No. 20

INTERNATIONAL
DIALOGUE
ON MIGRATION

MOVING TO
SAFETY: MIGRATION
CONSEQUENCES
OF COMPLEX CRISES

International Organization for Migration (IOM)

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International Organization for Migration (IOM)

IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

Opinions expressed in the chapters of this book by named contributors are those expressed by the contributors and do not necessarily reflect the views of IOM.

Publisher: International Organization for Migration
                 17, route des Morillons
                 1211 Geneva 19
                 Switzerland
                 Tel: + 41 22 717 91 11
                 Fax: + 41 22 798 61 50
                 E-mail: hq@iom.int
                 Internet: http://www.iom.int

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The primary goal of IOM is to facilitate the orderly and humane management of international migration... To achieve that goal, IOM will focus on the following activities, acting at the request of or in agreement with Member States:…

7. To promote, facilitate and support regional and global debate and dialogue on migration, including through the International Dialogue on Migration, so as to advance understanding of the opportunities and challenges it presents, the identification and development of effective policies for addressing those challenges and to identify comprehensive approaches and measures for advancing international cooperation… (IOM Strategy, adopted by the IOM Council in 2007).

IOM launched its International Dialogue on Migration (IDM) at the fiftieth anniversary session of the IOM Council in 2001, at the request of the Organization's membership. The purpose of the IDM, consistent with the mandate in IOM's constitution, is to provide a forum for Member States and Observers to identify and discuss major issues and challenges in the field of international migration, to contribute to a better understanding of migration and to strengthen cooperation on migration issues between governments and with other actors. The IDM also has a capacity-building function, enabling experts from different domains and regions to share policy approaches and effective practices in particular areas of interest and to develop networks for future action.

The IOM membership selects an annual theme to guide the IDM as well as the topics of the IDM workshops. The inclusive, informal and constructive format of the dialogue has helped to create a more open climate for migration policy debate and has served to build confidence among the various migration stakeholders. In combination with targeted research and policy analysis, the IDM has also contributed to a better understanding of topical and emerging migration issues and their linkages with other policy domains. It has also facilitated the exchange of policy options and approaches among policymakers and practitioners, with a view towards more effective and humane governance of international migration.

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This publication contains the report and supplementary materials of a workshop on "Moving to Safety: Migration Consequences of Complex Crises", which was held in Geneva, Switzerland, on 24 and 25 April 2012. The workshop, which took place under the overarching theme of the 2012 IDM *Managing Migration in Crisis Situations*, was attended by 272 participants from government, international and non-governmental organizations (NGOs), research institutions and others.

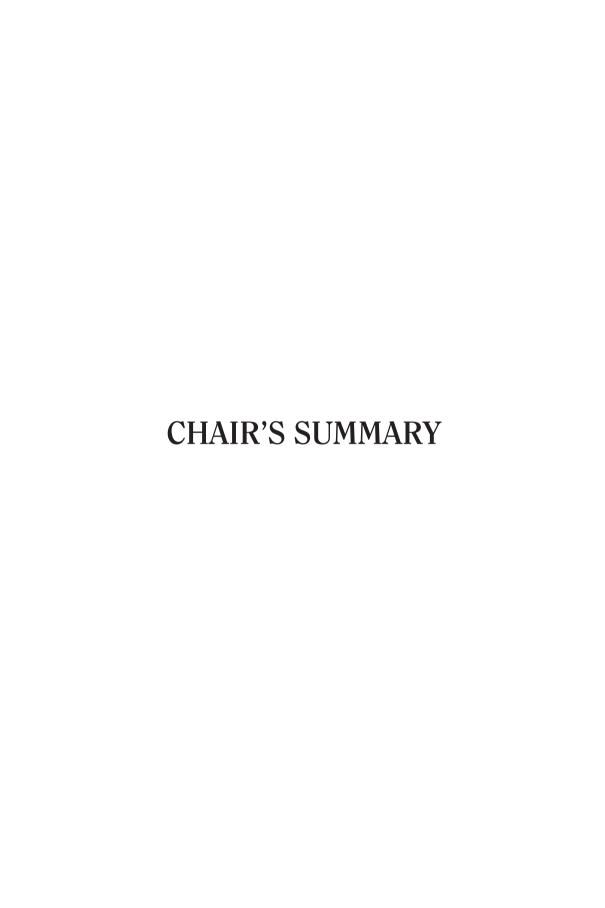The publication opens with a Chair's Summary of the principal conclusions derived from the workshop, which was presented to the workshop participants at the end of the two-day event, followed by a more detailed report of the deliberations and recommendations which emanated from the discussions. In addition, the publication contains the agenda and background paper pertaining to the workshop.

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CHAIR'S SUMMARY

CHAIR'S SUMMARY

As part of IOM's annual International Dialogue on Migration – dedicated in 2012 to the theme *Managing Migration in Crisis Situations* – the IOM membership selected the topic "Moving to Safety: Migration Consequences of Complex Crises" as the focus of a workshop in Geneva, Switzerland, on 24 and 25 April 2012.[1]

The workshop was framed by the concept of "migration crisis" to describe large-scale, complex migration flows due to a crisis which typically involve significant vulnerabilities for individuals and communities affected. 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.

The workshop was attended by approximately 250 policymakers and practitioners from around the world with specialization in migration and displacement, humanitarian action, disaster management, protection and related issues. This document summarizes the main conclusions and key ideas for action which emanated from their discussions.

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[1] The workshop background paper, agenda and other conference materials can be found at: www.iom.int/idmcomplexcrises.

1. **The concept of migration crisis captures contemporary realities where migration due to crises is a growing challenge for States, societies, migrants and international organizations.**

- Participants recognized that crises and displacement have always happened and that the main drivers have largely remained the same. However, the scale of disasters, their propensity to create large population movements and the complexity of these movements mark important new challenges for existing response mechanisms. Participants affirmed that migration crises should be factored into global agendas of governments and international organizations.

- Workshop participants discussed various types of migration crises, including sudden large-scale events and slowly evolving situations, natural and man-made crises, and their internal and cross-border dimensions. They acknowledged the need to develop new strategies to address the nexus between crises and mobility trends and patterns.

- The effects of climate change already give rise to forced migration and to potentially large migration crises in the future. Temporary displacement due to natural disasters and the need for permanent migration solutions, especially where countries are affected by sea-level rise, were underlined as some of the most acute challenges. Adaptation efforts to forced migration induced by climate change and environmental factors are still lacking, according to workshop participants.

2. Humanitarian and migration policies can reinforce each other at all stages of crisis response and contribute to achieving longer-term development objectives.

• There was a call for developing policy options that better link humanitarian response to migration policy, and integrating them with development strategies in the longer term. Such policies should be based on human rights and humanitarian principles, respect for State sovereignty and international cooperation.

• It was recognized that the existing humanitarian system has produced well-developed mechanisms to coordinate international responses to emergencies, in particular as regards internal displacement due to natural disasters and conflict through the cluster approach. One successful experience shared at the workshop concerned the adoption of the cluster system at national level.

• Preparedness for migration crises remains uneven, although more and more, States are taking proactive steps to better anticipate crises and their migration consequences, including through disaster risk reduction and disaster risk management. Allocation of adequate resources was underlined as a particularly important element in this regard, as was the clear allocation of responsibility to act in a crisis when different government agencies are involved.

• In the emergency phase of a crisis, different migration management tools are relevant to ensure a humane and effective response to populations on the move. A few examples included temporary protection, expedited visa procedures, special humanitarian visas, stabilizing border areas, emergency consular services, emergency medical evacuation, and referral systems for persons with special protection needs.

• Regarding longer-term solutions, different avenues for restoring rights and dignity were explored, including as a

means to prevent future forced migration. Some participants mentioned return and reconstruction, including empowering communities to engage in their own reconstruction or providing skills training to facilitate reintegration. Others highlighted the opportunities and challenges of local integration or resettlement elsewhere.

- Migration's role in transition and post-crisis recovery, and ultimately in development, was reflected in discussions on the impact of remittances on recovery. It was also illustrated by one innovative example of the creation of a special labour migration channel for a crisis-affected population.

- Much discussion revolved around the emerging urban dimension of crises and displacement. This factor not only influences approaches to delivering assistance and providing protection, but can also change settlement patterns in the longer term. However, a focus on the urban dimension should not lead to the neglect of vulnerable rural populations affected by migration crises.

3. The interactions among vulnerability, agency and rights are essential for understanding and responding to migration crises.

- Vulnerability was a key theme: as a condition that may lead to displacement and that may be experienced by displaced persons. The discussions highlighted the need for better mapping of vulnerabilities and devising measures to reduce vulnerability.

- In this context, the workshop drew attention to the vulnerabilities of those unable to move during a crisis, who remain potentially trapped in dangerous circumstances. There was mention of the right to leave and seek safety and the potential of migration to be a coping and protection strategy. In contrast, neglecting the mobility behaviours of populations affected by crisis, including migration patterns

which existed prior to the crisis, risks pushing communities into irregular and precarious migration routes.

- One strong message that emerged from the debates concerned the agency, capacity and resilience of affected communities, including strengths and skills acquired through the crisis itself. Participants strongly cautioned against perpetuating the victimization of populations while delivering needed assistance.

- The needs of host communities should not be neglected while providing tailored assistance to displaced populations, in the immediate aftermath of a crisis and in the long term.

- Participants reiterated the importance of existing legal categories and protection mechanisms, as laid down in various binding and non-binding international instruments such as the Guiding Principles on Internal Displacement. Numerous interventions reflected on the question of rights of those moving as a result of crises and how governments and other actors can ensure access to the full spectrum of rights in a migration crisis context.

- Discussions also reflected a growing realization that existing categories for crisis-affected populations often do not capture the varied risks, vulnerabilities and human rights violations experienced by those displaced by crises. More flexible approaches in line with international human rights law, humanitarian law and protection principles were deemed potentially more realistic and useful.

- The discussions touched on the need for appropriate data collection, needs assessment and vulnerability mapping, but also stressed that in conducting such exercises, and depending on the context, responsible actors should pay due consideration to protection and confidentiality concerns of individuals.
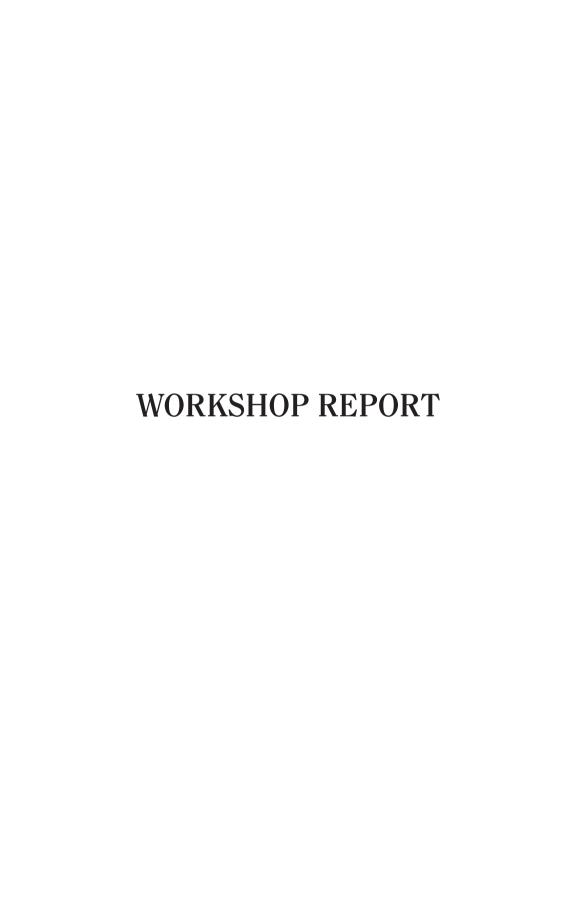
4. Migration crises call for strong, new and innovative partnerships.

• Participants acknowledged that responses to the migration consequences of crises should not be viewed as separate from humanitarian action. Close cooperation between different relevant players is thus indispensable.

• A resounding theme concerned the importance of partnerships to improve access to affected populations in large-scale, complex situations. This includes effective coordination amongst the primary actors in crisis response – primarily governments and different agencies and levels within government, the international humanitarian system, and local and international NGOs.

• In the context of cooperation and partnerships, participants highlighted a number of regional initiatives that can be relevant to migration crisis response, such as the 2010 Migration Principles adopted by the South American Conference on Migration, the European Civil Protection Mechanisms, the Colombo Process (in particular its 2011 Dhaka Declaration), and the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa ("Kampala Convention").

• Participants also deliberated the risks and opportunities of international involvement in crisis response. They stressed the value of international assistance in building capacities of States to fulfil their responsibilities to respond, assist and protect in times of crisis.

Based on the deliberations summarized above, it was concluded that the concept of migration crises and a corresponding migration crisis management framework deserve further discussion and development. IOM will continue to offer a venue for its membership to advance this process, including through an upcoming session of the IOM Standing Committee on Programmes and Finance (SCPF) on IOM's institutional and operational response to migration consequences of complex crises on

15 May 2012; a second IDM workshop on "Protecting Migrants during Times of Crisis: Immediate Responses and Sustainable Strategies" on 13 and 14 September 2012; an IDM seminar in New York on "Migrants in Times of Crisis: An Emerging Protection Challenge" on 9 October 2012; the eleventh session of the SCPF on an "Institutional framework to assist and protect migrants caught in crisis situations" in October 2012; and the IOM Council Session in November 2012.

Geneva, 25 April 2012

WORKSHOP REPORT

INTRODUCTION

The workshop "Moving to Safety: Migration Consequences of Complex Crises" was held in the framework of IOM's annual International Dialogue on Migration (IDM), which in 2012 was guided by the overarching theme of *Managing Migration in Crisis Situations*, as selected by the IOM membership. The workshop took place in Geneva, Switzerland, on 24 and 25 April 2012.[1]

Forced migration as a consequence of an extreme situation is common, yet regularly overwhelms national and international response capacities. Drivers of forced migratory movements vary, but challenges are particularly acute where poverty, political instability, weak governance, environmental degradation and natural disasters combine.[2] This first IDM workshop in the 2012 series suggested that the migration dimensions of crises have

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[1] Additional material relating to the workshop can be found at www.iom.int/ idmcomplexcrises. The IDM forms part of a broader institutional strategy to highlight migration crises as a growing challenge for States and the international community; as an issue of global importance in the debate on migration governance; and as an institutional priority for IOM. This first workshop in 2012 was followed by a second IDM workshop in September 2012 (see www.iom.int/idmmigrantsincrisis) as well as an IDM policy seminar in New York held in collaboration with the International Peace Institute at the margins of the United Nations General Assembly in October 2012 (www.iom. int/idmnewyork). In parallel, IOM's Standing Committee on Programmes and Finance considered the same topics in its deliberations in May and October 2012. This process led to the formulation of IOM's Migration Crisis Operational Framework, an institutional strategy to improve IOM's response to crises with migration implications, support States in assisting and protecting crisis-affected populations, and address migration dimensions of crises that have been overlooked in the past.

[2] For the purpose of the workshop and this report, the term "crisis" is understood broadly, encompassing man-made and natural events, such as political crises, civil unrest, internal and international armed conflict, or slow- and sudden-onset natural disasters, or any combination thereof.

been insufficiently addressed, both in theory and in practice. This workshop built on recent efforts of IOM to bring the issue of crises with mobility implications to the attention of policymakers from the migration, humanitarian and development fields and of the international community at large. The choice of focus was prompted by the need to draw lessons from recent experiences relating to the plight of mobile, displaced and stranded populations in crisis situations. The upheavals in North Africa in 2011, the food crisis in the Horn of Africa and the Sahel region, and major natural disasters in Haiti and Pakistan in 2010 have captured global attention and entailed immense humanitarian challenges. Population movements are a typical consequence of such crises and their aftermath. Crisis-induced mobility patterns are more complex than is commonly understood or captured by existing humanitarian and legal systems: for example, temporary displacement may become protracted initially; internal movements spill across borders; and crises and displacement situations give rise to other forms of migration such as search for work, migration to cities, irregular and mixed movements, trafficking and smuggling. This complexity calls for new ways of looking at and addressing the migration dimensions of crises, which seek greater complementarity between migration management and humanitarian approaches.

The IDM was framed by the concept of "migration crisis" – a shorthand for "crises with migration consequences" – to describe large-scale, complex migration flows due to a crisis that typically involve significant vulnerabilities for affected individuals and communities. 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. The migration crisis concept offers an analytical framework to better understand crises from a human mobility perspective, and to place crisis-induced migration within a broader migration context. The conceptualization of a migration crisis takes various factors into account: first, it suggests that crises are not isolated points in time but rather processes in which the phases before and after the acute emergency are equally relevant. For instance, the pre-crisis structural, political, social and economic conditions must be considered, along with the pre-crisis migration flows and patterns and associated push and pull factors, as well as barriers to mobility. Such an

understanding will allow for better inferences as to what kind of migration patterns may occur during and after crises. Migration crises therefore need to be addressed before they happen through preparedness and resilience-building measures: during the acute emergency phase by providing immediate protection and assistance; and in the long term via durable solutions and in conjunction with development goals and frameworks. Second, individual agency and vulnerabilities are important, including factors such as livelihood resilience, the capacity to move out of harm's way, and human rights violations experienced during movement. Related to this is the notion that migration crises often manifest as "mixed flows", including persons with diverse needs and vulnerabilities and posing unique protection and assistance challenges. Lastly, migration crises are not static events, as flows and patterns continue to evolve throughout a crisis. The concept also highlights that, from a migration perspective, the movement of people is not necessarily in opposition to the aim of "ending displacement". Instead, facilitated mobility can be part of a long-term post-crisis recovery.[3]

The IDM contributed to the exchange and development of innovative policy and operational options to confront the migration consequences of complex crises, focusing particularly on means to integrate humanitarian and migration policy responses. The following questions served to guide these discussions:

- How can the notion of "migration crises" be practically useful in addressing crises in which the movement of people is a significant dimension?

- In what ways does human mobility heighten or lessen vulnerability? How can States and the international community better prevent and prepare for forced migration and protect migrants, while supporting mobility for the benefit of crisis-affected populations?

- What are the specific roles and responsibilities of States and of the international community in addressing the migration consequences of complex crises?

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[3] For more details on the migration crisis concept, refer to the background paper included in this publication and available at www.iom.int/idmcomplexcrises.

- How can migration management frameworks support response to crises, both immediately and in the longer term?

- What lessons drawn from responses to internal displacement can be transferred to cross-border forced migration, and vice versa?

- What are the main differences when responding to crises in different contexts, such as natural disasters or conflicts, urban or rural displacement?

The overall aim of the workshop was to allow States and other participants to compare internal and cross-border displacement, and to reflect on and debate the concept of migration crises and available institutional set-ups, policy options and cooperation mechanisms. The exchanges also allowed IOM to advance its own reflections as the Organization is preparing to review and systematize its own activities in response to crises with migration implications in a "Migration Crisis Operational Framework". While discussions at the workshop revealed a growing awareness on the part of policymakers and practitioners of the challenges in addressing migration consequences of crises, there is a need to translate this awareness into concrete policies and actions at the national, regional and international levels.

SCOPE AND PURPOSE OF THE WORKSHOP

The workshop "Moving to Safety: Migration Consequences of Complex Crises" was attended by 272 participants, representing 89 governments, 17 international organizations, 12 NGOs, and others. Participants came together to exchange experiences, effective practices and policy approaches for enhancing synergies between humanitarian and migration perspectives in the search for appropriate responses to the migration consequences of complex crises.

The key objectives of the workshop were:

• to gain a better understanding of the variety of migratory patterns that can result from complex crises;

• to examine the usefulness of migration policy tools in addressing gaps in crisis response; and

• to raise awareness of the role of mobility in overcoming crises, specifically the predicament of "trapped" populations, unable to move.

A background paper, provided to participants in advance of the workshop, outlined the principal concepts, definitions, policy challenges and areas of focus. The conclusions of the discussion were presented at the end of the two-day deliberations in the form of a Chair's Summary. Both the background paper and the Chair's Summary are enclosed in this report.

DELIBERATIONS AND RECOMMENDATIONS OF THE WORKSHOP

The following statements summarize the main messages which emerged from the workshop discussions and will serve to structure this report:[4]

1. The concept of migration crisis captures contemporary realities where migration due to crises is a growing challenge for States, societies, migrants and international organizations.

2. Humanitarian and migration policies can reinforce each other at all stages of crisis response and contribute to achieving longer-term development objectives.

3. The interactions among vulnerability, agency and rights are essential for understanding and responding to migration crises.

4. Migration crises call for strong, new and innovative partnerships.

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[4] The report is based on the IDM workshop, but does not claim to offer an exhaustive summary of the discussion. Likewise, it aims to gather relevant examples and experiences presented at the workshop, but does not claim or attempt to evaluate their validity or effectiveness. IOM is not responsible for factual inaccuracies in the original presentations made at the workshop that may have been reproduced in this account. The information contained in this report dates from April 2012, although it is recognized that some ongoing situations may have evolved since.

## 1.	The concept of migration crisis captures contemporary realities where migration due to crises is a growing challenge for States, societies, migrants and international organizations.

Participants recognized that crises and displacement have always happened and that the main drivers have largely remained the same. Nonetheless, several new trends and dynamics can be identified, such as an increase in the scale and intensity of disasters; the impact of climate change and environmental factors; the increasingly urban character of violence, crises and displacement; and the role of generalized violence and non-State actors. These trends and dynamics have the potential to create large and increasingly complex population movements. This complexity marks important new challenges for existing response mechanisms: as one expert commented, patterns and processes of movement resulting from crises are often "episodic rather than single movement, spatially diffused rather than unidirectional, and far less predictable than in the past."[5] Complex patterns of mixed and forced migration are increasingly common in crises, including migration flows consisting of people with highly differentiated protection and assistance needs that change over time, thus complicating the process of identifying causes and categories. Many delegates highlighted the need to be better equipped to fully analyse the nature of crises, how a crisis may evolve, and its likely effects in the short and long term. A crisis may appear at first to be limited in time or territory, but may produce other repercussions that are not immediately visible. Borrowing from development policy, participants also urged to concentrate not only on the short term, but also on the evolution of migration and mobility patterns in the longer term.

- **Developing new strategies to address the nexus between crisis and migration:** Workshop participants discussed various triggers and types of migration crises, including sudden, large-scale events and slowly evolving situations,

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[5]	See contribution by Roger Zetter, Professor Emeritus in Refugee Studies, UK Refugee Studies Centre, Department of International Development, University of Oxford, to the workshop.

natural and man-made crises, and their internal and cross-border dimensions. Participants acknowledged the need to develop new strategies to address the nexus between crises and mobility trends and patterns, which take into account the variety of situations and contexts.

- The Kenya Red Cross Society (KRCS) cited the example of cross-border migration of Somalis into Kenya, which is prompted by protracted conflict and unstable governments, but also by environmental factors such as the availability of grazing land and water for livestock. A recent drought, the worst in 60 years, also contributed to increased rates of cross-border movement.

- Bolivia reported that the major disaster risks the country faces are natural disasters – mainly flooding, drought, frost and hailstorms – which in combination with land shortages and other livelihood challenges are linked to patterns of internal migration to urban centres as well as human trafficking. Internal displacement and forced migration through emergencies and disaster may heighten the vulnerability of affected groups. By contrast, a reduction of vulnerabilities and exposure to risk would be important steps in enhancing the potential positive outcomes of migration.

- The 2010 earthquake in Haiti displaced over 1.5 million people, while also producing substantial international movements (including to Brazil, Cuba, the Dominican Republic, South Africa and the United States). Challenges are especially acute in Haiti given persistent poverty, political instability, environmental degradation and recurrent natural disasters. The combination of these circumstances has led to internal and international displacement, and other forms of migration.

- The Philippines also experiences frequent natural disasters, including seasonal typhoons and monsoon rains that bring floods, storms and landslides, in addition to periodic earthquakes and volcanic eruptions. Parts of the country also face ongoing violent insurgencies. The

occurrence of numerous disasters in recent years resulted in annual displacements of populations, prompting the Government to appeal for international assistance in 2006, 2008, 2009 and 2011.

- In a side event during the workshop, IOM provided an overview of its activities on behalf of internally displaced persons (IDPs), stranded migrants, migrants caught in crises, victims of trafficking and other vulnerable mobile populations. Speakers also presented the Organization's work in resettlement; camp coordination and camp management; disarmament, demobilization and reintegration; housing, land, property and reparations; and migration and health. IOM drew lessons from its own operations in a number of humanitarian crises in the past years. Based on these experiences, IOM sees value in placing greater emphasis on the migration implications of crises. IOM is proposing to develop a Migration Crisis Operational Framework, an institutional strategy to improve IOM's response to crises with migration implications, support States in assisting and protecting crisis-affected populations, and address migration dimensions of crises that have been overlooked in the past, in collaboration with IOM's humanitarian and other partners.

• **Recognizing the links between internal and cross-border displacement**: The workshop compared and contrasted internal and cross-border displacement. While legal frameworks and institutional set-ups differ significantly, internal and cross-border displacement can be closely linked: individuals can become or remain internally displaced because they lack resources to move further away from danger or because of tight admission policies of neighbouring States. In other scenarios, a mix of internal and cross-border movement has been a coping strategy for households, whereby some family members remain in the country as IDPs and others seek livelihood opportunities abroad, sometimes going back and forth between two countries. Overall, however, more research is needed to achieve a sound understanding of the connections between internal and cross-border movements of people related to crises.

- **Accounting for urban and rural populations**: Much discussion at the workshop was devoted to the emerging urban dimension of crises and displacement. Definite gaps were noted in current approaches and methodologies for humanitarian assistance in urban areas, especially when dealing with displaced populations. Displacement within and to urban areas requires new approaches to immediate assistance and protection, but it can also influence settlement patterns in the longer term, requiring sustainable solutions. However, vulnerable rural populations are also affected by crises, and problems are especially acute for those who lack a title to land or those who are not directly affected but whose livelihood was contingent on affected urban populations.

- **Considering the effects of climate change on migration and promoting effective responses:** Climate change and natural disasters already give rise to different forms of migration, including temporary relocation due to extreme weather events and permanent relocation due to sea-level rise. A number of participants anticipate that climate change and other environmental factors may lead to large migration crises in the future. Participants noted that what some termed "climate change-affected migration" needs further clarity, both conceptually and practically, as well as resources to meet the needs of those displaced. In this regard, affected countries require greater support in strengthening climate monitoring, early warning, and mitigation and adaptation capacities. This is the case especially for developing countries and small island nations which are at acute risk. Adaptation efforts and permanent solutions to forced migration induced by climate change and environmental factors are still lacking, according to workshop participants. They called for a holistic approach to environmental migration and its related challenges, which would combine humanitarian, migration and climate change perspectives.

  - The Philippines is engaging in climate change preparedness efforts by conducting a hazard-mapping exercise, including sea-level rise simulations, to detect their potential impacts on settlements and agriculture. Finding that many settlements could be adversely

affected, the Government is looking into relocation sites and has created a climate change commission to provide advice to the Government and affected populations in preparing for the effects of climate change.

- In Central America, communities are responding to impacts of climate change in different ways, including through greater levels of temporary migration due to extreme weather events or other natural disasters. Temporary relief is available for some of these displaced populations, but participants speculated that money and political will may not last in order to assist those permanently displaced, for example as a result of sea-level rise. To illustrate, Costa Rica stated it is already expending around 1 per cent of its GDP in adaptation efforts, not including the costs of permanent displacement from coastal areas.

- Regional and international initiatives have taken up the issue of climate change and migration. At the 2010 South American Conference on Migration, the need for a category of "climate change-affected migration" that recognizes the rights of those migrants, was discussed.[6] During the 2010 United Nations climate change conference in Cancun (the sixteenth Conference of the Parties of the United Nations Framework Convention on Climate Change), parties affirmed the need for greater understanding of migration, displacement and relocation issues.[7]

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[6]   www.oimconosur.org/varios/index.php?url=conferencia_10
[7]   http://unfccc.int/resource/docs/2010/cop16/eng/07a01.pdf#page=2

2. Humanitarian and migration policies can reinforce each other at all stages of crisis response and contribute to achieving longer-term development objectives.

A number of elaborate and effective legal and operational tools and frameworks exist to guide humanitarian preparedness, response and recovery for crisis situations and displacement. However, the connections between relief, recovery and development are not sufficiently realized in practice. There is a need for developing policy options that better link humanitarian response to migration policy, and integrating them with development strategies in the longer term. Such policies should be based on human rights and humanitarian principles, respect for State sovereignty and international cooperation. Experts from the Refugee Studies Centre of the University of Oxford and from the Internal Displacement Monitoring Centre (IDMC) drew analogies with the Guiding Principles on Internal Displacement which identify three stages – protection from forced displacement, protection and assistance during displacement, and return or resettlement and reintegration. Typically, however, efforts are concentrated on the immediate emergency response, to the detriment of preparedness or long-term solutions. One of the messages that emerged from the workshop was that migrants and migration need to be factored into pre-crisis preparedness and emergency response, as well as post-crisis recovery, reconstruction and transition. For example, it is crucial to clarify rights and access to land before a disaster occurs, as uncertain tenure can be one of the main reasons preventing return after displacement. Participants recognized that mobility can be a crucial strategy for accessing rights and livelihoods, and is deliberately employed as such by individuals and communities. Therefore, while limiting forced migration to the extent possible is a desirable and legitimate aim, the most successful policies will also seek to accommodate the migration patterns and strategies of populations trying to cope and adapt to crises. By contrast, neglecting the mobility behaviours of populations affected by crisis – including migration patterns which existed prior to the crisis – may push individuals into irregular and precarious migration routes.

- **Recognizing and building on the strengths of the existing humanitarian system:** It was recognized that the existing humanitarian system has produced well-developed mechanisms to coordinate international responses to emergencies, in particular as regards internal displacement due to natural disasters and conflict through the cluster approach.

  - The Philippines shared its experience of translating the United Nations cluster system to the national level in the form of the Philippine Disaster Management System that was put in place in 2006. Different clusters are co-led by the respective national government agency and the counterpart(s) from the United Nations Humanitarian Country Team, according to relevant mandates. For instance, the camp management and camp coordination cluster is co-led by the Department of Social Welfare and Development and IOM. Aside from the cluster leads, membership in the clusters is also comprised of other government agencies, local and international NGOs and other international organizations. The experience thus far has shown that this institutionalized combination of international and national experience, knowledge and expertise has enhanced the Government's capacity to respond to increasingly complex disasters.

  - Bolivia has a multisectoral, multi-stakeholder strategic agenda for disaster risk management, which encompasses contingency plans, emergency operation centres consisting of seven sectoral committees, and participation of United Nations agencies.

- **Preparing for migration crises by allocating adequate resources and responsibilities:** Preparedness for migration crises remains uneven, although more and more States are taking proactive steps to better anticipate crises and their migration consequences, including through disaster risk reduction and disaster risk management. Allocation of adequate resources was underlined as a particularly important element in this regard, as was the clear allocation of responsibility to act in a crisis when different government

agencies are involved. One example that was discussed in this regard was government preparedness for crisis in other countries that affect their nationals who are residing abroad.[8] Governments need to know, first of all, where their nationals are and under what conditions they live and work in destination countries. They can then seek cooperation with host countries and international organizations to plan for assistance to and potential evacuation of citizens during an emergency. Since a State is responsible for its nationals even when they are abroad, national contingency funds could be created through public or private initiatives, to provide resources to facilitate the return of citizens when crises occur.

- The Andean Community established an Andean Strategy for Disaster Prevention and Relief in 2004, with the objective of reducing risks and impacts of disasters through strengthening institutions, establishing common policies and programmes, exchanging experiences, and promoting cooperation. In 2008, the Andean Community released a guide establishing operational procedures for mutual assistance in the event of disasters, to be used in the first weeks of disaster response. Clarified in 2009, priorities include promotion of research and knowledge to identify risks and enhance early warning systems, reduction of underlying risk factors, and promotion of education and participation to build a "culture of safety and resilience" at all levels.[9]

- Indonesia has strengthened its diplomatic missions worldwide in priority locations to respond to crises, and has set aside a proportion of its annual budget for repatriation of Indonesian migrant workers in the event of a crisis. Recognizing the limits of its national capacities, Indonesia is seeking increased cooperation with international organizations and other countries, which may have the capability of reaching locations

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[8] This dimension was explored in more depth at a second IDM workshop in 2012, "Protecting Migrants during Times of Crisis: Immediate Responses and Sustainable Strategies". A separate report for this workshop is available at www.iom.int/idmmigrantsincrisis.

[9] www.comunidadandina.org/predecan/contexto_eapad.html

where Indonesian consular officials do not have a presence. This would help to overcome the problem of access to Indonesian nationals during crises.

- The Philippines specifically allocated funds in the national budget for programmes on behalf of IDPs. The country has also recently extended the scope of its Local Risk Reduction and Management Fund (formerly known as "Calamity Fund") which can now be used not solely following a disaster, but also for disaster-preparedness purposes such as training, and purchasing rescue equipment, supplies and medicines.

- The European Union (EU) is planning to set up an EU Migration and Asylum Fund for the period 2014–2020 and foresees that this fund will allow for tailored responses to migration crises, both inside and outside its territories. In the context of preparedness, the EU also expressed its support for the elaboration of integrated mapping, early warning and response mechanisms for migration crises by IOM.

- National authorities of Colombia, the Dominican Republic, Namibia, Nepal, Pakistan, the Philippines and Thailand are currently working with IOM on various disaster-preparedness programmes. This includes training in camp coordination and camp management, and tools to enhance national camp management capacities for preparedness and response to natural disasters.[10]

• **Applying migration management in a crisis context:** In the emergency phase of a crisis, different migration management tools are relevant to ensure a humane and effective response to populations on the move. Pre-existing migration patterns rarely cease completely during crises but may intensify, decrease or change. One example that was mentioned was the reversal of rural–urban migration trends in Haiti following the earthquake, as well as the persistence of cross-border

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[10] www.iom.int/cms/en/sites/iom/home/what-we-do/humanitarian-emergencies/cluster-approach.html

movements, while the international community was almost exclusively preoccupied with the vast internal displacement. Most national and regional migration management systems, however, are not adapted to crisis situations and often struggle to cope with exceptional circumstances. A few examples of crisis-adapted migration management included temporary protection, expedited visa procedures, special humanitarian visas, preparing border management systems for humanitarian crises, emergency consular services, emergency medical evacuation, and referral systems for persons with special protection needs. Participants emphasized the need for pre-established migration policies, flexible response mechanisms and operation toolkits that can be implemented as soon as an emergency occurs, and which provide for humane and agile responses geared towards protection and assistance of those fleeing crisis. Migration considerations could also be factored into disaster mapping and early warning systems, while existing migration management systems, for instance at regional level, should aim to anticipate any operational challenges that may arise in the event of a crisis. Some participants supported the development of surge capacity for emergency consular services for its citizens who may end up stranded overseas.

- In 2011, the US Chairmanship selected the theme "Humanitarian Responses to Crises with Migration Consequences" for the deliberations of the Intergovernmental Consultations on Migration, Asylum and Refugees (IGC). Within the informal intergovernmental setting of the IGC, participating governments examined the impact of and responses to crises – for example, armed conflict, political instability, natural disasters or pandemics – that spurred significant movements of people who cannot be considered refugees under international law, but who, nevertheless, are often highly vulnerable and in need of protection.

- The United States has put in place emergency immigration benefits, such as temporary protected status and humanitarian parole. Following the 2010 earthquake in Haiti, the United States granted temporary protected status to some 51,000 Haitians who had been subject to

removal from its territory prior to earthquake. Temporary protection allowed the individuals concerned to stay and work in the United States, though this process does not lead to permanent residency status. Many Haitians in need of emergency medical care were allowed into the country under humanitarian parole, and visa issuance was expedited for immediate family members of US citizens or legal permanent residents from Haiti. Concerned with critical humanitarian needs, and the possibility that the earthquake could trigger large-scale irregular migration under hazardous conditions, the US Government also supported activities by the United Nations and IOM to stabilize the border area between Haiti and the Dominican Republic, which thousands of Haitians sought to cross in search for assistance and medical care.

- Turkey reported that in June 2011, it had declared an "open-border" policy for Syrians fleeing their country in the first few months of the conflict. More recently, it granted temporary protection status to Syrian refugees, while Syrians who preferred to rely on their own means and networks were issued a residence permit. The provision of temporary protection was formalized in a "Directive on Reception and Accommodation of Syrian Arab Republic Nationals and Stateless Persons who reside in Syrian Arab Republic, who arrive to Turkish Borders in Mass Influx to Seek Asylum" issued by the Ministry of Interior in late March 2012. The three main principles of the Directive are prohibition of *refoulement*, prohibition of discrimination, and personal data and confidentiality. The Directive compiles general principles, establishes procedures, and regulates management of shelters and accommodation centres, duties and powers of the management, rules to be complied with in the centres, services to be provided, as well as the division of work among different government institutions. Rights and obligations of the shelter residents are also listed. The concept of temporary protection is also included in the draft of a new Turkish law on foreigners and international protection.

- Chile highlighted Migration Profiles, which have been produced by IOM, as a relevant tool in dealing with migration crises. By providing up-to-date migration information by country, it can help governments anticipate how existing migration flows and patterns may play out in the event of a crisis.[11]

- Following the earthquake and as a result of a large Brazilian presence in Haiti through the United Nations mission, Haitians began identifying Brazil as a destination country. In late 2011 and early 2012, there was an exponential increase in the arrival of Haitians at Brazil's land borders. By January 2012, there were around 2,000 Haitians awaiting registration as asylum-seekers, which began to strain the capacity of host communities. There were also reports of intermediaries who charged Haitians for entry into Brazil, as well as of robberies, assaults and violence committed against Haitians, especially Haitian women. In response, Brazil tried to limit arrivals of Haitians through this precarious route, and instead created a special migration channel for Haitians by granting humanitarian visas for which individuals can now apply at the Brazilian Embassy in Port-au-Prince. The new humanitarian residency visa can be issued to applicants residing in Haiti with no criminal record, is limited to 1,200 Haitian families a year, and is valid for five years. After expiration, the Haitian can continue to reside in Brazil granted that he or she can demonstrate means of subsistence. By late April 2012, approximately 130 families had lodged applications at the Brazilian embassy in Haiti.

- **Planning for immediate and medium-term assistance:** Many countries shared experiences in hosting displaced populations in the wake of a crisis. In many instances, however, displacement turns into a protracted condition and governments are faced with the challenge of supplementing basic assistance with services that allow for as normal a life as possible for the displaced individuals and families.

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[11] www.iom.int/cms/en/sites/iom/home/what-we-do/migration-policy-and-research/migration-research-1/migration-profiles.html

- In the context of the ongoing Syrian crisis, Turkey reported that it initially set up temporary shelters on the Turkish side of the border to meet the humanitarian needs of the displaced Syrian population. In addition to basic services, Turkey has provided social activities, places of worship for different faith groups, communication facilities, a psychosocial programme and other services. As the crisis is showing no sign of abating, Turkey is now planning to move Syrian families from temporary shelters to purpose-built centres. Education, vocational training and skills development courses are also envisioned, but providing education when the duration of stay in Turkey is uncertain has raised questions about which curriculum to use or how to find appropriate teachers. Turkey is collaborating with the Office of the United Nations High Commissioner for Refugees (UNHCR) and UNICEF in this regard.

- The Philippines has put in place a range of assistance measures for families who are temporarily forced to leave their communities following natural or man-made disasters. While many of those displaced stay with friends and family, emergency shelter and evacuation centre solutions for short-term displacement are integral to the Government's response. Provision of these services is triggered, established and managed at the local level, for both natural and man-made disasters. Through the *Balik-Probinsya* programme, the Government also provides financial assistance to those displaced to urban centres to enable them to return to their provinces. To address prolonged displacement, relocation and livelihood support measures have been established, with support from the humanitarian community.

- For Iraqi refugees currently residing in Jordan, the Jordanian Government provides exemptions from school fees, receives Iraqi patients in public hospitals and health-care centres, waives residency fees, and allows Iraqis to work in jobs that are normally occupied by non-Jordanians. The Government also subsidizes a number of items and basic commodities to offset the increased

demand for these items and commodities for the benefit of lower-income groups among the Jordanian population.

- **Finding sustainable long-term solutions:** Regarding longer-term solutions, different avenues for restoring rights and dignity were explored, also to prevent future forced migration. Some participants mentioned return and reconstruction, including empowering communities to be directly involved in the reconstruction effort or providing skills training to facilitate reintegration. Others highlighted the opportunities and challenges of local integration or resettlement elsewhere. Many participants affirmed the need to take economic and social factors into account in devising solutions. Migration's role in transition and post-crisis recovery, and ultimately in development, was reflected in discussions on the importance of economic considerations in recovery processes, especially regarding the impact of remittances. Discussions also touched on the impact of migration crises on return policies in the longer term, with participants affirming the value of balancing returns with migration opportunities. Finally, it was suggested that a community approach could be useful, especially in cases of relocation.

  - In order to facilitate safe and voluntary returns for Iraqi refugees, Jordan has implemented "visit–see" procedures, which enable Iraqis currently residing in Jordan to visit Iraq in order to explore the social, economic and security situation. If they choose not to stay in Iraq in light of their assessment of the situation, they can return to Jordan without any hurdles to their re-entry.

  - Colombia introduced a new law in 2010, the Law on Victims and Land Restitution (*Ley de Víctimas y Restitución de Tierras*), intended to improve coherence of national institutions and systems for assisting populations affected by conflict, including displaced populations. The law hopes to unify previously fragmented victim records, systems and strategies for assistance, and to clarify institutional responsibilities. Combining an individual and collective reparations approach, the law promotes more comprehensive attention to and reparations for

populations affected by conflict. Solutions include return and reintegration, rehabilitation, collective reparations, and land restitution.[12]

- Seeking ways to close IDP camps in Haiti, to create new homes for IDPs and to address longer-term development goals, the Haitian government is implementing the "16/6 Project", together with the United Nations Development Programme, the International Labour Organization, the United Nations Office for Project Services and IOM. The project aims to close six camps by facilitating the return of the camp residents – nearly 5,000 families – to their 16 neighbourhoods of origin. A crucial element of the 16/6 Project was a thorough analysis of the obstacles to return: since the conditions of those displaced varied, families are offered either a rental subsidy for those who had been in rented accommodation prior to the earthquake, repair of their former home for those who had owned a house, or demolition of unsafe structures and construction of a new home.[13]

- Many participants also expressed concern over how to achieve sustainable livelihoods for displaced populations upon their return or resettlement. In many cases, there are strong pressures for returned populations to migrate again, as in the case of Zimbabwean migrants returning from South Africa and facing a lack of economic opportunities. Participants therefore concluded that broader economic and development factors need to be taken into account.

- In order to prepare Iraqi refugees for their return, Jordan has proposed vocational training and is currently working with IOM to develop a scheme to assist Iraqis in gaining skills that can benefit them upon their return to Iraq. Costa Rica also provided training to those displaced there from neighbouring countries, and granted access to social services.

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[12] www.mij.gov.co/Ministerio/newsdetail/337/1/LeydeVictimasyde RestituciondeTierras

[13] www.eshelter-cccmhaiti.info/jl/index.php

- In the context of the discussion on durable solutions, UNHCR suggested that refugee resettlement is both a protection tool and a form of international solidarity and burden sharing, but that the number of refugees in need of resettlement exceeds by far available resettlement places.

3. The interactions among vulnerability, agency and rights are essential for understanding and responding to migration crises.

Vulnerability emerged as a key theme during the workshop: it was discussed as a condition that may lead to displacement and as a condition that may arise from displacement itself, both during a crisis and in the longer term. One possible analytical distinction was drawn between acute and chronic vulnerability, raising a number of questions, such as what factors cause a shift from "chronic" to "acute" and what prompts people to move. A commitment to the protection of human rights and attention to diverse protection needs and vulnerabilities are essential for effective and humane responses to crisis-induced migration. Policy and operational solutions should include procedures to identify and address protection needs of different groups, such as victims of trafficking, unaccompanied minors or those eligible for refugee status. Participants reiterated the importance of existing legal categories and protection mechanisms, as laid down in various binding and non-binding international instruments, such as the Guiding Principles on Internal Displacement. However, existing categories for crisis-affected populations often do not capture the varied risks, vulnerabilities and human rights violations experienced by those displaced by crises. More flexible approaches in line with international human rights law, humanitarian law and protection principles, complementary to existing protection mechanisms, could be useful and attuned to the realities of modern crisis. Lastly, participants also urged to re-examine perceptions and recognize the agency, strengths and coping mechanisms of affected populations, in order to avoid overemphasizing deficits and trauma and perpetuating victimization.

- **Identifying protection and assistance needs of vulnerable populations:** The discussions highlighted the need for better mapping of vulnerabilities and devising measures to reduce vulnerability. This includes better data collection and needs assessment, in order to provide credible and timely information during a crisis to determine the number, location and conditions of internally displaced populations. Furthermore, vulnerabilities stemming from displacement itself combine with others related to gender, age or health, which may be exacerbated in times of crisis. Disaggregated data can therefore help in identifying and adequately addressing the needs of a particular group. However, the discussion also stressed that depending on the context, responsible actors should pay due consideration to confidentiality and data protection concerns. Data collection can interfere with the legitimate wish of some displaced individuals to remain anonymous, for instance in circumstances where an official status can imply the risk of discrimination or bar individuals from employment and freedom of movement.

  - Many Haitians sought to reach Brazil following the 2010 earthquake, first arriving by plane to Ecuador and Peru and then making an overland journey to Brazilian border cities. While most lodged asylum claims, the Brazilian National Committee for Refugees and the National Council for Immigration decided that Haitians did not fit the definition of refugee as laid out in the 1951 Refugee Convention, nor were they typical economic migrants. Given the humanitarian crisis in Haiti and the fact that most of the arrivals had lost family members, property and means of income, the Brazilian Government decided to grant special humanitarian visas to Haitians. Close bilateral cooperation between Brazil and Peru was critical in resolving the humanitarian situation at the border between the two countries.

  - Participants pointed to early warning systems and information campaigns as useful preventative tools for offering protection and finding solutions for the most vulnerable individuals. Trafficking in persons, for example, has been known to become a risk during crises

when individuals may be desperate to resolve their precarious situation and social support structures and law enforcement have broken down.

- The Inter-Agency Joint IDP Profiling Service has been set up to offer technical support to governments and international agencies to carry out profiling of internally displaced populations, gathering data in such a way as to ensure that the protection and anonymity concerns of IDPs are respected. IDPs – particularly those living outside camps – may not wish to identify themselves as such, as officially acknowledging their status may create the risk of discrimination or barriers in accessing certain services.[14]

- In discussing internal displacement, the IDMC stressed that IDPs are not a homogeneous group and that the dynamics of internal displacement cannot be explained by push and pull factors alone, but that each situation requires its own analysis of the vulnerabilities and causalities that lead to displacement.

- IOM's Displacement Tracking Matrix (DTM) allows for fast profiling, registration, mapping and tracking of population movements and needs from the onset of an emergency to the return to areas of origin, relocation or resettlement. In the aftermath of the 2010 Haiti earthquake, the DTM underwent considerable refinement and has emerged as a tool capable of providing sustained information on a number of critical and interrelated indicators necessary for planning and response.[15] It has been applied in a number of emergencies since.

- Zimbabwe cited the example of deported Zimbabweans stranded in its own border towns. Many deportees had not been able to collect their assets or outstanding wages. The lack of services, combined with the vulnerabilities of some of the individuals, among whom were the

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[14] www.internal-displacement.org/8025708F004D404D/(httpPages)/FA87C2 1FCA29BBA9802574B1003F05D6?OpenDocument
[15] http://iomhaitidataportal.info/dtm/

elderly, unaccompanied children and persons with medical needs, threatened to create a humanitarian crisis at the border. To resolve this precarious situation, the Government of Zimbabwe and IOM created the Beitbridge Reception and Support Centre in 2006, which includes a centre specifically for children. As of March 2012, the Centre had assisted over 15,000 returnees. The model was since replicated at the border between Zimbabwe and Botswana.[16]

- In analysing the internal migration resulting from natural disasters and environmental degradation, Bolivia looks at socio-economic, physical and environmental vulnerabilities as well as vulnerabilities related to an absence of institutional capacity to absorb and respond to environmental shocks. The analysis also differentiated by age and gender and detected important differences in the causes and consequences of internal migration between men and women and between youth and adults.

- Participants also discussed various examples of psychosocial assistance for displaced populations, for example in Jordan where the Government has been working with UNICEF on a psychosocial programme for refugee children in Jordanian schools, or an IOM training for municipal officers in Colombia with a psychosocial component. However, the practicalities of applying psychosocial programming to situations of mass displacement remain complex in many instances.

• **Recognizing those unable or unwilling to migrate:** Much attention was devoted to the circumstances and vulnerabilities of those *unable* to move during a crisis, who remain "trapped" in dangerous circumstances. For example, internal displacement can be the outcome of a lack of resources or mobility alternatives (such as due to restrictive admission policies of neighbouring States), which prevent individuals from reaching other destinations outside their

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[16] http://iomzimbabwe.org/index.php?option=com_content&view=article&id=13&Itemid=6

own country. Among those trapped are often the most vulnerable, including the elderly, persons with disabilities or the very poor. In a context of general displacement, trapped populations can be doubly vulnerable, for remaining in a potentially dangerous area and for having lost their social support systems to displacement. There was mention of the "right to leave" and the potential of migration and displacement to be a coping and protection strategy that allows people to seek safety elsewhere or to move in an anticipatory fashion. On the other hand, individuals may be able but unwilling to migrate during a crisis. While some characterized those choosing to stay as exercising a "right not to migrate", others described it as a "right to long-term livelihoods", adding that those choosing to stay may do so in order to preserve their livelihoods beyond the immediate emergency.

- Participants noted that these dynamics create challenges for governments. In many cases where governments advise their nationals to move, many still prefer to stay, thinking that the situation will improve. Governments must therefore strike a balance in providing assistance and guidance to affected individuals, while respecting the agency and rights of individuals in deciding whether to migrate.

- The migration principles adopted at the 2010 South American Conference on Migration aim to establish the migrant as the subject of rights and lay down, inter alia, the "right of persons to migrate, not migrate and return in a free, informed and secure manner".

- **Unlocking the agency, capacity and resilience of affected communities,** including strengths and coping skills acquired through the crisis itself. Experts have referred to the latter as "adversity-activated development". Governments and humanitarian actors can mobilize the knowledge, skills and strengths of affected individuals and communities for both short-term assistance and long-term recovery. Post-displacement reintegration, for example, should be viewed as a dynamic process that incorporates new strengths gained

during the crisis itself, rather than as a passive return to a prior state. In recognition of this, participants noted the need to carry out assessments in dialogue with the affected communities themselves.

- An "adversity grid" can be a useful tool to map out negative effects, existing strengths (termed "resilience"), and newfound capacities (termed "adversity-activated development"), to help appreciate the wide range of reactions to adversity. For example, an expert from the University of Essex cited assessments in Haiti in which individuals reported a renewed sense of community and solidarity that they attributed to the collective experience of the earthquake, and stronger personal coping capacities.

- Through the 2010 Law on Victims and Land Restitution, Colombia is promoting a model that aims to break the cycle of victimization and replace it with a process of empowerment. In addition to land restitution and collective reparations, the solutions envisioned under the law include promoting the active participation of victims in designing and implementing the law, accompanying and assisting victims in establishing livelihoods, and supporting victim networks and initiatives. According to the law, respect for the dignity of the victims, their aspirations and stories should prevail in the process of participation.

- Since the earthquake, Haiti has focused on mobilizing manpower among the affected communities for the reconstruction effort. In addition, the aim was not only to use existing skills but to enhance them: as the earthquake had revealed the poor quality of construction in the past, the government's approach has included training on proper building techniques and "showing by example" to bring knowledge of construction norms and standards to the affected populations themselves and to "build back safely".

- **Considering the needs of host communities,** which should not be neglected while providing tailored assistance to displaced populations, in the immediate aftermath of a crisis and in the long term. Balancing and reconciling the needs of migrants with those of the host communities can be critical, as a perception of preferential treatment for the displaced could increase tensions between the two groups.

    - According to the IDMC, "area-based" approaches have been applied in situations of internal displacement, especially where IDPs live outside camps. The approach recognizes that their protection needs cannot be addressed in isolation, but must be integrated into a response that takes into account the needs of the population affected by displacement as a whole, which includes the host community.

    - Jordan, currently receiving refugees from the Syrian Arab Republic, has been careful to balance the needs of refugees and those of local communities. In the current Syrian crisis, the focus of the international community has largely been on the provision of services to Syrian refugees. However, as these refugees are concentrated in pockets of poverty in Jordan, host communities also need to be taken into account. Already suffering from economic downturn and job shortages, the country's national systems and infrastructure have come under strain. The Jordanian Government is concerned about competition with Jordanian youth for limited job opportunities, and expansion of the informal sector.

    - Costa Rica also provided an example of strains placed on host communities. During past displacements of populations into Costa Rica, the Government addressed the needs of the displaced through granting access to social services. However, as the numbers of displaced increased, it was felt that social systems started to be overly strained.

- KRCS commented on the situation at the Kenyan–Somali border and the relationships between refugees from Somalia and Kenyan host communities. Of particular concern is the growing securitization of the border, which has deflected attention from the humanitarian needs of those crossing the border into Kenya. In the case of Dadaab, the world's largest refugee camp, increased insecurity forced the withdrawal of major humanitarian agencies. Repeated closures of the border have also led to criminalization of those who cross the border seeking humanitarian assistance, which has already led to reports of abuse by locals as well as the police.

4. Migration crises call for strong, new and innovative partnerships.

In the context of migration crises, partnerships can serve essentially two main purposes: firstly, they can foster comprehensive approaches and fill gaps in the response to crisis by bringing together actors from different backgrounds and fields of experience. A better integration of migration management and humanitarian approaches is necessary to adequately tackle the immediate and medium- to long-term consequences of migration crises. To do so, close cooperation between different relevant players is indispensable. Participants acknowledged that responses to the migration consequences of crises should not be viewed as separate from humanitarian action. Much can be drawn from the protection principles inherent in the humanitarian system and rather than replace humanitarian systems, the concept of migration crises seeks to enhance the synergy and complementarity between humanitarian and migration approaches. Secondly, partnerships are necessary if the nature and scale of migration crises exceed the capacity of any one actor, especially in cases of cross-border movements. At the same time, participants cautioned against the risk of a duplication of efforts. Coordination is therefore needed amongst governments and different levels of government, members of the international humanitarian system, and local

and international NGOs, to name a few. Logistical coordination mechanisms among humanitarian actors are important for sharing information, distribution of humanitarian relief, and improving assistance to specific groups, including trafficked individuals and unaccompanied minors.

- **Promoting coordination within governments:** Responsibilities for migration issues, emergency response and civil protection, among others, are usually divided across different branches of government. In a crisis, where all mechanisms must function in synchrony, an absence of pre-established coordination channels can result in delays, contradictions, gaps and duplications in the response.

  - Zimbabwe highlighted the need for good coordination among government actors at the national level. Although various policies and legislation in the area of migration exist, their proper functioning is hampered by incoherence and limited institutional capacity for implementation and enforcement. Migration issues are split among various ministries and departments, leading to a lack of clear roles and responsibilities. Currently, Zimbabwe is creating policy instruments including a Migration Management and Diaspora Policy and a Labour Migration Policy, in order to form a national framework for managing migration.

  - Following the repeated incidence of mass migrations by sea from Haiti in the 1990s, the United States has established mechanisms for internal contingency planning and coordination groups and by conducting annual inter-agency military and civilian exercises to prepare for such emergencies.

  - The Philippine system for disaster risk reduction and management, based on a law passed in 2010, is directly integrated in the country's governance structure. It is organized as a series of Disaster Risk Reduction and Management Councils which operate not only at national, but also at regional, provincial, city/municipal and local (known as *barangay* in the Philippines) levels. The

Councils are multisectoral and link with all relevant government agencies and civic organizations.[17]

• **Enhancing cooperation between governments**, particularly where cross-border movement is concerned. Crisis-related migration – both cross-border displacement during the acute emergency and longer-term migration consequences of crises – tend to take place among neighbouring countries. Regional initiatives, including regional consultative processes on migration, could therefore be further harnessed as venues to enhance preparedness and response to migration crisis. Participants highlighted a number of regional initiatives whose activities have been relevant to migration crisis response, such as the 2010 Migration Principles adopted by the South American Conference on Migration, the Colombo Process (in particular its 2011 Dhaka Declaration),[18] and the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa ("Kampala Convention").[19]

  - Chile has pursued bilateral initiatives with Peru on a range of migration issues, which has included discussions on natural disasters. Chile is also interested in including the theme of migration crises in upcoming dialogues between the EU and Latin American and Caribbean States (the "EU-LAC Dialogue"), in order to generate a regional discussion to learn from experiences in other regions, including the situation of international migrants caught in the conflict in Libya in 2011.

  - With respect to potential migration crises related to the consequences of climate change, Bangladesh pointed to the work of the Climate Vulnerable Forum, an association of countries most affected by climate change, which considered climate change-induced displacement of people and relocation, as well as security concerns that

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[17] www.dilg.gov.ph/PDF_File/resources/DILG-Resources-2012116-420ac59e31.pdf

[18] www.colomboprocess.org/index.php?option=com_content&view=article&id=45&Itemid=42

[19] www.internal-displacement.org/kampala-convention

may result from large-scale displacement, at its latest meeting in Dhaka in November 2011.[20]

- For disasters and crises with potential migration consequences that occur on the territory of the EU, it is the responsibility of each Member State to handle local emergencies and provide protection. However, there also exists a principle of solidarity that allows a State to call on others for support before, during and after a crisis. If a disaster overwhelms the capacities of one EU Member State, support is available through the European Civil Protection Mechanism. The EU Civil Protection Mechanism can also be activated for crisis response outside the EU, including most recently during the 2011 crisis in Libya where 10 EU Member States provided air and sea transport capacity for the evacuation of international migrants from Libya.[21]

- **Building government capacities and enhancing multi-stakeholder coordination** to avoid supplanting the efforts and responsibilities of governments, to prevent duplication among international agencies, and to ensure the timely exit of humanitarian actors in favour of self-sufficient and sustainable solutions. Participants deliberated the risks and opportunities of international involvement in crisis response. While States have the primary responsibility to protect and assist crisis-affected populations, they do not always have the ability to do so. International assistance can help build the capacities of States to fulfil these duties, as well as to directly assist displaced populations when national capacity is insufficient. Participants agreed that international actors should support, not replace, the State in its sovereign right and responsibility to provide protection and assistance in times of crisis. Some voiced concerns over the longer-term benefits of international assistance, remarking that international aid can crowd out government responses. Response capacities and preparedness of governments

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[20] http://daraint.org/cvf/
[21] http://ec.europa.eu/echo/civil_protection/civil/prote/cp01_en.htm and http://ec.europa.eu/echo/policies/disaster_response/mechanism_en.htm

should therefore be strengthened, through more effective partnerships between States and international actors. Overall, participants highlighted the need for a coherent response, integrating international actors, local authorities and communities.

- In the first year after the 2010 earthquake in Haiti, coordination among multiple government agencies, international organizations and NGOs proved wholly inadequate, leading to a lack of strategic coherence in a range of areas. In response, the Haitian President set up a central housing and reconstruction agency (the Unit for Construction of Housing and Public Buildings) to coordinate actions in the area of reconstruction of housing and infrastructure and a policy for assisting IDPs and the rehabilitation and relocation of displaced populations.

- At the outset of the conflict in Libya in 2011, it was not immediately clear what type of migration consequences would ensue. As it became apparent that those crossing the borders to Tunisia and Egypt were primarily international migrants who had been living and working in Libya, and only to a lesser extent Libyan nationals, the international community had to quickly adjust its response from one focused on refugee movements and providing local shelter in camps, to one aiming to diffuse a humanitarian disaster at Libya's borders and evacuating international migrants to their home countries. Coordinated actions on the part of IOM, UNHCR and neighbouring governments resulted in the repatriation of more than 300,000 people fleeing Libya. Most important for the evacuation, IOM and UNHCR also joined forces to set up the Humanitarian Evacuation Cell at headquarters level, to coordinate evacuation as well as financial contributions.

- In an evolving landscape of actors and operating environments, participants suggested that new and non-traditional partnerships should be explored. For example, while operations in the Syrian Arab Republic during the current conflict have been difficult for international

actors, Red Crescent societies have had greater access to displaced populations. Similarly, KRCS cited an example of NGOs from the Gulf, funded by the Government of Qatar, which were able to reach populations in Somalia that other actors did not have access to.

- Many participants referred to the coordination mechanisms put in place by the Inter-Agency Standing Committee (IASC) and urged international organizations to adhere to this system.

CONCLUSION

In conclusion, the IDM workshop offered an opportunity to policymakers and practitioners to discuss and exchange on the emerging challenges presented by the migration consequences of crises. Crisis-induced mobility patterns are more complex than is commonly understood or captured by existing humanitarian and legal systems. The concept of "migration crisis" aims to improve understanding of the migration dimensions of crises. By working towards synergies between humanitarian and migration perspectives and stronger institutional set-ups, policies and cooperation mechanisms, this approach aims to achieve more systematic responses to crises with migration consequences.

Four principal areas for improving responses to migration crises were identified. First, there is a need to expand understanding and increase application of the "migration crisis" concept. While disasters have always occurred and the main drivers remain the same, the scale and complexity of crises and their migration consequences have increased, marking important new challenges for existing response mechanisms. Migration crises need to be factored into the global agenda, along with development of new strategies to address the nexus between crises and migration. As one example of this underexplored nexus, the mobility impacts of climate change should be given particular attention, as effective responses to forced migration induced by climate change and environmental factors are still lacking.

Secondly, better integration of humanitarian and migration policies can reinforce actions at all stages of a crisis: a combination of the two will allow governments and other actors to address mobility dimensions of crises not normally captured by humanitarian mechanisms, while providing humanitarian relief in

extreme situations in a manner not usually foreseen by migration management systems. Uneven preparedness for migration crises, a lack of communication and integration between migration and humanitarian communities at national and international levels, and allocation of adequate resources and responsibilities are some of the aspects that need to be tackled in this respect. One recommendation that emerged from the workshop concerned the development or adaptation of migration management tools that could be triggered in an emergency, as well as streamlining migration management into other frameworks such as mapping, early warning, response and referral systems. Attention must also be given to the role of migration in transition and post-crisis recovery, and ultimately development.

Thirdly, an appreciation of vulnerabilities, agency and rights is essential to understand migration crises. The complexity of modern crises and forced and mixed migration situations gives rise to a variety of crisis-related risks, vulnerabilities, human rights violations and levels of socio-economic deprivation not necessarily captured by existing legal categories. In addition, the circumstances of displacement may shift over time, thus changing the ascribed categories and legal statuses of affected persons. While existing categories and protection guarantees must be safeguarded, they could be complemented with a greater focus on vulnerabilities stemming from the concrete *conditions* experienced by individuals and specific populations: these may relate to the individual (e.g. gender, health and age factors); to endogenous circumstances (e.g. access to livelihoods and coping mechanisms); or to the process of displacement (e.g. human rights violations and trauma suffered during the course of a journey). A focus on vulnerability should be balanced by an appreciation of the agency, strengths and coping mechanisms of affected populations to avoid perpetuating their victimization. Lastly, assistance to displaced populations should not come at the expense of those not moving: this includes recognizing those unable or unwilling to move, as in fact they are sometimes the most vulnerable, as well as host communities.

Fourthly, the complexity of migration crises calls for strong, new and innovative partnerships to fill the evident operational and capacity gaps in responding to the migration consequences

of crises. Coordination among humanitarian, migration and development actors is important in acute emergencies, but also for strengthened preparedness and post-crisis interventions. Sharing information, coordinating humanitarian aid and dedicating special assistance to vulnerable groups are just some of the operational challenges where improvements could be made. More strategic policy solutions should be pursued at national, regional and international levels. While States have the primary responsibility to respond, they do not always have the ability to do so. International assistance can therefore help build the capacities of States to fulfil their obligations, as well as to directly support affected populations, upon request and when national capacity is insufficient.

Based on the deliberations summarized above, it was concluded that the concept of migration crises deserves further discussion and development. IOM presented its initial thoughts for a Migration Crisis Operational Framework to systematize the Organization's activities in responding to migration crises and will continue to offer a venue for its membership to advance this idea, including through its 2012 IDM cycle[22] and IOM's Governing Bodies process.

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[22] In 2012, a second IDM workshop took place in Geneva on 13 and 14 September 2012 on the subject of "Protecting Migrants during Times of Crisis: Immediate Responses and Sustainable Strategies" followed by an IDM seminar on "Migrants in Times of Crisis: An Emerging Protection Challenge" organized in collaboration with the International Peace Institute in New York on 9 October 2012. For more details, see www.iom.int/idmmigrantsincrisis and www.iom.int/idmnewyork. See also Footnote 1.

MIGRANT'S VOICE

MIGRANT'S VOICE

No dialogue on migration can be complete without the voices of migrants. For this reason, the IDM has made it a tradition and a priority to invite migrants to share their personal stories, experiences, hopes and dreams with government representatives and others attending the IDM workshops. These are their testimonies.

Jude Brunache, teacher and camp committee coordinator at "Ancien Aeroport Militaire/Piste" IDP camp, Porte-au-Prince, Haiti

Can you describe how the earthquake affected you?

Unfortunately, my story, like many of those of my fellow Haitians, has been one affected by tragedy.

The moment the earthquake struck, my wife and I found ourselves at the pharmacy. With no time to lose, we rushed back home to our children.

The destructive force of the earthquake became immediately apparent. The streets were littered with the images of devastation which we have all, unfortunately, come to be too acquainted with.

Like many other Haitian families, the earthquake personally impacted my family. My little sister lost her life after having

been caught between my mother's and her neighbour's collapsed houses.

Once the earthquake settled and the full extent of the destruction became apparent, with little options to return home, my family and I, along with many other Haitians families, set up makeshift camps. It is there, in these communal camps, that Haitians began rebuilding their lives.

How did the earthquake transform your community? How did your community react to being displaced?

The impact of the earthquake left my community in shock and crisis. The community was unsure of how to react and how to cope with [the] earthquake, let alone manage the aftermath of such a disaster. However, as time ticked on by, and days became weeks, we got used to our new surroundings and our new homes. The arrival of humanitarian assistance equipped us and supported us in managing our tragic situation. The humanitarian assistance aided us in establishing camps, managing them, establishing equipment and delivering essential services. The support of the international community was central in allowing us to gain some sense of stability.

How did you come to the role of camp committee coordinator?

Prior to the earthquake, I used to teach at a local school. However, since the earthquake, I have been unable to return to my profession.

My role as a camp committee coordinator began with the visit by a Haitian man to our makeshift camp collecting data and information regarding our living standards and numbers of people living there. When the international organizations arrived, there were 17 committees managing the camps. Information collection had become a full-time process, with camps so vast that one could spend the whole day gathering information. A process was then

undertaken to organize data collection by engaging the camp population. An election was organized where, to my surprise, I was elected as the coordinator of the committee of the 17 camps. I had to learn fast as [I] suddenly found myself looking after a camp of more than 3,000 families.

What are some of the most challenging aspects of being camp committee coordinator?

My work as camp committee coordinator revolves around helping the most vulnerable populations of the camps. However, this is not an easy task when considering the situation of many Haitians after the earthquake. Equating levels of vulnerability is a considerable challenge especially when you consider that many people not only lost their homes but also their livelihoods. If I take my situation as an example, although I am vulnerable having lost my home and family members and I have moved to a camp, I am fortunate enough to have had an education allowing me to use my skills in different fields of work to help those more vulnerable.

The sense of unity and collaboration among my community and in Haiti as a whole is very strong; we strive to support each other offering what skills we have for the reconstruction process.

How did IOM support your community?

IOM's role has been fundamental to the reconstruction and stabilization of Haiti. In fact, you could say that IOM lives with us in the camps, with its staff knowing all the names of people they work with. IOM staff work non-stop with members of the camp, sometimes waking up at 3:00 a.m. or 5:00 a.m. to attend to an emergency.

IOM's role has been crucial in developing the camps' capacities regarding hygiene, communication, orientation and keeping the camp well equipped. The IOM has been central in establishing cohesion among the different committees and with the different agencies that are present in Haiti.

An area in which IOM's work has been very important is increasing and facilitating communication of key messages around the camp. Increasing awareness regarding issues such as hygiene is just one example where IOM has brought its expertise in supporting the committees to spread awareness.

Furthermore, IOM has been an important agency in supporting the stabilization of communities. Reintegration, rebuilding or acquisition of new property through specific projects has enabled many people from my community to either return home, rebuild their homes or be relocated.

Is there a final message you would like to transmit to the rest of world regarding Haiti's process of reconstruction?

The friends of Haiti, the NGOs and humanitarian organizations should work hand in hand with us to support in every shape and form the development of essential skills to rebuild Haiti. Although it is important for the State to be involved in the reconstruction, the most vulnerable must not be excluded. We, the people of Haiti, want to bring our personal touch to the reconstruction. Finally, I would like to emphasize the importance of education in the reconstruction phase, as it is, I believe, education that can initiate a meaningful long-lasting positive impact in the reconstruction phase.

Thank you for giving me the chance to act as a spokesperson for the Haitian people. On behalf of all Haitians, I would like to extend our gratitude to all those who have helped us in these challenging times. Thank you and God bless.

AGENDA AND BACKGROUND PAPER

International Organization for Migration (IOM)
Organisation internationale pour les migrations (OIM)
Organización Internacional para las Migraciones (OIM)

INTERNATIONAL DIALOGUE ON MIGRATION 2012
MANAGING MIGRATION IN CRISIS SITUATIONS

INTERSESSIONAL WORKSHOP ON

MOVING TO SAFETY:
MIGRATION CONSEQUENCES OF COMPLEX CRISES

24–25 APRIL 2012

FINAL AGENDA

The International Dialogue on Migration (IDM) 2012 aims to enhance synergies between humanitarian and migration perspectives in the search for appropriate responses to the migration consequences of complex crises. This first workshop in the series posits that the migration dimensions of crises have been insufficiently addressed, both in theory and in practice. Instead of ad hoc reactions, more systematic approaches are needed on the part of national institutions and the international community to manage the human mobility aspects of crisis situations. Drivers of forced migratory movements vary, but challenges are particularly acute where poverty, political instability, weak governance, environmental degradation and natural disasters combine. Forced migration in response to an extreme situation is common, yet regularly overwhelms national and international capacities. Furthermore, the patterns of movement are in themselves far from straightforward: initially temporary displacement may become protracted; internal movements spill across borders; and crises and displacement situations give rise to other forms of migration such as search for work, migration to cities, irregular and mixed movements, trafficking and smuggling. The key objectives of the workshop are to gain a better understanding of the variety of migratory patterns that can result from complex crises; to examine the usefulness of migration policy tools in addressing crises; and to raise awareness of the role of mobility in overcoming crises, specifically the predicament of "trapped" populations, unable to move. The two-day event will allow participants to compare internal and cross-border displacement, to reflect on and debate the concept of migration crises and available institutional set-ups, policy options and cooperation mechanisms, and to hear from migrants themselves.*

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*   This workshop is part of a series. The second IDM workshop, taking place on 13 and 14 September 2012, will examine the specific issue of migrants caught in crises in transit and destination countries (for example, the situation of migrant workers in and around Libya in 2011).

24 April 2012	DAY I
09:00 – 10:00	*Registration*
10:00 – 11:00	**OPENING SESSION**
	WELCOME REMARKS • **Christian Strohal**, Ambassador Extraordinary and Plenipotentiary, Permanent Representative of Austria to the United Nations Office and specialized institutions in Geneva, Chair of the IOM Council • **Laura Thompson**, Deputy Director General, IOM
	SETTING THE SCENE Complex crises are often accompanied by diverse forms of predominantly forced population movement. The premise of this workshop is that forced migration – whether in the form of internal or cross-border displacement – deserves analysis from both humanitarian and migration management perspectives. The scene-setting presentation will introduce the concept of "migration crisis" and discuss the patterns of human mobility that are generated by different types of crises. Furthermore, in light of the changing nature of crises, approaches based on clear-cut categories of affected populations have revealed certain limitations, suggesting the need to explore alternatives. As the presentation will illustrate, policymakers and practitioners have a cycle of actions at their disposal in addressing forced migration as an evolving process, ranging from prevention, transition and recovery to durable solutions. Nevertheless, more efforts and innovation are needed to apply existing migration policy tools to crisis situations. • **Md. Shahidul Haque**, Director, Department of International Cooperation and Partnerships, and **Mohammed Abdiker**, Director, Department of Operations and Emergencies, IOM
11:00 – 13:00	**SESSION I: INTERNAL DISPLACEMENT: IMMEDIATE RESPONSES**
	The first day focuses on internal displacement, dedicating the first session to an overview of preventive measures, emergency and early recovery response tools, protection and assistance strategies, and legal and institutional frameworks that apply to internal displacement. The question of access to affected populations is particularly vexing in an internal displacement context brought about by complex crises in which national and local authorities lack adequate capacities and resources or may not have full control over the territory. Different response mechanisms will also have to be employed depending on the patterns of displacement, especially with respect to the nature of settlement (in host families or camps) and its location (in rural or urban areas). **Moderator**: **Steffen Kongstad**, Ambassador Extraordinary and Plenipotentiary, Permanent Representative of Norway to the United Nations Office and other international organizations in Geneva **Speakers:** • **Franklin Pedro Condori Challco**, Director General, Directorate General for Prevention and Reconstruction, Vice Ministry of Civil Defence, Bolivia • **Kate Halff**, Head, Internal Displacement Monitoring Centre, Norwegian Refugee Council • **Roger Zetter,** Professor Emeritus in Refugee Studies, UK Refugee Studies Centre, Department of International Development, University of Oxford **General Discussion**
13:00 – 15:00	*Afternoon Break*

15:00 – 15:30	**MIGRANT'S VOICE**
	• **Jude Brunache**, Haiti **Moderators: Karoline Popp,** Associate Migration Policy Officer, Department of International Cooperation and Partnerships, and **Patrice Quesada**, Transition and Recovery Officer, Department of Operations and Emergencies, IOM
15:30 – 17:00	**SESSION II: INTERNAL DISPLACEMENT: LONG-TERM MEASURES AND COOPERATION MECHANISMS**
	In recognition of the fact that internal displacement situations are often not easily resolved and may pose longer-term challenges, in this session, participants and presenters are encouraged to analyse the available options to address internal displacement within a migration management framework. Migration consequences go beyond the initial displacement: for instance, ongoing crises and a lack of solutions to displacement might prompt secondary movements or increased rural–urban migration. In any circumstance, prolonged displacement situations will involve a variety of repercussions for places of origin, transit and destination. Discussions will touch on issues surrounding tracking, monitoring and collecting data on displacement situations as they evolve. The session will also be an opportunity to present effective practices in providing services to and meeting the various economic, social, health and psychosocial needs of displaced populations and the larger community. Lastly, the session will serve to discuss return, reintegration, peace building, land and property issues, and durable solutions to end displacement. **Moderator**: **Rudolf Müller,** Chief, Emergency Services Branch, United Nations Office for the Coordination of Humanitarian Affairs **Speakers:** • **Paula Gaviria Betancur**, Director, Special Administrative Unit for Reparations and Comprehensive Attention to Victims, Colombia • **Clement Belizaire**, Director, Department for Return and Relocation, Unit for Housing and Public Buildings Reconstruction, Haiti • **Renos Papadopoulos, Director**, Centre for Trauma, Asylum and Refugees, Centre of Psychoanalytical Studies, University of Essex **General Discussion**
17:00 – 18:00	**IOM'S EXPERIENCE AND PROGRAMMING**
	Participants will have the opportunity to learn about and extract lessons from IOM's long-standing experience in managing the migration consequences of complex crises, and to reflect on IOM's role in humanitarian response and beyond. **Moderator: Md. Shahidul Haque**, Director, Department of International Cooperation and Partnerships, IOM **Speakers:** • **Mohammed Abdiker**, Director, Department of Operations and Emergencies, IOM • **Laurence Hart**, Head, Migrant Assistance Division, Department of Migration Management, IOM • **Nuno Nunes**, Global Camp Coordination and Camp Management Cluster Coordinator, Department of Operations and Emergencies, IOM
	End of Day I

25 April 2012	DAY II
10:00 – 13:00	**SPECIAL SESSION: REFLECTIONS ON MIGRATION CRISES**
	This special session will provide a space to reflect more broadly on the concept of "migration crises" from the perspective of a variety of countries and regions. In particular, it seeks to explore innovative policy solutions, practical approaches and cooperation strategies to address large-scale, complex population movements as a result of crises. Some of the most pertinent aspects here relate to possible complementarities between migration and humanitarian approaches in addressing migration crises, both in the immediate response phase and in the longer term. By bearing in mind both internal and cross-border scenarios, the session aims to create a bridge between the first and the second day of the workshop. **Moderator**: **Laura Thompson**, Deputy Director General, IOM **Speakers**: • **René Castro Salazar**, Minister for Environment, Energy and Telecommunications, Ministry of Environment, Energy and Telecommunications, Costa Rica • **Stefano Manservisi,** Director General, Directorate General Home Affairs, European Commission • **Lancester Museka**, Permanent Secretary, Ministry of Labour and Social Services, Zimbabwe • **Catherine Wiesner**, Deputy Assistant Secretary, Bureau for Population, Refugees and Migration, United States of America • **Camilo Gudmalin,** Assistant Secretary, Department of Social Welfare and Development, Philippines **General Discussion**
13:00 – 15:00	*Afternoon Break*
15:00 – 17:00	**SESSION III: CROSS-BORDER DISPLACEMENT**
	This session addresses responses to cross-border displacement in the immediate aftermath of a crisis and in the longer term. As such, it will touch on implications for protection, assistance, human security and human rights of affected persons. Discussions will consider existing legal frameworks, policies and practices and any gaps that need to be tackled in meeting the differentiated protection and assistance needs of populations displaced across international borders. Furthermore, participants are invited to evaluate how migration management frameworks and policies (for example, temporary protection, non-removal, integration, family reunification, temporary labour migration, return or readmission) can be applied in a displacement context. While State responses to cross-border displacement are clearly embedded in the international legal framework, the session would also aim to compare and learn from different national and regional approaches in handling cross-border displacement. An important theme here is the impact of cross-border displacement on pre-existing migration patterns as well as implications for development. **Moderator: Tom Hockley**, Head, Regional Office Support and Inter-Agency Coordination Unit, United Nations International Strategy for Disaster Reduction

	Speakers: • **Feda Gharaibeh**, Director, Iraq Coordination Unit, Ministry of Planning and International Cooperation, Jordan • **Paulo Sérgio de Almeida,** Chairperson, National Council for Immigration, Brazil • **Berlan Alan**, Head, Migration Department, Ministry of Foreign Affairs, Turkey • **Wei-Meng Lim-Kabaa**, Head, Resettlement Services, Office of the United Nations High Commissioner for Refugees • **Abbas Gullet**, Secretary General, Red Cross Society, Kenya **General Discussion**
17:00 – 18:00	**CONCLUDING SESSION: MIGRATION GOVERNANCE APPROACHES TO MIGRATION CRISES**
	Following the discussions on the policy and operational options to confront the migration consequences of complex crises, particularly how to integrate humanitarian and migration policy responses, this session aims to summarize and conclude the discussions by encouraging participants to jointly deliberate the following questions: • How can the notion of "migration crises" be practically useful in addressing crises in which the movement of people is a significant dimension? • In what ways does human mobility heighten or lessen vulnerability? How can States and the international community better prevent and prepare for forced migration and protect migrants, while supporting mobility for the benefit of crisis-affected populations? • What are the specific roles and responsibilities of States and the international community in addressing the migration consequences of complex crises? • How can migration management frameworks support response to crises, both immediately and in the longer term? • What lessons drawn from responses to internal displacement can be transferred to cross-border forced migration, and vice versa? • What are the main differences when responding to crises in different contexts, such as natural disasters or conflicts, urban or rural displacement? **Moderator: Gervais Appave**, Special Policy Advisor, IOM **IOM Deputy Director General Laura Thompson** will present a summary of workshop conclusions.
	End of Workshop

BACKGROUND PAPER

Introduction[1]

"Migration crises" constitute large-scale, complex migration flows as a result of crises.[2] This paper explores ways to complement humanitarian systems with migration management approaches in responding to migration crises. It argues that complex crises produce varied mobility patterns which are better addressed using *both* humanitarian and migration management frameworks. The latter encompasses policies in the areas such as facilitating migration (e.g. labour, family migration); regulating migration (e.g. return, border management); migration and development (e.g. remittances, diaspora); and cross-cutting protection provisions (e.g. human rights, access to asylum). Complex crises can be triggered by a range of causes which may be natural, man-made or both, as well as sudden or slow in onset. As a complex crisis manifests, it typically generates disorderly and predominantly forced movements of people, either internally or across borders, which expose affected populations to significant vulnerabilities. Population movements prompted by crisis events have lasting implications for societies, economies, development, environments,

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[1] This paper relates to the first workshop of the International Dialogue on Migration in 2012. A second IDM workshop, *Protecting Migrants during Times of Crisis: Immediate Responses and Sustainable Strategies* (13 and 14 September 2012), will examine the specific issue of migrants caught in crises in transit and destination countries (e.g. the situation of migrant workers in and around Libya in 2011). For this reason, this issue is not explicitly dealt with in the present paper.

[2] A list of key terms is contained in the annex to this paper.

security and governance – dimensions that extend far beyond the scope of humanitarian systems and response.[3]

Complementary to humanitarian preparedness, response and recovery frameworks for complex crises, a migration management approach examines all phases related to crisis response from the standpoint of human mobility. Measures aim to limit the adverse effects of unplanned, often forced migration on individuals and communities, while also recognizing the role of mobility as a survival or coping mechanism. Managing migration crises requires an analytical understanding of pre-crisis migration patterns, structural push and pull factors driving (or restricting) movement, and the role of human agency and vulnerability[4] in migration decisions. There is a growing recognition that existing legal categories of crisis-affected persons –including refugees and IDPs – may not fully capture the varied conditions of people in crisis situations, the many avenues used by persons to escape such situations, and the changing nature of circumstances over time. Approaches that focus solely on displaced persons, for example, may fail to reflect other realities – such as the high vulnerability of persons *unable* to migrate during crises and remaining trapped in dangerous conditions. Placing crisis-related mobility in a larger migration context can shed light on latent structural factors that determine people's migration behaviour before, during and after a crisis and promote effective ways to protect, assist and guarantee the human rights of affected persons.

In short, in order to deal with migration crises, policymakers need to understand the variety of migration patterns that can result from complex crises; identify ways to better apply migration policy tools alongside existing humanitarian frameworks; and be aware of the role of mobility in overcoming crises, including the

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[3] Nothing in this paper intends in any way to supplant the IASC system or responsibilities, but rather looks at bringing to bear migration management approaches in addressing crises which affect the movement of people.

[4] Human agency can be broadly understood as the capacity of an individual to make choices and shape outcomes. Conversely, conditions of vulnerability imply a loss of control and capacity to make choices. Migrants, for instance, are not passive "components" of the migration process, but rather actors with a dynamic role in shaping migration and its outcomes. However, conditions of vulnerability can severely restrict the extent to which a migrant can freely take decisions, thus giving rise to forced migration.

predicament of "trapped" populations. This paper will lay out some key humanitarian and strategic advantages of addressing migration crises through a broader migration management approach. In doing so, a range of policy and operational tools, both from a humanitarian and migration perspective, are explored along a "migration management cycle" — encompassing preventing, preparing and managing the migratory consequences of crises, mitigating their impacts, and addressing broader ramifications, including from a broader development perspective. Some of the principal questions for consideration by policymakers are:

- How can migration management frameworks support responses to crises, both immediately and in the longer term?

- What are the specific roles and responsibilities of States and the international community in addressing the migration consequences of crises?

- What lessons drawn from responses to internal displacement can be transferred to cross-border forced migration, and vice versa?

- What are the main differences when responding to migration crises in different contexts, such as natural disasters or conflicts, urban or rural displacement?

- In what ways does human mobility heighten or lessen vulnerability? How can States and the international community better prevent and prepare for forced migration and protect migrants, while supporting mobility for the benefit of crisis-affected populations?

Understanding migration crises in a broader mobility context

Forced migration has ordinarily been equated with sudden, spontaneous flight, but less easily associated with situations where gradual changes propel the migration of people who lack viable alternatives for livelihoods. Most crisis situations include the forced movement of people towards alternative locations promising safety and survival, either within their own country or across international borders. Movements may be sudden and unanticipated or take place through a less visible, slow rate of migration which intensifies over time. Crisis-related migration poses unique challenges, especially where it occurs on a large scale. Nevertheless, it is essential to understand that it occurs within a broader migration context: whether and how people migrate before a crisis situation will influence whether and how they move during and after such an event. The following dynamics are relevant in understanding the migration consequences of complex crises:

Firstly, pre-existing **push and pull factors** influencing migration patterns generally remain relevant during crises.[5] It is important to realize that crisis-related "push" factors might be the immediate *cause* of forced migration, but that the "pull" of different possible trajectories and destinations, as well as the agency and circumstances of each individual, are significant in shaping this displacement. For example, pre-crisis migration patterns can provide an indication of the routes and types of movement likely to be seen in a crisis event. Factors such as the existence of networks, the physical accessibility of places, or a propensity to move to urban areas do not necessarily break down during crises but rather determine people's mobility strategies in the event. For instance, an imminent disaster may prompt flight, but access to infrastructure, transportation or family relations in a nearby town may modulate actual displacement patterns. Indeed, simplistic distinctions between "forced" and "voluntary" migration are increasingly problematic as a basis for responding to the needs and

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[5] Exceptions to this are of course possible: for instance, rural-to-urban migration flows may slow down or even be reversed if a crisis hits a major city.

vulnerabilities of persons affected by crises, as they disregard the exogenous factors and human agency that shape, drive or restrict mobility decisions during crises. Accordingly, forced migration may be better explained by the relative strength of push and pull factors, and the interplay between them.

Secondly, **pre-crisis social, economic and political conditions** shape migration behaviours in a variety of ways and will thus influence the migration consequences of crises. Different groups and individuals will experience the threats presented by a crisis situation in different ways: an entire city or village, for example, might face rising flood waters, but the individual motivations and capacities to leave these conditions will depend on a series of individual and household characteristics. A deeper examination of these nuances is fundamental to effective crisis response – such as the understanding that people with the fewest options for migration may in fact be the ones most vulnerable and most exposed to risks during a crisis event.[6]

Thirdly, a fundamental challenge in the management of forced migration relates to meeting the various protection and assistance needs in "**mixed migration flows**", when different groups use similar migration routes or end up in the same destination. Mixed flows may include IDPs, refugees, asylum-seekers, environmental migrants, stranded migrants, unaccompanied minors, victims of trafficking, smuggled persons and economic migrants, among other categories of migrants.[7] International and regional legal frameworks have established a range of important categories (first and foremost that of the refugee) to determine entitlements to protection and assistance. The complexity of modern crises and forced and mixed migration situations, however, exposes displaced individuals to a variety of crisis-related risks, vulnerabilities, human rights violations and levels of

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[6] This resonates with empirical evidence concerning migration behaviour in general, that is, the fact that migration requires resources, especially international or long-distance migration. The growing body of research into migration as a response to environmental degradation and natural disasters further substantiates the point that poor and marginalized communities tend to be least able to move out of harm's way.

[7] For more on IOM's perspective on mixed migration flows, see the IOM Council papers 2008 *Challenges of Irregular Migration: Addressing Mixed Migration Flows* (MC/INF/294) and 2009 *Irregular Migration and Mixed Flows: IOM's Approach* (MC/INF/297).

socio-economic deprivation not necessarily captured by existing legal categories.[8] In addition, the circumstances of displacement may shift over time, thus changing the ascribed categories and legal statuses of affected persons.[9] There is no doubt that existing categories and their concomitant protection guarantees must be safeguarded. Nevertheless, they could be usefully complemented with a greater focus on vulnerabilities stemming from the concrete *conditions* experienced by individuals and specific populations: these may relate to the individual person (e.g. gender, health and age factors); to endogenous circumstances (e.g. access to livelihoods and coping mechanisms); or to the process of displacement (e.g. human rights violations and trauma suffered during the course of a journey).

Fourthly, **migration crises are not static events**. Crisis-related migration rarely ends with one-time, linear displacement from one place to another. Especially once the initial emergency phase has passed, or where displacement has become protracted, the migration consequences of a crisis take a number of complex forms. Return to the place of origin in pursuit of durable solutions is traditionally considered a preferred option, but is often not possible, wanted or practical. Where crisis conditions persist, secondary displacement may take place. Some among those displaced may seek permanent, temporary, seasonal or circular migration options within their own country and across borders; other may be forced to opt for irregular migration or the services of people smugglers; while others still could be at risk of human trafficking. Importantly, however, from a migration perspective, it may be misleading to regard all migration as contradictory to the aim of "ending displacement". Instead, facilitated mobility is part of a long-term recovery strategy.[10]

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[8] For example, see K. Koser, *Protecting Migrants in Complex Crises*. Geneva Centre for Security Policy (GCSP), Policy Paper 2012/2 (Geneva, GCSP, 2012).

[9] For instance, persons may have originally moved to escape war or violence, but are eventually unable to return home due to a lack of livelihoods and economic perspectives.

[10] The use of migration strategies by individuals and communities to cope with displacement / crisis situations is increasingly well documented. For example, see K. Long, *Permanent Crises? Unlocking the Protracted Displacement of Refugees and Internally Displaced Persons* (Oxford, Refugee Studies Centre, 2011), as well as studies cited therein. This notion also contests the "sedentary bias" – the assumption that *not* moving is the norm – which traditionally shaped research, policymaking and, to a certain extent, operational responses.

Addressing the migration consequences of complex crises

As has been argued above, the migration consequences of complex crises need to be tackled using both humanitarian and migration management frameworks. Elaborate and effective legal and operational tools and frameworks exist to guide humanitarian preparedness, response and recovery for crisis situations,[11] and to ensure protection and assistance for affected populations, including those displaced.[12] Limiting forced migration to the extent possible is the obvious and legitimate aim. Yet the most successful policies will also seek to accommodate the migration patterns and strategies of populations trying to cope and adapt to crises. Mobility can be a crucial strategy for accessing rights and livelihoods, and is deliberately employed as such by individuals and communities. Therefore, humanitarian approaches can be strengthened through a deeper understanding of the migration context and more systematic application of migration policy tools. A better awareness and tracking of population movements before and during a crisis can usefully underpin preparedness, protection and assistance efforts. Furthermore, different migration policy options can be used to ensure protection, limit protracted displacement and support post-crisis recovery processes. Facilitating mobility as a coping strategy before a serious crisis strikes can also prevent excessive suffering and forced migration in the event.[13]

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[11] Principal among them are the various systems created by IASC, including the "cluster system", the IASC Framework on Durable Solutions (2010) and others.

[12] Human rights instruments apply to all individuals within a State's jurisdiction affected and/or displaced by crises. Other instruments of particular relevance include the Guiding Principles on Internal Displacement; 1951 Convention Relating to the Status of Refugees and its 1967 Protocol; the 1984 Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime.

[13] This point is corroborated by findings presented in *Foresight: Migration and Global Environmental Change* (2011) Final Project Report, Government Office for Science, London.

The four interrelated dynamics described above – the interplay between push and pull factors; pre-crisis structural factors; the diverse needs and conditions encountered during displacement; and the evolving nature of migration patterns during and following a crisis – approximately chart the "before, during and after" of a crisis. Accordingly, the migration management cycle[14] described below briefly outlines some of the key issues behind managing migration before and during a crisis and in the longer term. It suggests various policy and operational tools to confront these challenges, including both humanitarian and migration considerations. Each stage of the cycle will require coordinated "whole of government" approaches, effective partnerships between governmental and non-governmental actors, cooperation among States and with international organizations, and resource and capacity-building investments to strengthen institutions, instruments, tools and systems at national, regional and global levels.

The migration management cycle

See table on the next page.

Conclusion

This paper has argued that a nuanced understanding of the migration consequences of complex crises is fundamental in dealing with migration crises. The migration consequences of crises are varied, evolve over time, and involve a range of people whose displacement conditions may not necessarily be captured by existing legal categories. Whether forced migration is internal or international, the needs and profiles of those on the move will be

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[14] The migration management cycle was initially developed by IOM to conceptualize the spectrum of the Organization's activities in relation to migration crises, caused, for instance, by natural disasters. The cycle has since been adapted to assist States and humanitarian actors in considering a range of policy and operational interventions as well as capacity-building needs to manage migration in relation to crisis situations.

highly differentiated. For this reason, systems need to be capable of anticipating vulnerabilities and providing protection according to different conditions and circumstances, based on human rights and other existing frameworks for protection and assistance. Additionally, as presented in this paper, approaching migration crises from a migration management lens can reinforce the capacities of States and the international community to respond to short- and long-term needs of affected populations, taking into account their evolving situation. Lastly, migration crises do not happen in isolation from a broader development context which strongly influences the migration consequences of complex crises, levels of vulnerability and response capacities.

The migration management cycle in migration crises			
* It is fully recognized that distinctions between humanitarian and migration dimensions are not always clear-cut. **Measures followed by an asterisk in this table could arguably fit in both categories**. In addition, the reader should bear in mind that development considerations necessarily cut across the tools listed below, and some of the actions in fact enter the realm of development policy. Lastly, the below represents a selection, not an exhaustive list.			
Phase	**Key issues / objectives**	**Operational and policy tools**	
		Humanitarian dimension	**Migration dimension**
Preventing forced migration	- To identify the causal factors of forced migration - To assess size and nature of populations potentially at risk of forced migration - To understand household characteristics influencing resilience (e.g. size, composition, income, assets, location, social networks, access to mobility strategies) - To balance prevention of forced migration and facilitation of migration as a (preventive / reactive) adaptation mechanism	- Monitoring of crisis-prone areas and "tipping points" for forced / mass migration* - Conflict prevention systems for conflict-prone settings - Vulnerability and capacity assessments - Disaster risk reduction and creation of sustainable livelihoods	- Analysis of structural drivers and migration patterns to gain clues of potential pathways for displacement - Facilitating migration as an adaptive / preventive strategy - Leveraging migration and remittances and diaspora linkages for local development

Phase	Key issues / objectives	Operational and policy tools	
		Humanitarian dimension	Migration dimension
Preparing for forced migration	- To build resilience and preparedness of communities to cope during crisis - To prepare for inevitable / life-saving displacement - To minimize the impact of disasters on life and livelihoods and the length of displacement and recovery - To identify the most vulnerable people prior to a disaster and set up adequate systems	- Contingency planning for potential displacement (clarifying responsibilities, capacity and resource needs, and coordination between local, national and international actors)* - Stockpiling of shelter, non-food items and other materials - Strengthening capacities and infrastructure in areas likely to receive displacement flows (e.g. border regions, urban areas)* - "Early Warning – Early Action Systems" - Multilateral, regional, bilateral and national response systems to humanitarian crisis (e.g. coordinated by United Nations Office for the Coordination of Humanitarian Affairs)	- Use knowledge of pre-existing mobility patterns / monitoring to anticipate likely displacement scenarios and provide a baseline for humanitarian response - Identification of infrastructure / sites for evacuation / temporary relocation* - Capacity-building of local response mechanisms (including in camp management) - Integrated border management systems to ensure protection at the border, especially in case of mass displacement and mixed flows - Protection and assistance provisions for displaced persons, including asylum and temporary protection policies - Planned relocation policies for areas predicated to become uninhabitable - Bilateral and regional agreements on timely coordinated response to migration crisis situations

Phase	Key issues / objectives	Operational and policy tools	
		Humanitarian dimension	Migration dimension
Managing forced migration	- To ensure effective protection and assistance to displaced populations in respect of humanitarian principles - To address differentiated needs, rights and vulnerabilities in mixed migration flows - To address and alleviate health, psychosocial and other risks and impacts - To consider those *not* displaced and their potentially heightened vulnerability due to inability to move	*Internal displacement:* - Application of human rights guarantees* - Application of Guiding Principles on Internal Displacement* - Implementing displacement tracking procedures, profiling and registration of displaced populations* - Camp management and support to host families / communities* - Coordination and collaboration among all responsible actors and humanitarian providers (i.e. "Cluster Approach") *Cross-border displacement:* - Application of human rights guarantees* - Application of *non-refoulement* guarantees* - Rapid and effective determination of legal status and entitlements* - Camp management and support to host families / communities* - Provision of assistance by neighbouring countries / international community	*Internal displacement:* - Facilitate internal mobility - Organized movements to place of safety *Cross-border displacement:* - Evacuation as a protection tool for stranded individuals* - Temporary protection status as an admission policy during mass influx* - Temporary protection status to halt the removal of foreign nationals to countries of origin in crisis* - Expedited family reunification / other visa procedures for individuals from countries in crisis - Temporary work permits for individuals from countries in crisis - Access to asylum / refugee status for persons in need of international refugee protection*

Phase	Key issues / objectives	Operational and policy tools	
		Humanitarian dimension	**Migration dimension**
Mitigating the impacts of forced migration	- To avoid negative consequences of displacement for environment and livelihoods of transit / destination communities - To prepare urban infrastructure for slow / rapid influx of displaced populations - To consider safety and security implications of armed groups moving undetected among civilian populations	- Minimizing environmental footprint (e.g. "Sphere Standards") - Community stabilization and conflict mitigation measures to prevent tensions and promote social cohesion (especially in receiving communities of migration flows) - Disarmament, demobilization, reintegration activities	- Monitoring and tracking of population movements and their impacts* - Special assistance to individuals in vulnerable circumstances (e.g. trafficking, abuses suffered during transit) - Reducing incentives for dangerous irregular migration - Integrated border management to process the different types of migrants and ensure targeted and appropriate protection and assistance

Phase	Key issues / objectives	Operational and policy tools	
		Humanitarian dimension	Migration dimension
Addressing forced migration – comprehensive humanitarian, migration and development approaches	- To end displacement in a durable manner - To avoid protracted displacement / further forced migration - To tackle displacement within a broader migration context - To recognize the link between (secondary) displacement, pre-existing migration patterns, livelihood strategies and development	- Durable solutions (long-term safety and security and freedom of movement; adequate standard of living; access to employment and livelihoods; and access to effective mechanisms that restore housing, land and property or provide compensation)* - Sustainable development and access to sustainable livelihoods - Sound legal framework, management structure and processing methodology to resolve housing, land and property issues - Peace building and conflict resolution (including transitional justice) - Community stabilization measures to prevent tensions and promote social cohesion (especially in receiving communities of migration flows) - Recovery and transition programming	- Facilitated regular and safe mobility as a long-term recovery strategy, e.g. via liberalized regional regimes - Temporary and circular labour migration / student migration / family reunification schemes targeting nationals from countries in post-crisis transition / recovery - Engagement with diaspora community to support reconstruction and recovery - Re-evaluation of temporary protection status in de facto permanent situations - Return - Local integration - Resettlement

ANNEX: KEY TERMINOLOGY

Migration crisis: There is no formal definition of this term. IOM uses "migration crisis" to describe large-scale, complex migration flows due to a crisis which typically involve significant vulnerabilities for individuals and communities affected. 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.

Forced migration: A migratory movement in which an element of coercion exists, including threats to life and livelihood, whether arising from natural or man-made causes (e.g. movements of refugees and IDPs as well as people displaced by natural or environmental disasters, chemical or nuclear disasters, famine, or development projects).
(IOM Glossary on Migration)[1]

Displacement: A forced removal of a person from his or her home or country, often due to armed conflict or natural disasters.
(IOM Glossary)

Mixed flows: Complex migratory population movements that include refugees, asylum-seekers, economic migrants and other migrants, as opposed to migratory population movements that consist entirely of one category of migrants.
(IOM Glossary)

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[1] IOM, *Glossary on Migration*, 2nd Edition, International Migration Law No. 25 (Geneva, 2011).

Complex emergency: A humanitarian crisis in a country, region or society where there is a total or considerable breakdown of authority resulting from internal or external conflict and which requires an international response that goes beyond the mandate or capacity of any single agency and/or the ongoing United Nations country programme.[2]

(IASC)

Internally displaced person (IDP): Persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights, or natural or human-made disasters, and who have not crossed an internationally recognized State border.

(Guiding Principles on Internal Displacement)

Refugee: A person who, owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country.

(1951 Convention Relating to the Status of Refugees)

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[2] Note that this paper deliberately employs a broader term ("complex crisis") to encompass a) multi-causality as well as multiple outcomes of a crisis, and b) all stages of a crisis, not just the initial emergency phase.

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