

**MIGRATION  
GOVERNANCE  
FRAMEWORK**

**TOOLBOX OF  
MIGRATION-RELATED  
ELEMENTS FOR THE CITY  
RESILIENCE STRATEGY**

Consultation Document



International Organization for Migration

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# CONTENTS

## I RATIONALE AND APPROACH

1. Sources
2. Goals
3. Policy objectives

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## II WORKING DEFINITIONS

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## III ESSENTIAL ELEMENTS

Recommendations at the national level; at the city level;  
and operational guidelines

1. International standards and the fulfilment of migrants' rights
2. Evidence and whole-of-government approaches
3. Safe, orderly and dignified migration
4. Effective responses to the mobility dimensions of crises
5. Socioeconomic well-being of migrants and society
6. Partnerships



## RATIONALE AND APPROACH

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Internal and international migrants largely move to urban destinations. IOM's *World Migration Report* (2015) shows this will increasingly be the case: cities grow because of migration, and urban planning without migration is irrelevant and lacks the necessary practical approaches to address the challenges that municipalities face. However, municipalities are largely not involved in migration policy processes and are too little in contact with institutions that would support them with the required expertise.

The key strength of IOM's expertise is its capacity to look at migration from a holistic and integrated way. This document provides a set of prioritized recommendations and operational guidelines to build and strengthen city's overall resilience to acute shocks and chronic stresses. It brings together the migration-relevant elements for action at the city level from the following sources:

### 1. Sources

- Overall framework, and components at the urban level from the *IOM Migration Governance Framework*, which sets out the essential elements to support planned and well-managed migration. The MiGOF recognizes that a State retains the sovereign right to determine who enters and stays on its territory and under what conditions, within the framework of international law. At the same time, with cities being the destination of migrant journeys, local authorities build policy and urban planning that can protect migrants and facilitate their integration in the community.
- Evidence and good practices from the IOM "*World Migration Report 2015 – Migrants and Cities: New Partnerships to Manage Mobility*" on how migration and migrants are shaping cities and how the life of migrants is shaped by cities, their people, organizations and rules.
- Key policy points of consensus from the IOM *Conference on Migrants and Cities (CMC)*, 26–27 October 2015, which brought together ministers, mayors, provincial and local administrations, NGOs and academia, overall more than 600 participants to debate for the first time in a global policy forum the complex dynamics of human mobility in cities and assess how challenges can be managed and development opportunities maximized.
- Considerations of cross-cutting nature from the IOM and Joint Migration and Development Initiative (JMIDI) *White Paper on "Mainstreaming Migration into Local Development Planning and Beyond"*, which aims to provide a thorough analysis of what has been done thus far in mainstreaming migration at the local level, and allows for a stocktaking of functioning practices to paint a global picture of working processes, lessons learned and policy recommendations for future mainstreaming exercises.
- The Annual Mayoral Forum on Mobility, Migration and Development, a city-led initiative aimed at providing a globally relevant space for mayors and municipal leadership to strategize on how to successfully manage diversity for sustainable urban development. Following its launch in Barcelona in 2014, the Second Mayoral Forum was held in Quito, Ecuador on 12–13 November 2015. It culminated in the release of the Quito Local Agenda,

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which serves to outline concrete areas where cities, regions and civil society organizations (CSOs) can contribute to the implementation of the migration-related targets of the SDGs within the framework of 11 Established Action Areas. The third Mayoral Forum took place in Quezon City in the Philippines on 29–30 September 2016.

- Operational guidelines stemming from the work of the *IASC Reference Group on Meeting Humanitarian Challenges in Urban Areas*, which generates knowledge and expertise on humanitarian responses in urban settings and addresses potential new challenges in such contexts, including through its Work Plan 2015–2017.
- *The Urban Track to the World Humanitarian Summit*, which reflects on the impact of urbanization on humanitarian response and works to identify a new model that can deliver a more effective, efficient, accountable and innovative response to the needs of the city and its population.
- Outcomes of the *Global Camp Coordination and Camp Management (CCCM) Cluster Retreat 2015 on Localising CCCM Response* to reflect on the ways in which the cluster can work towards a more “localized” preparedness and response. CCCM is cross-cutting in nature and applies to all types of communal settlements, namely planned camps, collective centres, self-settled camps and reception or transit centres. Its role is to ensure effective management and coordination of humanitarian response in camps according to standards, support the identification of gaps, facilitate information sharing and ultimately advocate for adequate and timely intervention by relevant actors.
- Relevant outcomes of the *2030 Agenda of Sustainable Development Goals*, including the “Goal 11” dedicated to cities and human settlements calling for “mak(ing) cities and human settlements inclusive, safe, resilient and sustainable”.
- Relevant outcomes of the *Addis Ababa Action Agenda on Financing for Development* of the Third International Conference on Financing for Development.
- Relevant outcomes of the *Sendai Framework for Disaster Risk Reduction 2015–2030*, adopted at the Third UN World Conference in Sendai, Japan, on 18 March 2015. Conceived to give further impetus to the global work under the International Framework for Action for the International Decade for Natural Disaster Reduction of 1989, and the Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of Action, adopted in 1994 and the International Strategy for Disaster Reduction of 1999.
- Relevant outcomes of the *21st Conference of the Parties of the United Nations Framework Convention on Climate Change*.
- Examples from IOM’s work at the city level from the *IOM Policy Brief to the Rockefeller foundation’s 100 Resilient Cities*, to illustrate projects with a track record of how migration is relevant to and helps build urban resilience, whether it relates to chronic stresses and acute shocks.

The following overarching goals and policy objectives have been identified:

## 2. Goals

- a. **Cities are recognized as both policymakers and managers of the entire population under their jurisdiction** in a manner that builds on their responsibilities and functional capacity. This includes clarity around cities’ role in the context of the national frameworks and coherent links with funding models, coordination and delivery of holistic and long-term objectives.

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- b. **Cities are equipped with comprehensive tools to manage migration well**, in both normal times and crises, as well as to put the measures in place to maximize the development outcomes of migrants for the benefit of all. At the core of this lies an improved understanding of the city and all its inhabitants' needs and aspirations, through analysis and mapping appropriate for urban settings.
  - c. **IOM and partners pool knowledge and resources to support cities' efforts of building urban resilience**. Investing in partnerships with a wide range of actors, including urban planners, private sector and local municipalities.

### 3. Policy objectives

- a. **Provide guiding principles on how to implement sustainable migration policy and management measures which complement and are supported by all governance structures – national, provincial and local governments**. Municipalities are largely not involved in migration policy processes and are too little in contact with institutions that would support them with the required expertise. This document provides a credible starting point for migration governance at the city level. While migration policies tend to be implemented at the national level, local development plans should articulate the real needs of people, particularly the poor and marginalized.
- b. **Target data collection and development of solutions to geographical areas where migrants and communities interact, such as where migrants originate from, live, work, pass through or return to, that can lead to increased vulnerability**. Vulnerability among migrants stems not only from individual but also from structural and environmental factors specific to a location, including the relationship between migrant and local populations. Supporting migration management from an area-based approach to programming and coordination incorporates the different scales as relevant for the urban context, adapts to the interrelatedness of multiple sectors.
- c. **Formulate comprehensive operational guidelines to align and combine humanitarian and development funding and migration management efforts in understanding urban risk, preventing and responding to urban crises**. Migration is relevant to many issues cities must manage, linked to social cohesion and equity; urban frameworks and planning; spatial development; jobs, livelihoods and the urban economy; the environment, climate change and urban resilience; and housing and basic services.
- d. **Support local solutions to migration, where possible, and move from a mindset of supply to one of strengthening existing functional governance systems**. This means better recognizing and leveraging the different capacities and comparative advantages of local, national and international actors, and allows relying on the capabilities and resources that are already in place in cities rather than recreating or duplicating systems. It entails building on coping mechanisms of the different individuals and communities that have proven functional value and thus avoid dependency to external support. It means creating governance mechanisms that are truly inclusive and have the capacity to respond to the needs of all categories of population and foster a participatory environment.



## WORKING DEFINITIONS

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A **migrant** is any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, and his/her children, regardless of (1) a person's legal status; (2) whether the movement is voluntary or involuntary; (3) what the causes for the movement are; or (4) what the length of the stay is.

**Urban Resilience** is the capacity of individuals, communities, institutions, businesses and systems within a city to survive, adapt and grow no matter what kinds of chronic stresses and acute shocks they experience.

- **Chronic stresses** weaken the fabric of a city on a daily or cyclical basis. Examples include: high unemployment, overtaxed or inefficient public transportation system, endemic violence, chronic food and water shortages.
- **Acute shocks** are sudden, sharp events that threaten a city. Examples include: earthquakes, floods, disease outbreaks, terrorist attacks.



## ESSENTIAL ELEMENTS

### Recommendations at the national level; at the city level; and operational guidelines

The IOM Council adopted at its 106th Session of 24–27 November 2015 a resolution which welcomes the Migration Governance Framework and encourages Member States to use the Migration Governance Framework to enhance their own governance of migration and mobility, with support from IOM. This is an era of unprecedented mobility and IOM Member States recognized the need to support coherent, comprehensive and balanced approaches to migration. At the same time, there is no single convention or framework presenting a coherent, comprehensive and balanced approach to migration governance which is also practical, concrete and concise.

This paper is structured along the six essential elements of the Migration Governance Framework, and thereby aims to support cities identify: a) elements of national migration governance which are complementary to urban migration management; and b) elements through which cities can contribute to well-governed migration.

- 1. Adherence to international standards and the fulfilment of migrants' rights.**
- 2. Rely on evidence and whole-of-government approaches.**
- 3. Build partnerships.**
- 4. Enable socioeconomic well-being of migrants and society.**
- 5. Prepare for, respond to and recover through effective responses to the mobility dimensions of crises.**
- 6. Safe, orderly and dignified migration.**

## 1. Adherence to international standards and the fulfilment of migrants' right.

Humane and orderly migration relies on compliance with international law. The obligation to respect, protect and fulfil the rights of individuals is paramount and applies to all individuals within a State's territory, regardless of nationality or migration status and without discrimination, in order to preserve their safety, physical integrity, well-being and dignity.

### Recommended response at the State level:

- Support compliance with international migration law: the nine core human rights treaties, the International Labour Organization (ILO) conventions and recommendations, the Convention relating to the Status of Refugees (Refugee Convention), the United Nations Convention against Transnational Organized Crime (UNTOC) and its protocols, as well as relevant regional instruments, in particular those with specific references to migrants and discrimination;
- Pursue international cooperation to protect and uphold migrant rights throughout the migration cycle;
- Promote and enforce non-discriminatory laws and policies, protecting fundamental freedoms, and ensuring public access to information;
- Provide access to timely status determination processes, justice and legal redress, regardless of gender, age or other diversity characteristics;
- Abide by humanitarian principles when providing assistance and protection to forced migrants on national territory;
- Enable a person to exercise his or her right to leave any country, including his or her own country, and to return to his or her own country, at any time.

### Recommended response at the city level:

- Policy planning and implementation of relevant action plans and strategies, such as plans on the provision of public housing or local strategies to combat racism and xenophobia, access to health care and education, and disaster and emergency plans;
- Legislative and advocacy role to decriminalize irregular migrants, and turn migrant detention centres into migrant reception and processing centres;
- Implementation role of anti-trafficking laws to protect migrants;
- Implementation role of integration policies and initiatives that help migrants integrate smoothly into society;
- Advocacy role to decriminalize irregular migrants, and criminalize forced labour, trafficking in human beings and smuggling of migrants;

- Cross-cutting:
  - Incorporate child-oriented and gender perspectives into policies and programmes;
  - Enactment of policies and programmes that bring no harm and alleviate migrant vulnerability.

### Operational guidelines:

- Ensure access to personal identification, including birth registration;
- Support adherence with the principles of equality and non-discrimination:
  - Ensure access to justice and legal redress;
  - Support access to protection mechanisms.
- Combat xenophobia, racism and discrimination;
- Combat unfair and unethical international recruitment practices;
- Support access to school of migrants' children;
- Support migrants' access to health care;
- Consider extending migrants the right to settle in the city;
- Consider extending migrants the right to buy property;
- Consider extending migrants the right to exercise political influence.

### Examples:

**Greece.** IOM provides for voluntary return and reintegration to irregular migrants who want to return to their countries of origin. From the implementation of the first project in 2010 to 2014, over 24,000 migrants have benefited from the project. Many of the assisted migrants are vulnerable, including migrants with medical needs, single-parent families, elderly migrants and victims of human trafficking.

## 2. Rely on evidence and whole-of-government approaches.

Migration policy is often the subject of intense political debate and can be based on populist sentiments. Migration policy must be based on facts and a well-founded analysis of the benefits and risks the movement of people poses to the State.

### Recommended response at the State level:

- Invest in conducting and coordinating research and data;
- Create cooperation mechanisms and other communication platforms to include all ministries with responsibilities linked to the movement of people, such as labour, education, agriculture, commerce, industry, security, social services, health, gender, women, youth, defence, law enforcement, foreign policy, trade policy, economic development and growth.

### Recommended response at the city level:

- Create mechanisms, both formal and informal, to promote and support the dialogue between the national and the local/regional level, as well as among local/regional actors across the territories to ensure the sustainability of policymaking by ensuring its integration into national/regional/local legislation:
  - clear decision-making roles;
  - creating dedicated institutionalized budget structures.
- Cooperate with National Statistics Institutes and other city-hosted data bases to identify migrants, including for triangulation of data.
- Enhance data collection, particularly:
  - Area-based, to allow for more tailored approaches that take in the unique local contexts;
  - Qualitative, leveraging the proximity of the population;
  - Beyond traditional methods, by integrating migrant voices, big data.
- Integrate assessments and scenarios of incoming and outgoing population flows (quantities but also characteristics) into planning of urban development, including housing and infrastructure, essential services and opportunities, and governance and representation structures.
- Use data for monitoring and evaluation to facilitate more rapid adjustment of public policies.
- Promoting the use of tools that reflect existing and future diversity in city planning and decision-making, as well as in the management of the city's functions.
- Considering the mobility impacts of urban land-use changes and investments, and how that affects distribution of people, and further drives land use, demand for services, etc.
- Share the data with the wider public.

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### Operational guidelines:

- Identify unregistered migrants to understand and respond to their specific needs owing to:
  - personal characteristics (e.g. age, gender, sexual orientation);
  - circumstances (e.g. victim of trafficking or other violence, extreme poverty, refugee, separated from family, stranded);
  - legal status (e.g. regular, undocumented, irregular, dependent).
- Collect, analyse and use data and information that is disaggregated updated and sufficient.

### Examples:

**Greece.** IOM provides training to front-line professionals including law enforcement, labour inspectors and health providers on identification of victims of human trafficking, with special emphasis to women and children. IOM Greece has implemented several awareness raising campaigns to warn potential victims of the risk of exploitation and campaigns to educate potential consumers. IOM Greece has organized multi-disciplinary cross-border meetings for judges, prosecutors, law enforcement and civil societies to encourage open communication and common solutions.

### 3. Build partnerships.

By their very nature, migration and mobility implicate multiple actors: States and their neighbours, subnational authorities, local communities, migrants and their families, diasporas, employers and unions. In addition, there are dozens of intergovernmental and non-governmental organizations whose mandates touch on migration and humanitarian action. Governing migration well requires partnerships to broaden the understanding of migration, and to develop comprehensive and effective approaches.

#### Recommended response at the State level:

- Maintain close international partnerships with other countries, including: immediate neighbours; significant countries of origin, transit and destination for nationals or for arriving migrants; countries which are home to the diaspora; other countries in regional trading blocs;
- Maintain close partnerships with international and regional organizations whose mandates touch on migration and migration-related issues and provide humanitarian and development assistance, including members of the Global Migration Group;
- Engage in global and regional consultative processes, such as the Global Forum on Migration and Development and IOM's International Dialogue on Migration with other countries and international organizations;
- Adapt migration policies to accommodate to, not control or restrict migration.

#### Recommended response at the city level:

- Maintain close partnerships with governments and authorities at the subnational level, including city authorities;
- Engage all partners at the subnational level (government agencies, CSOs, non-governmental organizations, employers, unions, diasporas, migrant associations, academia), ensuring that those entities consulted are representative of the entire population concerned.

#### Operational guidelines:

- Set-up multi-stakeholder consultation mechanisms and/or institutional coordinating bodies;
- Ensure the participation of migrants in local decision-making processes and throughout mainstreaming processes;
- Support the structuring and strengthening of migrant associations as well as the mechanisms that enhance their capacities.

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## Examples:

**The Philippines.** The project “Mainstreaming Migration in Local Development Plans: A Pilot Project for the Philippines” was initiated by IOM Philippines, in partnership with the Department of Interior and Local Government (DILG) and the City Government of Naga in early 2011. The multisectoral consultations including local government, the private sector, civil society organizations, Filipino migrant workers from Naga – one out of ten households in the city has a family member working abroad – identified key migration-related issues and concerns to be addressed in the City’s ten-year development plan. Recommendations have informed the City’s Comprehensive Development Plan (CDP).

**Federated States of Micronesia and the Marshall Islands.** In the small island developing States (SIDS) of the Federated States of Micronesia and the Marshall Islands, efforts to reduce disaster risk have to take into account a wide series of natural hazards, as well as the effects of environmental change. IOM works with civil society organizations at the municipal and local levels in the six main population centres (i.e. Majuro, Ebeye, Kosrae, Pohnpei, Chuuk and Yap) to increase their disaster response capacity and coordination mechanisms. The Organization also assists local organizations in conducting hazard, vulnerability and capacity assessments and in compiling multi-hazard DRM plans that are linked to State-level plans. In order to further support government efforts in the implementation of the climate change agreement and DRR national policies and strategies, IOM is targeting approximately 10,000 school-age students in 50 schools with the Climate Adaptation and Disaster Risk Reduction and Education (CADRE) Programme. CADRE aims to support the adaptation and preparedness strategies of schools and communities that are vulnerable to climate change and natural hazards, and at empowering them to independently cope with and respond to natural disasters.

**Greece.** IOM is committed to a multidisciplinary approach to combating human trafficking and works closely with government authorities, including municipal authorities, NGOs, IOM missions and civil societies in the origin countries to provide direct assistance to victims of trafficking. IOM Greece undertakes risk assessments and together with the victim drafts reintegration plans including ongoing provision of health, psychosocial care and legal counselling.

#### 4. Enable socioeconomic well-being of migrants and society.

Poverty, instability, lack of access to education or other basic services are only some of the factors that can push individuals to migrate. Those who are pushed to migrate – unlike those who choose to migrate – may be more likely to do so under undesirable or dangerous conditions, including by accessing the services of unethical recruiters, smugglers or traffickers. This has negative consequences for migrants and for communities of origin, transit and destination, and undermines other efforts to govern migration well. Governing migration well would therefore mean promoting stability, education and employment opportunities and reducing the drivers of forced migration, including by promoting resilience, thereby enabling individuals to make the choice between staying or migrating.

#### Recommended response at the State level:

Even if the drivers of forced migration were eliminated, individuals would still choose to move, for example, to seek different or greater opportunities or to reunite with their families. A State would still normally want to manage migration in a way that advances its domestic interests, including responding to labour market needs, building communities and supporting social and cultural development. To achieve these objectives, migration and related law and policy need to be designed not only to enable migrants to participate in local economies, but also to foster strong socioeconomic outcomes for migrants and communities of origin, transit and destination. This would include:

- Adopting a variety of labour migration approaches, including permanent, temporary and circular migration, for workers of various skill levels;
- Facilitating international student migration and family reunification;
- Making social benefits – including pensions – portable, and ensuring regulations do not hinder, but rather support, employers in ensuring that pension, health and other benefits are portable;
- Ensuring migrants and displaced persons have access to legal recourse, including for land and property claims;
- Regulating employers and inspecting labour conditions so that employers fulfil their obligations to employees;
- Recognition of diplomas and qualifications.

## Recommended response at the city level:

- **Integration.** Cultural orientation, often language training and other facilitative measures can help ensure that a migrant is able to integrate harmoniously into local society;
- **Employment and Skills Recognition.** A diverse population provides a competitive advantage for all economies, in particular small to medium economies, and those seeking to compete internationally. Migrants help drive economic growth through the culture, skills, languages, motivation and experience they bring. Cities can support migrants through pre-employment facilities such as placement programmes, skills retooling and recognition of their diplomas and other certifications;
- Ensure that migrants have the same access as those registered to health care, social services, education and housing, regardless of gender, age or other diversity characteristics; this should be available to all residents, not just formal workers or through formal employment, including through mechanisms of “alternative registration”;
- Promote cross-border labour market matching and trade in services;
- Adopt a variety of gender-sensitive labour migration approaches, including permanent, temporary and circular migration, at various skill levels;
- Promote stability and reduce drivers of forced migration, including by promoting resilience and reducing risk;
- Implement regular lower-cost channels for remittance transfers, promote financial literacy among remittance-receiving households, and increase opportunities for diaspora investment in home communities;
- Access to quality education that is nonviolent and culturally sensitive, and effective learning environments for migrants. Public and private establishments of higher education. This includes basic age-appropriate language classes for migrants as well as diversity campaigns in schools and for youth for both migrant and non-migrant populations.

## Operational guidelines:

Support productive work, by cities ensuring the eradication of unscrupulous employers and stimulating competition and access to better jobs for migrants:

- Ensure migrants have fair and non-discriminatory access to the labour market, which depends in part on the extent to which migrants can integrate into their new communities – this requires strong, results-focused integration and social cohesion programmes, including for returning migrants or displaced persons, who often need reintegration assistance;
- Ensure migrants have adequate access to health care, psychosocial support, social services, education, basic public services and housing, regardless of gender, age or other diversity characteristics;
- Facilitate low-cost channels for remittances and support opportunities for investment in home communities;

- Maintain strong, results-focused integration, reintegration and social cohesion programmes, including post-arrival reintegration assistance and assisted voluntary returns;
- Communicate to the public and stakeholders the domestic value of migration and mobility;
- Provide information on regular migration channels and encourage regularization of irregular migrants through decriminalization of irregular migrants;
- Encourage formal labour markets sector, discourage exit and reduce exploitation;
- Facilitate international student migration;
- Facilitate family reunification;
- Ensure that social benefits – including pensions – are portable and that the approach to international taxes is fair and does not discriminate on the basis of migration or residence status;
- Provide access to legal recourse, including for land and property claims;
- Support socioeconomic development via strengthened diaspora engagement, through skill and financial transfer programming, migrant entrepreneurship and innovation;
- Housing and public spaces: Mixed-use of urban spaces will often need to be promoted to overcome some of the social barriers and facilitate inclusive;
- Perception surveys, to both migrants and society as a whole, to identify the exclusionary mechanisms that need to be countered;
- Provide access to medical services that are easily accessible and culturally sensitive and prevention and treatment. This includes psychosocial services. Also, safe, effective, quality, and affordable essential medicines and vaccines for all, with special attention to maternal and family health, and elderly populations in cities;
- Information and services available in languages of migrants;
- Taking action against private actors that charge unreasonable fees and regulating recruiters and recruitment agencies in their jurisdictions.

### Examples:

**Italy.** IOM is the technical advisor of the project “V.I.S.I. Vulnerability, Integration, Support and Inclusion for vulnerable migrants” assessing the psychosocial well-being of refugees in Rome. The project is contributing to the development of an integrated model of rehabilitation and social inclusion for vulnerable asylum-seekers and other services. It is also supporting the development of beneficiaries’ skills profiles and CVs while promoting vocational training and job placement. In parallel, the project is creating and strengthening the Regional Health Public Services Group on vulnerable asylum-seekers with relevant stakeholders, promoting access to housing and health-services, including through synergies with other regional actors and instruments.

**Italy.** IOM's project "Social Health Integration for TCNs" project aims to promote health access for migrants, in particular access to vaccinations services available in Rome. In collaboration with the Italian Ministry of Health, the project is identifying tools, good practices, recommendations to share with all the relevant stakeholders involved including health authorities' and local municipalities' services. This dialogue amongst health service, municipalities and migrants' associations will create awareness and will improve the capacities of key stakeholders in reading and assessing health needs of vulnerable groups in a better way.

**Japan.** The "Bridging schools" programme directly tackles the issues of integration of migrant children and of their education – one of the core challenges faced by migrant families. Due to the 2008–2009 economic crisis, a large number of migrant children in Japan were forced out of school as their parents lost their jobs and could no longer afford to pay private school tuition. Through this project bridging schools for migrant children will enable them to study the Japanese language and other subjects. The objective is to encourage their smooth transfer to the Japanese public schools system, which is tuition free.

**Multi-country - France, Germany, Italy, Belgium, Spain, Hungary, Czech Republic, Poland.** The goal of the European project "Local Cooperation for Integration (ELCI)" was to facilitate relations between migrant organizations and local and national authorities in EU Member States and to encourage relevant authorities to involve those organizations in their integration strategies. The programme assessed the role that migrant associations already play in local-level integration policymaking and carried out a comparative study of migrant organization activity in France, Spain, Belgium, Italy, Germany, the Netherlands, Hungary, Poland, and Czech Republic. IOM implemented training sessions for local and regional integration authorities aimed at enhancing their understanding of European integration principles, and organized transnational video conference meetings that encouraged the sharing of best practices.

**Haiti.** The lack of clear land tenure information is one of the most significant challenges to post-earthquake reconstruction and rehabilitation efforts. Land tenure information was incomplete, unclear and outdated even prior to the 2010 earthquake due to insufficient institutional arrangements and the prevalence of informal housing solutions. The devastation caused by the earthquake further complicated the picture by destroying existing archives and documents. Reconstructing housing is proving very difficult in the absence of adequate information about who owns which parcel of land, which is slowing down the efforts to normalize the lives of more than 350,000 people who remain displaced.

To overcome the obstacles posed by the land tenure situation, IOM and the Government of Haiti have adopted a community-based approach to identify land ownership and tenancy. Following a public information campaign to make communities aware of the aims and the methodologies of the project, IOM has been gathering data on 10,695 plots, buildings and households within the neighbourhoods of Delmas 32 and Carrefour Feuilles. The Organization consolidated the information on building damage, land tenure and occupancy status. Land tenure was then verified through community validation, as well as through intensive research with national authorities and public notaries. The collected information was then shared with partners and other authorities and has been used to plan and reconstruct three areas in metropolitan Port-au-Prince. The methodology of this initiative has also been used for the census of earthquake-affected areas.

**Indonesia.** Many of IOM Indonesia’s activities have been focusing on improving the living conditions of local communities by supporting sustainable livelihoods, in order to tackle the drivers of forced migration and increase resilience:

1. In collaboration with Bank Mandiri’s Corporate Social Responsibility Division, IOM supported micro and small batik producers in the earthquake-affected province of Central Java. Under the Mandiri Bersama Mandiri (“Self-Reliant with Mandiri”) Programme, the pilot project supported Kebon Village, a strong natural dye batik-producing community in Klaten District. The intervention assisted members of the Kebon Batik Cooperative through business development, business resilience, production capacity-building, direct market access and networking support.
2. With an ever-growing global demand, there is a window of opportunity to invest in the development of a sustainable coffee industry. In particular, consumers are increasingly interested in distinctive varieties grown in specific conditions (so-called “specialty coffees”). IOM mobilized key stakeholders in the supply chain in order to help Indonesian small and medium enterprises produce and distribute sustainable Aceh Gayo Arabica Specialty Coffee. The negative impact of the coffee production process on the local ecosystem was reduced through shade growing, biodiversification and the use of organic fertilizer, while the environmental footprint of the supply chain benefitted from improved resource efficiency and the reduction of toxic material usage and waste generation. The investments have increased local incomes, contributed to prosperity in the target area and made local livelihoods more resilient, thereby tackling some of the most important drivers of out-migration.

**The MICIC Initiative.** The State-led initiative on “Migrants in Countries in Crisis” responds to the challenges posed by a growing number of crises in which migrants are among those most seriously affected, and intends to fill in a gap due to the absence of a clear international framework dedicated to the protection of and assistance to migrants in times of crisis. IOM forms the secretariat for this. The aim of the initiative is to improve the ability, primarily of States and, where relevant, other stakeholders to effectively protect the dignity and rights of migrants caught in countries experiencing an acute crisis. Through a process of broad and inclusive consultations, the initiative seeks to compile a range of good practices in preparing for, responding to, and addressing longer-term consequences of such crisis situations, with a view to producing a set of non-binding, voluntary guidelines, which will set out principles, roles and responsibilities of different relevant entities.

**Italy.** Within the Migration for Development strategy and activities of IOM Rome, several projects were implemented aiming at supporting co-development projects proposed by migrants and their associations in synergy with Italian local authorities. These initiatives promoted migrants’ access to banking services (through financial literacy) and channeling of remittances towards productive investments or social projects, credit/microcredit system that have the medium-to-long term objective to generate local development and reduce poverty. The projects contributed to the socioeconomic development migrant’s countries of origin, through the identification and transfer of skills, financial, social and professional resources of the expatriates living in Italy and the promotion of partnerships between hosting and origin communities.

## 5. Prepare for, respond to and recover through effective responses to the mobility dimensions of crises.

In 2014, almost 60 million individuals were displaced as a result of natural and man-made disasters; a large number of forced migrants remain in protracted displacement situations, including in urban areas. Crises have significant long-term effects on migrants and society. Therefore, concerted action by the international community is required to: prevent and prepare for crisis; support migrants, displaced persons and communities affected by crises in accordance with humanitarian principles; and promote durable solutions to end displacement. Addressing the root causes of crises and associated population movements needs to be part of longer-term approaches towards recovery, transition and sustainable development. In addition, the international community should respond to crises with the understanding that migration is an inevitable consequence, and that recovery and transition efforts require consideration of the needs of migrants and their communities.

### Recommended response at the State level:

A State affected by a crisis would bear responsibility to protect and assist crisis-affected persons residing on its territory, and where appropriate its nationals abroad, in accordance with international humanitarian, refugee and human rights law. This could include allowing unhindered access for humanitarian aid and workers. A State would need to facilitate access to consular services and evacuation assistance for migrants caught in crises on its territory.

- Work in concert with international partners to provide support and assistance to people affected by crises on the basis of humanitarian principles, including through voluntary contributions to international organizations (intergovernmental and non-governmental);
- Provide nationals caught in a crisis with appropriate, timely and efficient emergency consular services, including the issuance of emergency travel documents or laissez-passer, as well as other services which can contribute to their protection before, during and after a crisis situation;
- Build robust immigration and border management programmes supported by appropriate policies, laws, procedures and information systems;
- Allow unhindered access for humanitarian aid and workers;
- Provide access to adequate and regular channels for migration, mobility, residence and citizenship, for all individuals regardless of gender, age, or other diversity characteristics;
- Facilitate regular travel and migration, detect irregular migration, prohibit illegal cross-border activity, identify and refer those in need of assistance and protection, and implement timely asylum determination processes;
- Implement efficient and well-operating visa, entry, stay and residency schemes, with limited wait times and reasonable fees;
- Respond in a timely manner to requests for documentation/re-documentation and accept returning nationals;

- Maintain effective identity management, including through reliable passports and responsible use of biometrics;
- Work with national and international border, immigration, justice and security agencies to collect, analyse and use intelligence, including to address trans-border criminal activity (e.g. trafficking in human beings and smuggling of migrants) and terrorism;
- Facilitate access to safety and protection for displaced populations, and accept refugees and asylum-seekers, including through resettlement and other forms of humanitarian admission;
- Contributions to the humanitarian organizations providing relief, support and protection in support of State actions are essential in order to address effectively the mobility dimensions of crises. This includes financial or in-kind support for life-saving assistance such as shelter, food, health care and other assistance.

### Recommended response at the city level:

- Facilitate access to consular services and evacuation assistance for nationals abroad affected by crises;
- Register displaced persons and ensure they can access services, and that special needs and vulnerabilities are adequately addressed, in an equal and non-discriminatory manner;
- Support sensitization and participatory campaigns to provide information to affected populations and others, and to receive feedback;
- Support early transition and post-crisis recovery efforts, including the provision of durable solutions to displacement;
- Address the needs for shelters and non-food items (NFIs) of persons affected by a crisis, including those who are displaced and vulnerable;
- Provide protection through the provision of humane and orderly transport assistance to individuals or groups who are going, either temporarily or permanently, to a place of origin, transit or destination within one country or across an international border (e.g. programmes involving transport assistance include, inter alia, evacuations, resettlement, repatriation, return of internally displaced persons (IDPs), assisted voluntary return and reintegration (AVRR), and relocation or emergency transportation);
- Provide comprehensive migrant health-care and prevention services during the crisis and throughout the movement process – at the pre-departure stage, during travel and transit and upon return based on existing health systems and evidence-based needs assessments;
- Promote, protect and support the well-being of crisis affected populations;
- Combat displacement through the provision of immediate, medium- and longer-term support that includes addressing housing, protection, stability, livelihood and economic concerns, as well as (re)integration support in line with the framework for durable solutions;

- Establish stability and security in vulnerable communities, prevent further forced migration, restoring trust among community members, vulnerable populations and local authorities and lay the foundations for durable solutions, lasting peace and sustainable development;
- Reduce and mitigate the risk of displacement and increase the resilience of communities to cope with disasters in view of achieving sustainable development, by providing the necessary framework, methodology and tools to analyse the causal factors of disasters, reduce exposure to hazards and lessen the vulnerability of people and livelihoods;
- Assist governments and societies to address land and property issues to prevent future forced migration and to allow for durable solutions to address ongoing displacement;
- Provide protection and assistance to vulnerable migrants, including victims of trafficking, exploitation or abuse and unaccompanied migrant children, during a crisis situation;
- Mobilize the skills and financial resources of the diaspora and other networks of qualified professionals to support the national development, rehabilitation and reconstruction processes in countries recovering from crisis, in transition or conflict situations, through the temporary/virtual return or socioeconomic reintegration of skilled and qualified nationals from abroad, and the facilitation of the recruitment of temporary foreign workers in sectors vital to the country's recovery but lacking the necessary human resources;
- Maintain a two-way exchange of information between the responders (including humanitarian actors) and crisis-affected populations which addresses the information needs of affected populations and generates feedback that contributes to an appropriate humanitarian response and facilitates recovery planning, while including intercultural considerations and community messaging aimed at reducing anti-migrant sentiments;
- Recognize communities' ability to self-prioritize, including through delivering cash transfers;
- Adjust existing humanitarian tools to include specific urban area-based assessments, programming, coordination protocols and monitoring tools, tailored to the complexity of cities, focusing more on "solutions" rather than "delivery of goods", including cross-sector area-based coordination mechanisms, empowering local stakeholders (local government, businesses, community leaders) to help prioritize response and align humanitarian and development approaches.

### Operational guidelines:

- Effective responses to crises combine traditional humanitarian activities with transition and recovery programmes, as well as migration management activities, as described in the IOM Migration Crisis Operational Framework;
- Effective responses would also include the acceptance of refugees and asylum-seekers, including extending resettlement options to alleviate the burden on countries of first refuge, and offering other forms of admission such as humanitarian visas;

- Activities aimed at reducing psychosocial vulnerabilities, promoting community resilience and ownership, and supporting aid that takes into account psychosocial and cultural diversity issues;
- Reintegration assistance including AVRR programmes in countries of origin;
- Livelihood support and access to basic services;
- Identify and eliminate land-related barriers to sustainable return and reintegration, and clarifying land ownership and tenure;
- Identification and protection of vulnerable migrants;
- Liaise with consular services to facilitate the identification of people in need of documentation, and the steps required to receive that documentation;
- Facilitate access to safety and protection for displaced populations (including refugees, in accordance with relevant international instruments). This includes:
  - systems of registration;
  - adequate access to services;
  - particular attention to any special needs and vulnerabilities.

### Examples:

**Ecuador.** IOM developed a project proposal together with the Municipality of Quito to increase resilience and reduce disaster risks in migrant communities living in high risk areas at the margins of the city through an innovative concept of in situ relocation. The proposal aims to provide the Municipality of Quito with model proposals for either relocation or improvement of livelihoods close to the original areas of settlement in order to reduce costs and to minimize the psychological and social impact of the relocation on the beneficiaries, allowing families to maintain their structure and social relations. The Municipality has identified the neighbourhoods at the greatest risk of floods and landslides and families requiring relocation. It has also identified the areas where interventions and improvements of infrastructure can reduce or mitigate the risks and thus the families' exposure to them. An existing plan of intervention to mitigate the risks revealed the amplitude of required interventions exceeds the capacity of the municipality to act on its own. The project is yet to be implemented.

**Sri Lanka.** Parts of Sri Lanka are frequently hit by heavy landslides as a consequence of strong precipitation events. Recently, in 2007 and 2008, landslides affected 4,000 families and displaced 219 households. In addition to supporting the Sri Lankan Government in the aftermath of disasters by providing humanitarian assistance to the affected populations and ensuring access to basic goods and services in IDP settlements, IOM also intervenes to create safer settlement options for at-risk communities. In order to reduce the concentration of populations and assets in areas exposed to hydrogeological hazards, the Government considered the relocation of some settlements to a new area. A former tea plantation was identified and acquired, and the relocation of communities was duly arranged. IOM supported institutional efforts by constructing access roads, stormwater canals, culverts, water supply systems, community halls and sanitation facilities. In addition, the Organization provided vocational training and resources to promote adequate livelihood options, and trained relocated families and people on soil and water conservation practices, in order to reduce future landslide risk.

**Nepal.** The evacuation and contingency plan of the densely populated Kathmandu Valley clarified protocols for up to 900,000 people estimated to be displaced in the event of a major earthquake. IOM has helped drafting emergency and response plans for the municipalities of Kathmandu, Lalitpur, Kirtipur and Madhyapur. The plans identified 83 open spaces in the Kathmandu Valley that can be used for humanitarian purposes following a disaster. These sites have been endorsed by the Ministry of Home Affairs (MoHA) and now enjoy specific protection from further encroachment. In coordination with State and non-State humanitarian actors, IOM defined functions and purposes of each of these sites. For large and medium IDP sites, IOM prepared detailed plans to ensure that space is effectively used.

**Greece.** IOM's project "Open Centre for Migrants Registered for AVRR" addresses the immediate need of irregular migrants who have no legal basis to stay in Greece and who have no resources to return home. Many of these migrants had found undeclared work but because of the current economic recession are now unemployed and destitute. The Centre will provide shelter and other services to 110 migrants. Emphasis will be placed on providing assistance to vulnerable groups and 60 per cent of the centre will be renovated to accommodate unaccompanied minors, migrants with medical needs, families with children and elderly migrants. The project is being implemented in close cooperation with the municipality of Athens, in partnership with the First Reception Service and the European and Development Programs Division.

**Italy.** The IOM project "Family tracing and assessment activities: supporting the identification of the best possible and durable solution for the future of unaccompanied migrant children including assisted voluntary return" aims at supporting Municipalities hosting unaccompanied migrant children to cope with their needs and to help them in identifying the most suitable durable solution for their personal development, particularly in providing for their reception and well-being. Through family assessments, IOM also strengthens municipalities' social services support, with information on the background of each individual child in order to better build their life project.

## 6. Safe, orderly and dignified migration.

### Recommended response at the State level:

- Anticipating migration dynamics and proactively addressing migration in policies and planning at the municipal level will support the reduction of their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters. This also supports avoiding the creation of camps, by providing direct support to urban governments to help absorb urban displacement;
- Legal and administrative barriers: Laws and regulations can exclude all or some specific groups of migrants from formal access to housing, employment, health care, education, and response and recovery assistance in the case of disasters. While such situations are often the result of policies regulating immigration from abroad, they can also stem from registration requirements for internal urban migrants.

### Recommended response at the city level:

- Contingency planning and preparedness in urban areas is essential, including assessment of the capacity of communities, the economy, infrastructure, administrative structures, service delivery systems, housing, land and other resources and the identification of key interventions needed to absorb anticipated migrants;
- Ensure access to social networks: Moving away from the place of origin often disrupts family and community ties that help provide income, health and childcare and education, emotional support or additional resources to cope with hardship. Availability of these forms of social capital is usually reduced in urban areas of destination. However, social ties and connections both with people from areas of origin and with kin, origin or ethnicity-based networks in areas of destinations are a significant source of resilience for urban migrants, and often one of the key factors influencing their decision to move.
- Facilitate knowledge of the local environmental and social context: Moving out of a particular local context also means that site-specific knowledge is lost, and that it might not be replaced, at least in the short term, by an equal level of understanding of the context of destination. This may include insufficient awareness of local resources and opportunities (such as housing, health care, social support systems) and how to access them, as well as local hazards (for example, violence, illness, landslides, floods). Both can result in specific patterns of exclusion and risk for incoming populations.

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## Examples:

**Sri Lanka.** The Jaffna Peninsula has an ecologically rich and environmentally sensitive coastal area where salinization threatens arable land and freshwater sources. To mitigate the negative impact of saltwater on the soil in the area, local communities developed systems that use stormwater to flush out the salt accumulated in the land during the dry season. Such systems optimize the quantity and retention time of stormwater, increase the ground water recharge rate and minimize floods. In the Chavakachcheri area, when the population was displaced by conflict in 2008 and 2009, the saltwater extrusion system could not be maintained and the flood control embankment was damaged, resulting in the abandonment of 252 hectares of previously productive land due to salinization and the scarcity of irrigation water. Rehabilitation of the 7-kilometre-long saltwater extrusion bund was identified as paramount to the restoration of the affected land. The project benefited 1,170 families, including 175 women-headed households in four divisions (Thanankilappu, Chavakachcheri Town, Maravanpulavu and Nunavil East). The rehabilitation of the saltwater extrusion bund is now allowing the gradual restoration of the salinization-affected land. Aquifers alongside the coast increase water table recharge and soil moisture and reduce flooding, thereby protecting 1,500 hectares of productive land, increasing local food security and reducing disaster risk.

**Nepal.** Disaster risk in the country is driven by poverty, illiteracy, rapid population growth and unplanned urbanization. Being prepared for population movements in the aftermath of natural disasters is therefore an absolute priority for the Government and other emergency actors. IOM has been supporting local institutions in providing assistance to the victims of natural disasters ever since the 2008 Koshi floods. Aware of the challenges posed by seismic risk, the Organization has been committed to enhancing local preparedness for earthquakes and has helped drafting emergency and response plans for the municipalities of Kathmandu, Lalitpur, Kirtipur and Madhyapur.

# MiGRATION GOVERNANCE FRAMEWORK



International Organization for Migration

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