

MIGRATION CRISIS OPERATIONAL FRAMEWORK

ONE YEAR OF IMPLEMENTATION

▼ **2012-2013**



International Organization for Migration
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**Review of IOM's Migration Crisis Operational Framework
One Year of Implementation 2012 - 2013**

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REVIEW OF IOM'S MIGRATION CRISIS OPERATIONAL FRAMEWORK

ONE YEAR OF IMPLEMENTATION 2012-2013

MCOF

- 21 Regional and Country Offices implemented internal trainings with more planning more in-depth or comprehensive trainings in 2014
- 6 Regional and Country Offices have integrated the MCOF into regional or country strategies and/or roadmaps, and more are underway;
- 32 Government Ministries and Departments received dedicated briefings or attended workshops on migration crisis. Over 12 events included or targeted other international organizations and partnering NGOs.

Organized a mutual briefing with the EC and EEAS on "Approaches to Migration Crises" in the framework of the EUHOM Strategic Partnership. Specific crisis contexts were discussed and synergies identified. Interest expressed in developing capacities to analyse the migration dimensions of crisis situations and monitor hot spots; strengthening mechanisms to assist and protect migrants caught in crisis situations and aligning approaches to "mass migration and mixed migrant flows"; and – where possible – developing comprehensive joint response strategies.

Key aspects of MCOF were presented to the Chairperson of UN Disaster Management Team. A result of the meeting was to further present the MCOF with the Centre for Crisis Management and discuss its mainstreaming in the relevant country's documents.

Several meetings and presentations, including securing IOM's role in the first Inter-Agency Contingency Plan for Azerbaijan (IACP) to lead the CCCM Cluster in natural disaster and co-lead with IFRC emergency shelters in natural disasters; presenting MCOF to mark International Migrants Day; conducting introductory MCOF seminar; developing an MCOF Infosheet as an annex of IACP; and including MCOF as a new IOM output into Azerbaijan UNDAF 2011-2015.

Presented at the Central Asian Border Security Initiative conference, and presented at the "Prosecutor's role in the sphere of Protection of labour migrant's rights".

Meeting at the Ministry of Civil Affairs and Ministry of Foreign Affairs, including an introduction to MCOF, CCCM as well as IOM's work in return of third-country nationals. In Hong Kong SAR, the IOM discussed and shared the MCOF with the Government of Hong Kong, China.

Presented MCOF at the UNCT Pillar meeting and held a briefing for key diplomatic missions and development partners who expressed their interest to further support the initiative.

Presented the MCOF as part of the "Contingency planning for forced migration crisis" and "Contingency planning: Assistance to populations affected by Natural Disasters". Follow-up discussion on capacity-building in preparedness and response.

Presented MCOF to the Ministry of Foreign Affairs regarding the situation of stranded migrants in Yemen; and introduced MCOF to several UN agencies and will present to UNCT. MCOF underlined discussions with the EU regarding stranded migrants from Horn of African to Arabian Peninsula and border areas within Yemen and the Kingdom of Saudi Arabia.

Internal roll-out on using MCOF as a planning tool. Developing a Strategic Planning document envisioned as outcome.

Presented MCOF to interministerial event in February 2013 to map areas of cooperation. Organized an internal IOM meeting to strengthen internal strategic approach using the MCOF methodology.

MCOF presented within CCCM Training of Trainers and to multiple partners and stakeholders in the context of the Inter-Agency Standing Committee Transformative Agenda.

table of contents

acronyms	2
INTRODUCTION.....	3
1. MCOF summary description.....	5
1.1 MCOF as a strategic planning tool to respond to the mobility dimensions of crisis situations.....	5
1.2 Internal coordination to support the roll-out and implementation of the MCOF	7
2. MCOF roll-out.....	8
2.1 Internal roll-out (objective 1)	8
2.2 Promoting MCOF among governments and stakeholders (objectives 2-4)	11
2.3 MCOF outcomes of strategic engagement with key stakeholders	11
3. MCOF implementation.....	13
3.1 MCOF and strengthening sectors of assistance	13
3.2 Analysing the migration dimensions of crisis situations	14
4. Key achievements and next steps of the MCOF roll-out and implementation.....	15
Summary of next steps	16

acronyms

3Es	IOM strategy to Enable, Engage and Empower transnational communities as agents for development
CCCM	Camp Coordination and Camp Management
DG DEVCO	Directorate-General of EuropeAid, Development and Co-operation (European Commission)
DG ECHO	Directorate-General for Humanitarian Aid and Civil Protection (European Commission)
DRR	Disaster Risk Reduction
HBM	Humanitarian Border Management
HLD	High-level Dialogue on International Migration and Development
IASC	Inter-Agency Standing Committee
MICIC	Migrants in Countries in Crisis
MOD	Migration Outflow Desks
OSCE	Organization for Security Co-operation in Europe

INTRODUCTION

Member States of the International Organization for Migration (IOM) endorsed the Migration Crisis Operational Framework (MCOF) in November 2012.¹ As will be detailed below, the MCOF was designed to fill an important policy gap on how the IOM responds to crisis. Equally significant, it set out to provide a practical cross-sectoral approach to programming in crisis settings, aimed at strategically and inclusively enhancing IOM's field response to all vulnerable migrants and mobile populations, regardless of their status, before, during and after crisis.

Box 1. MCOF Council Resolution No. 1243

The Council Hereby:

1. Thanks the Director General for this initiative;
2. Welcomes IOM's Migration Crisis Operational Framework;
3. Requests the Director General to apply the Migration Crisis Operational Framework in implementing IOM's activities on the basis of the existing funding mechanisms of IOM in cooperation with its partners;
4. Further requests the Director General to report to the IOM Council on a regular basis on the application of the Migration Crisis Operational Framework;
5. Encourages Member States to utilize the Migration Crisis Operational Framework to enhance their own preparedness and response capacity to migration crises, with support from IOM.

Source: MCOF, IOM Council Resolution No. 1243 (page 3, adopted on 27 November 2012 at the 101st session.)

Since its endorsement, the IOM has undertaken several activities to roll out the framework and to make the MCOF a systematic and integrated part of IOM's policies and operations in crisis situations. Fulfilling its commitment to keep IOM Membership informed of

MCOF implementation,² this report provides a comprehensive overview of the relevant roll-out and implementation activities undertaken to date. It will also highlight lessons learned and put forward recommendations to help refine and advance MCOF implementation in the coming years.

It is important to note that after only one year, the MCOF is in its early stages of implementation and institutionalization. Although this review highlights, wherever possible, MCOF's contribution to migration crisis management and raises certain implementation challenges and lessons learned, it does not intend to serve as an MCOF impact assessment. Moreover, as the roll-out and institutionalization of the MCOF and its various components have been IOM's priority for the Framework's first year, they form the main focus of this review.

part 1 ► begins by providing a brief background of MCOF's purpose and development. It then situates the Framework within IOM's broader mandate; reaffirms its complementary role across departments and services; and highlights the overall coordination of MCOF roll-out and implementation activities at headquarter, regional and field levels and in relation to IOM's partners and stakeholders.

part 2 ► reviews the numerous internal and external roll-out activities that have taken place around the world, including awareness-raising, workshops and outreach.

part 3 ► presents a compiled list of specific activities undertaken as part of MCOF implementation across the different phases and sectors of assistance under the MCOF. This includes the strengthening of non-traditional humanitarian sectors of assistance and the publication of papers that explore the migration dimensions of crises around the world.

part 4 ► the final section of this report, looks forward as MCOF enters its second year of implementation. It points to upcoming activities in the short, medium and long term; suggests new application possibilities; and puts forward recommendations to

¹ Resolution 1243, adopted at the 101st session of the Council on 27-30 November 2012.

² Operative paragraph 4 of Resolution 1243 states: "Further requests the Director General to report to the IOM Council on a regular basis on the application of the Migration Crisis Operational Framework".

optimize its continued roll-out and institutionalization.

Box 2. HIGHLIGHTS

- The **Working Group on MCOF implementation** prepared strategic documents for the roll-out and implementation of the MCOF.
- **Ten regional workshops** brought training to 250 Chiefs of Mission and senior staff in HQ and regional offices.
- **32 Governments** have requested and received **dedicated briefings** or attended workshops on IOM's migration crisis.
- Almost all country offices have undertaken **internal training initiatives** or have such training planned for early 2014.
- Publication of **4 working papers** on migration dimensions of crisis: Afghanistan, Mali, Somalia and the Syrian Arab Republic.³
- The MCOF was referenced in several documents in the context of the **2013 High-level Dialogue (HLD) on International Migration and Development**, which led in particular to the State-led initiative to develop procedures for migrants caught in crisis situations.
- Examples of country level implementation of the MCOF: the Nepal and the Bangladesh country offices developed a **country specific strategic plan** influenced by the MCOF in close coordination with the respective governments using the MCOF concept and cycle for future planning in the event of an emergency. The Nepal office has developed projects based on the MCOF and is under discussion with donor for possible funding opportunities.
- MCOF has been used to frame part of its **strategic dialogue with the European Commission and the European External Action Service and contribute to a number of ongoing regional processes** including for instance the Almaty Process (for Central Asian States) or with the League of Arab States.
- The MCOF heavily influenced the IOM Philippines Level 3 response to the Haiyan typhoon with 8 sectors activated based upon verified needs on the ground.



Distributing relief kits in Aklan: IOM distributes 625 hygiene and dignity kits to seven barangays of Libacac in the province of Aklan last Feb 2. Some of the beneficiaries came from far flung barangays and had to hire motorcycles and travel 30 minutes to an hour just to reach the town proper. Those who can't afford to hire a motorbike had to walk for 2-3 hours. © IOM 2014 (Photo by Alan Motus)

³ The Migration Crisis Working Papers are available at <http://www.iom.int/cms/mcof>

1. MCOF summary description

Most types of crises, and particularly complex emergencies and protracted crises, are likely to generate complex patterns of mobility. However, international attention tends to remain fixed on refugee and internal displacement situations. Although these groups are of significant concern, they are not the only affected or vulnerable mobile populations or communities requiring assistance and protection before, during and after a crisis. Moreover, migration crises generate acute as well as longer-term migration management challenges and can significantly alter traditional mobility patterns, which can carry deeper economic and social repercussions. And yet current international, regional and national frameworks do not comprehensively cover these groups and mobility patterns.

Box 3. “MIGRATION CRISIS” APPROACH

Under the IOM Migration Crisis Operational Framework, the migration crisis approach has been developed to highlight the migration dimensions of crises that are frequently overlooked in crisis response, such as:

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

Source: IOM, Migration Crisis Operational Framework, Council 101st session, 15 November 2012, p. 2.

The vision of the MCOF is to provide the basis for a fundamental, strategic change in the way IOM operates in the different phases of crisis, including in finding a way for a structured and coherent response pre-, during and after crisis. Another added value of the MCOF is its focus on bolstering non-traditional humanitarian

sectors of assistance such as humanitarian border management or counter-trafficking in emergency situations. The MCOF therefore combines humanitarian tools within a broader migration perspective, thus contributing to a more coherent and strategic approach to humanitarian crises that have implications for mobility.

In addition to being a framework for IOM’s operations, IOM established the MCOF to help policymakers, practitioners and government authorities have a more holistic understanding and a better entry point for addressing complex mobility patterns and associated vulnerabilities before, during and after a crisis. More than a consolidation of IOM responses to crisis situations, the MCOF through its migration crisis approach serves as a tool to improve and systematize not only the way in which the IOM addresses crisis situations but also how it supports Members States and partners in their assistance and protection of crisis-affected populations. By so doing, it serves thus as a contribution to broader peace and security and development systems, in particular in the process of transition, recovery and longer-term development.

1.1 MCOF as a strategic planning tool to respond to the mobility dimensions of crisis situations

The MCOF reinforces the understanding that “States bear the primary responsibility to protect and assist crisis-affected persons residing on their territory”.⁴ As a practical tool, the MCOF is structured around three pillars: “phases of crisis”, “sectors of assistance”, and “linkages with other sectors and systems.”

- The three phases of a crisis refer to the “before, during and after” stages of a crisis, which in turn correspond to the types of response - pre-crisis (preparedness and prevention), emergency (response), and transition and recovery (mitigation and addressing) moving towards sustainable development. (Graph 1 Migration Crisis Management Cycle).
- Linked to these phases of a migration crisis, MCOF also maps IOM’s sectors of assistance. Each sector of assistance represents a distinct set of IOM established activities that have a specific role in an

⁴ IOM, Migration Crisis Operational Framework, MC/2355, Council 101st session, 15 November 2012, p. 1.

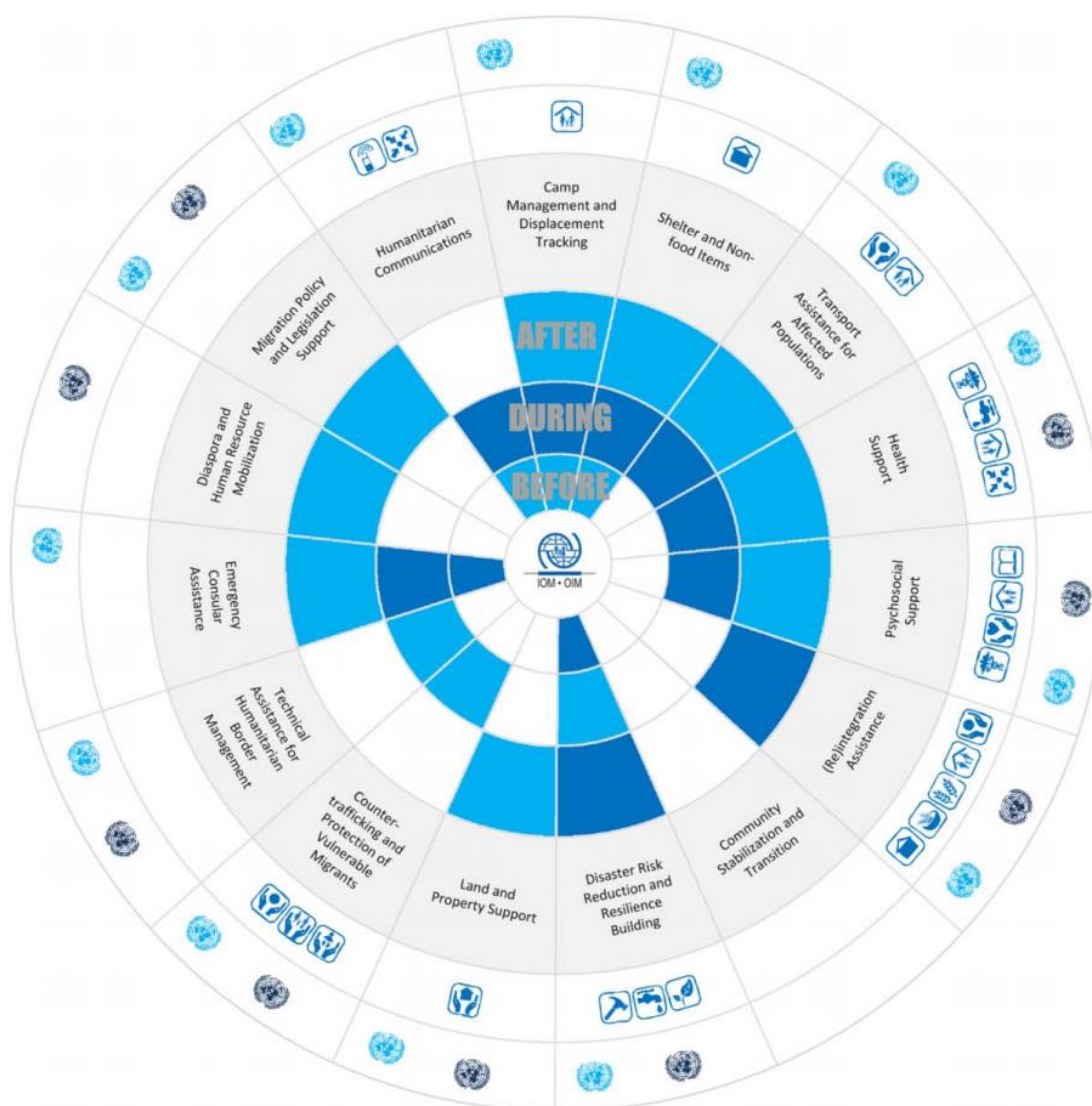
operational response to different types and phases of a migration crisis. Some sectors are traditionally part of humanitarian responses, while others aim to address migration management dimensions of a crisis. The interdependent character of some of the sectors of assistance calls for strengthened internal coherence in crisis response.

- The phases of crisis and sectors of assistance are represented on a multi-layered wheel that can be used to illustrate the linkage between each sector of assistance and existing systems, including the Inter-

Agency Standing Committee's (IASC) Cluster Approach, and other systems (Refugee Regime, security and peace, and development).

The wheel template can be adapted to represent the particular conditions and context of any crisis situation that involves internal or cross-border movements, from man-made disasters, to slow onset or sudden natural disasters, to protracted crisis, health crisis, or any other crisis-inducing situation (see an example illustrated below).

Diagram for sudden-onset natural disaster: Internal and cross-border movements⁵



⁵ IOM, Migration Crisis Operational Framework (MC/2355 2012), Council 101st session, 15 November 2012, p.19 (Annex 1, p.3)

1.2 Internal coordination to support the roll-out and implementation of the MCOF

Incorporating MCOF in IOM programming is an institutional effort that spans IOM's entire thematic portfolio. Each country office is responsible for applying the MCOF and tailoring it to the national context. Because the MCOF aims at strengthening IOM's crisis response capacities, the Department of Operations and Emergencies (DOE) is leading the implementation of the MCOF through the Working Group on MCOF Implementation.

The Working Group is composed of senior technical staff from the different units from all departments in Headquarters. The Working Group works closely with a network of regional focal points based in each IOM Regional Office who are responsible to collect and disseminate information on MCOF-related activities and to facilitate two-way communications between the field and Headquarters. The Working Group reports to the Director General and the Senior Management Team on a regular basis.

2. MCOF roll-out

An effective roll-out of the MCOF is instrumental for this strategic planning tool to become an integral part of IOM's response to crisis situations. Therefore, the goal of the roll-out was not only to familiarise IOM staff, partners and governments with the content of the MCOF but to do so in such a manner that promotes its practical and systematic application. The roll-out was thus envisioned as a 2-3 year process that would fulfill a number of key objectives:

1. Ensure a broad institutional buy-in and ownership through an internalization of the content of the MCOF;
2. Secure external support from key humanitarian and other institutional partners (in particular within the humanitarian cluster system) to promote the MCOF beyond the IOM;
3. Build state and other partner capacities in managing complex migration dimensions of crisis situations; and
4. Positively promote migrant protection and humanitarian assistance among key stakeholders and policy fora on international.

Roll-out activities in 2013 centered on regional and country workshops and awareness raising for IOM staff to promote understanding and institutionalization of the MCOF internally (objective 1) as well as bilateral consultations and awareness-raising for governments and other external partners (objectives 2-4). Nevertheless, even once fully institutionalized, continuous roll-out activities will be a necessary ongoing process, particularly in relation to building and maintaining knowledge management and building internal, state and other partner capacities to better respond to future crisis situations.

2.1 Internal roll-out (objective 1)

The MCOF was launched in April 2013 at IOM Headquarters involving several regional thematic specialists selected to further support the regional roll-out process. Two brown bag lunches were also undertaken as a way to educate all IOM staff in Headquarters about the MCOF, its purpose and application to different areas of IOM's work.

With a view to ensuring institutional buy-in and ownership at the regional and country levels, IOM held ten regional workshops since the MCOF was launched.

The first roll-out workshop was piloted in February 2013 in Pretoria, South Africa. To date, 271 IOM Chiefs of Mission and senior staff representing all nine regional offices have benefited from the intensive 2-day workshops. The workshops involved a combination of presentations, case-based simulation exercises and discussion to gain:

- Conceptual understanding of the migration dimensions of crisis;
- Familiarity with all vulnerable groups and mobile populations affected by crisis;
- Practical lessons in applying MCOF in key operational contexts;
- Understanding of how IOM fits in and contributes to the broader humanitarian coordination system including IOM's contribution to the IASC cluster system and its contribution to the IASC Transformative Agenda (TA); and
- Clear perspective on the roles and responsibilities of Chiefs of Mission and Regional Directors in implementing and promoting the MCOF within their respective offices and with their counterparts.

The feedback from the workshops was overwhelmingly positive, both in terms of the implementation of the training material as well as regarding reactions towards the MCOF itself.

Charts 1-3 illustrate the feedback from the workshops. The bullet points below further capture the most common comments and impressions about the MCOF itself. While one year does not provide enough time to test and assess the practical application of the MCOF, the workshop participants highlighted the possible contributions of the framework to their work. Overall, participants expressed appreciation that IOM has consolidated a vision and guidance on migration in crisis situations for the first time. Participants also noted a number of constructive points of consideration in refining the MCOF or recommendations for moving forward.

TABLE 1. MCOF WORKSHOP

	DATE	VENUE	NO. OF PARTICIPANTS
RO Bangkok	2-3 May 2013	Bangkok, Thailand	40
RO Brussels	20-21 November 2013	Brussels, Belgium	39
RO Buenos Aires	24-25 February 2014	Buenos Aires, Argentina	30
RO Cairo	23-24 May 2013	Aswan, Egypt	22
RO Dakar	10-11 October 2013	Dakar, Senegal	30
RO Nairobi	17-18 June 2013	Nairobi, Kenya	23
RO Pretoria	7 February 2013	Pretoria, South Africa	15
RO San Jose	9-10 September 2013	San José, Costa Rica	26
RO Vienna	14-15 October 2013	Vienna, Austria	26
Headquarters	15-17 April 2013	Geneva, Switzerland	20

CHART 1: OVERALL IMPRESSION OF THE WORKSHOP

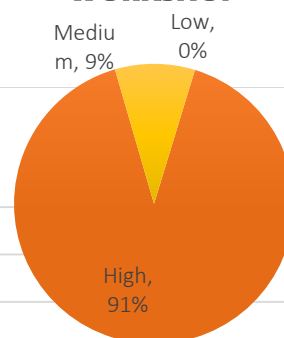


CHART 2: RATING OF THE WORKSHOP

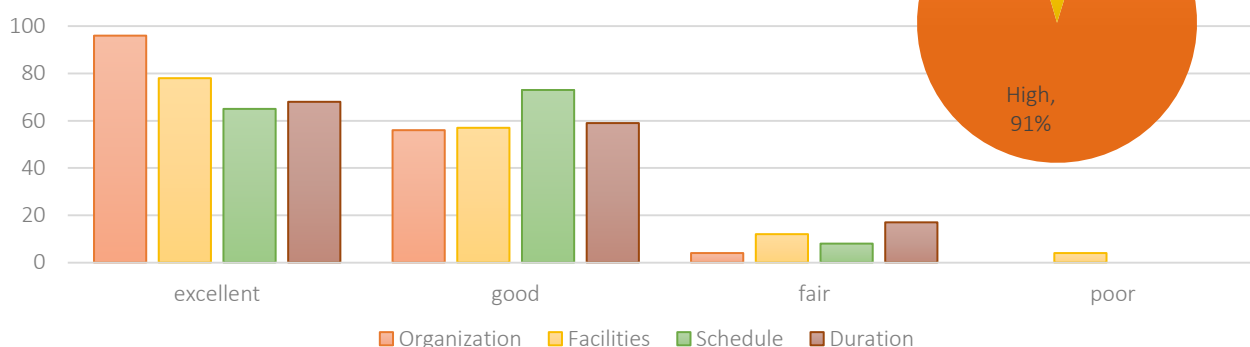


CHART 3: COMPLEMENTARITY OF WORKSHOP TO EXPECTATIONS



Table 2 summarizes the key points of feedback.

TABLE 2. WORKSHOP SESSION FEEDBACK ON THE MCOF

MCOF as contribution to IOM work	Way forward recommendations
<ul style="list-style-type: none"> • Building synergies and partnerships. • Communicating and liaising with governments and partners. • Positioning the IOM in broader crisis responses contexts. • Facilitating contingency planning. • Undertaking advocacy to all national and international partners. • Enabling a more holistic analysis of needs and situations. • Improving project proposals and facilitating fundraising. • Contributing to the development of national and regional strategies, guidelines and protocols. • Supporting policy level dialogue and guiding meetings with stakeholders. • Mainstreaming protection in other areas of programming. • Clarifying procedures, priorities, coordination in situations of crisis. 	<ul style="list-style-type: none"> • Clarifying the terminology of “crisis” (also suggesting perhaps a more in-depth analysis of the term.) • Promoting a clearer sense of the start-up and cut-off indicators for “before, during and after” the crisis. • Clarifying how the MCOF can be used to help balance the interests of states and migrants. • Providing guidance on handling media relations during a crisis. • Preparing documentaries of IOM in crisis situations in order to assist learning and understanding. • Developing an accompanying MCOF guide that would elaborate the specific mechanisms, inter-departmental tasks, best practice notes and operational procedures between HQs, ROs and COs during an emergency or crisis.

Among the issues raised, one participant cautioned that conducting a thorough MCOF analysis may require more time than is available in certain emergency situations. However, IOM envisions that “in its proper application, the MCOF should reduce response time to migration crises, through improved preparedness and response mechanisms and capacities of the Organization.”⁶ The feedback thus highlights the possible need to further develop the MCOF methodology for its application in sudden-onset crisis situations. As noted, the importance of having internal operating procedures and mechanisms to apply the MCOF is necessary to assess sector criticalities at crises onset. Practicality and applicability of the MCOF may thus vary based on the type and intensity of the crisis and may refine further piloting of the framework’s application.

Outside the context of immediate crisis response, IOM offices are called upon to use the MCOF in establishing crisis contingency plans, which could thus be easily

transposed should a crisis occur and adapted according to the nature of the crisis. For instance, it was noted that the MCOF could serve as a tool to identify situations and conditions that, if left unmitigated, could lead to crisis situations. These situations could involve climate change, criminal activities, mass mixed-migration situations, etc.

In summary, the following activities have been undertaken:⁷

- 21 regional and/or country offices have implemented internal trainings; and many more are planning to hold more in-depth trainings or to open up trainings to broader groups of staff in 2014;
- 6 Regional Offices and Country Offices have integrated the MCOF into regional or country

⁶ IOM, Migration Crisis Operational Framework (MC/2355 2012), Council 101st session, 15 November 2012, p.13 §23.

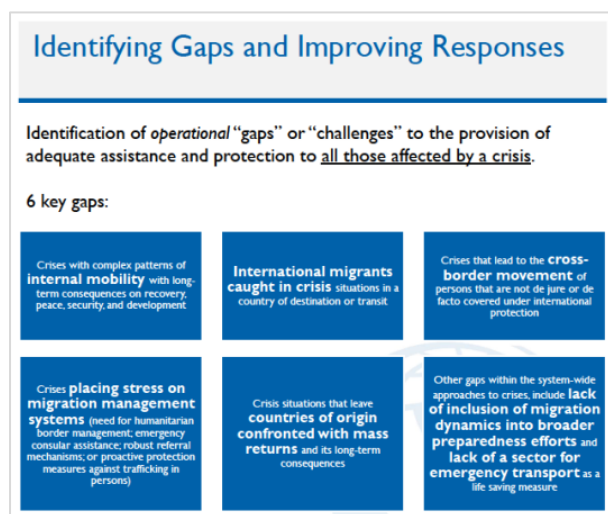
⁷ The missions that reported on their activities include: ROs: Kenya, Costa Rica, Thailand, Vienna. COs: Armenia, Azerbaijan, Bangladesh, Belarus, Bosnia and Herzegovina, Cambodia, China, Ethiopia, Georgia, Hong Kong SAR, Iran, Kazakhstan, Kenya, Kyrgyzstan, Kosovo, Laos, Macedonia, Nepal, Tajikistan, Trinidad and Tobago, Turkmenistan.

strategies and/or roadmaps, and more are underway; and

- A number of offices linked the MCOF to their planned work and trainings on: Humanitarian Border Management, Community-Based Disaster Management, Community Stabilization, Disaster Risk Reduction, Land and Property Support and climate change.

2.2 Promoting MCOF among governments and stakeholders (objectives 2-4)

The MCOF is a tool that States can use to better understand complex mobility patterns related to crises, for example the needs of displaced populations and stranded migrants, the risk of human trafficking, the importance of humanitarian border management, or the emerging issue of environmental migration. In complex crisis situations, humanitarian actors must also coordinate and form mutually reinforcing partnerships, including in close cooperation with peace and security and development actors.



As of February 2014, more than 32 Government Ministries and Departments have received dedicated briefings or attended workshops on migration crisis. At least 12 specific events included or targeted other international organizations and partnering NGOs.

2.3 MCOF outcomes of strategic engagement with key stakeholders

The roll-out has successfully garnered external support from some of IOM’s key humanitarian partners: the Inter-Agency Standing Committee (IASC) considers the MCOF as one of IOM’s contributions to the

Transformative Agenda, as reflected in the Emergency Relief Coordinator’s progress report on the Transformative Agenda.⁸

Further, in the context of the **2013 High-level Dialogue (HLD) on International Migration and Development**, the MCOF was referenced in a number of documents seeking to highlight the impact of crises on development and the vulnerability of migrants caught in crisis situations. Such references demonstrate the external support of MCOF among governments and key humanitarian actors and they also further extend the outreach of the framework across sectors.

One of the migration crisis scenarios identified and addressed by the MCOF is the situation of migrants caught up in crisis in their countries of transit or destination. Following efforts by the Special Representative of the UN Secretary-General on International Migration, IOM⁹ and others to raise awareness about the plight of migrants in countries affected by crisis, the 2013 UN High-level Dialogue on International Migration and Development led to the creation of the “**Migrants in Countries in Crisis**” (MICIC) initiative.¹⁰ The State-led MICIC initiative seeks to improve the ability of States (and, other stakeholders, when relevant,) to prepare for, respond to, and alleviate suffering, and protect the dignity and rights of migrants caught in countries in situations of acute crisis. Under the leadership of a working group co-chaired by the governments of the Philippines and the United States, the initiative will embark on a process of broad consultations to work towards a set of voluntary guidelines, principles and best practices, laying out the roles and responsibilities of different actors. IOM is providing expert and technical support to the initiative, including through a MICIC Secretariat and accompanying capacity-building activities.

The Governments of Sweden, Switzerland and of the United States of America have committed financial support for the IOM to develop a humanitarian policy. Such a policy will ensure that IOM offices worldwide apply a coherent approach to principled humanitarian action. The three-year endeavour is part of a multidonor programme to **support IOM in fulfilling its global humanitarian role through capacity-building and institutional strengthening**. The MCOF features prominently within this endeavour. In particular the

⁸ For further information on the IASC TA: www.humanitarianinfo.org/iasc/pageloader.aspx?page=content-template-default&bd=87

⁹ Including through the creation of the Migration Emergency Funding Mechanism (MEFM) in 2011 and the International Dialogue on Migration in 2012, see: www.iom.int/cms/idmmigrantsincrisis.

¹⁰ For more information on the MICIC initiative, which was recently launched in the margins of the Global Forum on Migration and Development in Stockholm, see www.iom.int/cms/micic.

programme will seek to strengthen and mainstream protection standards throughout the 15 sectors of assistance framed within the MCOF.

The EU's Comprehensive Approach to External Conflict and Crises,¹¹ released in December 2013, acknowledges that population pressures and migratory flows are among the growing challenges in relation to crisis. In the Comprehensive Approach, the EU recognizes the role of the MCOF in accounting for what are often underestimated mobility implications of crises and its utility as a strategic tool to analyse crisis situations and develop comprehensive operational responses. European Commission services (DG Home Affairs, DG DEVCO and DG ECHO)¹² and the European External Action Service (EEAS) have also placed emphasis on better integrating mobility issues in crisis response and in working in partnership with IOM to address the mobility dimensions of crisis situations. In particular, they welcomed IOM's migration dimension of crises working papers. Furthermore, IOM, the European Commission and EEAS have identified synergies between the MCOF and the European Union's Comprehensive Approach to External Conflict and Crises¹³ with a view to developing the Union's capacities to analyse the migration dimensions of crisis situations and monitor hot spots; strengthening mechanisms to assist and protect migrants caught in crisis situations; and seeking synergies on approaches to "mass migration and mixed migrant flows"; and - where possible - developing comprehensive joint response strategies.

At the regional level the MCOF has been used to frame and contribute to a number of ongoing processes including for instance the Almaty Process (for Central Asian States) or in IOM's ongoing cooperation with the League of Arab States. Similarly, in a bilateral meeting, the Organization for Security Co-operation in Europe (OSCE) welcomed the development of the MCOF, stating that the framework covered many new issues of migration and aspects of the humanitarian system for the OSCE audience. Expressing interest in the framework and IOM's work, the OSCE representatives

noted that there could be a role for cooperation and trainings between the two organizations.

¹¹ "The EU's comprehensive approach to external conflict and crises", Joint Communication to the European Parliament and the Council, European Commission, High Representative of the European Union for Foreign Affairs and Security Policy, Brussels, 11 December 2013.

¹² Directorate-General of EuropeAid, Development and Co-operation (DG DEVCO), Directorate-General for Humanitarian Aid and Civil Protection (ECHO).

¹³ "The EU's comprehensive approach to external conflict and crises", Joint Communication to the European Parliament and the Council, European Commission, High Representative of the European Union for Foreign Affairs and Security Policy, Brussels, 11 December 2013.

Document available at http://www.eeas.europa.eu/statements/docs/2013/131211_03_en.pdf

3. MCOF implementation

Although internal roll-out of the MCOF was the focus for 2013, several other aspects related to the MCOF implementation and the migration crisis approach have also been underway.

3.1 MCOF and strengthening sectors of assistance

The Organization has invested in training and capacity-building methodologies, innovative pilot projects, and new internal Guidance Notes in an ongoing effort to develop and build on several of the 15 MCOF sectors of assistance. Below are a few examples of recent progress made in several sectors of assistance.¹⁴

SECTOR 8: DISASTER RISK REDUCTION AND RESILIENCE BUILDING

Under the MCOF, IOM has developed a coherent framework for Disaster Risk Reduction (DRR) intervention during each of the crisis phases, defining for each one of them their particular objectives and actions.¹⁵ In particular, this has laid the foundation for developing a comprehensive array of interventions to address the root causes of vulnerability to natural hazards. Disaster Risk Reduction and Resilience activities are increasingly established as a part of IOM's programming aimed to prevent future migration crises. In addition, DRR principles and objectives are increasingly mainstreamed throughout all other relevant sectors of assistance.

SECTOR 10: COUNTER-TRAFFICKING AND PROTECTION OF VULNERABLE MIGRANTS

Throughout several recent emergencies (Haiti, Libya, the Syrian Arab Republic, Philippines, Central Africa Republic) IOM has witnessed trafficking as a recurrent phenomenon which has been addressed only partially, often due to limited visibility in the midst of humanitarian crisis and lack of funding availability. Being for labour or sexual exploitation, trafficking of human beings flourishes in crisis situations due to increased vulnerability of the population. Addressing this issue requires delivery of specific services by

specialized staff. Often times, unaccompanied migrant children (UMCs) can be among victims of trafficking (VOTs). Protection of VOTs usually entails the presence of a functioning referral system able to detect those victims, establishing dedicated shelters, ensuring action by judges, prosecutors and law enforcement officials, as well enabling dedicated personnel to provide necessary counselling, mainly psychosocial and legal. Therefore crisis situations make provision of such services challenging when the State structure is only partially functioning. In the framework of the MCOF, IOM has conducted in September 2013 an internal regional Counter-Trafficking training in Amman (Jordan) for staff involved in the response to the Syrian crisis, in Lebanon, Jordan and the Syrian Arab Republic itself. Furthermore, in the context of the Haiyan typhoon which struck the Philippines at the end of 2013, IOM supported the registrations and screening of vulnerable populations through the Migration Outflow Desks (MODs); raising awareness of risks of trafficking among affected populations through information and education materials; building capacity of key stakeholders through trainings.

SECTOR 11: TECHNICAL ASSISTANCE FOR HUMANITARIAN BORDER MANAGEMENT (HBM)

Sometimes also referred to as "Crisis Border Management", "Emergency Border Management" or "Emergency Preparedness", HBM covers border operations before, during and after humanitarian crises which trigger (or may trigger) large-scale cross-border migration. Over the course of the last year, IOM has advanced its policy related to HBM through the development of a Guidance Note for IOM field offices, a detailed methodology for conducting comprehensive assessments of a country's HBM capacities, and a training manual on HBM. IOM has begun to deliver innovative HBM programming, including training (in Tajikistan), support to border agencies (in Jordan), and assessments of HBM capacities (in the Afghanistan, Democratic Republic of the Congo, Iraq and Pakistan). IOM's objective is to continue to elaborate what the Organization can provide to help countries prepare and manage large-scale cross-border migration, including through standard operating procedures for responding to mass cross-border migration.

¹⁴ The numbering of the sectors of assistance refers to MC/2355 pp.3-9 www.iom.int/files/live/sites/iom/files/What-We-Do/docs/MC2355_-_IOM_Migration_Crisis_Operational_Framework.pdf

¹⁵ IOM, Migration, Disaster Risk Reduction and Resilience, webpage (22 May 2014) www.iom.int/cms/drr

SECTOR 13: DIASPORA AND HUMAN RESOURCE MOBILIZATION

Following endorsement of the MCOF, IOM's Labour Migration and Human Development Division (LHD) formulated and presented a comprehensive strategic approach designed to give IOM field offices the necessary guidance to analyse and formulate effective interventions designed to enable, engage and empower diaspora and transnational communities as agents for development. The 3E's strategy¹⁶ was presented to IOM's Standing Committee on Programmes and Finance in May 2013 (SCPF/97) and roundly welcomed at IOM's 2013 International Dialogue on Migration/Diaspora Ministerial Conference. It sets out a range of interventions designed to enhance efforts by diaspora communities to engage in development activities in their countries of origin, and links up with the diaspora and human resources mobilisation component of MCOF which envisages mobilisation of the skills and financial resources of the diaspora to support rehabilitation and reconstruction processes in countries recovering from crisis, in transition or in conflict situations.

CROSS SECTORAL: INFORMATION MANAGEMENT AND TECHNOLOGY

The Departments of Operations and Emergencies (DOE) and the Information Technology and Communications (ITC) have closely collaborated to host the 2013 Information Management and Technology in Migration Crises Workshop which was attended by 50 information management and technology professionals from headquarters, regional offices, and 22 country offices working primarily in areas such as Geographic Information Systems (GIS), database and software application system, assessments and various data collection operations and management, IT support infrastructure, and technology integration in the context of IOM's work in emergency preparedness, response and recovery. Country Offices have developed and refined extraordinary tools, approaches, databases and methodologies that respond well to the context-specific needs in-country. This Workshop strengthened links between technical, operational, and managerial staff working on information management and technology aiming to increase consistency on processes and enable a more targeted standardization, interconnectivity, and interoperability between systems and processes.

¹⁶ 3E's strategy: to Enable, Engage and Empower transnational communities as agents for development

3.2 Analysing the migration dimensions of crisis situations

In an effort to enhance the knowledge and analysis of the migration dimensions of crisis, IOM has prepared a series of analytical working papers on the migration dimensions of past, current or potential crisis situations. Four such working papers were prepared covering Afghanistan,¹⁷ Mali, Somalia, and the Syrian Arab Republic.¹⁸ A paper on the mobility dimensions of the crisis in Central African Republic is being finalized. In addition IOM has been working on an internal analysis on the situation in Chad (prior to the crisis in CAR) that has been used as an essential internal resource.

The Migration Crisis working papers, a flagship of the MCOF, draw on existing research, primary and secondary data and interviews. The papers focus on the vulnerabilities of a variety of people on the move as well as affected communities. They set out the risks, challenges and opportunities associated with the spontaneous and planned movement of all vulnerable migrants and mobile populations during a crisis. The results of the papers provide policymakers and practitioners with a better understanding of both the implications of existing migration patterns for the crisis and the impact of the crisis on current and future mobility patterns.



¹⁷ The Afghanistan working paper was launched at an event hosted at IOM Geneva Headquarters on 20 January 2014 with the Ambassador of the Permanent Mission of the Islamic Republic of Afghanistan to the United Nations Office and other international organizations in Geneva.

¹⁸ The Migration Crisis Working Papers are available at <http://www.iom.int/cms/mcof>

4. Key achievements and next steps of the MCOF roll-out and implementation

As noted, the priorities for MCOF in 2013 centered on the roll-out, training, institutionalization and awareness-raising.

For the most part, the roll-out process proceeded as planned. Certain lessons have been raised such as: translations of key documents for local use which is currently on-going; or tailoring simulation cases to contexts that the regions are more likely to encounter.



In order to enhance its regional and national level outreach, MCOF material has been translated into Arabic, Chinese, Farsi, French, Russian, Spanish and

Turkish

The MCOF launches and workshops at regional level were spread out over the course of 2013 and early 2014. As a result, certain IOM regional and country offices have had less time to undertake their own roll-out activities. For instance, given that the RO Buenos Aires launch of the MCOF only took place in February 2014, their internal and external roll-out activities have been consequently also delayed. The key lesson is that expectations on implementation and measurement of success must be balanced against realistic timeframes.

Illustrating IOM staff interest and commitment, the MCOF page on the internal website has been visited over 1,170 times, with 729 unique Pageviews, since its creation in 2013.

MIGRATION CRISIS PAPERS

The preparation and publication of the migration crisis papers were a notable achievement in 2013. The papers are credited with filling an important gap for understanding the full complexity of crisis on all migrants and mobility patterns. The papers were well received and the IOM collected several requests to expand, elaborate and update the papers. Many lessons have emerged about the preparation and methodology for the migration papers, which will be reviewed in 2014 and serve to refine the paper to be as useful and practical as possible. While it is difficult to maintain updated analysis on crisis-situations, the niche for the papers may be found in helping to identify future crisis

potentials and in projecting impacts in protracted settings.

E-LEARNING AND STAFF DEVELOPMENT

Since training is a key feature of the roll-out, the creation of an e-learning platform has been approved to enable all IOM staff members, as well as interested government officials and partners, to gain in-depth understanding of the framework. The platform will ensure continuous and easily accessible learning for new staff members of all levels as much as for experienced staff simply needing to brush-up their skills before moving to a current or potential crisis-prone area.

As experience with the MCOF grows, IOM hope to be in a better position to develop specialized modules for each of the sectors of assistance. Training-of-trainers programmes are also foreseen as an essential aspect of maintaining current and progressive familiarity with the MCOF implementation, especially as a way to keep up with continuous staff mobility and turn-around.

OUTREACH TO MEMBER STATES AND PARTNERS

While a number of national authorities and UN Country Team partners have already been familiarized with the MCOF, IOM plans to further reach out in order to contribute to efforts to enhance Member States' preparedness and response capacity to migration crises. The objective is to at least double the number of country based events. In addition to one-off events, the intention is to further move into strategic partnership where the MCOF initial workshop can be used to diagnostic areas for further cooperation and capacity-building in relation to relevant sectors of assistance. Opportunities to do so will also be assessed in the context of global events such as the 2016 first World Humanitarian Summit.

MIGRATION CRISIS PROGRAMME

To consolidate different initiatives supporting MCOF implementation, IOM is proposing to establish a Migration Crisis Programme comprised of: an observatory, a library, a training programme and a series of consultative meetings.

Box 4. MIGRATION CRISIS PROGRAMME

THE PURPOSE OF THE MIGRATION CRISIS OBSERVATORY is i) to identify, analysis and disseminate timely and up-to-date information on (emerging) hot spot situations; ii) to build on lessons learned from recent crises to ensure a more comprehensive, sustainable response, based on stronger evidence. IOM seeks to increase research and availability of information in partnership with a range of think tank, academic and non-academic partners

THE PURPOSE OF THE MIGRATION CRISIS LIBRARY is to create a resource to support good practice and learning lessons, linking partners involved in Migration Crisis response by offering a space to share knowledge, in real time. This inclusive shared resource will join different stakeholders and communities, linking them nationally, regionally and globally.

THE PURPOSE OF THE MIGRATION CRISIS TRAINING is to achieve in every participatory country i) increased capacity within the migration crisis community, ii) training materials in national languages, and iii) a scalable and sustainable national training mechanism. Ultimately, this approach will link together partners involved in migration crisis response by offering a baseline of professional development, expanding further the community of practice and improving the complementarity of approach between IOM and its partners.

THE PURPOSE OF THE MIGRATION CRISIS CONSULTATIVE MEETINGS is to support an active and dynamic migration crisis community of practice, able to share and develop good practice together at national, regional and global levels, developing partnerships in working and coordinating within migration responses. This platform will be an opportunity for interface between IOM and the wider migration crisis migration community, to develop common understandings and complementarities in approaches.



CAR Crisis in Chad: Convoy arrival of 16 trucks and 2,500 returnees, escorted by Chadian military starts to arrival in Gore on 31 Jan. © IOM 2014 (Photo by Craig Murphy)

Summary of next steps

- Continue to promote MCOF as a tool to enhance Member States' preparedness and response capacity to migration crises through workshop and joint capacity assessments;
- Develop internal operating procedures and mechanisms to apply the MCOF and assess sector criticalities at the onset of a crisis;
- Further refine the methodology of the migration crisis working papers;
- Use MCOF to identify situations and conditions that, if left unmitigated, could lead to crisis situations;
- Support the development of voluntary guidelines, principles and best practices through the MICIC Initiative;
- Launch an IOM e-learning platform on the MCOF approach to contribute to staff development and ownership and potentially to bring together sector specific training with possibility to expend participation to national authorities and partners;
- Invest in training and capacity-building methodologies, innovative pilot projects, and new internal Guidance Notes in an ongoing effort to develop and build on several of the 15 MCOF sectors of assistance; and
- Develop the various components of the Migration Crisis Programme to provide additional capacities for analysis and consolidate on-going initiatives to work with a number of institutional, academic and non-governmental partners.



International Organization for Migration (IOM)