situations and the role and contributions of localities was recognized in the New York Declaration. Despite the fact local authorities often must accommodate the acute and chronic stresses associated with large movements, determining which non-nationals may enter and stay in their territory, and the broad elements of migration management, are a state prerogative and function. The role of local authorities in planning for migration impacts has traditionally been marginal.

In recognition of this growing dilemma, IOM prepared a consultation document entitled “A Toolbox of Migration Related Elements for the City Resilience Strategy,” which is referred to as the Urban MiGoF. https://www.uclg.org/sites/default/files/consultation_document_migration_governance_framework.pdf.

This document brings together from a wide variety of sources migration related actions pertaining to localities. The goal of the Urban MiGoF is to facilitate coherence between the different and complementary roles of actors at various levels of government with those of other stakeholders. It is accompanied by a set of “best practices” that showcase successful initiatives to support local level migration management. Its overall objectives are to 1) enhance the recognition of cities as both policymakers and managers of the entire population under their jurisdiction in a manner that builds on their responsibilities and functional capacity; 2) providing clarity around cities’ role in the context of the national frameworks and coherent links with funding models, coordination and delivery of holistic and long-term objectives; 3) equipping with tools to manage migration well, in both normal and crisis periods, and to put measures in place to maximize the development outcomes of migration. Again, some of the objectives and the research around the effort, may be helpful in developing the CRRF.

Migration Crisis Operational Framework (MCOF).

The principles and objectives of the MCOF, are also embedded in the IOM Migration Crisis Operational Framework (MCOF), a practical tool to improve and systematize how IOM works with states to help them prepare for and respond to migration crisis. Approved by consensus through a resolution of the IOM Council, the MCOF approach is holistic: it addresses migration challenges related to all phases of a migration crisis, extending from pre-crisis preparedness, to emergencies, through to transition from post-crisis recovery to longer-term development. The MCOF is based on international humanitarian and human rights law and norms and is designed to complement the existing international systems: specifically, it was designed to fit in with the Cluster approach of the Inter-Agency Standing Committee (IASC) and the international refugee protection regime.

Like the CRRF, the MCOF combines and seeks to infuse migration management services with humanitarian, protection and development goals. It identifies and elaborates upon 15 sectors of assistance to guide IOM,

states and partners in flexibly and comprehensively address in local contexts, all aspects of crisis, including the diverse needs and vulnerabilities of people on the move, and the needs of host communities.

These 15 sectors are presented on a wheel, which signifies the stages of crisis and include: humanitarian communications, camp management and displacement tracking, shelter and nonfood items; transport assistance to affected populations; health support, psychosocial support; reintegration assistance, community stabilization and transition, disaster risk reduction and resilience building, land and property support; counter-trafficking and protection of vulnerable migrants; technical assistance for humanitarian border management; emergency consular assistance; diaspora and human resource mobilization, and migration policy and legislative support.

The MCOF is increasingly used to strengthen the Organization's contextual analysis and strategic planning capacity in relation to crisis and in supporting states and other actors to better analyze the mobility dimension of crisis situations. This includes highlighting, for example, elements that might have remained invisible: the situation of international migrants caught in crisis in their destination countries; the needs of displaced populations in urban areas, and the heightened risk of human trafficking among populations affected by a crisis. The MCOF complements IOM's overall protection mainstreaming efforts and response to protection issues such as gender based violence, trafficking, sexual abuse and exploitation, and violence against children. It and the other strategic planning and capacity tools are presented with the aim of informing the development of the CRRF and depending on the precise terms of reference, they may serve as useful references for work of the proposed Global Refugee Response Group.

Global Refugee Response Group. IOM welcomes the idea set forth in the Concept Note of having a global level forum to discuss and coordinate methodologies to enhance refugee response. IOM would be pleased to become a member of a Global Refugee Response Group, and to contribute its expertise, based on its many years of close collaboration with UNHCR and other partners in complex migration crisis management. We would suggest that the specific nature of and expectations of the proposed Global Refugee Group be clearly defined to ensure coherence with existing refugee coordination models and resource mobilization mechanisms, to avoid overlap with other established processes, and ensure greater effectiveness.

Panel Two: How can we support states to receive large numbers of refugees in a safe and dignified manner?

Humanitarian Border Management

An additional capacity-building initiative IOM has developed to assist states in meeting their humanitarian obligations is our work in Humanitarian Border Management (HBM). HBM recognizes the necessity of ensuring that border authorities are prepared to respond appropriately to cross-border movements arising from both natural and man-made disasters, in a way that protects crisis-affected migrants and refugees, and guarantees their human rights and interests, while respecting national sovereignty and security.

IOM HBM interventions differ from traditional border management initiatives in that they focus on the event of an emergency or a humanitarian crisis – situations when border posts are confronted by extraordinary mass movements of people with a variety of protection concerns. HBM seeks to help states balance the tensions between fulfilling their humanitarian responsibility and their safety and security concerns.

Officials at the border are usually the first to be confronted with unusual movement dynamics and face high pressure during situations of large movements. If border authorities have insufficient resources or training, it can have dire circumstances. A predominant focus of HBM is on improving the capacities of border officials to deal with emergency situations to help reduce uncertainty and provide adequate response mechanisms. Well-managed crisis response can help prevent the closure of borders and assist the international community in responding effectively to the humanitarian needs of migrants and refugees.

Like the MCOF, humanitarian border management is holistic; HBM interventions are designed to address pre-crisis preparedness, immediate emergency responses as well as the transition and recovery period. Pre-crisis preparedness interventions focus on the establishment of infrastructure, the provision of training and supply of equipment, and the resources and operational mechanisms needed to deal appropriately with mass movements.

During humanitarian crises, HBM can provide rapid assessments to enhance operations. Border officials can be provided with mobile training/assistance on-the-ground, specifically targeted to the emergency. Training on international human rights law, the creation of rapid deployment teams and the procurement of mobile registration kits can also form part of HBM during crises. This can also include developing capacities to manage relationships with international agencies active in humanitarian crises relief efforts and provide for the movement of humanitarian goods and supplies.

In the transition and recovery period after the crisis, HBM interventions include assessments of the long- and short-term effects of the crisis. IOM has also assisted in addressing the variety of needs that can arise in the aftermath of mass migration movement, including integration of migrants who stay in the host country, return and readmission of migrants who wish to return to their home country, or solutions for those without identity documents.

Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster (MICIC Guidelines)

IOM served as the Secretariat of the Migrants in Countries in Crisis (MICIC) Initiative providing expertise and technical support to the State-led process in collaboration with UNHCR, aimed to improve responses by all stakeholders to the needs of migrants before, during and after crises. The Initiative culminated in the release of the *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster* (MICIC Guidelines), a set of non-binding and voluntary Principles, Guidelines and Practices to help strengthen local, national, regional and international action to factor in and assist migrants over a continuum of crisis-related actions, starting from preparedness to potential crisis, to the emergency response, and to addressing longer-term repercussions of crises for migrants.

In recognition of the role of local authorities in their respective and collective efforts to protect migrants in emergency situations, IOM developed the blueprint of Local MICIC Guidelines, designed to guide efforts at the municipal level to define and implement migrant-inclusive emergency preparedness, response and recovery. Presented at the 3rd edition of the Global Mayoral Forum on Migration and Development (Quezon City, Philippines, 29–30 September 2016), the Local MICIC Guidelines were adopted by a group of Mayors under the umbrella of the Informal Working Group (IWG) for further adaptation to region-specific contexts.

The technical and practical recommendations contained in the MICIC Guidelines, which are the result of a bottom-up, broad consultative process and collection of good practices, may be useful in developing the CRRF and GCR.

Panel Three: How can we support receiving states to identify persons in need of international protection?

Effective Partnerships

The complex challenges posed by contemporary mixed migration flows in the Mediterranean and North Africa during the past decade have served as a catalyst for the creation of innovative approaches to identifying and assisting individuals, including those in need of international protection. Enhanced partnerships, multi-agency and whole of society approaches have been key to their success.

One such approach is what has been coined as ‘The Lampedusa Model’. Aimed at strengthening the management capacity for mixed migration flows arriving by sea, particularly to Lampedusa and other coastal areas in southern Italy, IOM, UNHCR, and Save the Children worked with national partners, including the Italian Red Cross and the Government of Italy, in the context of the Praesidium Project. The result was harmonized reception procedures which included the provision of legal information and counselling, monitoring and identification of vulnerable cases, particularly of victims of trafficking for labour or sexual exploitation, unaccompanied minors, single parent families, monitoring of migrants’ health, with attention particularly to women and children or disabled people, to all individuals arriving on Italian shores.

Another example is IOM’s and UNHCR’s work on search and rescue operations with the Libyan Coast Guard. Since 2015, IOM and UNHCR monitor the operations of the Libyan Coast Guard in their search and rescue operations to help ensure respect for international human rights law and refugee law. A Technical Working Group and the Contact Group on Saving Lives at Sea (TWG-CG) involving both agencies, and drawing on the expertise of other international humanitarian and non-governmental organizations and specialized entities from countries with well-established search and rescue (SAR) operations, collaborate with Libyan counterparts. IOM, UNICEF and UNHCR are also currently working together in Libya for the establishment of a joint early identification profiling form to ensure that every frontline worker in contact with the migrants and refugees is able to refer them to appropriate services.

Ecosystem for Collaboration. IOM views this proposal favorably, and agrees that biometric technologies, properly developed and implemented, with consideration for humanitarian, confidentiality and other protection concerns, can in the context of migration management, provide for great strides being made in our collective assistance and protection work. Building upon and maximizing the substantial financial and human resource investments various agencies and states have made over the past decade in advancing the use of technology in crisis management situations should be a guiding principle of these efforts.

Panel Four: How can we support receiving states to address specific needs within large scale refugee situations?

As noted in the New York Declaration, the Office of the High Commissioner for Human Rights (OHCHR) and other members of the Global Migration Group (GMG), including IOM, are working on the development of principles and guidelines on the human rights protection of migrants in vulnerable situations. These

guidelines underscore the necessity of a rights-based approach to better address the specific needs of migrants within large movements.

Provisions for the protection of children, creating mechanisms for preventing and responding to sexual and gender-based violence, and that the specific needs of individuals with disabilities and others are met, are among the critical areas which require our best collaborative efforts, and are equally important to both the GCR and the GCM. The Migrants in Countries in Crisis Initiative (MICIC), which developed specific technical guidance on the special measures for the evacuation of migrant children, as well as a wide range of recommendations relating to assistance in crisis situations, can be a useful resource. Another good resource is a recently issued inter-agency field handbook for the protection of unaccompanied and separated children, co-authored by UNHCR, IOM and others.

Displacement Tracking Matrix Tool (DTM)

Technology can also play a role. In recent years, IOM has enhanced its Displacement Tracking Matrix Tool (DTM) to help address specific needs within large scale displacement and refugee situations. DTM is IOM's institutional system designed to collect and analyze displacement data in a manner that serves to inform the humanitarian community's response to specific displacement contexts. Humanitarian assistance is highly dependent on trends and patterns of human mobility, and DTM provides humanitarian actors with information on the location and composition of affected populations to deliver services and respond to needs in an appropriate and timely manner.

IOM, in coordination with experts in preventing gender-based violence (GBV), child protection (CP) and counter-trafficking (CT), has developed critical protection risk indicators that have been integrated into the IOM Displacement Tracking Matrix in 14 countries worldwide. These indicators relate *inter alia* to GBV risks linked to site layout and infrastructure, as well as to women's participation, knowledge of GBV services, and human trafficking. These GBV, CP and CT risk indicators complement general DTM assessments, which include sex and age disaggregated data, provide a more holistic understanding of the protection environment. The data is analyzed and shared with GBV, CP and CT responders, as well as other relevant service providers, to inform the development of evidence-based operational responses.

At this midway point in developing the two Compacts and fulfilling the promises they can bring to both constituencies, we will continue to work closely with the Special Representative of the Secretary General, Louise Arbour, the Ambassadors of Mexico and Switzerland, co-facilitators of the GCM process, and UNHCR to ensure that there is both coherence of purpose and congruence of operation between the Global Compacts on Refugees and the Global Compact on Safe, Legal and Orderly Migration. The necessity for our two organizations to address such areas of converging concern and responsibility through communication and cooperation has never been greater.