



International Organization for Migration (IOM)

The UN Migration Agency

Thematic discussion three (18 October): Meeting needs and supporting communities (Comprehensive refugee response framework pillars two and three)

There is a clear and increasingly sought relationship between emergency, rehabilitation and development, with migration relevant to and a key component of all three. The international community recognizes that emergency assistance should be provided in ways that support long-term development to ensure smooth transition from relief to rehabilitation. At the same time, economic growth and sustainable development are essential for prevention of, preparedness for and resilience against natural disasters and other emergencies.

IOM supports the emphasis in the Comprehensive Refugee Response Framework (CRRF) on providing support to host communities and bridging the gap between relief and development efforts. IOM has long recognized that imbalances in targeted support to refugees can result in tensions with local communities. IOM works to address this by designing programmes which equitably address the needs of all those impacted. This work is led by one of IOM's most innovative sections, the Transition and Recovery Division (TRD), within the Department of Operations and Emergencies (DOE).

IOM believes its TRD programme provides some unique models and approaches for integrating development initiatives into crisis response. IOM would be pleased to be a partner in contributing to the potential actions outlined in the Concept Note, which include addressing data and evidence gaps, conducting mapping exercises, and providing innovative programming to bridge the gap between development and humanitarian interventions.

Transition and Recovery Programming. Over the course of the last decade, IOM has established within TRD a locally-driven and contextualized portfolio of longer-term development-minded activities which often begin in parallel to humanitarian efforts to assist displaced populations. This includes resilience-building, early recovery, social cohesion and peacebuilding, and local governance-strengthening programming. In 2016, IOM implemented more than 200 projects valued at over 231 million dollars.

IOM also works to ensure its humanitarian action contributes directly to transition and recovery, as well as to positive development outcomes, particularly those spelled out in the 2030 Agenda for Sustainable Development. IOM's Migration Crisis Operational Framework mandates the Organization to work holistically in its crisis response and to ensure strategic planning across sectors, including humanitarian, recovery, transition and development.

The objectives of IOM's TRD programming are consistent with and reflect many of the objectives embedded in the New York Declaration and the CRRF.

The objectives of TRD's work are to:

- Mitigate the impact of forced displacement on communities of origin, transit and destination through stabilization and peacebuilding activities;
- Recover and address short-, medium-, and long-term consequences of crisis, through durable solutions, livelihoods, disaster risk reduction, stabilization and peacebuilding activities;
- Prevent further displacement by building states' capacity and the resilience of vulnerable populations through stabilization and disaster risk prevention.

TRD initiatives work across multiple sectors to promote security and stability by reducing displacement and migration pressures, with a focus on:

- Improving access and provision of essential services such as health and education;
- Rehabilitation and augmentation of basic community infrastructure, including local markets;
- Supporting local governance capacity and economic recovery, including through cash-based programming and small grants administration;
- Using community engagement to improve participation, social cohesion and peace building;
- Consulting with stakeholders to identify and implement community priorities and build trust in governments.

By working with local community actors, including varied social groups, civil society and local governance structures to reduce short-, mid- and long-term needs concurrently, IOM aims to ensure communities in host and long-term settlement countries are able to participate in crafting interventions that mitigate the mid- and longer-term consequences of displacement.

Some recent examples of TRD programming come from Africa. In Mauritania, where international assistance has been focused on Malian refugees, IOM has worked with host communities and refugees to identify sources of local tensions and address the strain on natural resources caused by the influx of refugees' cattle resulting in over-grazing and water resource pressures. Activities include the construction of new water boreholes, supplying horticultural kits as livelihood assistance, veterinary care, and organizing community meetings to promote dialogue between refugees and host populations.

Another example comes from Kenya. IOM Kenya commissioned a Geographic Information System (GIS) based study to map both the available resources and the migratory routes of Somali refugees and the pastoral community in Dadaab district. This assessment reiterated the negative impact of the refugee migration on the host community's resources and grazing patterns in this area. Based on the findings, IOM conducted wide-ranging livelihood activities directed at host communities, including water management, livelihood support, income-generating activities, vocational training, capacity-building and pasture management, to address causes of tensions between refugees and host communities and to build resilience among the latter.

Similar programming has been implemented in Turkey and Djibouti where IOM enables equitable access to entrepreneurship training and support for refugees and host community members. IOM also implements TRD programming in: Colombia, Bosnia and Herzegovina, Kosovo, Mauritania, Mali, Niger, Guinea, Libya, Chad, Sudan, Nigeria, Burundi, Kenya, Somalia, Yemen, Iraq, Lebanon, Greece, Azerbaijan, Afghanistan, Pakistan, Nepal, Philippines, Iraq and Libya.

IOM views its transition and recovery programmes as a helpful and often necessary bridge to address issues not served by humanitarian programming in crisis situations, with longer-term development initiatives. Development programming models cannot necessarily fulfill the range of needs for communities under stress and strain, including origin and host communities of forcibly displaced persons. In this respect, IOM's transition and recovery programming helps to provide this step out of individual-focused humanitarian programming and sets the stage for full scale development programming to be more effective in fragile and crisis environments.

By working with local community actors, including varied social groups, civil society and local governance structures to reduce short-, mid- and long-term needs concurrently, IOM aims to ensure communities in host and long-term settlement countries can participate in crafting interventions that mitigate the mid and longer-term consequences of displacement. In expanding its programming, IOM has developed and uses a range of tools, such as community engagement and consultation processes and mapping exercises, that enable the community (including displaced persons and host communities, local governments, etc.) to be the drivers of development-principled programming.

IOM is also working to better integrate the longer-term and community needs into its data collection and analysis. Currently it is piloting initiatives in three regions (Libya, Ethiopia and Lake Chad region) to better understand how to use humanitarian data on needs and movements to inform IOM's work on prevention and solutions for forced displacement, including IOM's transition and recovery programming.

Data and associated analysis and research need to look more holistically at local situations, including measuring change in local dynamics over time. Aligning humanitarian and development indicators can provide more insight into displacement needs and solutions, building on established methods for tracking population movements and requirements, such as IOM's Displacement Tracking Mechanism, to bridge information gaps between humanitarian response, recovery and development. Systematic data collection and analysis on displacement and mobility over time are required to better understand drivers, needs and trends, enabling more forward-looking operations and policies. Particularly in recurring displacement situations, it is essential to learn from local experience about what works and what does not.

It is important to develop mutually reinforcing interventions at the local level to respond to local needs. Planning should take into account, and potentially build on, existing interventions and respond inclusively to community-identified priorities. Coordination mechanisms need to foster harmonised implementation, taking advantage of synergies across different actors and levels of intervention.

While hosting communities and others may want to encourage return as soon as the situation allows, the decision to return is shaped by a constantly evolving analysis of factors which define the landscape of risk and opportunity. While often initiated by humanitarian actors, development, but also peace building, environmental, human rights and other actors, must play a much greater role in supporting solutions,

adopting a resilience-orientated approaches to reduce future need. Ultimately, solutions to displacement must be mainstreamed within government development policies and programs.

Cash-based Interventions. Cash-based interventions are another strategic priority for IOM, which has contributed more than two decades of experience to the discussion of how to enhance cash-based interventions. Since 2007, IOM has implemented more than 130 projects involving cash-based transfers in at least 45 countries, and across the full spectrum of its programming portfolios, including support of the reintegration of returning migrants and victims of trafficking, in forced displacement settings, to the benefit of both IDPs and refugees, and in transitional contexts, through community-based engagement, particularly in urban environments. Such projects include different types of transfer including unconditional and conditional grants, cash for rent, cash for work, and voucher programmes.

Using cash helps deliver greater choice and empowerment to affected people, and strengthens local markets. It remains, however, an underutilized approach. While cash cannot meet all needs, and an understanding of individual contexts determines the appropriate tools to use, donors and aid organizations should routinely consider cash-based programming as an option. Delivering cash should, where possible and appropriate, be used or aligned with local mechanisms. It should include new partnerships, be coordinated across aid organizations and be delivered through common mechanisms. Preparedness, planning and mapping measures are essential to ensuring that cash-based programming can be used to best effect.

The Grand Bargain. With respect to strengthening the humanitarian development nexus, IOM notes that it has engaged in the Grand Bargain process from its earliest days and is a signatory to the documents that were launched during the World Humanitarian Summit in May 2016. IOM participates actively in the Inter-Agency Standing Committee (IASC) Task Teams on the Humanitarian Development Nexus and Humanitarian Financing as well as being a member of the UN Steering Committee for Principals tasked to foster synergies in humanitarian and development action and has been actively working on each of the 10 work streams. IOM believes that the Grand Bargain holds tremendous potential to substantially alter the ways in which the humanitarian donor community and organizational partners interact.

Integrating Refugees into Development Planning. IOM has been a pioneer in the area of migration and development. It provides a full range of services, tailored to the needs of governments, aimed at transferring skills and knowledge acquired by migrants abroad to their country of origin. These services include outreach, selection, skills matching, placement, compensation, reintegration, monitoring and evaluation activities. Recent programme focus has been placed on the facilitation of remittances—the private financial transfers of migrants—and the development impact that they can have on communities and countries of origin. Refugee and refugee host communities can also benefit from this new focus on garnering the development strengths of the diaspora.

IOM collaborated with the Joint Migration and Development Initiative in producing a comprehensive study addressing the challenges of mainstreaming migration into local development and beyond. The White Paper analyzed and compared different existing mainstreaming initiatives, synthesizing the main features of each, and identifying lessons learned. IOM suggests that this study could be a resource to inform efforts to integrate refugees into development planning and it is available at:

http://publications.iom.int/bookstore/free/Whitepaper_mainstreaming.pdf.