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# 10 MIGRANTS CAUGHT IN CRISES: CONTEXTS, RESPONSES AND INNOVATION<sup>1</sup>

## Introduction

The situations of people who have moved from their countries of origin only to find themselves caught in a crisis that threatens their security and ability to thrive are of growing concern to the international community. While crises affect both nationals and non-nationals, the ability of migrants to cope with their impacts may be reduced, due to conditions of vulnerability associated with migrants' legal, economic and social status, as well as practical challenges, such as linguistic differences, geographic displacement and even cultural context, which can limit access to timely and understandable information, services, resources and safety. While not all migrants are equally affected in times of crisis, they are often among the most vulnerable, at increased risk and in need of specific support.<sup>2</sup>

Addressing the needs of migrants living in places affected by crisis has become a priority of policy forums at both global and regional levels. Recent initiatives and policy processes include regional dialogues on migration in Africa, the Americas, and Central and South-East Asia; the Sendai Framework for Disaster Risk Reduction 2015–2030; the Paris Agreement; and the World Humanitarian Summit. The Migrants in Countries in Crisis (MICIC) Initiative and the development of the set of Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster<sup>3</sup> provide concrete examples of efforts to improve current practice.<sup>4</sup> The situation of migrants in crisis contexts is also acknowledged in the 2018 Global Compact for Safe, Orderly and Regular Migration, where it is highlighted as an essential element for the achievement of objective 2 on minimizing the drivers of forced migration, and objective 7 on reducing migrants' vulnerability.

Despite the existence of relevant policies, questions remain on the effectiveness of current efforts to address migrants' vulnerability and support their capacity before, during and after crises. This is due, in part, to the fact that, although there is growing recognition at regional and global levels of the need to respond to the particular situation of migrants in crisis contexts, the needs and safety of migrant populations may not be a priority for affected countries. Moreover, in some cases, migrant-specific crisis response measures have focused primarily on returning migrants to their countries of origin. While evacuations or returns may in some instances be the only life-saving option for migrants caught in crisis contexts, this focus can come at the expense of other effective support mechanisms that may better meet migrants' immediate post-crisis recovery and longer-term interests and needs.<sup>5</sup> Ensuring appropriate responses requires a clear understanding of migrants' interests and priorities across different geographical and sociopolitical contexts.

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2 MICIC, 2016. For the purposes of this chapter, migrants include tourists, business travellers, foreign students, temporary workers and permanent residents, as well as asylum seekers and refugees.

3 MICIC, 2016.

4 Martin, 2016.

5 The focus on evacuation of migrants to their countries of origin as a response to crisis, in a global context of return as the "go-to" policy response (Shaw, 2018), reflects a limited interest in, and use of, alternative responses that are more cognizant of migrants' capacities and aspirations.

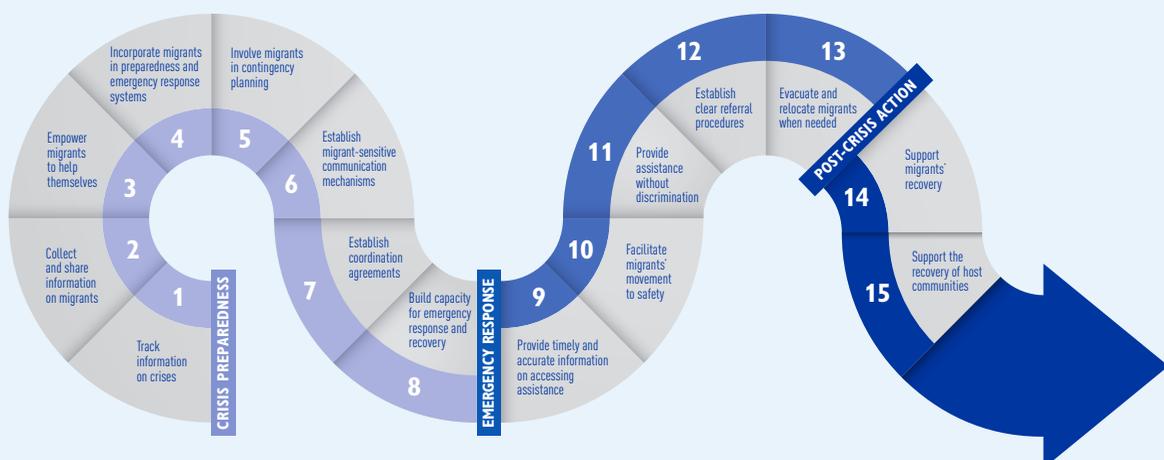
Reflecting these concerns, this chapter focuses on the experiences of migrants in crisis contexts, and the local, national and international responses to address their conditions and needs. This is important for three main reasons: (a) to better understand the ways in which migrants are affected by situations of crisis that occur in the countries in which they live or through which they are travelling; (b) to reflect on the effectiveness of efforts that focus on the needs of migrants in crisis contexts; and (c) to identify the ways in which actions by a range of stakeholders involved in any crisis situation can ensure that the needs and interests of migrants are taken into account.

The chapter is organized into four sections: (a) the next section draws on the framework provided by the MICIC Initiative to examine the varying contexts, responses, gaps and lessons learned in crisis preparedness, emergency response and post-crisis recovery; (b) the section that follows provides an overview of existing data on migrants in countries at risk of or affected by crisis, and assesses data needs and gaps; (c) innovative responses for supporting migrants caught in crises are discussed in the section that follows; and (d) the final, concluding section reflects on policy and practice implications.

## Guidelines to Protect Migrants in Countries Experiencing Conflict or National Disaster

The MICIC Initiative, a State-led process launched in 2014, was designed to engage a wide audience on the topic of protecting migrants in crisis contexts. Through a series of multi-stakeholder consultations, the Initiative developed a set of voluntary Guidelines to Protect Migrants in Countries Experiencing Conflict or National Disaster. Published in 2016, the Guidelines represent a non-binding collection of principles, recommendations and practices that can guide efforts by all stakeholders to reduce the vulnerability of migrants in times of crisis.

Figure 1. Cycles and steps in crisis management, as defined in the MICIC framework



## Key contexts and crisis phases

Crises – defined as situations “in which there is a widespread threat to life, physical safety, health or basic subsistence which is beyond the coping capacity of individuals and the communities in which they reside”<sup>6</sup> – are associated with a wide range of phenomena. They can be triggered by environmental hazards, conflicts and terrorism, as well as complex emergencies, failures of political and economic management, epidemics and pandemics, and global financial cycles.

In recent years, flooding in Bangladesh and Thailand, major hurricanes in North America, conflicts in Libya and Yemen, as well as political and economic crisis in the Bolivarian Republic of Venezuela, have created the need for emergency assistance and urgent protection of migrants. Each of these places hosted migrants prior to and during the crisis, including permanent residents, temporary workers, business travellers, tourists and students, as well as asylum seekers and refugees.

The issue of migrant vulnerability in crisis contexts has been brought to the attention of the international community following large humanitarian emergencies. Lower-intensity (but often higher-frequency) events – such as urban fires and accidents, localized landslides and episodes of violence – can also disproportionately affect migrants, who may be living in areas more susceptible to these hazards. Experience from all crisis events shows that patterns of marginalization and exclusion increase migrants’ vulnerability to most hazards. Different crises, whether large- or small-scale, affect migrants in different ways (see appendix A), and will result in different operational interventions or actions.

### Taking specific operational contexts into account: The example of health crises

Health crises have their own unique markers, which include clear protocols and preparedness procedures as defined by the World Health Organization (WHO). Migrants are rarely included in relevant planning mechanisms, with significant impacts on migrant and host communities alike. This has human rights as well as health implications, and means that health-care practitioners need to have an understanding of the social dimensions of human mobility. Shared learning between health-care and humanitarian practitioners, as well as migrant communities, is a priority.<sup>a</sup>

a See key informant interviews with Hui (2019); and Wickramage (2019).

Migrants may experience greater obstacles accessing protection and support, particularly where an individual has limited social networks. Depending on the circumstances, numerous other factors (such as gender, age, race and ethnicity, sexual orientation or disability status) compound vulnerability and the ability to cope in crisis contexts. At the same time, and as discussed in this chapter, migrant and local capacities before, during and after crises can inform and strengthen response beyond a vulnerabilities-centric approach, to one geared to understanding migrant capabilities. Recognizing the diversity of migrant profiles and supporting migrants to respond to crises are essential to reducing risks. Migrants may find themselves facing situations in which they are more vulnerable or more empowered. When the 2011 Brisbane floods occurred in Australia,

for instance, the role of culturally and linguistically diverse community leaders in immigrant and refugee communities was essential, as they acted as gatekeepers and communicated emergency responses to the disaster to their communities.<sup>7</sup> While in Thailand, restrictions on mobility stemming from administrative barriers limited the mobility of many migrant workers affected by floods, who had to choose between staying in flooded, risky areas or face possible loss of legal status, arrest and deportation.<sup>8</sup>

### *Coordination, planning, and preparedness*

Effective coordination, planning and preparedness require clear identification of the roles of various stakeholders. This begins with the fundamental obligation of States under international human rights law to protect the life and dignity of everyone – both citizens and non-citizens – living within their borders.

Countries of origin most often respond to the needs of their nationals caught in crises abroad through consular assistance. The rights and responsibilities of consular services to exercise their consular prerogatives in times of crises are delineated in the Vienna Convention on Consular Relations (1963). In practice, however, the ability of States to act effectively in these contexts depends on resources, capacity, political will, effective planning and preparation.

#### The right to consular protection

The responsibility of consular services to assist their citizens abroad is a recognized norm, enshrined in the national laws of at least 45 countries.<sup>9</sup> The Vienna Convention on Consular Relations does not explicitly obligate States to provide support to nationals affected by crises abroad. However, article 5 of the Convention lists a number of functions States can exercise in another State's territory, including (a) the protection of the interest of its nationals, and (e) the disaster assistance a State can provide to its nationals abroad. Article 36 also obligates host countries to allow consular officials to communicate with – and provide support and protection to – their nationals, to the extent allowed under the national laws of the host country.

a Warren, 2018.

Beyond consulates, other institutions in migrants' countries of origin can provide support in crisis contexts. For instance, the Government of the Philippines has integrated measures to protect its nationals abroad in its policies, institutional structures and mandates, which may directly and indirectly support migrants caught in crisis.<sup>9</sup> Key to the country's system is the Overseas Preparedness and Response Team, established in 2011 and comprising representatives of several ministries. The team's objective is to develop preparedness strategies aimed at supporting Filipinos abroad, including destination-specific contingency plans in case of crisis, to be updated every six months.<sup>10</sup> This is complemented by a variety of programmes and services that aim to support the ability of migrants to address challenges they may face.

7 Shepherd and Van Vuuren, 2014.

8 Guadagno, 2015.

9 Battistella, 2012.

10 Government of the Philippines, 2011.

## Philippine consular support for migrant workers caught in conflict

The preparedness arrangements of the Philippines' consular authorities were tested during the conflict in the Syrian Arab Republic. Due to escalating violence, a rapid response team composed of staff from the Foreign Affairs, Labour and Interior ministries was deployed to assist the embassy in Damascus in repatriating 8,000 Filipino workers.<sup>a</sup> For example, Ruth Pana, 29, domestic worker for a Syrian family, fled her employer's house because she was fearful of being caught in the crossfire between government troops and rebel forces in 2012. When her employer and his family moved to a rented house, she contacted the Philippine Embassy, which sent a car that took her into the care of Filipino personnel until she and the others were repatriated. Pana said her employer initially did not want her to leave, saying she was still under contract, but then relented.<sup>b</sup>

a Government of the Philippines, 2011.

b Teves, 2012.

Where States cannot respond effectively, international organizations have sometimes stepped in to fill gaps and support the implementation of support mechanisms for migrants. This was seen most clearly in Libya during the conflict that broke out in 2011. Between 1.5 million and 3 million migrants, mostly from sub-Saharan Africa, were estimated to be living in the country at the time of the civil war,<sup>11</sup> and most were unable to access services provided by Libyan or home country authorities when the conflict escalated, as there were no contingency plans for migrants. Bordering countries promptly opened their borders to migrants escaping Libya, and non-governmental and international organizations also supported relief efforts, notably in the form of international evacuations to home or third countries.<sup>12</sup> Coordination of these operations was initially developed on an ad hoc basis. In March 2011, IOM and the United Nations High Commissioner for Refugees (UNHCR) coordinated evacuation efforts and set up the Humanitarian Evacuation Cell. This Cell sought to support the management and use of assets and in-kind contributions received from 19 countries for the evacuation of migrants, totalling an estimated USD 23 million, and was supported by the European Union (EU) Monitoring and Information Centre, which assisted in transmitting requests for assets and in collecting offers from EU member States. The ad hoc nature of these operations highlighted the need for stronger preparedness mechanisms to manage large-scale international evacuations out of crisis areas.

Civil society organizations (CSOs) are also key service providers in crisis contexts, often acting as a bridge between migrant communities and State actors.<sup>13</sup> During the 2006 war in Lebanon, for instance, CSOs supported migrant domestic workers, forming a consortium to work with the Lebanese Government to address the needs of this group. CSOs made the case for better cooperation and coordination with intergovernmental organizations and State actors, which were their main allies during the crisis.<sup>14</sup> In the United States, civil society efforts such as the California Farm Worker CARE Coalition have also played a role in ensuring that migrant workers had access to information and support during the California wildfires (see box below).

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11 Mainwaring, 2012.

12 Aghazarm, Quesada and Tishler, 2012; Zampagni et al., 2017.

13 MICIC, 2017.

14 Mansour-Ille and Hendow, 2017.

### California Farm Worker CARE Coalition: Civil society coordination

Following the 2007 California wildfires, the California Farm Worker CARE Coalition developed a structure to better coordinate and communicate with (and assist) migrants in emergencies. The structure leverages existing community networks, and peer educators known as *promotoras*, and includes local response organizations, other domestic NGOs and media (including Spanish language media). As part of this work, the Coalition has built the capacity of its members to prepare for and respond to emergencies, and has developed a formal emergency preparedness plan that is now integrated in official crisis management arrangements.<sup>a</sup>

a Martínez, Hoff and Núñez-Alvarez, 2009; Martínez, 2017.

### *Emergency responses and lessons learned*

The effectiveness of responses is to a large extent dependent on the preparedness of key stakeholders, and their ability to include and coordinate plans with migrant communities. Regardless of the level of preparedness, many crises require flexibility, ad hoc arrangements and quick decision-making. The availability of and rapid access to crisis funding, information and flexible migration policies can significantly affect the effectiveness of response efforts targeting migrant populations.

Responses to the needs of migrants in the contexts of large humanitarian crises have mostly been financed through traditional funding streams. Evidence from past crises suggests that these can be narrowly or politically focused. In the 2011 Libyan context, for instance, there is evidence that funding was used primarily for evacuation and returns to home countries, rather than on supporting those migrants who wished to remain, or providing options to stay in safe third countries.<sup>15</sup> Moreover, these traditional funding streams may be difficult to access, or slow to activate, significantly impacting on the lives and well-being of migrants. Again, there is evidence that administrative and bureaucratic obstacles delayed and limited the timeliness of support operations during the crisis in Libya. By November 2011, IOM had formally received USD 111 million from donors and USD 23 million in in-kind donations.<sup>16</sup> At the height of evacuation operations, up to USD 4 million were required every day to charter planes to destinations as far away as Bangladesh or Viet Nam.<sup>17</sup> Administrative issues delayed access to the funding and, in turn, evacuations.<sup>18</sup> Following the experience of large-scale migrant evacuations in response to the Libya crisis, IOM set up a Migration Emergency Funding Mechanism, with Member States' support, to cover the cost of international transport for migrants affected by crisis. The purpose of the fund is to jump-start the emergency response while waiting for donor funding to be received, in order to avoid the delays similar to those experienced during the evacuations from Libya.

There have been efforts by international organizations such as the World Bank and IOM to improve direct cash assistance. In 2011, the World Bank granted a loan of USD 72 million to the Government of Bangladesh

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15 Perchinig, Rasche and Schaur, 2017.

16 Aghazarm, Quesada and Tishler, 2012.

17 Ibid.

18 Ibid.

to repatriate and provide transitional assistance to over 36,000 Bangladeshi migrant workers who escaped the crisis in Libya.<sup>19</sup> The assistance was provided directly to returnees, through a one-time cash grant to cover immediate basic needs and partial expenses associated with the initial restoration of livelihoods.<sup>20</sup>

At the national level, India has established Community Welfare Funds, which levy small fees from consular services to support Indian nationals caught in crisis or other emergency situations abroad.<sup>21</sup> These funds allow consulates to have rapid access to resources in emergency cases, which in turn allows for the launch of rapid responses.<sup>22</sup> This has been further strengthened through the institutionalization of State capacity to repatriate nationals in times of need. In addition to emergency response services such as repatriation, the funds can fund a range of support services aimed at addressing migrant vulnerability and capabilities, including providing boarding and lodging for migrants in need, emergency medical care and provision of legal assistance.<sup>23</sup>

New avenues for cooperation could usefully be developed between the private sector and other non-traditional actors, including diaspora populations, providing material support, communications resources, translation or shelter to migrants in crisis contexts.<sup>24</sup> The role of private sector actors in supporting migrant resilience and their capacity to face crisis effectively was highlighted during the MICIC Initiative's consultations.<sup>25</sup> In 2016, IOM moved forward with private sector partnerships, including partnerships with media or partners within the technology sector working on effective information sharing.<sup>26</sup> Such partnerships may serve as models for better integration of community and private sector actors in backing or initiating activities that may directly or indirectly better support migrants' capacity to handle a crisis. Research is needed to ensure that best practices are successfully identified and adapted to specific contexts. Diaspora populations may also have an important role to play in improving emergency response capacity and coordination, notably through their provision of more reactive funding streams.<sup>27</sup>

Access to services, information and social networks is also critical in times of crisis, for ensuring migrant safety and decision-making. However, access to information for migrants can be challenging, and is often hampered by a failure to take account of migrants in emergency communication plans, as well as their limited language skills, local knowledge and lack of opportunity of access to local social networks.

This problem could be seen during the 2011 floods in Thailand. Emergency services in Thailand were informed by census data that was unable to adequately capture a large population of migrants with irregular status.<sup>28</sup> In addition, limitations on migrant worker movement, as well as conflicting information from the Government concerning support to migrants, was a source of confusion and uncertainty for migrants and national aid workers.<sup>29</sup> Migrants' awareness, access to knowledge and preparedness for the floods thus depended on their level of integration in their host society, especially their ability to speak and understand Thai.<sup>30</sup>

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19 Munier, 2017.

20 Ibid.

21 Khadria, 2009.

22 MICIC, 2016.

23 Government of India, 2012.

24 MICIC, 2015.

25 IOM, 2016.

26 Ibid.

27 Samuel Hall, 2018.

28 Bravi et al., 2017.

29 Ibid.

30 Perchinig, Rasche and Schaur, 2017.

The existence of migrant groups and community networks can mitigate the negative impacts of a crisis. This can be seen, for example, in the case of Japan during the 2011 earthquake. Prior to the earthquake, the Bayanihan Kesennuma Filipino Community collective was already an active group, bringing together Filipino women living in Kesennuma (mostly married to Japanese men), who provided guidance and support to newcomers. The strength of these existing networks meant that the group was able to ascertain the status and safety of families and individuals during the earthquake, provide information to the Embassy of the Philippines, and support response actions and aid distribution.<sup>31</sup>

In addition, there is clear evidence that migration status can also have a significant impact on the ability of migrants to deal with crisis, and that flexible immigration and visa policies enable migrants to both keep themselves safe in times of crisis and more easily recover from its impact. For example, the Government of Tunisia led the way in allowing the movement of migrants and other affected persons out of Libya in 2011. Thousands of migrants who were unable to return to their countries of origin were assisted by Tunisian institutions, civil society and the population, with the Tunisian Red Crescent playing a central role.<sup>32</sup> Similarly, the Government of Djibouti has played a key role in facilitating the evacuation of migrants trapped in Yemen en route to Gulf States during the conflict.<sup>33</sup> Moreover, flexibility of visa and work permit policies can ensure that migrants who have lost documents are able to renew them.

### *Post-crisis actions: Reintegration and reconstruction*

Policy revisions and reflections after a crisis ensure that lessons are learned and can enhance response capacity and preparedness. The MICIC Initiative itself reflected a growing global concern to address the situation of migrants in times of crisis.

A critical gap in post-crisis action concerns the support that is provided to returnees and host communities. Although repatriation is common in many crisis scenarios, returns can challenge the absorption capacity and resilience of households, communities and societies in the country of origin. It is notable that no long-term positive examples of reintegration were identified during the review undertaken for this chapter. Indeed, most literature points out that migrants often receive little or no long-term assistance after being returned to their countries following a crisis.<sup>34</sup> The majority of reintegration efforts – where they existed – were short-lived, with longer-term crisis responses hindered by lack of funding and the absence of future-oriented perspectives.<sup>35</sup>

The failure to institute effective reintegration structures raises important questions about the extent to which it is appropriate to focus on return when addressing the needs of migrants in countries facing crisis. Returns are often a highly visible sign of action, but they are also expensive and politically sensitive. Returns – if combined with a long-term reintegration strategy, and made to a location where conditions are safe and amenable to the pursuit of a dignified life – can be appropriate. However, returns may also render migrants considerably worse off. For instance, Cameroonians and Chadians who were working in the Central African

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31 MICIC, 2017.

32 Zampagni et al., 2017.

33 Veerassamy, 2017.

34 Kleist, 2017; Hendow et al., 2018; Zampagni et al., 2017.

35 Ibid.

Republic in 2012 were mainly self-employed business people working in trade, and generally better off than the average local population. Most returned to their countries of origin because of the 2012 crisis, funded by donor States. However, the return and reintegration support that was available was often lacking. The returnees who had previously found success working in urban areas in the Central African Republic were frustrated to find themselves in rural surroundings upon return. When assistance to returnees dried up due to donor interests shifting to the insurgency in the Lake Chad region and resulting displacement, Chad was unable to continue to support returnees, and the reintegration support effectively ended.<sup>36</sup>

### Thailand: Migrants' involvement in emergency management as a driver of integration

Although migrants caught by the floods in Thailand were a particularly vulnerable group, they also were active members of their communities, providing relief and clean up services where needed and supporting preparedness, response and recovery efforts. This, in turn, made them feel more integrated in their host community. As one male migrant commented: *“Do you know, I even helped the soldiers and Thai citizens make dams against the flood? I lived like a Thai citizen and felt like I had a responsibility to support neighbours to prevent the flood.”*

Local Thai CSOs reported the involvement of migrants in supporting the communities they lived in, including support for host community members: *“In Samut Sakhon, some groups of migrant workers tried to form support networks and mobilized monks to collect alms as a fund for relief supplies. These were mostly Burmese, but they did it to support all flood victims, not just their compatriots.”*

*Source:* The above is an abridged extract of the Thailand Case Study (Bravi et al., 2017).

At the same time, there are examples of migrants choosing to stay, sometimes successfully, in their host countries, despite the existence of crisis. In some cases, this resulted in a strengthened sense of community, due to the involvement of migrants in response and recovery efforts. In Lebanon, for example, those in the migrant community who remained found themselves turning to each other for support and information after the 2006 war.<sup>37</sup> Once migrants started to work together with their embassies and with NGOs to support domestic workers affected by the conflict, they better understood the importance of coordination and community solidarity. Migrant workers reportedly went from feeling helpless and disconnected prior to and during the crisis, to being a largely connected and stronger force on the ground.<sup>38</sup> After the crisis, migrant domestic workers maintained strong networks and established the Domestic Workers' Union. In this particular case, the lack of international or government support for migrants was seen as the trigger for building more active grassroots support networks within migrant communities themselves, as they worked to create activist groups and build their own resilience and coping mechanisms.<sup>39</sup>

36 Zampagni et al., 2017.

37 Mansour-Ille and Hendow, 2018.

38 Ibid.

39 Ibid.

### *Learning from migrant and local capacities*

There is much to learn from migrants at all stages of crisis management, from preparedness planning to post-crisis reflection. Afghan, Somali and Iraqi refugees were able to contribute and be an integral part of community rebuilding after the 2011 Canterbury earthquakes in New Zealand.<sup>40</sup> Likewise for Filipino migrants in the wake of the 2011 Tohoku disaster, affected migrant women spoke about the empowerment and the increased social capital they gained in the aftermath of the disasters, as they participated in reconstruction efforts.<sup>41</sup>

During the 2011 floods in Brisbane, Australia, migrant representatives acted as intermediaries between local authorities and their communities. They supported response efforts through translation and appropriate information dissemination, supporting relief agencies in identifying affected persons in need of support, and advocating with local authorities on behalf of their fellow nationals to ensure that official assistance received was adequate and culturally appropriate.<sup>42</sup> Furthermore, following the 2015 Hurricane Stan, efforts by the Government of Mexico to have a line of direct communication with local stakeholders and representatives from migrant and host communities marked a clear shift in approach, leading to the Reducing the Vulnerability of Migrants in Emergencies project. The IOM-led project mainstreams migration in national disaster response policies and plans, while also creating a space for participation of migrants in policymaking.<sup>43</sup>

These examples highlight the opportunities that exist to re-centre conversations at the local level and on migrant capabilities, and ways to actively include civil society in conversations related to crisis response. It remains the case, however, that more can be done to ensure that recommendations of the MICIC Guidelines<sup>44</sup> are implemented beyond the national level at the subnational and local levels.<sup>45</sup>

### Using data to address challenges

Data on population mobility (such as those available in the UN DESA and World Tourism Organization (WTO) databases<sup>46</sup>) highlight the fact that global mobility trends are wide ranging: when combined with data on hazard exposure or risk, these can support planning, preparedness and effective response measures. As can be seen in table 1, crisis affects countries regardless of development levels, with both developed and developing countries exposed to significant risks of crises that can affect migrants. Correlating data on migrant stocks, hazard exposure and risk levels allow for the identification of countries where crisis may particularly affect migrant populations.

Table 1 correlates data on migrant stocks, hazard exposure and risk levels to show that crises may affect countries regardless of development levels, and that in both developed and developing countries, potential crises may affect large numbers of migrants. All countries can therefore benefit from more immediate and robust inclusion of migrants in emergency preparedness and disaster risk reduction planning: the existing data can inform these decisions at the national or regional levels.

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40 MICIC, 2017.

41 Ibid.

42 Multicultural Development Association of Queensland, 2011; Shepherd and Van Vuuren, 2014; MICIC, 2017.

43 MICIC, 2017.

44 MICIC, 2016.

45 MICIC, 2017.

46 Available at, respectively, UN DESA: [www.un.org/en/development/desa/population/publications/database/index.asp](http://www.un.org/en/development/desa/population/publications/database/index.asp); and UNWTO: [www2.unwto.org/content/data](http://www2.unwto.org/content/data) (both accessed 16 July 2019).

Table 1. International data on migrants and crises

Country	HDI rank, 2018	Exposure to natural hazards, 2018	Exposure to human hazards, 2018	Risk class, 2018	International migrants, 2019
Australia	3	5.7	0.1	Low	7,549,270
Canada	12	5.0	0.4	Low	7,960,657
United States of America	13	7.0	6.6	Medium	50,661,149
Belgium	17	1.6	5.5	Low	1,981,919
Japan	19	8.4	0.6	Low	2,498,891
Israel	22	4.5	4.1	Low	1,956,346
Italy	28	4.8	1.7	Low	6,273,722
United Arab Emirates	34	5.8	0.1	Low	8,587,256
Chile	44	6.7	2.0	Low	939,992
Russian Federation	49	6.3	6.9	Medium	11,640,559
Malaysia	57	5.1	1.1	Low	3,430,380
Iran (Islamic Republic of)	60	7.0	5.5	Medium	2,682,214
Costa Rica	63	6.3	0.1	Low	417,768
Turkey	64	5.9	8.0	Medium	5,876,829
Serbia	67	4.8	3.9	Medium	820,312
Mexico	74	7.0	9.0	High	1,060,707
Venezuela (Bolivarian Republic of)	78	6.0	5.7	Medium	1,375,690
Lebanon	80	4.1	7.0	High	1,863,873
Thailand	83	6.4	4.1	Medium	3,635,085
Ukraine	88	3.1	9.0	High	4,964,293
Libya	108	4.5	10.0	High	818,216

Very high human development

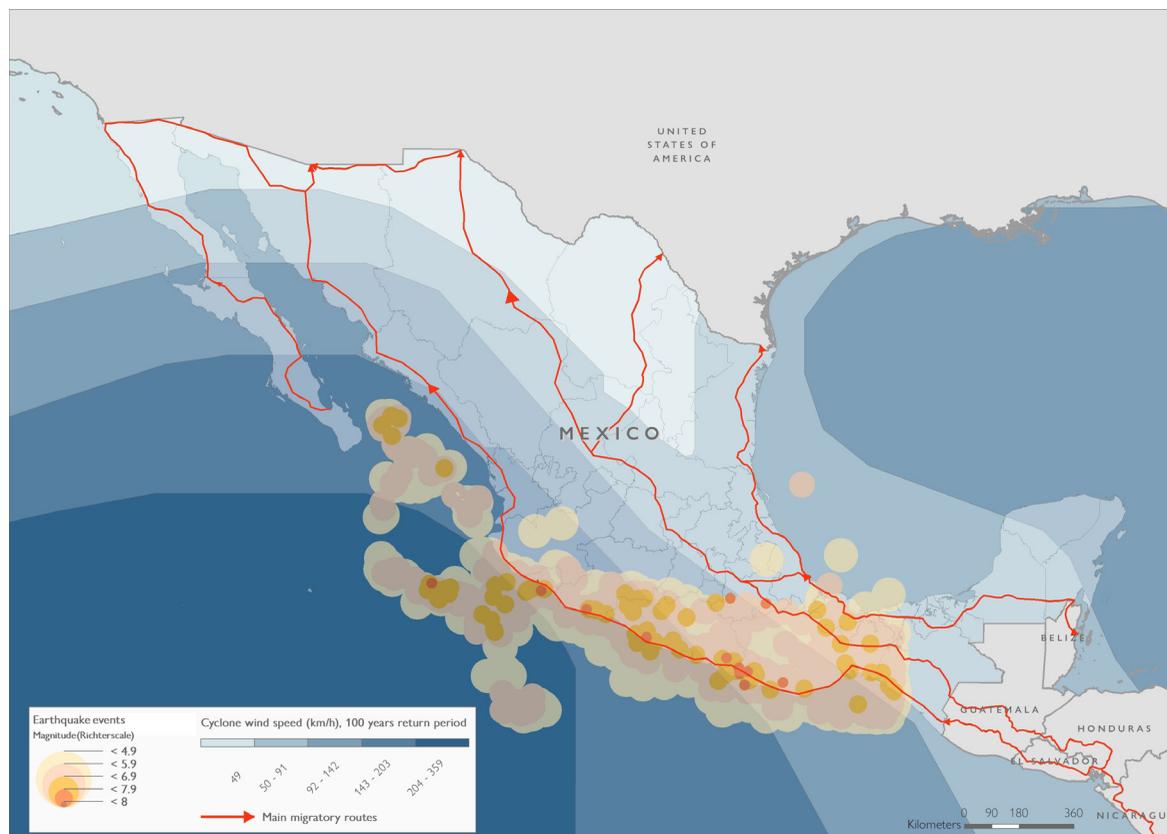
High human development

Country	HDI rank, 2018	Exposure to natural hazards, 2018	Exposure to human hazards, 2018	Risk class, 2018	International migrants, 2019
South Africa	113	4.7	5.3	Medium	4,224,256
Egypt	115	5.5	7.0	Medium	504,053
Indonesia	116	7.8	6.2	Medium	353,135
Tajikistan	127	6.0	5.0	Medium	274,071
India	130	7.6	6.4	High	5,154,737
Bangladesh	136	8.2	6.6	High	2,185,613
Congo (the)	137	3.2	4.3	High	402,142
Kenya	142	4.9	6.5	High	1,044,854
Nepal	149	5.6	4.8	High	490,802
Pakistan	150	7.2	8.0	High	3,257,978
Syrian Arab Republic	155	5.3	10.0	Very High	867,848
Nigeria	157	2.6	10.0	Very High	1,256,408
Sudan	167	4.1	9.0	Very High	1,223,092
Côte d'Ivoire	170	2.6	6.4	High	2,549,141
Ethiopia	173	3.8	9.0	Very High	1,253,083
Democratic Republic of the Congo (the)	176	3.3	9.0	Very High	963,833
Yemen	178	2.9	10.0	Very High	385,628
Mali	182	3.1	8.0	High	468,230
Chad	186	3.4	7.0	Very High	512,230
South Sudan	187	3.3	10.0	Very High	865,552
A high value means:	Low human development	High exposure to natural hazards	High exposure to man-made hazards	High levels of risk	High number of migrant residents
A low value means:	Very high human development	Low exposure to natural hazards	Low exposure to man-made hazards	Low levels of risk	Low number of migrant residents

Sources: UNDP, 2018; UN DESA, 2019; IASC, 2018.

Notes: This is a non-comprehensive list of countries included both in the Human Development Index (HDI) and Inform Risk Index. Inform's "hazard exposure" indices express on a scale from 0 to 10 the likelihood that a given country is affected by either a natural hazard (such as an earthquake, flood, tsunami, cyclone or drought) or a human hazard (such as conflict or violence). The risk classification is based on consideration of each country's hazard exposure, vulnerability (resulting from such factors as inequality, aid dependency and composition of the country's population) and capacities (resulting from governance levels, quality of local infrastructure and access to health, among others). The following thresholds are defined to assign each country's risk index (from 0 to 10) to a given risk class: 0–1.9 = very low; 2.0–3.4 = low; 3.5–4.9 = medium; 5.0–6.4 = high; 6.5–10 = very high.

Figure 2. Migrant routes in Mexico, cyclone risk and past earthquakes



*This map is for illustration purposes only. The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the International Organization for Migration.*

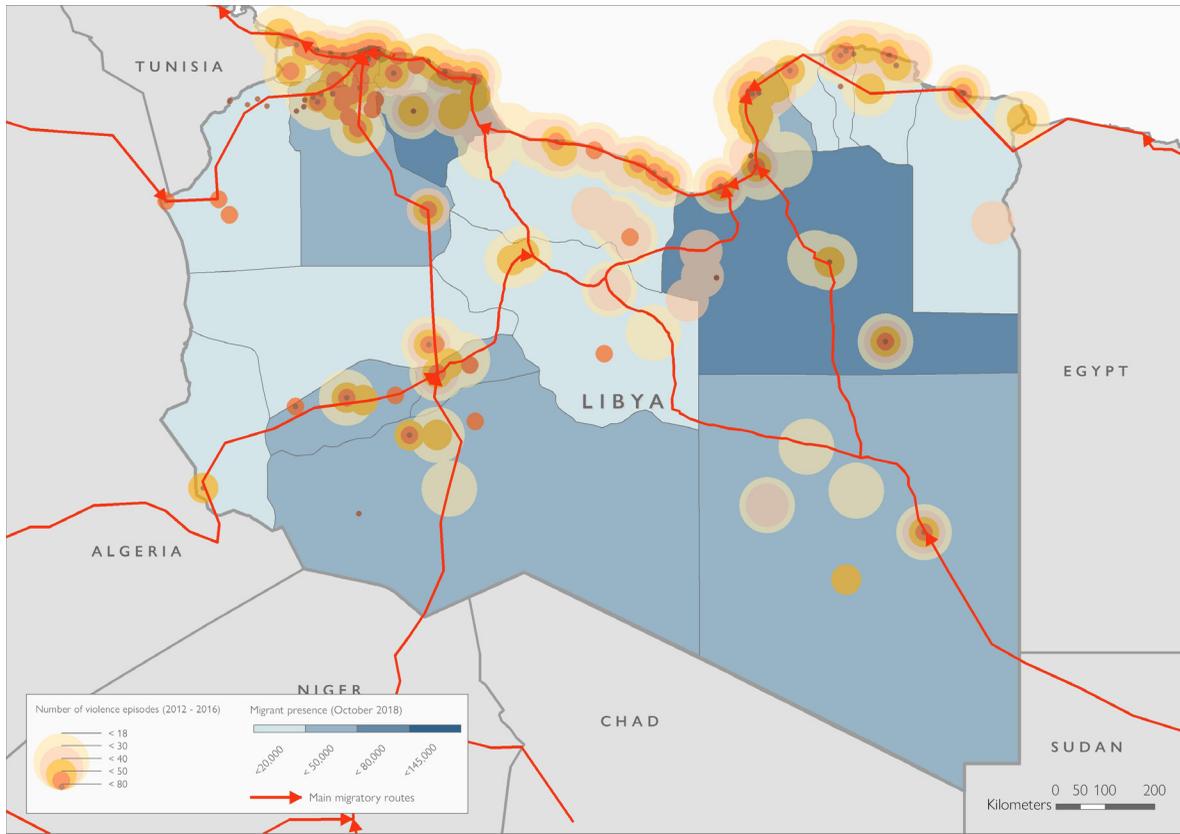
Sources: IOM, 2018; USGS, 2019; and UNISDR, 2019.

Figures 2 and 3 provide examples of how information on key hazards can be superimposed onto data relating to migrant stocks and flows in Mexico and Libya, respectively. These kinds of mapping exercises allow the identification of high-risk areas within countries, which are also characterized by a significant presence of migrants (including those in transit). Since migrants' presence is not always captured comprehensively and in a timely fashion by census and population statistics, this kind of local-level disaggregated migration data, where they exist, can be integrated into assessments for a more accurate picture of hazard exposure and risk.

Effective crisis management should build on precise, local-level information. Disaggregating migration and risk data at the subnational level is essential for informing emergency management in ways that better include migrants. Focusing on the more localized administrative level (such as within a district or municipality) can help improve the effectiveness of crisis management measures. This level of data correlation and analysis enables relevant institutions to: (a) tailor warnings and emergency communications to the specific and appropriate requirements of migrant populations; (b) stockpile or deliver food and non-food items that may be essential to specific migrant groups; and (c) deploy multilingual or culturally competent personnel in crisis

areas with high migrant presence. When informed by specific and localized data, responses can effectively address the specific needs of at-risk and affected migrant communities.

Figure 3. Migrant presence and transit through Libya, and occurrence of violence



*This map is for illustration purposes only. The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the International Organization for Migration.*

Sources: IOM, 2019 and ACLED, 2019.

There are, however, challenges to collecting robust, reliable and comparable data,<sup>47</sup> and official migration statistics are likely to be conservative estimates that do not fully capture the extent of movements. Foreign embassies, missions and consulates rarely have comprehensive information about their nationals abroad. Data on asset, livelihood and other material and opportunity losses incurred in crises are often not categorized or disaggregated. This makes it difficult, if not impossible, to quantify (a) the true loss suffered by migrants, (b) their vulnerability in comparison with other affected groups, and (c) any extraordinary losses unique to migrants.

47 Global Migration Group, 2017.

## Gathering data through key informants

Surveying key community informants is an effective way to gather information on numbers, demographic and socioeconomic profiles, and characteristics of migrants in a given area. It helps avoid challenges and sensitivities linked with the collection of individual data, and allows for the inclusion of particularly hard-to-reach groups, such as transit or irregular migrants. Networks of key informants provide the data for IOM's assessments of presence and movements of migrants in Libya and refugees in Cox's Bazar (Bangladesh) – which are then used to inform humanitarian interventions, preparedness planning and urban development. Similarly, the City of Bergen (Norway) collects information on its neighbourhoods and their population through a network of trained “street mediators”, and uses this to deliver local public services in a more inclusive manner.<sup>a</sup>

a Displacement Tracking Index, Available at [www.globaldtm.info/](http://www.globaldtm.info/); MICIC, 2017.

In the absence of comprehensive and up-to-date datasets, it is important to utilize a variety of information sources and data collection mechanisms. Academic institutions, international organizations, civil society and private sector actors provide some of the most detailed and useful stand-alone data sets, but taken together, these may still be patchy or disconnected. Significant resources may be required to systematically gather, update and safely store relevant, appropriate and timely data.

It should also be noted that loss data do not always capture longer-term well-being impacts, particularly as they relate to a less effective, slower recovery – which may be particularly relevant for migrants, who are often excluded from longer-term financial, housing and livelihood assistance after crises. In addition, whenever migrants are affected in a crisis, loss estimates should also account for impacts suffered in distant locations. The impacts migrants suffer may be felt by: (a) their families and communities in countries of origin, in the form of psychological impacts, missing remittance transfers and inability to pay off debts; and (b) people in places migrants return to or move to as a consequence of a crisis, in the form of increased pressures on labour markets and availability of services, land and housing.<sup>48</sup>

Information on migrants' language proficiency, preferred communication channels, cultural sensitivities relevant to the provision of emergency services, levels of trust towards responders, and existing capacities at the community level would allow for stronger and more inclusive crisis planning and response. The limited degree to which these kinds of data currently exist and inform crisis management is one of the elements compounding migrants' vulnerability in times of crisis.

## Innovative responses and ways forward

One of the key components of innovation is finding ways to enable people to work together. Innovations can lead to partnerships that support the implementation of guidelines and principles outlined in international protection frameworks and non-binding agreements. The Organisation for Economic Co-operation and

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48 Pailey et al., 2016.

Development (OECD) *Oslo Manual 2018: Guidelines for Collecting, Reporting and Using Data on Innovation*<sup>49</sup> provides a framework for identifying the range of innovations that can be adapted to support migrants in crisis contexts (table 2).

Table 2. The OECD guidelines on innovation adapted for responses to migrants caught in crisis

<b>Product</b>	<p>Product innovation increases the type of and access to products and services for migrants caught in crisis, including products that may increase access to information and support networks.</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Developing new – or improving accessibility to – existing tools that support migrant decision-making in crisis situations. This may include subscriber identification module (SIM) cards or virtual information delivery systems (such as apps or crowdsourced platforms, and translation platforms), or the creation of migrant support groups.</li> </ul>
<b>Process</b>	<p>Process innovation is needed for migrants to access two-way communication channels, in particular for migrant groups who are most marginalized from mainstream services and support, such as irregular migrants or domestic workers.</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Developing new funding streams that can support individuals, households and communities.</li> <li>• Inclusion of migrants in crisis preparedness, emergency response and monitoring.</li> <li>• Ensuring flexibility of immigration and visa policies in emergencies.</li> </ul>
<b>Organizational</b>	<p>Organizational innovation refers to the way an organization evolves in its mandate, mission and methods.</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Creation of new operational frameworks, such as IOM’s Migration Crisis Operational Framework and the Migration Emergency Funding Mechanism.</li> <li>• Increased involvement of and coordination with non-traditional actors (such as private actors and companies, diasporas, student networks, trade unions and faith-based organizations).</li> </ul>
<b>Outreach and visibility</b>	<p>Innovation in outreach refers to the way uptake of solutions by migrants and host communities are enhanced for greater inclusion and protection.</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Awareness-raising campaigns advocating for migrant inclusion and against xenophobia, including, for example, essay writing contests and dissemination on public platforms.</li> <li>• Context-specific campaigns (for example, IOM’s “Aware Ramadan” campaign on internal displacement).</li> <li>• Original and innovative uses of media and other platforms to communicate information both to and from migrants.</li> </ul>

This section focuses on innovative responses that aim to better connect migrants with information, services and social networks, as these have been shown to deliver better outcomes and can be delivered without requiring government support or elaborate systems of financial assistance. There are two interventions that provide a foundation for improved communication and mobilization: (a) improvements in knowledge and data on migrants living in the contexts of crisis, and (b) the use of technology in responding to crisis.

The establishment of regular data standards in tandem with expansion of data collection is necessary to ensure effective and long-term analysis of the impacts of policies and practices intended to address the needs of migrants in crisis contexts. Information is needed about the number of migrants present in a specific area – especially at the subnational level – in order to enhance preparedness and response. More rigorous analysis is also needed on the impacts of crises in migrant communities. Although some reports exist on these impacts,<sup>50</sup> they remain the exception rather than the rule, and stand as good practices to be scaled and replicated. For example, in north-eastern Nigeria, questions on language and communication needs were included in IOM's Displacement Tracking Matrix surveys as a way to fill the information gap that existed concerning the languages spoken and understood by those displaced by conflict.<sup>51</sup>

Technology has the potential to assist migrants affected by crises. At a 2018 Techfugees Global Summit in Paris, 25 start-ups from across the world presented social enterprise initiatives for addressing the needs of migrants. The use of these technologies needs to be mainstreamed into global, regional, national and local crisis response policy and practice, with attention paid to sensitization programmes, culturally friendly trainings and workshops, to ensure uptake. Trust-building during the preparedness phase, through community-led efforts, can ensure that migrants have the impulse, during emergencies, to rely on technologies that they are familiar with.<sup>52</sup>

Innovative initiatives that may be scaled to assist migrants in crisis and address current limitations include, but are not limited to, the following:

*Translation and digital information services:* Translators Without Borders has developed freely downloadable multilingual glossary apps accessible online and offline, and has worked with Refucomm to test the distribution of mother tongue information on legal and asylum procedures via micro-SD cards to recently arrived migrants in Greece.<sup>53</sup> Other apps, such as IOM's MigApp, help migrants make informed decisions throughout their migration process (for example, on health and travel requirements, visa application processes and remittances), and provide migrants a platform to share their experiences.<sup>54</sup> Accessible digital translation and information initiatives can bridge the information gap migrants experience due to language barriers and lack of tailored communications.

*Enhancing accessible communication media:* Sri Lanka's SIM card scheme for workers going abroad is one model for ensuring access to communication options for migrants. The existence of hotlines in countries of destination to recover and communicate information that can support migrants is another example. The Sendai International Relations Association set up one such multilingual information hotline in 2011.<sup>55</sup>

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50 See, for example, the literature examining unmet needs of immigrant communities in the Metro New York area after Hurricane Sandy (Make the Road New York, 2012; New York Women's Foundation, 2015).

51 Translators Without Borders, 2017b.

52 Ogie et al., 2018.

53 Translators Without Borders, 2017a.

54 IOM, n.d.

55 UNISDR, 2015.

*Crowdsourcing platforms to address discrimination against migrants:* The African Centre for Migration and Society at Wits University in Johannesburg and the technology website iAfrikan launched a crowdsourcing platform called Xenowatch to monitor efforts related to violence against migrants. People can report xenophobic threats or violence to Xenowatch online, by SMS or email. Reports are verified, anonymized and documented on a map using the Ushahidi platform, and shared with the police and UNHCR. Crowdsourcing platform initiatives are a real-time resource for organizations to advocate for and enhance migrant rights, security, inclusion and community engagement.<sup>56</sup>

## Looking ahead and policy implications

Migrants may face particular challenges in accessing documentation, information, resources and assistance in crisis situations, and may be exposed to additional precariousness and to discrimination.<sup>57</sup> Responses have not systematically addressed this range of challenges before and during crises, and further information and data at the local levels are needed in order to support effective planning and preparedness. However, information without funding, political will and the participation of migrants would not suffice to support preparedness. In most of the examples reviewed, cooperation sprang up spontaneously or as a result of a top-down decision by governments or international organizations. The role and inclusion of grassroots organizations, employers, technology partners and the diaspora in situations of emergencies and post-crisis recovery merit greater attention than they have received to date. At the governance level, the implementation of the MICIC Initiative can inform and accompany the Global Compact for Safe, Orderly and Regular Migration.<sup>58</sup> The inclusion of human rights frameworks, such as the Office of the United Nations High Commissioner for Human Rights (OHCHR) Principles and Guidelines, supported by practical guidance, on the human rights protection of migrants in vulnerable situations,<sup>59</sup> can strengthen initiatives and facilitate discussions between State and non-State actors.

Our analysis in this chapter has a number of implications for future policy and practice in this area. These support the 15 guidelines of the MICIC Initiative, emphasizing that:

- Before, during and after crises, stronger preparedness and post-crisis actions are needed. Most large-scale interventions in assistance to migrants in crisis have taken place in an unplanned manner. Instead, more systematic efforts are required to build on and develop capacities of emergency management actors, foreign embassies, consulates and missions, as well as local institutions and migrants themselves. Involving non-traditional stakeholders and migrants in the response and coordination mechanisms is key to enhancing flexible, effective funding and response.
- Funding schemes need to be diversified and strengthened to support greater preparedness and coordination. Flexible and diverse funding can provide new avenues for support systems that can integrate migrants in a non-discriminatory manner. This includes the exploration of linkages with the private sector and diaspora networks, engaging with and sensitizing donors, while also scaling up initiatives for flexible donor and government financing of emergency funds for crises response.

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<sup>56</sup> Alfred, 2016.

<sup>57</sup> Hendow et al., 2018; MICIC, 2015.

<sup>58</sup> ICMPD, 2017.

<sup>59</sup> OHCHR, 2018.

- Post-crisis reflections can be enhanced, with responses beyond return to be explored, including local integration and resettlement. Returns are not the only solution and should not necessarily be the preferred one, given that there is often a lack of support after return. Where migrants are returned, long-term efforts to measure reintegration and monitor protection outcomes are critical to ensuring that migrants do not return to situations of greater harm or find themselves back in crisis situations.
- Addressing gaps and shortages of data will enable more effective coordination, preparedness, communication and provision of assistance. While anecdotal evidence may be available, larger data gaps prevent effective coordinated responses, whether between governments of origin and destination, or other stakeholders. The lack of impact evaluation data impedes the ability to identify fully what makes a response effective, while the lack of local level, disaggregated data does not allow for an understanding of the loss experienced by migrants. Enhancing transnational learning can lead to the scaling up of successful practices.
- Developing a road map for innovations in response to migrants caught in situations of crisis, which takes into account the above recommendations, can support the elaboration of specific responses, stronger processes, organizational effectiveness and outreach that are more inclusive, both of migrants' vulnerabilities and their capacities.
- Finally, and fundamentally, human rights considerations and the humanitarian imperative to save lives should inform the development of emergency preparedness frameworks, and operational protocols and practices, during disasters. Supporting humanitarian and human rights-based responses requires cooperation of State- and non-State actors, who may hold differing priorities and agendas. It is important to ensure that responses in crises situations are primarily and substantively human rights-based, rather than based on political considerations or populist expediency. In order to uphold international human rights obligations, it is crucial that respect for the human rights of all migrants, irrespective of status, should be on par with the maintenance of the rights of citizens.<sup>60</sup> Greater flexibility on visa policies and removal of administrative and security restrictions are known to improve migrant protection and community resilience. These should be recognized as exceptional measures needed in times of crisis. Support for coordination, negotiation and diplomacy with relevant countries affected by crisis is necessary in order to ensure that rules are made flexible to empower migrants to have a broader range of options and make informed decisions.

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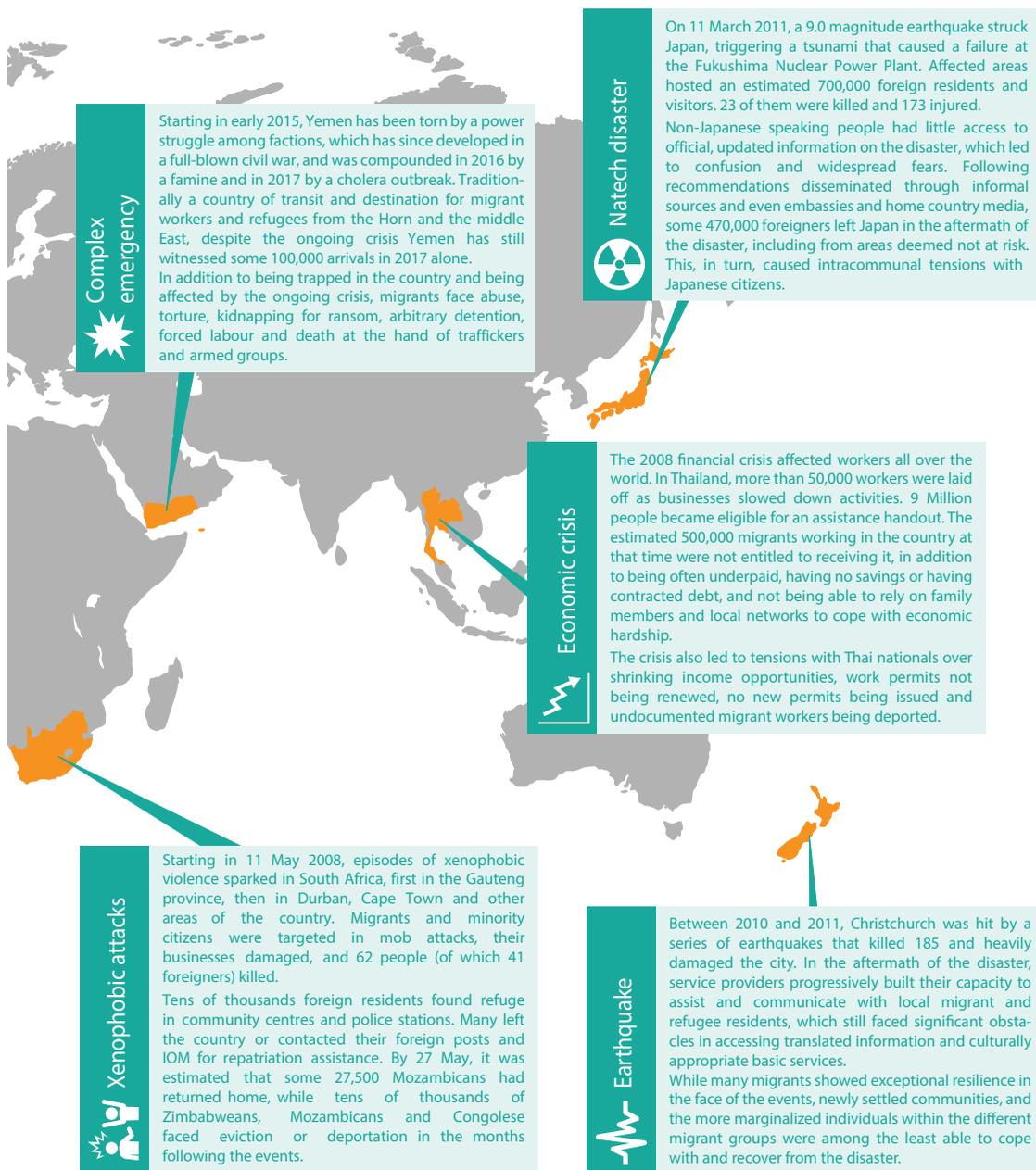
60 Ibid.

## Appendix A. Different crisis situations, different impacts on migrants



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