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## INTERNATIONAL ORGANIZATION FOR MIGRATION BACKGROUND GUIDE 2018

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# NATIONAL MODEL UNITED NATIONS



# NATIONAL MODEL UNITED NATIONS

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Dear Delegates,

Welcome to the 2018 National Model United Nations New York Conference (NMUN•NY)! We are pleased to welcome you to the International Organization for Migration (IOM). This year's staff are: Directors Yannick Stiller (Conference A) and Michael Valdivieso (Conference B), and Assistant Directors Diego Padilla (Conference A) and Marilyn Obaseki (Conference B). Yannick graduated with a M.Sc. in International Political Economy from the London School of Economics. He currently works as Research Analyst for a commodity consultancy based in London. Michael is currently doing an MSc. in Conflict Studies at the London School of Economics. He obtained his BA in International Relations from Universidad San Francisco de Quito. Diego is a biochemistry student in Southern California whose passion for politics and international relations began in 2011. Marilyn recently received her B.A. in Political Science with a focus on Comparative Politics, Public Policy, International Affairs, and Public Law from Brock University. She is currently clerking and reporting under Ontario's Ministry of Attorney General within the criminal justice system.

The topics under discussion for International Organization for Migration are:

1. Addressing Climate Migration and Cross-Border Disaster Displacement
2. Addressing the Issue of Migration in Libya
3. Strengthening Cooperation between IOM and Civil Society

Since 2016, the IOM is a related organization of the UN system. With the adoption of the *New York Declaration*, IOM, as the new "UN migration agency," has become the primary institution to provide technical assistance and policy guidance for the entire UN system on all dimensions of migration. With its global presence and its wealth of experience, IOM is well positioned for the set of enormous challenges ahead, such as climate change, managing migration in countries with a lack of governmental structures, such as Libya, and including all stakeholders into the process of adopting a global compact for safe, orderly, and regular migration.

This Background Guide serves as an introduction to the topics for this committee. However, it is not intended to replace individual research. We encourage you to explore your Member State's policies in depth and use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the Conference, each delegation will submit a [Position Paper](#) by 11:59 p.m. (Eastern) on 1 March 2018 in accordance with the guidelines in the [NMUN Position Paper Guide](#).

Two resources, to download from the [NMUN website](#), that serve as essential instruments in preparing for the Conference and as a reference during committee sessions are the:

1. [NMUN Delegate Preparation Guide](#) - explains each step in the delegate process, from pre-Conference research to the committee debate and resolution drafting processes. Please take note of the information on plagiarism, and the prohibition on pre-written working papers and resolutions. Delegates should not start discussion on the topics with other members of their committee until the first committee session.
2. [NMUN Rules of Procedure](#) - include the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure.

In addition, please review the mandatory [NMUN Conduct Expectations](#) on the NMUN website. They include the Conference dress code and other expectations of all attendees. We want to emphasize that any instances of sexual harassment or discrimination based on race, gender, sexual orientation, national origin, religion, age, or disability will not be tolerated.

If you have any questions concerning your preparation for the committee or the Conference itself, please contact the Under-Secretaries-General for the Human Rights and Humanitarian Affairs Department, Dieyun Song (Conference A) and Dominika Ziemczonek (Conference B), at [usg.hr\\_ha@nmun.org](mailto:usg.hr_ha@nmun.org).

We wish you all the best in your preparations and look forward to seeing you at the Conference!

## Conference A

Yannick Stiller, Director  
Diego Padilla, Assistant Director

## Conference B

Michael Valdivieso, Director  
Marilyn Obaseki, Assistant Director



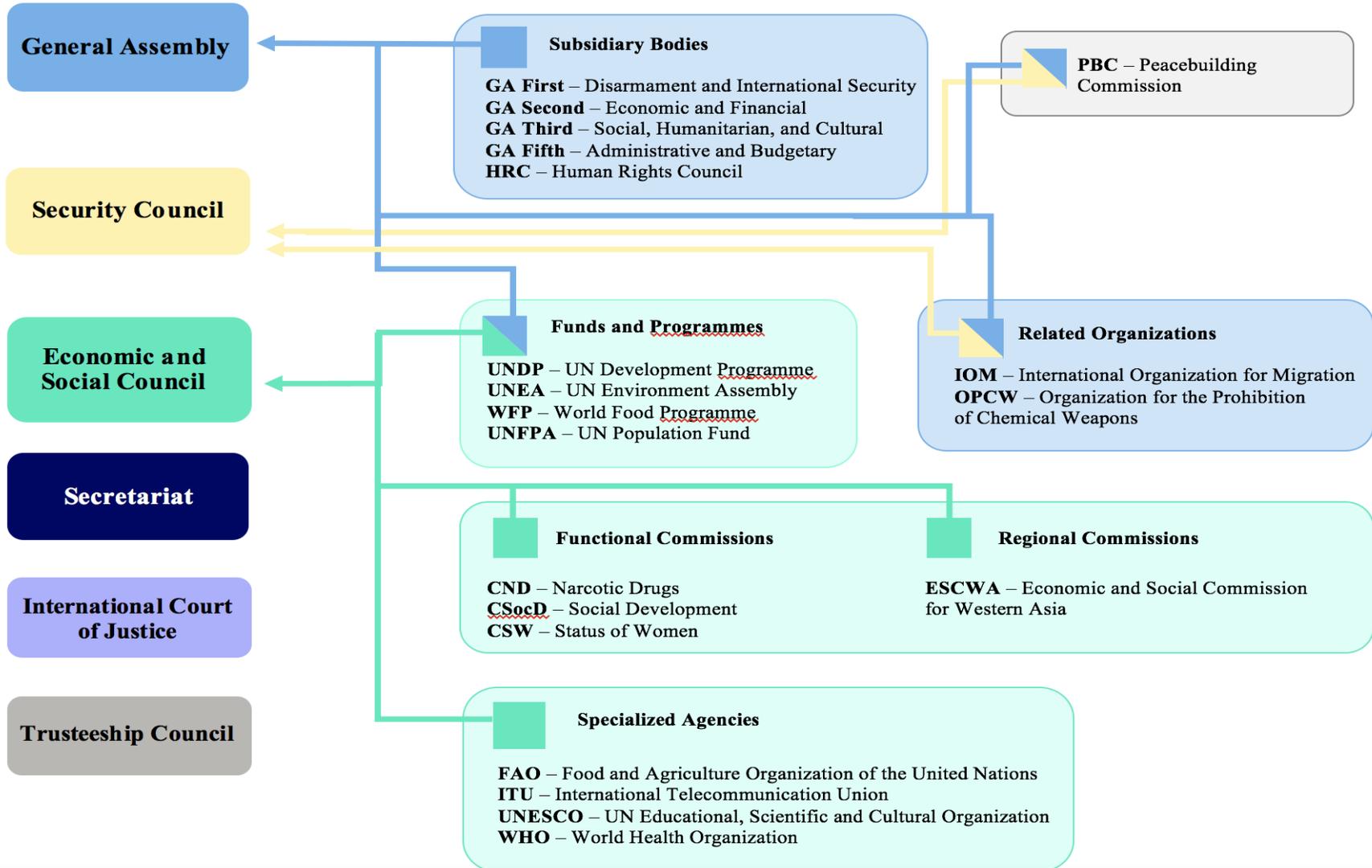
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## United Nations System at NMUN•NY

This diagram illustrates the UN system simulated at NMUN•NY and demonstrates the reportage and relationships between entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN system.





## Abbreviations

<b>AVRR</b>	Assisted voluntary return and reintegration
<b>CEB</b>	United Nations System Chief Executives Board for Coordination
<b>CSO</b>	Civil Society Organization
<b>DRR</b>	Disaster risk reduction
<b>DTM</b>	Displacement Tracking Matrix
<b>EPC</b>	Emergency and Post-Crisis Division
<b>EU</b>	European Union
<b>EUBAM</b>	European Union Border Assistance Mission in Libya
<b>GCM</b>	Global compact for safe, orderly, and regular migration
<b>GNA</b>	Government of National Accord (Libya)
<b>IASC</b>	Inter-Agency Standing Committee
<b>ICRC</b>	International Committee of the Red Cross
<b>IDM</b>	International Dialogue on Migration
<b>IDP</b>	Internally displaced person
<b>IO</b>	International organization
<b>IOM</b>	International Organization for Migration
<b>MCIC</b>	Migrants in Countries in Crisis
<b>MCOF</b>	Libya Migration Crisis Operational Framework 2017-2019
<b>MiGOF</b>	<i>Migration Governance Framework</i>
<b>NGO</b>	Non-governmental organization
<b>PDD</b>	Platform for Disaster Displacement
<b>RCP</b>	Regional Consultative Process
<b>SDG</b>	Sustainable Development Goal
<b>TCM</b>	Technical cooperation on migration
<b>UN</b>	United Nations
<b>UNDG</b>	United Nations Development Group
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Commissioner for Refugees



## Committee Overview

*“The signature of this historic agreement brings the leading global migration agency – the International Organization for Migration (IOM) – into the United Nations and culminates a 65-year relationship with the UN. So, for the very first time in 71 years, the UN now has a ‘UN Migration Agency.’”<sup>1</sup>*

### Introduction

The International Organization for Migration (IOM) was founded as the Provisional Intergovernmental Committee for the Movement of Migrants from Europe in 1951, and was mandated originally to assist European governments with logistical support in resettling the estimated 11 million people uprooted by the Second World War.<sup>2</sup> However, it soon became apparent that refugee crises and human migration would remain a persistent phenomena, and thus the organization both enlarged its areas of operation and broadened the scope of its activities.<sup>3</sup> Gradually, the organization engaged in the protection of migrants’ rights, encouraging social and economic development through migration, and advancing the understanding of migration issues through comprehensive research.<sup>4</sup> To reflect the broadening scope of activities, the organization changed its name several times until it adopted its current one in 1989.<sup>5</sup> By 2015, IOM had assisted 20 million migrants and grown into an organization with 166 Member States.<sup>6</sup>

The **International Organization for Migration (IOM)** is a related organization of the United Nations.

With the adoption of the Sustainable Development Goals (SDGs) in September 2015, migration issues became deeply entangled with other development objectives.<sup>7</sup> Thus, IOM Council resolution No. 1309, adopted on 24 November 2015, requested the IOM Director General approach the United Nations (UN) in order to deepen the cooperation between IOM and the UN system.<sup>8</sup> On 25 July 2016 the UN General Assembly adopted resolution 70/296, which made IOM a related organization of the UN system.<sup>9</sup> IOM participated in the UN Summit for Refugees and Migrants on 19 September 2016 as a related organization.<sup>10</sup> The outcome document of this summit, the *New York Declaration for Refugees and Migrants*, is the first commitment at the global level to protect the safety, dignity, and human rights and fundamental freedoms of all migrants and specifies a set of rights of migrants and obligations of states towards them.<sup>11</sup> UN Member States acknowledged a shared responsibility to manage large movements of refugees and migrants and promised to support countries that rescue, receive, and host them.<sup>12</sup> The Declaration also assigned IOM the role of providing technical assistance and policy guidance for the negotiations leading to a global compact for safe, orderly, and regular migration at an intergovernmental conference on international migration in 2018.<sup>13</sup>

The term “related organization” means organization whose cooperation agreement with the UN resembles that of specialized agencies but remain legally independent with rules, membership, organs, and financial resources.<sup>14</sup> The UN henceforth recognizes IOM as an independent, autonomous, and non-normative international organization in a working relationship with the UN.<sup>15</sup> In turn, IOM recognizes the responsibilities of the UN in the field of migration,

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<sup>1</sup> IOM, *Opening remarks of William Lacy Swing, Director General, International Organization for Migration, at the September Summit and signing of the IOM-UN Agreement*, 2016.

<sup>2</sup> IOM, *IOM History*, 2017; IOM, *About IOM*, 2017.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

<sup>5</sup> Ibid.

<sup>6</sup> IOM, *IOM Becomes a Related Organization to the UN*, 2016.

<sup>7</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 4.

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

<sup>10</sup> UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 23.

<sup>11</sup> IOM, *Global Compact for Migration*, 2017.

<sup>12</sup> UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 2.

<sup>13</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 2.

<sup>14</sup> UN CEB, *Related Organizations*, 2016; UN CEB, *Specialized Agencies*, 2016.

<sup>15</sup> UN General Assembly, *Agreement concerning the Relationship between the United Nations and the International Organization for Migration (A/70/976)*, 2016, p. 3.

and will conduct its activities in accordance with the *Charter of the United Nations* (1946).<sup>16</sup> IOM was invited to become a full member of various inter-agency mechanisms within the UN system, such as the UN Development Group (UNDG), the Inter-Agency Standing Committee (IASC), the UN High-level Committee on Programmes, and the UN System Chief Executives Board for Coordination (CEB).<sup>17</sup> This integration allows IOM to contribute to decision-making in the UN, provide a leading role in the discussion of migration issues, and ensure that migration stays at the top on the international agenda.<sup>18</sup>

Migration is a central topic on the international agenda, as one in every seven people on earth is a migrant, more than ever before in human history.<sup>19</sup> IOM defines “migrant” as “any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of (1) the 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.”<sup>20</sup> Therefore, the term migrant includes refugees, internally displaced persons (IDPs), students, migrant workers, and professionals moving between international postings.<sup>21</sup> The term “refugee” is defined by the *1951 Convention relating to the Status of Refugees* and its *1967 Protocol* as any person who has crossed an international border “owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions.”<sup>22</sup> IOM also assists IDPs, who are forced to leave their homes due to one of the above mentioned reasons without crossing a border as well as people fleeing from natural disasters and climate change.<sup>23</sup> Although no specific SDGs specifically highlight migration issues, various aspects of migration are linked to a number of SDGs, including ensuring basic health (target 3.8) as well as education services for migrants (target 4.1), protecting migrant workers’ rights (target 8.8), reducing remittance transfer costs (target 10.c), and ending human trafficking (target 16.2).<sup>24</sup>

### ***Governance, Structure, and Membership***

IOM has two organs: the Council and the Administration, which comprises a Director General, a Deputy Director General, and its staff.<sup>25</sup> Each Member State has one representative and one vote in the IOM Council, which generally meets once per year to determine, examine, and review the policies, programs, and activities of IOM.<sup>26</sup> The Council is also responsible for approving the budget, reviewing reports, and directing activities of all subsidiary bodies and the Director General.<sup>27</sup> IOM currently has 166 Member States, with Tonga being the latest state to be admitted in December 2016.<sup>28</sup> There are eight states and numerous international and non-governmental organizations (NGOs) holding observer status.<sup>29</sup> These observers are admitted to the meetings of the IOM Council but do not have the right to vote on substantial matters.<sup>30</sup> According to Article 1(2) of its constitution, IOM “shall cooperate closely with international organizations, governmental and non-governmental, concerned with migration, refugees and human resources.”<sup>31</sup> Therefore, IOM actively encourages NGOs to participate in its Council and convenes annual consultations with and briefings for the over 60 NGOs currently holding observer status.<sup>32</sup> The International Dialogue on Migration (IDM) is another vehicle for IOM to discuss current and emerging issues on migration with Member States, as well as international and non-governmental organizations, migrants, the media,

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<sup>16</sup> UN General Assembly, *Agreement concerning the Relationship between the United Nations and the International Organization for Migration (A/70/976)*, 2016, p. 3.

<sup>17</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 4.

<sup>18</sup> Ibid.

<sup>19</sup> Ibid.

<sup>20</sup> IOM, *Key Migration Terms*, 2017.

<sup>21</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 4.

<sup>22</sup> IOM, *Key Migration Terms*, 2017.

<sup>23</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 4.

<sup>24</sup> Ibid., p. 5.

<sup>25</sup> IOM, *Constitution*, 2013, p. 10.

<sup>26</sup> Ibid.

<sup>27</sup> Ibid.

<sup>28</sup> IOM, *Draft Report on the 107<sup>th</sup> Session of the Council (C/107/L/25)*, 2017, p. 5.

<sup>29</sup> IOM, *Members and Observers*, 2017.

<sup>30</sup> IOM, *Constitution*, 2013, p. 11.

<sup>31</sup> Ibid., p. 6.

<sup>32</sup> IOM, *Civil Society & NGOs*, 2017.

academics, and the private sector.<sup>33</sup> IOM also cooperates with NGOs to combat trafficking, provide vocational training, or implement information campaigns.<sup>34</sup>

The Director General and the Deputy Director General are elected by a two-thirds majority vote of the Council for a five-year term and can be re-elected for one additional term.<sup>35</sup> The Director General discharges the administrative and executive functions of IOM in accordance with the IOM Constitution and the decisions of the IOM Council.<sup>36</sup> The Director General is assisted in this function by the Office of the Director General, which is responsible for the formulation of coherent policies and oversight of all activities of the organization.<sup>37</sup> Ninety-seven percent of IOM's over 10,000 staff are deployed in IOM's 408 field locations throughout the world.<sup>38</sup> These offices include nine Regional Offices, which formulate regional strategies and plans of action; two Special Liaison Offices, located in New York and Addis Ababa, which coordinate with multilateral bodies, such as the UN; and two Administrative Centers, which provide administrative support.<sup>39</sup> Moreover, Country Offices are tasked with coordinating functions to ensure that migratory realities in certain areas are taken into account.<sup>40</sup> These offices are located in Canberra, Australia (covering the Pacific); Beijing, China (covering much of the Asia region); Georgetown, Guyana (covering the Caribbean); Rome, Italy (covering the Mediterranean); Astana, Kazakhstan (covering Central Asia); and Bangkok, Thailand (covering South Asia).<sup>41</sup>

While the administrative functions of IOM are financed by fixed contributions from its Member States, the expenditures for IOM's operations are funded by voluntary contributions by Member States or other entities.<sup>42</sup> In 2016, the budget amounted to \$45.5 million for the administrative part and \$1,556 million for the operational part.<sup>43</sup> The voluntary contributions that financed the operational part of the budget originated to 77% from Member States, 13% from the European Commission, and eight percent from UN organizations.<sup>44</sup> Non-member states, the private sector, and other organizations contributed around one percent each.<sup>45</sup> Of the \$1,556 million available, 58% was spent on operations classified as movement, emergency, and post-crisis migration management, which include humanitarian assistance and community stabilization initiatives.<sup>46</sup> Twenty-one percent of the funds were allocated to operations regulating migration, which relates to voluntary return and reintegration support provided to migrants and immigration and border management support.<sup>47</sup> Projects dealing with migration health received 10% of available funds, five percent were spent on development projects, and four percent on operations that facilitated migration.<sup>48</sup> The operational part of the budget for 2017 is based on anticipated funding and was estimated to reach \$2 billion, an increase of about 25% compared to 2016.<sup>49</sup> Most of this additional funding will be used for migration management and migration regulation operations.<sup>50</sup>

### ***Mandate, Function, and Powers***

The mandate of IOM, according to Article 1(1) of the IOM Constitution, can be broken down into three categories: making arrangements for the organized transfer of migrants, refugees, and displaced persons; providing migration services such as recruitment, selection, processing, language training, orientation activities, and medical

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<sup>33</sup> IOM, *International Dialogue on Migration*, 2017.

<sup>34</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 17.

<sup>35</sup> IOM, *Constitution*, 2013, p. 13.

<sup>36</sup> *Ibid.*

<sup>37</sup> IOM, *Organizational Structure*, 2017.

<sup>38</sup> IOM, *Financial Report for the year ended 31 December 2016 (C/108/3)*, 2017, p. 6.

<sup>39</sup> IOM, *Organizational Structure*, 2017.

<sup>40</sup> *Ibid.*

<sup>41</sup> *Ibid.*; IOM, *Programme and Budget for 2017 (C/107/6/Rev.1)*, 2017, p. 6.

<sup>42</sup> IOM, *Constitution*, 2013, p. 16.

<sup>43</sup> IOM, *Draft Report on the 107<sup>th</sup> Session of the Council (C/107/L/25)*, 2017, p. 7.

<sup>44</sup> IOM, *Financial Report for the year ended 31 December 2016 (C/108/3)*, 2017, p. 6.

<sup>45</sup> *Ibid.*

<sup>46</sup> *Ibid.*, p. 7.

<sup>47</sup> *Ibid.*

<sup>48</sup> *Ibid.*

<sup>49</sup> IOM, *Programme and Budget for 2017 (C/107/6/Rev.1)*, 2016, p. 6.

<sup>50</sup> *Ibid.*, p. 24.

examination; and offering a forum for Member States to exchange views on migration issues.<sup>51</sup> All these activities are to be undertaken at the request of and in agreement with the Member States that are concerned.<sup>52</sup> The recent integration of IOM into the UN system has broadened IOM's mandate because the organization is now viewed as the leading global agency on migration and consults for UN bodies on matters of migration.<sup>53</sup>

The *Migration Governance Framework* (MiGOF) and its set of three principles and three objectives guide IOM's operations and reflect the functions and powers of the organization.<sup>54</sup> The first principle is to support Member States in adhering to international standards and fulfillment of migrant's rights.<sup>55</sup> IOM offices support their host governments by organizing consultations and information sessions with ministries, training officials on international standards or even contributing to the drafting or alteration of migration laws.<sup>56</sup> The second principle is to advance the understanding of migration by strengthening the gathering and analysis of migration data and research.<sup>57</sup> The third principle is to create partnerships with all stakeholders to develop comprehensive and efficient solutions.<sup>58</sup> The first objective is to advance the socio-economic well-being of migrants and society by assisting with their social, economic, and cultural inclusion as well as ending human trafficking, migrant exploitation, and abuse.<sup>59</sup> The second objective is to effectively address the mobility dimensions of crisis, which includes crisis prevention, emergency response, and post-crisis resettlement.<sup>60</sup> The third objective is to ensure that migration takes place in a safe, orderly, and dignified manner through carrying out health and identity assessments while organizing voluntary return.<sup>61</sup> To achieve its objectives and help migrants with its services, IOM relies on the cooperation of the affected Member States by offering valuable advice, research, technical support, and operational assistance.<sup>62</sup> Furthermore, IOM attempts to use its institutional knowledge and norm-setting capability to promote a whole-of-government approach to migration, which takes into account the linkage between migration and other government topics, such as development, health, environment, and climate change.<sup>63</sup>

### ***Recent Sessions and Current Priorities***

The deliberations in the IOM Council have been dominated in the past two years by the process of integrating IOM into the UN system, which was officially initiated by resolution 1309 adopted on 24 November 2015 by the Council at its 106<sup>th</sup> session.<sup>64</sup> On the same day, the Council adopted the MiGOF in resolution 1310, which outlines the essential elements for facilitating orderly, safe, regular, and responsible migration and mobility of people through planned and well-managed migration policies.<sup>65</sup> The Framework now guides the work of IOM in capacity building, providing policy advice, developing specific programs, as well as linking IOM's engagement with the SDGs.<sup>66</sup> For example, IOM offices may help a host government to draft a national strategy for the implementation of the migration-related SDGs or build statistical capacity to report on the SDGs, or are even requested by host governments to implement projects geared towards achieving a particular SDG target.<sup>67</sup> Additionally, a panel discussion brought into focus the link between migration and public health, health security, and health related human rights.<sup>68</sup> IOM also increases migrant's access to health services, for example through its network of seven

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<sup>51</sup> IOM, *Constitution*, 2013, p. 6.

<sup>52</sup> *Ibid.*

<sup>53</sup> UN General Assembly, *Agreement concerning the Relationship between the United Nations and the International Organization for Migration (A/70/976)*, 2016, p. 4.

<sup>54</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 3.

<sup>55</sup> *Ibid.*, p. 6.

<sup>56</sup> *Ibid.*

<sup>57</sup> *Ibid.*, p. 10.

<sup>58</sup> *Ibid.*, p. 13.

<sup>59</sup> *Ibid.*, p. 19.

<sup>60</sup> *Ibid.*, p. 25.

<sup>61</sup> *Ibid.*, p. 28.

<sup>62</sup> IOM, *Constitution*, 2013, p. 6.

<sup>63</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 11.

<sup>64</sup> IOM, *Report on the 106<sup>th</sup> Session of the Council (C/106/54/Rev.1)*, 2017, p. 8.

<sup>65</sup> *Ibid.*

<sup>66</sup> *Ibid.*, p. 20.

<sup>67</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 6.

<sup>68</sup> IOM, *Report on the 106<sup>th</sup> Session of the Council (C/106/54/Rev.1)*, 2017, p. 23.

clinics in South Sudan that provide services to vulnerable IDPs.<sup>69</sup> In Libya and other countries in North Africa, IOM is promoting migrant health by building practitioners' capacity.<sup>70</sup>

The intensified cooperation with the UN system and the work towards the global compact dominated the agenda of the IOM Council at its 107<sup>th</sup> session taking place in December 2016.<sup>71</sup> Consequently, the IOM Council focused on the work towards this global compact and IOM will support the process by organizing six informal thematic consultations and provide policy papers to facilitate the negotiations among UN Member States.<sup>72</sup> The IOM is organizing a series of workshop with NGOs, academics, and the private sector to support the process as well.<sup>73</sup> IOM also considered opportunities for policy developments to address climate migration and cross-border disaster displacement at its 107<sup>th</sup> session.<sup>74</sup> This topic links to one of the major challenges of humankind in the 21<sup>st</sup> century and addresses a group of forcefully displaced migrants that is not covered by the 1951 Refugee Convention.<sup>75</sup> IOM aims to providing humanitarian assistance to these people as well as raising awareness for their situation and educating national officials on the links between migration and climate change.<sup>76</sup> As part of this work, IOM published research on the links between migration, the environment, and climate change for a number of countries that will serve as a basis for the development of national action plans and regional strategy frameworks.<sup>77</sup> IOM also enhanced the capacity of local communities in the Federated States of Micronesia and Papua New Guinea to adapt to climate change.<sup>78</sup> However, all these developments happen against a background of humanitarian emergencies and IOM's operations that move vulnerable migrants and refugees to safety have grown in complexity and scope.<sup>79</sup> In 2016, IOM has organized urgent humanitarian evacuation movements in conflict-torn locations such as Afghanistan, Iraq, Libya, the Syrian Arab Republic, and Yemen.<sup>80</sup> The 108<sup>th</sup> session of the IOM Council will take place in Geneva from 28 November to 1 December 2017.<sup>81</sup>

### **Conclusion**

With the adoption of the New York Declaration, IOM, as the new "UN migration agency," has become the primary institution to provide technical assistance and policy guidance for the entire UN system on all dimensions of migration.<sup>82</sup> With its global presence and its wealth of experience, IOM is well positioned for the set of enormous challenges ahead, such as climate change, managing migration in countries with a lack of governmental structures, such as Libya, and including all stakeholders into the process of adopting a global compact for safe, orderly, and regular migration.<sup>83</sup> The work towards this global compact provide a unique opportunity to establish a framework for comprehensive international cooperation on migrants, which is necessary to fulfill the promises of the 2030 Agenda and achieve the SDGs.<sup>84</sup>

### **Annotated Bibliography**

International Organization for Migration. (2017). *About IOM*. [Website]. Retrieved 16 July 2017 from: <http://www.iom.int/about-iom>

*The website of the IOM is an excellent source for delegates to learn more about the mission, organization structure, and governing bodies (especially the Council) of the organization. This will allow them to better understand the mandate and the working procedure of the committee.*

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<sup>69</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 24.

<sup>70</sup> Ibid.

<sup>71</sup> UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 23.

<sup>72</sup> IOM, *Draft Report on the 107<sup>th</sup> Session of the Council (C/107/L/25)*, 2017, p. 14.

<sup>73</sup> IOM, *International Dialogue on Migration*, 2017.

<sup>74</sup> IOM, *Draft Report on the 107<sup>th</sup> Session of the Council (C/107/L/25)*, 2017, p. 17.

<sup>75</sup> Ibid., p. 18.

<sup>76</sup> Ibid.

<sup>77</sup> IOM, *Annual Report 2016 (C/108/4)*, 2017, p. 12.

<sup>78</sup> Ibid., p. 27.

<sup>79</sup> Ibid., p. 28.

<sup>80</sup> Ibid.

<sup>81</sup> IOM, *108th Session of the Council*, 2017.

<sup>82</sup> UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 23.

<sup>83</sup> Ibid.

<sup>84</sup> IOM, *Global Compact for Migration*, 2017.



*The website also contains detailed information on IOM's history, explanations of migration law and key migration terms, as well as examples for IOM's practical work.*

International Organization for Migration. (2017). *Annual Report for 2016 (C/108/4)*. Retrieved 6 August 2017 from: <https://governingbodies.iom.int/system/files/en/council/108/C-108-4%20%20Annual%20Report%20for%202016.pdf>

*IOM's annual reports provide a great overview of the organization's recent operations and achievements. These are structured by IOM's three principles and three objectives. For example, delegates interested in additional ways how IOM cooperates with the civil society will find useful information on page 17. The report also includes a brief and precise summary of major events that happened throughout the past year, most notably the entry of IOM into the UN system. Delegates will also find a detailed explanation of how migration connects to the SDGs. Thus, the report is a very useful resource for delegates to get an idea of IOM's ongoing work and current priorities.*

International Organization for Migration. (2017). *Draft Report on the 107<sup>th</sup> Session of the Council (C/107/L/25)*. Retrieved 16 July 2017 from: <https://governingbodies.iom.int/system/files/en/council/107/C-107-L-25%20-%20Draft%20Report%20on%20the%20107th%20Session%20of%20the%20Council.pdf>

*The report of the latest session of the Council of IOM will be useful to illustrate the working procedure of the committee that is to be simulated at NMUN. Furthermore, it includes transcripts of panel discussions on the Global Compact for safe, orderly and regular migration as well as Opportunities for policy development to address climate migration and cross-border disaster displacement. These discussions can serve as starting points for delegates to understand the current debates within IOM. Lastly, a McKinsey Global Institute report is attached, which elaborates on the impact and opportunity of global migration.*

United Nations, General Assembly, Seventieth session. (2016). *Agreement concerning the Relationship between the United Nations and the International Organization for Migration (A/RES/70/296)* [Resolution]. Retrieved 20 July 2017 from: <http://undocs.org/A/RES/70/296>

*This General Assembly resolution contains the agreement that established the formal relationship between the UN system and the IOM. It acknowledges the leading role IOM plays in matters of international migration and aims to increase cooperation between the two organizations. The UN therein recognizes IOM as an independent, autonomous, and non-normative international organization. This document will be a valuable source for delegates, as it outlines the way the two organizations will cooperate and the particular strengths of IOM.*

United Nations, General Assembly, Seventy-first session. (2016). *New York Declaration for Refugees and Migrants (A/RES/71/1)*. Retrieved 20 July 2017 from: <http://undocs.org/A/RES/71/1>

*The New York Declaration for Refugees and Migrants is the first commitment at the global level to protect the safety, dignity, and human rights and fundamental freedoms of all migrants and specifies a set of rights of migrants and obligations of states towards them. Annex II of the New York Declaration initiated a process of consultations towards the adoption of a global compact for safe, orderly, and regular migration at an intergovernmental conference on international migration in 2018. The UN General Assembly tasked IOM with providing technical and policy expertise for the negotiations on the global compact. Delegates should make themselves familiar with this groundbreaking document because it will shape global migration policy and the work of IOM.*

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International Organization for Migration. (2017). *Report on the First Special Session of the Council (C/SP/1/14/Rev.2)* [Resolution]. Retrieved 19 August 2017 from: [https://governingbodies.iom.int/system/files/en/council/1st\\_Sp\\_2016/C-Sp-1-14-Rev.2%20-%20Report%201st%20Sp.%20Council.pdf](https://governingbodies.iom.int/system/files/en/council/1st_Sp_2016/C-Sp-1-14-Rev.2%20-%20Report%201st%20Sp.%20Council.pdf)

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United Nations, General Assembly, Seventieth session. (2016). *Agreement concerning the Relationship between the United Nations and the International Organization for Migration (A/70/976)* [Note by the Secretary-General]. Retrieved 20 July 2017 from: <http://undocs.org/A/70/976>

United Nations, General Assembly, Seventy-first session. (2016). *New York Declaration for Refugees and Migrants (A/RES/71/1)*. Retrieved 20 July 2017 from: <http://undocs.org/A/RES/71/1>

## I. Addressing Climate Migration and Cross-Border Disaster Displacement

*“We are facing an unprecedented movement of migrants and refugees, climate change is one of the main causes of the significant number of people compelled to move.”<sup>85</sup>*

### **Introduction**

One of the biggest humanitarian crises facing the international community today is forced displacement, including disaster displacement.<sup>86</sup> Climate change, in addition to other environmental and natural disasters, has become a major driver of migration; one person is displaced every second because of a natural disaster.<sup>87</sup> Environmental and natural disasters have such a monumental impact on migration that between 2008 and 2014, 184.4 million people were displaced because of sudden-onset natural disasters, 22.5 million of which were displaced by climate and weather effected hazards.<sup>88</sup> These numbers are expected to increase in the future, specifically by the year 2050 where the amount of people displaced by climate change and natural disasters is predicted to reach up to one billion.<sup>89</sup> This one billion estimate means that one in every nine persons are migrating because of drought, sea level rise, extreme weather, and other climate and natural disaster events that could also lead to the destruction of peoples’ livelihoods which may lead to starvation and famine.<sup>90</sup> It is also important to note that this 2050 estimate is more likely to include those migrating permanently due to significant changes in climate as well as temporarily due to prolonged disasters.<sup>91</sup> United Nations (UN) Member States have agreed on starting a two-year process to address migration by creating a global compact for safe, orderly, and regular migration.<sup>92</sup> As climate migration continues to gain attention in the international system, the International Organization for Migration (IOM) has attempted to define important terms related to this topic to clarify the language and understanding of climate migration.<sup>93</sup>

There is no one international agreed-upon definition of persons moving because of environmental reasons, but IOM uses the term environmental migrants.<sup>94</sup> The IOM defines environmental migrants as “persons or groups of persons who, for reasons of sudden or progressive changes in the environmental that adversely affect their lives or living conditions, are obliged to have to leave their habitual homes, or choose to do so, either temporarily or permanently, and who move either within their territory or abroad.”<sup>95</sup> Since climate migration, as well as disaster displacement, is an ever growing and evolving topic, the term environmental migrants is a working definition, which, while not legally codified, allows the Organization to work around a clear definitional framework.<sup>96</sup> The terms environmental refugees and climate refugees have not received international recognition and are not codified in any major international instruments.<sup>97</sup> The 1951 *Convention Relating to the States of Refugees*’ definition of a refugee gives protection to individuals who have fled their country of origin because of persecution of their race, religion, nationality and other factors that do not include environmental concerns.<sup>98</sup>

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<sup>85</sup> IOM, *IOM Contributions to Global Climate Negotiations: 22<sup>nd</sup> Conference of Parties to the United Nations Framework Convention on Climate Change*, 2016, p. 4.

<sup>86</sup> The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 4.

<sup>87</sup> IOM, *Addressing Drivers of Migration, Including Adverse Effects of Climate Change, Natural Disasters and Human-made Crisis, through Protection and Assistance, Sustainable Development, Poverty Eradication Conflict Prevention and Resolution*, 2017, p. 1; Platform for Disaster Displacement, *Platform for Disaster Displacement: Follow up to the Nansen Initiative*, 2017, p. 1.

<sup>88</sup> The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters in the Context of Disasters and Climate Change: Volume I*, 2015, p. 6.

<sup>89</sup> Inter Press Service: News Agency, *Climate Migrants Might Reach One Billion by 2050*, 2017.

<sup>90</sup> Ibid.

<sup>91</sup> IOM, *A Complex Nexus*, 2017.

<sup>92</sup> UN General Assembly, *Report of the Special Representative of the Secretary-General on Migration (A/71/728)*, 2017, p. 6.

<sup>93</sup> IOM, *Key Migration Terms*.

<sup>94</sup> Ibid.

<sup>95</sup> IOM, *Definitional Issues*.

<sup>96</sup> Ibid.

<sup>97</sup> Ibid.

<sup>98</sup> UNHCR, *Convention and Protocol Relating to the Status of Refugees*, 2011, p. 3.

In addressing climate and disaster migration, it is important to discuss the need for greater protections for particularly vulnerable migrants and in supporting migrants during relocation efforts. There is also a need to examine current disaster risk reduction efforts and see how they might be improved.<sup>99</sup>

### ***International and Regional Framework***

There is no one international legal document that includes climate migration and cross-border disaster displacement, however, there are many related documents and frameworks, including the Yokohama Strategy.<sup>100</sup> The *Yokohama Strategy and Plan of Action* (1994) and the *Hyogo Framework to Action 2005-2015: Building the Resilience of Nations and Communities to Disasters* (2005) are two related documents that extensively address and recommend efforts in advancing disaster risk reduction (DRR).<sup>101</sup> The Yokohama Strategy focused on DRR efforts at all levels of the international community.<sup>102</sup> The Hyogo Framework worked to build on the weaknesses of Yokohama by specifically addressing cross-border disaster displacement concerns, identifying DRR successes and risk factors, and organizational legal, and policy frameworks, among other provisions.<sup>103</sup> While neither the Yokohama Strategy nor the Hyogo Framework addresses DRR in relation to cross-border disaster displacement, their impact on the discussion of DRR has been formative and set the foundation for future efforts.<sup>104</sup> In relation to DRR, the 2015 *Sendai Framework for Disaster Risk Reduction* focuses on a “people-centered prevented approach to disaster” to enhance the safety of persons and communities in regards to DRR.<sup>105</sup> Over the next 15 years, the goal of the Sendai Framework is to reduce the total amount of disaster risk mortality, disaster-related damage, and to strengthen DRR strategies within governing states to improve warning systems.<sup>106</sup> The goal of the Sendai Framework is also to bolster DRR by encouraging greater international cooperation on this topic.<sup>107</sup>

UN General Assembly resolution 70/1, *Transforming our World: the 2030 Agenda for Sustainable Development* (2015), includes targets and goals addressing climate migration and disaster displacement.<sup>108</sup> The 2030 Agenda recognizes the interrelated issues developing states face related to international cross-border migration.<sup>109</sup> In this vein, it recognizes the need for international cooperation for safe and orderly migration of displaced persons and has marked 2030 as its goal in enhancing the resilience to environmental disasters to decrease displacement and related mortality.<sup>110</sup> Related to this topic, IOM works to support the achievement of Sustainable Development Goals (SDGs) 5, 10 and 16, on empowering women, providing psychosocial well-being and economic integration for vulnerable migrants, and improving the overall state of human security, respectively.<sup>111</sup> IOM’s efforts also support SDG 13, combating the adverse effects of climate change, by providing financial and technical support to communities in establishing alternative and sustainable livelihood options to migrants.<sup>112</sup>

In 2016 the General Assembly adopted resolution 71/1, also known as the *New York Declaration for Refugees and Migrants*, at the UN Summit for Refugees and Migrants.<sup>113</sup> The declaration discusses efforts to establish a global

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<sup>99</sup> Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 3; The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 35.

<sup>100</sup> UN WCDRR, *Yokohama Strategy and Plan of Action for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness, and Mitigation*, 1994, p. 1.

<sup>101</sup> *Ibid.*; UNISDR, *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations Communities to Disasters*, 2005, p. 1.

<sup>102</sup> UNISDR, *Hyogo Framework for Action 2005-2015: Building the Resilience of Nations Communities to Disasters*, 2005, p. 2.

<sup>103</sup> *Ibid.*

<sup>104</sup> Tozier & Baudoin, *From Yokohama to Sendai: Approaches to Participation in International Disaster Risk Reduction Frameworks*, 2015 p. 130.

<sup>105</sup> UN General Assembly, *Sendai Declaration and Framework for Disaster Risk Reduction 2015-2030 (A/RES/69/283)*, 2015, p. 10.

<sup>106</sup> *Ibid.*, p. 12.

<sup>107</sup> *Ibid.*

<sup>108</sup> UN DPI, *The Sustainable Development Agenda*.

<sup>109</sup> UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015, p. 8.

<sup>110</sup> *Ibid.*, pp. 8-22.

<sup>111</sup> IOM, *Sustainable Development Goals*, p. 1.

<sup>112</sup> *Ibid.*

<sup>113</sup> UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016.

compact for safe, orderly, and regular migration, which is a set of “principles, commitments and understandings” among Member States that will create a framework on migration mobility and address humanitarian, development, and human rights-related issues.<sup>114</sup> The declaration acknowledges that migration is a response to the adverse effects of climate change and notes that measures should be taken to “[combat] environmental degradation and [ensure] effective responses to natural disasters and the adverse impacts of climate change” to reduce and manage related migration.<sup>115</sup>

The 2010 *Cancun Adaptation Framework*, centered around the United Nations Framework Convention on Climate Change, is also central to this topic.<sup>116</sup> The framework not only focuses on global climate change efforts by enhancing DRR strategies such as risk assessment and management, but also works towards enhancing the understanding, coordination, and cooperation on climate migration as well as planned relocation at national, regional, and international levels.<sup>117</sup> There have also been significant developments at the regional level. During the 2006 African Union Executive Council Ninth Ordinary session in Gambia, African Heads of State adopted *The Migration Policy Framework for Africa*, which provides strategies and solutions for migration issues in Africa.<sup>118</sup> The document identified poverty and environmental degradation as key drivers of migration on the continent and recommended that African states protect their environments to prevent desert and soil degradation.<sup>119</sup> Another regional document, the 2014 *Brazil Declaration and Plan of Action*, acknowledges the need to enhance protections for climate and disaster-related migrants.<sup>120</sup> The Declaration mentions the impact of climate change and natural disasters on persons in Latin America and the Caribbean and proposes several regional programs that would enhance protection for vulnerable migrants, detect situations that would produce displacement, and promote regional dialogue to support migration management.<sup>121</sup>

### ***Role of the International System***

IOM has worked to address the interconnection of climate change and migration through policy, research, operational activities, and partnerships.<sup>122</sup> In this regard, IOM created the Environmental Migration Portal: Knowledge Platform on People on the Move in Climate Change to develop research, promote information sharing, and identify relationships between migration and the environment.<sup>123</sup> The Migration Environment, and Climate Change: Evidence for Policy initiative was established to gain knowledge about environmental degradation and migration, as well as policy options for adaptation strategies in specific geographical regions.<sup>124</sup> At the global level, IOM continues to support the implementation of the New York Declaration.<sup>125</sup> As part of IOM’s contribution to the global compact for migration, IOM has written thematic papers on climate change, environmental resilience, and migration.<sup>126</sup>

IOM’s International Dialogue on Migration (IDM) contributed to the global compact for safe, orderly, and regular migration through two workshops conducted in cooperation with Member States.<sup>127</sup> IDM has also conducted forums with Member States focused on supporting vulnerable migrants and migrants facing crises, including natural disasters.<sup>128</sup> In hopes of providing protection for migrants during natural disasters, IOM serves as one of the

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<sup>114</sup> UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 21.

<sup>115</sup> *Ibid.* p. 9.

<sup>116</sup> COP 16, *The Cancun Adaption: Outcomes of the Work of the Ad hoc Working group on Long-term Cooperative Action under Convention (FCCC/CP/2010/Add.1)*, 2011.

<sup>117</sup> *Ibid.*, p. 5.

<sup>118</sup> African Union, *African Common Position on Migration and Development*, 2006, p. 1.

<sup>119</sup> *Ibid.*, pp. 34-37.

<sup>120</sup> *A Framework for Cooperation and Regional Solidarity to Strengthen the International Protection of Refugees, Displaced and Stateless Persons in Latin America and the Caribbean*, 2014, p. 1.

<sup>121</sup> *Ibid.*, pp. 15-16.

<sup>122</sup> IOM, *Migration and Climate Change*.

<sup>123</sup> IOM, *Environmental Migration Portal*.

<sup>124</sup> *Ibid.*

<sup>125</sup> IOM, *IOM’s Vision and Role*.

<sup>126</sup> IOM, *IOM Thematic Papers*.

<sup>127</sup> IOM, *IOM’s Vision and Role*; IOM, *International Dialogue on Migration 2017: Strengthening International Cooperation on and Governance of Migration Towards the Adaption of a Global Compact on Migration in 2018*, 2017.

<sup>128</sup> IOM, *International Dialogue on Migration*.

Secretariats on the state-led Migrants in Counties in Crisis (MICIC) Initiative.<sup>129</sup> In this role, IOM conducts webinar events and took part in the creation of the MICIC Guidelines to Protect Migrants in Countries Experiencing Conflict of Natural Disasters.<sup>130</sup> IOM also assisted in the development of the Guidance on Planned Relocations that provides a roadmap for relocating populations affected by natural disasters and hazards using five cross-cutting elements that includes the perspectives of state authorities and affected populations interaction before and after a natural disaster.<sup>131</sup>

Many other UN entities are also taking action on this topic. The United Nations High Commissioner for Refugees (UNHCR) assists in reducing and managing disaster displacement.<sup>132</sup> UNHCR is involved in operational efforts to assist with cross-border disaster displacement, which includes their efforts in the wake of the Haiti earthquake where they provided tents to the citizens of Haiti crossing into the Dominican Republic.<sup>133</sup> In addition, UNHCR recently conducted a Training Workshop on Disaster Risk Reduction given to government officials and other actors engaged in this issue to improve their operational capacity.<sup>134</sup>

The Nansen Initiative is a state-led consultative forum that created the Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change.<sup>135</sup> The agenda promotes efforts to reduce and mitigate the effects of disaster displacement and the enhanced protection of migrants through humanitarian action, awareness, and data collection.<sup>136</sup> The Nansen Initiative also discusses current practices states are utilizing and solutions in the gaps of those practices.<sup>137</sup> The Platform for Disaster Displacement (PDD) was created in 2016 to implement the recommendations in the Nansen Initiative Protection Agenda.<sup>138</sup> To this end, the PDD supports the recent creation of the Guide to Effective Practices for RCM Member Countries, which was adopted by the Member States of the Regional Conference on Migration.<sup>139</sup> The PDD and the IOM also attended the 2017 Global Platform for Disaster Risk Reduction, which included discussions on intervention in areas impacted by disaster displacement, DRR strategies in society engagement, and the collection of disaster displacement data at local and regional levels.<sup>140</sup>

During the 2016 World Humanitarian Summit, the UN Secretary-General stressed the need for national and regional institutions to come together in addressing cross-border disaster displacement.<sup>141</sup> The World Humanitarian Summit recognized the need to shift from reacting to cross-border disaster displacement to reducing risk and increasing financing and planning for natural disasters.<sup>142</sup> In addition, one of the products of the 2016 World Humanitarian Summit, the report of the Secretary-General (71/353), emphasized the need for the international community to bolster its responsibility in protecting persons impacted by cross-border disaster displacement, especially women and children.<sup>143</sup>

The International Committee of the Red Cross (ICRC) is one example of a non-governmental organization that has undertaken efforts to assist cross-border migrants during and after environmental crises.<sup>144</sup> The ICRC has provided

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<sup>129</sup> IOM, *Annual Report for 2016*, 2017, p. 14.

<sup>130</sup> *Ibid.*

<sup>131</sup> UNHCR et al., *A Toolbox: A Planning Relocations to Protect People from Disaster and Environment Change*, 2014, p. 3.

<sup>132</sup> UNHCR, *Climate Change and Disaster Displacement: An Overview of UNHCR's role*, 2017, p. 4.

<sup>133</sup> *Ibid.*, p. 5.

<sup>134</sup> UNHCR, *2017 Global Platform for Disaster Risk Reduction UNHCR Statement from Commitment to Action*, 2017, p. 1.

<sup>135</sup> The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, pp. 10-15.

<sup>136</sup> *Ibid.*

<sup>137</sup> UN General Assembly, *Outcome of the World Humanitarian Summit (A/71/353)*, 2016, p. 11.

<sup>138</sup> Environmental Migration Portal, *Platform on Disaster Displacement*.

<sup>139</sup> *Ibid.*

<sup>140</sup> Platform on Disaster Displacement, *Reporting back – the Platform on Disaster Displacement and the 2017 Global Platform for Disaster Risk Reduction in Cancun, Mexico*, 2017.

<sup>141</sup> UNEP, *World Humanitarian Summit Must be Turning Point in Cooperation to Tackle Crisis*, 2016.

<sup>142</sup> UN General Assembly, *Outcome of the World Humanitarian Summit: Report of the Secretary-General (A/71/353)*, 2016, p. 11.

<sup>143</sup> *Ibid.*, p. 3.

<sup>144</sup> ICRC, *ICRC Comment on the Global Compact for Safe, Orderly and Regular Migration*, 2017, p. 7.

protection to vulnerable migrants and restores family links for displaced persons.<sup>145</sup> Recently, the ICRC has reunited families in the case of the 2016 Ecuador earthquake and has provided food and shelter in the Somalia's current drought crisis.<sup>146</sup>

### ***Supporting the Protection of Migrants During Relocation Efforts***

Between 2008 and 2015, 15 million people annually were relocated or evicted from their country of origin because of the direct impacts of a natural disaster.<sup>147</sup> When migrants are evicted or voluntarily relocate from their country of origin across international borders due to a natural disaster, they do so in search of safety and security.<sup>148</sup> When migrants relocate across borders to another country, they stand to lose their cultural, psychological, and community ties and attachments.<sup>149</sup> When relocation occurs, either initiated by migrants or by the government through planned relocation, migrants may also lose livelihood opportunities due to different markets or lack of opportunity in their new host state.<sup>150</sup> In the case of slow-onset disasters, such as rising sea levels, governments are more likely and able to utilize planned relocation strategies.<sup>151</sup> For example, in the Mekong River Delta in Viet Nam where the rise in sea level resulted in the degradation of agriculture lands, the government was able to resettle people with the government's "Living with Floods" program; the program was successful through the cooperation of local communities, country of origin, and neighboring countries of destinations.<sup>152</sup>

Where planned relocations are not in effect, migrants often face significant challenges at borders.<sup>153</sup> Since climate-induced migrants cannot claim refugee status, they are often deemed inadmissible to other states at the border.<sup>154</sup> At state's borders, cross-border displaced individuals may encounter issues like not meeting visa requirements, barring them entry into the country.<sup>155</sup> Where migrants are able to enter the country with official authorization, their access to services may be curtailed due to their status within the state.<sup>156</sup> In these cases, migrants may face significant barriers in finding adequate housing, education, health services, and employment opportunities.<sup>157</sup>

Some states have sought to overcome these challenges by granting temporary visas; in the case of the 2010 Haiti earthquake, Brazil allowed affected residents to apply for humanitarian visas that spanned from two months to five years.<sup>158</sup> Even with these visas, in 2012 Brazil was receiving a large influx of irregular migrants from Haiti, indicating that the needs of migrants outweighed the number of approved humanitarian visas.<sup>159</sup> In response, Brazil's National Council expanded the program and improved the terms of the visas, lasting up to five years and allowing holders free movement in and out of Brazil.<sup>160</sup> However, humanitarian visas are not always similarly equipped with

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<sup>145</sup> ICRC, *ICRC Comment on the Global Compact for Safe, Orderly and Regular Migration*, 2017, p. 7.

<sup>146</sup> ICRC, *Ecuador Earthquake Reuniting Families*, 2016; ICRC, *Somalia: A Family without Food sees drought turn to disaster*, 2017.

<sup>147</sup> Shade et al., *Climate Change and Climate Policy Induced Relocations: A Challenge for Social Justice*, 2015, p. 2.

<sup>148</sup> IOM, *Civil Society & NGOs*.

<sup>149</sup> *Ibid.*

<sup>150</sup> The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 38; Entzinger & Scholten, *Relocation as an Adaption Strategy to Environmental Stress: Lessons from the Mekong River Delta in Viet Nam*, 2015, p. 5.

<sup>151</sup> Entzinger & Scholten, *Relocation as an Adaption Strategy to Environmental Stress: Lessons from the Mekong River Delta in Viet Nam*, 2015, p. 3.

<sup>152</sup> *Ibid.*

<sup>153</sup> Migrants in Countries in Crisis Initiative, *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster*, p. 33.

<sup>154</sup> UNHCR, *Convention and Protocol Relating to the Status of Refugees*, 2011, p. 3; The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 22.

<sup>155</sup> Migrants in Countries in Crisis Initiative, *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster*, 2016, p. 33.

<sup>156</sup> Serna, N., *Human Mobility in the Context of Natural Hazard Related Disasters in South America*, 2015, p. 24

<sup>157</sup> The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 28.

<sup>158</sup> The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume II*, 2015, pp. 46-47.

<sup>159</sup> *Ibid.*, p. 45.

<sup>160</sup> *Ibid.*, p. 47.

full protections and rights.<sup>161</sup> In some cases, humanitarian visas may limit the right to work and curtail access to humanitarian assistance.<sup>162</sup> IOM assists cross-border disaster displaced persons in many ways, including in supporting the visa process.<sup>163</sup> After the 2010 Haiti earthquake, IOM, with the assistance of the Brazilian embassy in Port-au-Prince, opened a Humanitarian Application Centre to assist Brazil's National Council with counseling migrants on receiving humanitarian visas.<sup>164</sup> This case is just one example of a successful initiative due to the close cooperation between IOM and Member States.<sup>165</sup>

### ***Enhanced Protection for Women Crossing Borders***

Some vulnerable migrant groups are more likely to be subject to marginalization and abuse in cross-border relocations.<sup>166</sup> During natural disasters, the human rights of migrants are more likely to be violated which makes them vulnerable to violence, human trafficking and smuggling, and discrimination.<sup>167</sup> This can especially be said for women, particularly in regions where women have less access to wealth, education, and other resources.<sup>168</sup> Increased environmental degradation, reduced access to natural resources, and the general effects of natural disasters are often factors in a woman's decision to migrate across international borders.<sup>169</sup> Women migrate more frequently than men and face an increased likelihood of being exploited and trafficked while traveling across international borders to their destinations.<sup>170</sup> While crossing borders, women are also more susceptible to sexual and gender-based violence.<sup>171</sup> Additionally, some women may not have access to direct aid and assistance during and after traveling across borders, and when they do, the assistance may not appropriately meet the needs of women, such as temporary relief camps that lack in adequate safety and health services.<sup>172</sup>

IOM utilizes the principles and guidelines in the MICIC and IOM's Governance Framework to provide protection and assistance to vulnerable migrants.<sup>173</sup> IOM has implemented its Regional Programs and Protection and Assistance to Vulnerable Migrants, which particularly provides aid to women.<sup>174</sup> Within each program, IOM engages with relevant states and Civil Society Organizations in aiding migrants, and each regional program is unique and assists in counteracting specific issues in that region.<sup>175</sup> For example, the Mesoamerica program involved the training of 35 counter-trafficking specialists to address the trafficking of migrants, including training on how to identify victims and survivors of human trafficking.<sup>176</sup> IOM's regional Programs of Protection and Assistance to Vulnerable Migrants also promotes the coordination of states, governments, and organizations in providing migrants protection.<sup>177</sup> However, similar programs may be difficult to establish or implement in the future, as the term

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<sup>161</sup> The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 27; Serna, N., *Human Mobility in the Context of Natural Hazard Related Disasters in South America*, 2015, p. 24.

<sup>162</sup> Ibid.

<sup>163</sup> IOM, *IOM Opens Brazil Humanitarian Visa Application Centre in Haiti*, 2015.

<sup>164</sup> Ibid.; The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume II*, 2015, p. 45.

<sup>165</sup> The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume II*, 2015, p. 45.

<sup>166</sup> UN General Assembly, *In Safety and Dignity: Addressing Large Movements of Refugees and Migrants: Report of the Secretary-General (A/70/59)*, 2016, p. 21.

<sup>167</sup> IOM, *Issue Paper*, 2016, p. 2.

<sup>168</sup> The Nansen Initiative, *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 37; Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 1; Women Watch, *The Need for Gender Sensitive Responses to the Effects of Climate Change*.

<sup>169</sup> Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 2.

<sup>170</sup> Ibid.; UNDP, *Human Trafficking and HIV: Exploring Vulnerabilities and Responses in South Asia*, 2007, p. 51.

<sup>171</sup> Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 3.

<sup>172</sup> Ibid.

<sup>173</sup> IOM, *Protection of the Human Rights and Fundamental Freedoms of Migrants and the Specific Needs of Migrants in Vulnerable Situations*, p. 3; IOM, *Migration Governance Framework*, 2015, p. 3.

<sup>174</sup> IOM, *Regional Programs of Protection and Assistance to Vulnerable Migrants*, 2017.

<sup>175</sup> Ibid.

<sup>176</sup> Ibid.

<sup>177</sup> Ibid.

“vulnerable migrant” has not yet been clearly defined internationally.<sup>178</sup> While women experience particular vulnerabilities, the definition of “vulnerable migrant” will likely also be inclusive of the diverse forms of vulnerabilities to specific exploitations and abuses, such as indigenous populations and persons with disabilities.<sup>179</sup>

### ***Advancing Disaster Risk Reduction***

The risk of being displaced because of a natural disaster has increased at twice the rate of population growth since the 1970s.<sup>180</sup> Since the mid-1980s, the number of mega-events, which are natural disasters that displace more than three million people, has increased and is responsible for the growing rate of cross-border disaster displacement, a trend that is predicted to continue.<sup>181</sup> DRR and resilience-building can assist in reducing climate-induced migration by establishing proactive solutions for people living in areas that experience the adverse effects of climate change, environmental degradation, and natural hazards.<sup>182</sup> In DRR programs, states are responsible for anticipating disasters, including identifying disaster-prone areas and assessing the impact of natural disasters and hazards on affected populations; by doing so, states can reduce vulnerability and exposure, and thereby enhance resilience.<sup>183</sup> The same development policies that enhance resilience can also strengthen the capacity of states to host cross-border disaster displaced persons without overburdening their resources and infrastructure.<sup>184</sup>

While these processes are important, many current policies do not reflect the realities of disaster displacement, causing states to enact inadequate plans and policies.<sup>185</sup> Additionally, there is a serious lack of investment in these initiatives in many states due to constrained resources, lack of understanding, or more pressing priorities.<sup>186</sup> Another challenge is the current gap between DRR and development policy in many developing countries.<sup>187</sup> By isolating these actions, states operate in a binary framework where DRR and development initiatives may be framed competitively, when in fact they are complementary and may be most effective when pursued together.<sup>188</sup>

IOM has been advancing DRR since the 1990s, starting with one of IOMs largest operations in providing humanitarian assistance in Central America in the wake of 1998’s Hurricane Mitch.<sup>189</sup> Over time, IOM developed a migration management cycle framework to help guide action in emergency and post-crisis situations, including prevention, protection and assistance, and development and adaptation facets.<sup>190</sup> In implementing DRR activities, IOM embodies the following two approaches: prevention and reconstruction projects such as community-based disaster risk management and mainstreaming risk reduction, and resilience-building projects that support communities and vulnerable populations.<sup>191</sup> In addition, IOM heavily relies on the community to advance DRR initiatives and prevent forced migration.<sup>192</sup> In response to community needs, IOM establishes community stabilization projects and provides disaster preparedness assistance through building resilience to hazards, guiding national authorities, conducting field assessments and studies on communities, and supporting capacity building.<sup>193</sup>

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<sup>178</sup> IOM, *International Dialogue on Migration 2017 Understanding Migrant Vulnerabilities: A Solution-based Approach Towards a Global Compact that reduces Vulnerabilities and Empowers Migrants*, 2017, p. 31.

<sup>179</sup> *Ibid.*

<sup>180</sup> Ginnetti, *Disaster-Related Displacement Risk: Measuring the Risk and Addressing its Drivers*, 2015, p. 8.

<sup>181</sup> *Ibid.*

<sup>182</sup> IOM, *Issue Paper*, 2016, p. 3; The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 47.

<sup>183</sup> The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 34.

<sup>184</sup> *Ibid.*, p. 35.

<sup>185</sup> *Ibid.*

<sup>186</sup> UN General Assembly, *Sendai Declaration and Framework for Disaster Risk Reduction 2015-2030 (A/RES/69/283)*, 2015, p. 18.

<sup>187</sup> The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 35.

<sup>188</sup> *Ibid.*

<sup>189</sup> IOM, *Disaster Risk Reduction, Climate Change Adaption and Environmental Migration*, 2010, p. 7; IOM, *Operational Activities*.

<sup>190</sup> IOM, *Disaster Risk Reduction, Climate Change Adaption and Environmental Migration*, 2010, p. 7; IOM, *Cycle*, p. 4.

<sup>191</sup> IOM, *Compendium of IOM Activities in Disaster Risk Reduction and Resilience*, 2013, p. 53.

<sup>192</sup> IOM, *Operational Activities*.

<sup>193</sup> *Ibid.*

## Conclusion

In 2018, the agreed-upon outcomes for the global compact for safe, orderly, and regular migration described in the New York Declaration will be adopted.<sup>194</sup> The significance of this adopted document, specifically annex II, will guide the international community's response to important migration issues including their intersection with climate change. In particular, the declaration may help the international community provide enhanced protection for vulnerable migrants, and provide more legal pathways to migration and resettlement.<sup>195</sup> Member States' commitment to the global compact for migration will also be evident by actions taken to enhance to DRR resilience-building efforts in regards to mitigate climate migration and cross-border disaster displacement.<sup>196</sup>

## Further Research

As delegates begin their research, the following questions should be considered: Why are cross-border disaster displaced persons not legally codified in international law? How can IOM address the lack of legal protections for cross-border migrants fleeing natural disasters? How can IOM provide cohesive protections for migrants across borders? How can IOM strengthen the relationship between communities and governments to improve protections and services for vulnerable climate migrants? How can IOM promote that states adopt a plan that is inclusive of communities, migrants and neighboring countries during relocation efforts? How can IOM assist states, governments, stakeholders, citizens and Civil Society Organizations in implementing DRR strategies at the community level?

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*This publication discusses the role and approach of IOM in dealing with the issue of climate change migration. The goal of the publication is explain what IOM perceives as climate migration and how it addresses related challenges. This is a great source of knowledge for delegates as they begin to understand how IOM addresses and perceives climate migration and cross-border displacement and the measures taken at the prevention, management, and resettlement approach in regards to environmental situations. The publication also describes IOMs actions and operational efforts, which may inform delegates' proposed solutions.*

International Organization for Migration. (2017). *Environmental Migration Portal* [Website]. Retrieved 21 August 2017 from: <http://www.environmentalmigration.iom.int/#home>

*The Environmental Migration Portal, created by IOM, is a website and database that provides research data on the intersection between migration and climate change. The portal also provides great information about partnerships and initiatives such as the Migration, Environment, and Climate Change: Evidence for Policy, which has made great strides bridging the nexus between migration and climate change regionally. Delegates will find this website useful in their preliminary stages of research as they try learn about specific actions taken by IOM and IOM's partners regarding to complex migration and environmental issues such as degradation.*

Migrants in Countries in Crisis Initiative. (2016). *Guidelines to Protect Migrants in Countries Experiencing Conflict or Natural Disaster*. Retrieved 22 August 2017 from:

[https://micicinitiative.iom.int/sites/default/files/document/micic\\_guidelines\\_english\\_web\\_13\\_09\\_2016.pdf](https://micicinitiative.iom.int/sites/default/files/document/micic_guidelines_english_web_13_09_2016.pdf)

*These guidelines were created by a state-led initiative of the United States and the Philippines and assisted by a working group comprised of various governments and organizations including the International Organization for Migration. This document gives a step by step guide on how*

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<sup>194</sup> UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 12.

<sup>195</sup> IOM, *International Dialogue on Migration 2017 Understanding Migrant Vulnerabilities: A Solution-based Approach Towards a Global Compact that reduces Vulnerabilities and Empowers Migrants*, 2017, p. 31; Chindarkar, *Gender and Climate Change-induced Migration: Proposing a Framework of Analysis*, 2012, p. 3.

<sup>196</sup> The Nansen Initiative, *Agenda for the Protection of Cross-border Displaced Persons in the Context of Disasters and Climate Change: Volume I*, 2015, p. 35.

*various different actors should address the needs of migrants affected by natural disasters. The document also describes many practices that could be implemented to help facilitate climate migration such as the consolidation of databases on cross-border movements, which may help delegates as they outline solutions and strategies on this issue.*

The Nansen Initiative. (2015). *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume I*. Retrieved 6 August 2017 from: <https://nanseninitiative.org/wp-content/uploads/2015/02/PROTECTION-AGENDA-VOLUME-1.pdf>

*This agenda examines the current practices of addressing climate migration and cross-border disaster displacement through adaptation, management, mitigation, and disaster risk reduction. This agenda discusses the current state of strategies including DRR, planned relocations, vulnerable migrants, and humanitarian assistance, and provides recommendations for the international community to consider in addressing cross-border disaster displacement. Some of those practices include linking effective policies and actions, assessing the impact of a natural disaster on an individual, and integrating cross-border disaster displacement into state laws and policies. Delegates can use this source to identify pressing issues and begin canvassing solutions for their future working papers.*

The Nansen Initiative. (2015). *Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change: Volume II*. Retrieved 18 September 2017 from: <https://www.nanseninitiative.org/wp-content/uploads/2015/02/PROTECTION-AGENDA-VOLUME-2.pdf>

*The Agenda for the Protection of Cross-Border Displaced Persons in the Context of Disasters and Climate Change describes current state practices on cross-border disaster displacement. This includes states practices in regards to DRR, planned relocations, and providing protections for vulnerable migrants through the exploration of case studies and state programs. This Agenda also describes recommendations for the future for states to follow in addressing cross-border disaster displacement. Delegates can find this useful as it explores state programs and practices on certain cross-border disaster displacement issues. Delegates can use this source to compare and contrast successful programs and practices between different states.*

United Nations, General Assembly, Sixty-ninth Session. (2015). *Sendai Declaration and Framework for Disaster Risk Reduction 2015-2030 (A/RES/69/283)*. Retrieved 22 August 2017 from: <http://undocs.org/A/RES/69/283>

*This framework explicitly focuses on DRR to substantially reduce the amount of damage caused to communities, lives and livelihoods, and the environment as a result of natural disasters. The Sendai Framework discusses goals and recommendations on advancing disaster risk reduction at the international, national, and local level. The Sendai Framework also focuses future efforts on the changing needs of the individuals and communities involved in man-made hazards and natural disaster. Delegates can use this source as a current model on how the international community is working to reduce the negative and adverse impacts of natural disasters on individuals.*

United Nations, General Assembly, Seventieth session. (2015). *Transforming Our World: The 2030 Agenda for Sustainable Development (A/RES/70/1)*. Retrieved 21 August 2017 from: <http://undocs.org/A/RES/70/1>

*Transforming Our World: The 2030 Agenda for Sustainable Development lists concrete 15-year goals on relevant climate change and migration-related issues including discrimination, poverty, protection, assistance, and disaster risk reduction. The specific goals and targets outlined in the 2030 Agenda may help guide delegates' understanding of key international goals and allow delegates to place their recommendations within this larger framework. Delegates can also use other related goals to strengthen their proposals and provide more holistic support to migrants, including reducing poverty, empowering women, and ensuring health and well-being.*

United Nations, General Assembly, Seventieth session. (2016). *In Safety and Dignity: Addressing Large Movements of Refugees and Migrants: Report of the Secretary-General (A/70/59)*. Retrieved 21 August 2017 from: <http://undocs.org/A/70/59>

*This report discusses global trends in the large movements of migrants in the international community. The report includes the opinion of the Secretary-General who calls upon the international community to act upon pressing alarming in international migration. The Secretary-General also states that the rise of climate change and environmental degradation will continue to*

*force migrants to move from rural areas to cities and from areas with great environmental risk. The Secretary-General recommends that Member States protect migrants in transit, address the root causes of migration, combat discrimination and xenophobia, and protect the dignity and human rights of migrants.*

United Nations, General Assembly, Seventy-first session. (2016). *New York Declaration for Refugees and Migrants (A/RES/71/1)*. Retrieved 22 August 2017 from: <http://undocs.org/A/RES/71/1>

*The New York Declaration for Refugees and Migrants sets out agreed-upon principles and issues facing refugees and migrants in the international community. In hopes of preventing large movements of migrants, the Declaration also discusses states' need to combat the negative impacts of climate change and natural disasters by establishing effective responses to climate migration. Delegates will find this resolution useful as they explore international efforts in adopting the goals mentioned in the resolution including addressing the root causes of migration, enhancing the rights of migrants, and promoting international cooperation in implementing border control and immigration procedures.*

United Nations, General Assembly, Seventy-first session. (2017). *Follow-up to Review of the Communities of the New York Declaration: Report of the Secretary-General (A/71/978)*. Retrieved 22 August 2017 from: <http://undocs.org/A/71/978>

*This report discusses the work and implementation efforts that have already taken place under the New York Declaration for Refugees and Migrants. The report discusses the partnerships and agencies that have started to implement goals set out in the New York Declaration, including IOM's efforts in training governments and NGOs in 41 countries on migrant rights, and training in 100 countries on countering trafficking in persons, exploitation, and abuse. Delegates will find this useful as they explore current actions taken by their state in addressing their commitments laid out in the New York Declaration.*

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## II. Addressing the Issue of Migration in Libya

### *Introduction*

Since 2006, the International Organization for Migration (IOM) has played an active role in addressing complex issues of migration in Libya, whose geographic location, largely uncontrolled Mediterranean coast, and relatively well regulated neighboring states makes it a high-traffic area for migrants in addition to the country's own internally displaced persons (IDPs).<sup>197</sup> IOM's Displacement Tracking Matrix (DTM) categorizes migrants in Libya as long-term migrants (primarily from Chad, Egypt, Niger, and Sudan), circular migrants (from Bangladesh, North Africa, and Sudan), and transit migrants (from East and West Africa).<sup>198</sup> Whereas long-term migrants tend to be seeking work, circular and transit migrants are typically fleeing conflict and ultimately hope to return to their country of origin or migrate on to Europe.<sup>199</sup> However, migrants tend to remain in Libya, the world's most common transit country, for more than one year before moving to a second destination country.<sup>200</sup> The majority of migrants in Libya are concentrated in the cities of Almargeb, Misrata, and Tripoli, all located on the northwestern coast.<sup>201</sup> Additionally, since the outbreak of civil war in 2011, over 300,000 Libyans have fled their homes and become IDPs, the second-highest incidence of internal displacement in North Africa after Sudan.<sup>202</sup>

Alongside local partners in the Mediterranean region, IOM has established programs for humanitarian assistance, community capacity building, anti-trafficking and smuggling, and repatriation or reintegration for migrants and IDPs.<sup>203</sup> With an estimated 700,000 to one million migrants in Libya as of 2016, considerable work remains to address the needs of both migrants and their host communities.<sup>204</sup> However, civil conflict, lack of financial resources, and deteriorating rule of law present significant obstacles to addressing issues of migration in Libya.<sup>205</sup> In July 2014, heightened instability in Libya led to the evacuation of IOM staff from the Tripoli-based office, though IOM remains active via its partners on the ground.<sup>206</sup> In August 2017, IOM Director General William Swing reiterated IOM's prioritization of the migration situation in Libya as it pertains to both humanitarian needs and the achievement of the Sustainable Development Goals (SDGs), and he expressed hope that IOM staff will be able to re-enter Libya in the near future.<sup>207</sup>

### *International and Regional Framework*

The international community has adopted a vast set of normative principles and practical guidelines to address various migration policy areas. Most recently, the United Nations (UN) General Assembly adopted the *New York Declaration for Refugees and Migrants* (2016), in which Member States renewed their recognition of the benefits and challenges of mass human mobility and reaffirmed commitments to sustainable and "people-centered" policies.<sup>208</sup> Member States are further guided by general human rights frameworks, including the *Universal Declaration of Human Rights* (1948), the *Convention on the Elimination of All Forms of Discrimination against Women* (1979), and the *Convention on the Rights of the Child* (1989), which reaffirm the inherent dignity and value of all persons, regardless of migratory status.<sup>209</sup> In addition, the *UN Guiding Principles on Internal Displacement* (1998) outline non-legally binding principles for the rights of IDPs, including the right to seek safety in another part

<sup>197</sup> IOM, *Libya*, 2017; UNHCR, *Mixed Migration Trends in Libya: Changing Dynamics and Protection Challenges*, p. 148.

<sup>198</sup> IOM, *Libya's Migrant Report: Round 10*, 2017, p. 4.

<sup>199</sup> *Ibid.*

<sup>200</sup> IOM, *The human trafficking and other exploitive practices prevalence indication survey*, 2017, pp. 5, 9.

<sup>201</sup> IOM, *Libya's Migrant Report: Round 10*, 2017, p. 7.

<sup>202</sup> Internal Displacement Monitoring Centre, *Database*, 2017; *That it should come to this: the four-year descent from Arab spring to factional chaos*, *The Economist*, 2015.

<sup>203</sup> IOM, *Libya*, 2017.

<sup>204</sup> *Ibid.*

<sup>205</sup> *Ibid.*

<sup>206</sup> IOM, *IOM Libya Migration Crisis Operational Framework 2017-2019*, 2017, p. 8.

<sup>207</sup> IOM, *2030 Agenda for Sustainable Development*, 2015; IOM, *Libya Remains Top Priority for UN Migration Agency: DG Swing in Tripoli*, 2017.

<sup>208</sup> UN General Assembly, *New York Declaration for Refugees and Migrants (A/RES/71/1)*, 2016, p. 24.

<sup>209</sup> UN General Assembly, *Convention on the Elimination of All Forms of Discrimination against Women (A/RES/34/180)*, 1979; UN General Assembly, *Convention on the Rights of the Child (A/RES/44/25)*, 1989; UN General Assembly, *Universal Declaration of Human Rights (A/RES/217 A (III))*, 1948.

of the country or abroad, and the right to obtain legal identification documents, such as passports and birth certificates.<sup>210</sup> The *African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa* (2009) echoes the aforementioned international norms and calls upon states to cooperate with international organizations (IOs) when necessary to implement protections.<sup>211</sup> Understanding that migrants are often the victims of human trafficking or smuggling, Member States have adopted several documents to address the legal and policing aspects of these crimes as well as care for rescued victims, including the *UN Global Plan of Action to Combat Trafficking in Persons* (2010), the *Convention against Transnational Organized Crime* (2001), *Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children* (2001), and *Protocol Against the Smuggling of Migrants by Land, Sea, and Air* (2001), though the capacity to implement these plans has been limited by the vast expansion and professionalization of the smuggling industry, which has grown increasingly dominated by armed groups.<sup>212</sup> Furthermore, Article 98 of the *United Nations Convention on the Law of the Sea* (1982) (UNCLOS) and the *International Convention on Maritime Search and Rescue* (1979) require coastal states to establish search and rescue procedures and permit maritime neighbors to assist when necessary, but since Libya has signed but not ratified UNCLOS, the proper delineation of responsibilities is legally ambiguous.<sup>213</sup>

Since the 2015 adoption of the SDGs, IOM has made concerted efforts to incorporate development targets into its work in Libya.<sup>214</sup> One critical target is the construction of datasets that include migratory status and other demographics (SDG 17.18) to help build government and societal capacity for development.<sup>215</sup> The SDGs also set goals of ensuring safe and decent work for migrant workers (SDG 8.8) and reducing by three percent the costs of sending remittances from states with migrant workers to their home states (SDG 10.C).<sup>216</sup> In addition, the SDGs seek to eliminate all forms of exploitation, violence, and labor and sex trafficking, with specific attention to women, children, and migrants (SDGs 5.2, 8.7, 16.2).<sup>217</sup> Finally, SDG 10.7 calls for orderly and responsible migration policies, a goal that is further articulated in the *New York Declaration*.<sup>218</sup> Taken together, these SDGs, particularly 8, 9, 11, and 16, parallel IOM's aim to assist migrants of all types while also helping states to capture the benefits of migration for economic and social development by investing in human capital and risk management strategies.<sup>219</sup>

### ***Role of the International System***

As the primary intergovernmental organization that works in migration, IOM plays a key role in addressing issues that occur before, during, and after migration in Libya, alongside state government partners, such as the Libyan and Italian coast guards, the Libyan Directorate for Combatting Illegal Migration, and the Libyan Ministries of Health and the Interior, in addition to local governments and Civil Society Organizations.<sup>220</sup> IOM's mission in Libya is funded by the UN Central Emergency Response Fund, European Union (EU) Humanitarian Aid, and various European governments.<sup>221</sup> Whereas IOM's mission covers all types of migrants, its partner, the UN High Commissioner for Refugees (UNHCR) focuses on the asylum-seekers within Libya, primarily from the Syrian Arab

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<sup>210</sup> UN OCHA, *UN Guiding Principles on Internal Displacement*, 1998, pp. 8-10.

<sup>211</sup> African Union, *AU Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention)*, 2009, pp. 7-8, 11.

<sup>212</sup> UN General Assembly, *Convention against Transnational Organized Crime (A/RES/55/25)*, 2001; UN General Assembly, *Protocol Against the Smuggling of Migrants by Land, Sea, and Air (A/RES/55/25)*, 2001; UN General Assembly, *Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (A/RES/55/25)*, 2001; UN General Assembly, *United Nations Global Plan of Action to Combat Trafficking in Persons (A/RES/64/293)*, 2010.

<sup>213</sup> *International Convention on Maritime Search and Rescue*, 1979; OLA, 2017, *Chronological list of ratifications, accessions, and successions to the Convention and the related Agreements*; UNCLOS III, *United Nations Convention on the Law of the Sea*, 1982, p. 60.

<sup>214</sup> IOM, *2030 Agenda for Sustainable Development*, 2015.

<sup>215</sup> *Ibid.*

<sup>216</sup> *Ibid.*

<sup>217</sup> *Ibid.*

<sup>218</sup> *Ibid.*

<sup>219</sup> Rosengärtner & Lönnback, *Developing a global partnership on migration and development in the post-2015 agenda*, 2013, p. 118, 122.

<sup>220</sup> IOM, *About IOM*, 2017; IOM, *IOM Migration Crisis Operational Framework (MC/2355)*, 2012, pp. 1-9; IOM, *Libya*, 2017.

<sup>221</sup> IOM, *Libya*, 2017.

Republic, Palestine, and Eritrea, and the refugees en route to Europe via Libya's Mediterranean border.<sup>222</sup> Major projects, as outlined in IOM's *Libya Migration Crisis Operational Framework 2017-2019* (MCOF), include transit away from conflict zones via its transportation company network, (re)integration of IDPs or migrants, and medical and psychosocial assistance.<sup>223</sup> IOM also assists in stabilizing communities with influxes of returnees or new migrants, and it successfully facilitated out-of-country voting in the 2012 Libyan election.<sup>224</sup> Furthermore, IOM has provided technical assistance, such as identifying and processing asylum cases along the Libya-Tunisia border.<sup>225</sup> IOM Libya has trained government and other relevant local actors in Libya, including the Libyan Directorate for Combating Illegal Migration, Libyan Coast Guard, Ministry of Health, on healthcare, human rights, and human trafficking, and also helps set up standard operating procedures of these policy areas.<sup>226</sup>

In response to the onset of Libya's civil war, the Security Council adopted resolution 1970 (2011), *Peace and security in Africa*, which imposed sanctions and referred government officials to the International Criminal Court for suspected crimes against humanity, including against migrant populations.<sup>227</sup> In its resolution 2213 (2015) on Libya, the Security Council called for a ceasefire and condemned severe human rights violations.<sup>228</sup> The Security Council recognized that trafficking and smuggling of migrants across the Mediterranean Sea undermines attempts to stabilize the region in resolution 2240 (2015), *Maintenance of international peace and security*, and therefore authorized Member States to seize vessels suspected to be part of these crimes for a one-year period.<sup>229</sup> In resolution 2259 (2015), the Security Council hailed the signing of the *Libyan Political Agreement* (2015), which established the internationally-recognized Government of National Accord (GNA) as the official Libyan government, and urged the GNA to hold perpetrators of human rights violations in Libya accountable.<sup>230</sup> In its most recent resolution on Libya, 2362 (2017), the Security Council extended the sanctions in resolution 1970 until 15 November 2018.<sup>231</sup>

Several other UN bodies have addressed the issue of migration in Libya. Against the backdrop of the SDGs, the UN Development Programme (UNDP) partners with local governments to rebuild conflict-torn infrastructure and equip local Civil Society Organizations (CSOs) to push for democratic institutions and facilitate community cohesion, all crucial means of addressing the root causes of migration issues in Libya.<sup>232</sup> UNDP, UNHCR, and the UN Support Mission in Libya held a summit in September 2017 with local legal experts and government officials in hopes of finding alternatives to migrant detention centers, the outcomes of which are as of yet unknown.<sup>233</sup> Recognizing the strategic value of the Mediterranean region for international security, the General Assembly has repeated calls for coordination against transnational trafficking and for the improvement of social and economic conditions to facilitate stability, most recently in resolutions 71/85 and 72/1 (December 2016 and October 2017 respectively) on Mediterranean cooperation.<sup>234</sup> In resolution 71/173 of 3 February 2017 on refugees in Africa, the General Assembly underscored that assistance to and protection of refugees and IDPs should be timely, sustainable, and primarily led by the host state, while encouraging the African Union to revitalize partnerships with IOs through its Subcommittee on Returnees, Refugees, and IDPs and the African Commission on Human and People's Rights Special Rapporteur on Refugees, Asylum-seekers, Migrants, and IDPs.<sup>235</sup> One successful transnational partnership has been with the EU Border Assistance Mission in Libya (EUBAM), which has trained Libyan officials in border security management

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<sup>222</sup> UNHCR, *Libya*, 2017.

<sup>223</sup> IOM, *IOM Libya Migration Crisis Operational Framework 2017-2019*, 2017, pp. 10-12.

<sup>224</sup> IOM, *IOM Migration Crisis Operational Framework (MC/2355)*, 2012, p. 6.

<sup>225</sup> *Ibid.*, p. 7.

<sup>226</sup> IOM, *Libya*, 2017.

<sup>227</sup> UN Security Council, *Peace and security in Africa (S/RES/1970 (2011))*, 2011, pp. 1-10.

<sup>228</sup> UN Security Council, *Libya (S/RES/2213 (2015))*, 2015, pp. 1-7.

<sup>229</sup> UN Security Council, *Maintenance of international peace and security (S/RES/2240 (2015))*, 2015, pp. 1-6.

<sup>230</sup> *Libyan Political Agreement*, 2015; UN Security Council, *Libya (S/RES/2259 (2015))*, 2015, pp. 1-5.

<sup>231</sup> UN Security Council, *The situation in Libya (S/RES/2362 (2017))*, 2017, pp. 1-5.

<sup>232</sup> UNDP, *Our projects*, 2017.

<sup>233</sup> UNDP, *On the way to reconciliation: Addressing arbitrary detentions in Libya*, 2017.

<sup>234</sup> UN General Assembly, *Strengthening of security and cooperation in the Mediterranean Region (A/RES/71/85)*, 2016, pp. 1-3; UN General Assembly, *Political declaration on the implementation of the United Nations Global Plan of Action to Combat Trafficking in Persons (A/RES/72/1)*, 2017, pp. 1-6.

<sup>235</sup> IOM, *Libya*, 2017; UN General Assembly, *Assistance to refugees, returnees, and displaced persons in Africa (A/RES/71/173)*, 2016, pp. 1-8.

practices since 2013 and has established a Border Management Working Group to promote inter-ministerial coordination in this area.<sup>236</sup> EUBAM's current mandate was set to expire 21 August 2017.<sup>237</sup>

At the local level, IOM, in partnership with Libya's Ministry of Culture and Civil Society, has trained over 30 CSOs in mental health and psychosocial services and has built three social and recreational centers in Libya to encourage positive relations among migrants, IDPs, and host communities.<sup>238</sup> Two "community stabilization programs" in the southern cities of Sabha and Al Qatrun, organized and funded by IOM, the EU, and the German Cooperation, work to foster peaceful community interactions via vocational training and social cohesion programs.<sup>239</sup> For example, in Sabha, IOM brought together national Ministry of Local Governance leaders, the mayor, and other locals to address gaps in the provision of basic needs like water and electricity as well as to build a recreation center that promotes physical and mental health while fostering community interaction.<sup>240</sup> At the University of Tripoli, IOM helped to design a Master's program in "psychosocial interventions in war-torn areas."<sup>241</sup> Since IOM staff evacuated to Tunisia in 2014, one major challenge to these programs has been maintaining relationships with local partners from afar, but the staff remains able to travel to Tripoli on a limited basis to continue the dialogue between national and local stakeholders.<sup>242</sup>

### ***Combating the Smuggling and Trafficking of Persons***

Estimates for the cost of migrating, legally or illegally, across the Central Mediterranean range from \$1,000 to \$5,000.<sup>243</sup> Given a lack of resources and access to safe migration routes, refugees and migrants are often forced to take dangerous paths to their destination country, thereby rendering them vulnerable to trafficking or smuggling.<sup>244</sup> These two crimes are legally distinct and present related but different challenges.<sup>245</sup> The *Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children* defines "trafficking in persons" as "the recruitment, transportation, harbouring or receipt of persons, by the means of threat or use of force or other forms of coercion...for the purpose of exploitation."<sup>246</sup> A 2017 survey by IOM's Missing Migrants Project states that 91% of migrants worldwide who had experienced forced labor and/or physical violence were migrants inside Libya.<sup>247</sup> Common forms of forced labor include cleaning, gardening, farming, and construction.<sup>248</sup> Forced collection or sale of blood or organs is another form of trafficking prevalent among migrants in Libya.<sup>249</sup> Sex trafficking, while known to be prevalent, faces the challenge of data collection, as many victims are hesitant to discuss their experiences.<sup>250</sup> More women report being victims of sex trafficking, while labor trafficking is more prevalent among men.<sup>251</sup> Children represent an increasing proportion of trafficking and smuggling victims.<sup>252</sup> The longer the journey from origin to destination country, the more susceptible migrants become to trafficking and exploitation.<sup>253</sup> Sexual or physical violence and war are the most reported reasons for leaving the transit country and participating in secondary migration for Central Mediterranean migrants.<sup>254</sup>

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<sup>236</sup> EU Border Assistance in Libya, *About EU Border Assistance in Libya (EUBAM)*, 2017.

<sup>237</sup> Ibid.

<sup>238</sup> IOM, *IOM trains Libya civil society organizations in psychosocial support*, 2014; IOM, *Libya*, 2017.

<sup>239</sup> IOM, *Libya*, 2017.

<sup>240</sup> IOM, *IOM promotes community stability and development in southern Libya*, 2017.

<sup>241</sup> IOM, *Libya*, 2017.

<sup>242</sup> IOM, *IOM Libya Migration Crisis Operational Framework 2017-2019*, 2017, pp. 8, 28.

<sup>243</sup> IOM, *The human trafficking and other exploitive practices prevalence indication survey*, 2017, p. 10.

<sup>244</sup> UN General Assembly, *In safety and dignity: Addressing large movements of refugees and migrants: Report of the Secretary-General (A/70/59)*, 2016, p. 8.

<sup>245</sup> Ibid., pp. 8-9.

<sup>246</sup> UN General Assembly, *Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (A/RES/55/25)*, 2001, p. 32.

<sup>247</sup> IOM, *The human trafficking and other exploitive practices prevalence indication survey*, 2017, p. 3.

<sup>248</sup> Ibid.

<sup>249</sup> Ibid., p. 4.

<sup>250</sup> Ibid.

<sup>251</sup> Ibid.

<sup>252</sup> Ibid.

<sup>253</sup> Ibid.

<sup>254</sup> Ibid., p. 10.

“Smuggling,” defined in the *Protocol against the Smuggling of Migrants by Land, Sea and Air*, refers to “the procurement, in order to obtain...a financial or other material benefit, of the illegal entry of a person into a State party of which the person is not a national or a permanent resident.”<sup>255</sup> Though migrants may not be able to find any other means of reaching their destination, smuggling fees and bribes further increase the cost of movement, especially in cases where multiple smugglers are used to travel across several countries, as is often the case with the transit country of Libya.<sup>256</sup> Recently, IOM has criticized Facebook for allowing smugglers to post videos of the torture migrants and demand ransom payments from their families.<sup>257</sup> In coordination with the Libyan Coast Guard, IOM has provided food and medical treatment to over 10,000 migrants rescued from smugglers at sea in 2017.<sup>258</sup> One challenge to combating smuggling is protecting the physical safety of migrants, which was highlighted in a June 2017 conflict wherein one migrant was killed and others injured when the Libyan Coast Guard attempted to apprehend smugglers.<sup>259</sup> Without a viable justice system in place, it also remains difficult for Libya to prosecute trafficking and smuggling cases.<sup>260</sup> Since 2014, African and European states have coordinated to combat trafficking and smuggling via the Khartoum Process, in which Member States build policy frameworks, exchange expertise, and combine resources, all with the support of IOM, UNHCR, and the UN Office on Drugs and Crime.<sup>261</sup> However, this work is made more challenging with armed factions that oppose the internationally-recognized GNA, particularly the Libya Dawn Militia Alliance in the west and al-Qaeda affiliate Ansar al-Sharia in the east, attempting to use force to stop migrants from leaving for Europe.<sup>262</sup> Such actions force smugglers to find new routes, thereby making them more difficult to track over time.<sup>263</sup> This problem is further exacerbated by the infighting between various factions in Libya, and inability to establish a unified leadership, thus this makes establishing a strong accountable justice system and government a top priority.<sup>264</sup>

One of the most dangerous yet most direct migration routes to Europe, often used by smugglers and traffickers, is across the Mediterranean Sea, where IOM’s Missing Migrants Project recorded 5,143 deaths in 2016.<sup>265</sup> Between 18 March 2016 and 24 September 2017, 134,549 migrants arrived in Europe by sea.<sup>266</sup> In a 2016 report to the General Assembly, the Secretary-General noted resource and transnational coordination deficiencies in current rescue and disembarkation protocols for national coast guards and other rescue groups.<sup>267</sup> The DTM coordinates with field agents and has conducted over 20,000 surveys to monitor migration flows in the Mediterranean region and beyond, and the DTM shares its data and reports with governments and other relevant actors in hopes of addressing known policy deficiencies.<sup>268</sup> IOM has a Counter Human Trafficking office inside Libya that helps rescued victims access physical and psychological care.<sup>269</sup> Further, in September 2017, IOM and international CSO Polaris announced the launch of a new global repository to organize and increase access to existing trafficking datasets.<sup>270</sup> With this information sharing, IOM intends to help Libya draw up a National Action Plan and other legislation to combat trafficking and smuggling, as well as begin to disseminate information about where trafficking victims can receive protective and care services.<sup>271</sup>

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<sup>255</sup> UN General Assembly, *Protocol Against the Smuggling of Migrants by Land, Sea, and Air (A/RES/55/25)*, 2001, p. 41.

<sup>256</sup> IOM, *Current migration trends from Bangladesh to Italy*, 2017, p. 5.

<sup>257</sup> Batha, Facebook lambasted over ransom video of traffickers abusing migrants, *Reuters*, 2017.

<sup>258</sup> IOM, *IOM Libya Monthly Update*, 2017, p. 1.

<sup>259</sup> *Ibid.*

<sup>260</sup> UN Security Council, *Special report of the Secretary-General on the strategic assessment of the United Nations presence in Libya (S/2015/113)*, 2015, p. 3.

<sup>261</sup> IOM, *EU-Horn of Africa migration route initiative (Khartoum Process)*, 2017.

<sup>262</sup> *Exclusive—Armed group stopping migrant boats leaving Libya*, *Reuters*, 2017; *Guide to key Libyan militias*, *BBC*, 2016.

<sup>263</sup> *Exclusive—Armed group stopping migrant boats leaving Libya*, *Reuters*, 2017.

<sup>264</sup> UN Security Council, *Statement by the President of the Security Council (S/PRST/2017/19)*, 2017, pp. 1-2

<sup>265</sup> IOM, *Mediterranean*, 2017.

<sup>266</sup> IOM, *Migration flows—Europe*, 2017.

<sup>267</sup> UN General Assembly, *In safety and dignity: Addressing large movements of refugees and migrants: Report of the Secretary-General (A/70/59)*, 2016, p. 8.

<sup>268</sup> IOM, *Flow monitoring: Displacement Tracking Matrix*, 2017, p. 3.

<sup>269</sup> IOM, *Migration Flows—Europe*, 2017.

<sup>270</sup> IOM, *UN Migration Agency, Polaris to launch global data repository on human trafficking*, 2017; UN, High Commissioner for Refugees, *UNHCR Global Strategy- Beyond Detention 2014-2019*, 2016.

<sup>271</sup> IOM, *Libya*, 2017.

### ***Addressing the Needs of Internally Displaced Persons***

Decades of weak and often corrupt public figures and government-sanctioned human rights violations have contributed to distrust in public institutions and continued instability and conflict between armed, ethnic-based factions, which has displaced more than 300,000 people within Libya as of 2016.<sup>272</sup> Most of Libya's IDPs come from the baladiyas (localities) of Benghazi, Misrata, and Sirt, and the former two baladiyas also house sizable IDP populations.<sup>273</sup> Concentration of IDPs in urban communities can drain already-scarce resources in conflict zones and under-planned cities, leading to humanitarian crises and secondary displacement from makeshift housing to new shelters or detention centers.<sup>274</sup> Although much of the international response to IDPs focuses on necessary short-term assistance, IDPs also face long-term challenges that require durable solutions: return to place of origin, local integration, or resettlement.<sup>275</sup> The 2015 *Libyan Political Agreement* included a commitment to the safe and voluntary return of IDPs to their homes and a recognition that the state had caused financial burden for IDPs, yet factional divisions, unstable currency, power outages, and water shortages have ensured that implementation remained slow.<sup>276</sup> The mayor of Misrata and the Tawergha Local Council signed an agreement to repatriate Tawergha IDPs on 19 June 2017, and IOM will continue to monitor the progress of this agreement's implementation in the coming months.<sup>277</sup> Despite IOM's advocacy efforts, the Libyan government continues to hold IDPs, as well as migrants, in deteriorating camps and detention centers, which the government claims is the only option given inadequate resources to integrate IDPs and migrants into communities.<sup>278</sup> The UN Human Rights Council has also repeatedly expressed its concern with the criminalization of migrant populations and has emphasized that their indefinite detention without due process constitutes an abuse of human rights.<sup>279</sup>

Until alternatives to such centers are established, IOM has provided clothing, clean water, and medical treatment for diseases, such as scabies, to IDPs and migrants inside Libya.<sup>280</sup> However, IOM and its humanitarian aid partners increasingly have struggled for safe access to IDPs in need due to a rise in indiscriminate violence and erosion of stable governance.<sup>281</sup> The DTM began to profile 13 Libyan detention centers in June 2017, including information about health and sanitation conditions, amount of food and whether it is provided by the government or another organization, and the extent to which migrants have identification documents, in hopes of enhancing means of delivering humanitarian assistance until alternatives to detention centers are achieved.<sup>282</sup>

### ***Promoting the Link Between Migration and Sustainable Development***

Migration is neither an explicit cause nor consequence of underdevelopment, but the way that it is managed has implications for the development of both sending and host communities.<sup>283</sup> IOM has made it a priority to ensure that the migration situation in Libya promotes sustainable development rather than hinders it.<sup>284</sup> While migration can address labor shortages in host communities, it can also depress wages for native workers, resulting in short-term income inequality in countries such as Libya that lack strong public institutions for redistribution.<sup>285</sup> Additionally, many Libyan cities lack sufficient basic resources such as water and healthcare facilities to accommodate influxes of migrants.<sup>286</sup> Social integration programs that are flexible as demographic characteristics of migrants change, such as

<sup>272</sup> IOM, *Migration Flows—Europe*, 2017; UN Security Council, *Special report of the Secretary-General on the strategic assessment of the United Nations presence in Libya (S/2015/113)*, 2015, p. 2.

<sup>273</sup> IOM, *IOM Libya Monthly Update*, 2017, p. 3.

<sup>274</sup> UN General Assembly, *Protection of and assistance to internally displaced persons (A/69/295)*, 2014, pp. 9-10.

<sup>275</sup> *Ibid.*, pp. 7-8.

<sup>276</sup> *Libyan Political Agreement*, 2015, p. 5.

<sup>277</sup> IOM, *IOM Libya Monthly Update*, 2017, p. 1.

<sup>278</sup> *Ibid.*, p. 2; Wintour, *UN urges Libyan government to shut 'inhumane' detention centers*, 2017.

<sup>279</sup> UN HRC, *Report of the special rapporteur on the human rights of migrants, François Crépeau (A/HRC/20/14)*, 2012, p. 5.

<sup>280</sup> IOM, *IOM Libya Monthly Update*, 2017, p. 2.

<sup>281</sup> UN Security Council, *Special report of the Secretary-General on the strategic assessment of the United Nations presence in Libya (S/2015/113)*, 2015, p. 1.

<sup>282</sup> IOM, *IOM Libya Monthly Update*, 2017, p. 2; IOM, *Libya—Detention Center Profiles (August 2017)*, 2017.

<sup>283</sup> Richter, *Migration as a development enabler: Putting enablers into practice in the post-2015 development agenda*, 2013, p. 109.

<sup>284</sup> IOM, *2030 Agenda for Sustainable Development*, 2015.

<sup>285</sup> Lucci & Martins, *Labor migration in the post-2015 development agenda*, 2013, p. 22.

<sup>286</sup> Foonnten, *As Libya Crisis Deepens, UNHCR Chief Steps up Assistance*, 2017.

the current trend of women migrants moving alone or as heads of households, require additional state or local resources.<sup>287</sup> Governments are thus challenged to balance the investment in the human capital of migrants as well as that of native citizens in order to promote social cohesion and economic development which, in turn, will move countries such as Libya closer to achieving their SDGs.<sup>288</sup> To assist communities with this balance, IOM plans under its MCOF for 2017-2019 to identify skill gaps and sectors for potential economic growth in Libya, then help the government match migrants to communities where their skills are most needed, with the additional aim of reducing anti-migrant sentiments.<sup>289</sup>

As a result of civil conflict, migrant workers in Libya are often unable to find protection or means of survival, particularly if they lack proper documentation.<sup>290</sup> In 2011, IOM and UNHCR jointly provided humanitarian aid and repatriation assistance to such “stranded migrants.”<sup>291</sup> IOM’s Voluntary Return Assistance program initiated a Skype-based consular service in June 2017 to connect migrants stranded in Libya to their home embassies to facilitate repatriation, and it has already had success with Ghanaian migrants, who according to one study were more optimistic about their ability to remain in Ghana rather than migrate again, compared with those not enrolled in an IOM program.<sup>292</sup> The voluntary aspect is crucial, as scholars have demonstrated increased benefits to a country’s development and migrants’ well-being when return is voluntary versus forced, primarily because return migrants have time to find new productive employment and to save money for living expenses and investment in small businesses.<sup>293</sup> Such programs, in addition to remittances from migrants who have not returned to their home country, help alleviate “brain drain,” wherein skilled workers migrate and drain human capital from their home country.<sup>294</sup>

### Conclusion

With ongoing political instability and conflict in Libya, IDPs and circular and transit migrants continue to face grave humanitarian situations and severe human rights abuses.<sup>295</sup> Conflict and economic insecurity both cause migration flows and make the migration process more dangerous.<sup>296</sup> IOM and its partners have made great strides in rescuing migrants in distress and addressing their physical and psychological needs, but greater cooperation with a stable Libyan government is paramount to future gains.<sup>297</sup> The current situation in Libya remains one of the most pressing obstacles, as the internal conflicts and widespread institutional corruption continue to make it difficult for the Libyan government to realize its role in managing the many needs of the IDPs within its border, and those seeking to migrate further.<sup>298</sup> The UN-recognized GNA and the Libyan National Army agreed to a ceasefire and new elections in July 2017, but whether this will lead to progress in migration issues remains to be seen.<sup>299</sup> Since Libya remains a central hub of several major African migration routes for those headed to Europe or planning to remain in North Africa, addressing the myriad of migration issues in Libya is a top priority for the affected Member States, IOM, and the international community.<sup>300</sup> As IOM continues to improve programs and partnerships, its multifaceted approach

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<sup>287</sup> Lucci & Martins, *Labor migration in the post-2015 development agenda*, 2013, p. 33; Richter, *Migration as a development enabler: Putting enablers into practice in the post-2015 development agenda*, 2013, p. 110.

<sup>288</sup> Richter, *Migration as a development enabler: Putting enablers into practice in the post-2015 development agenda*, 2013, p. 111.

<sup>289</sup> IOM, *IOM Libya Migration Crisis Operational Framework 2017-2019*, 2017, pp. 45-46.

<sup>290</sup> UN General Assembly, *International migration and development: Report of the Secretary-General (A/67/254)*, 2012, p. 7.

<sup>291</sup> Ibid.

<sup>292</sup> IOM, *IOM Libya Monthly Update*, 2017, p. 1; Mensah, *Involuntary return migration and reintegration: the Case of Ghanaian migrant workers from Libya*, 2016, p. 319.

<sup>293</sup> Black et al., *Migration, return and small enterprise: Development in Ghana: a Route out of poverty?*, 2003, pp. 10-18; Mensah, *Involuntary return migration and reintegration: the Case of Ghanaian migrant workers from Libya*, 2016, pp. 303-304, 308—309.

<sup>294</sup> Lucci & Martins, *Labor migration in the post-2015 development agenda*, 2013, p. 32.

<sup>295</sup> IOM, *Libya’s Migrant Report: Round 10*, 2017, p. 4.

<sup>296</sup> IOM, *Libya*, 2017.

<sup>297</sup> Ibid.

<sup>298</sup> UNHCR, *Mixed Migration Trends in Libya: Changing Dynamics and Protection Challenges*, 2017, pp. 144-149.

<sup>299</sup> *Civil War in Libya*, Council on Foreign Relations, 2017; Masters & Narayan, *Libya rivals agree to a ceasefire and elections after Paris talks*, CNN, 2017

<sup>300</sup> IOM, *Libya*, 2017.

to addressing migration in Libya will not only aid individual migrant lives, but also help Libya and the surrounding region manage migration in ways that advance them towards the achievement of the SDGs by 2030.<sup>301</sup>

### **Further Research**

As delegates continue to research this topic, they should consider the following questions: What is the role of IOs in facilitating cooperation among states that are facing transnational issues of migration in the Mediterranean region, including search and rescue missions and combating smuggling and trafficking? How can the international community work with local partners to offer alternatives to migrant detention centers? In what ways can the IOM strengthen existing programs to further build local capacity to protect IDPs and migrants while also helping Libyan host communities capture the benefits of migration for development? What are tangible strategies that the IOM can use to achieve its objectives outlined in the *Libya Migration Crisis Operational Framework 2017-2019*?

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*This regularly updated website gives the latest information about the ongoing civil war in Libya, details the key groups vying for control of the state, and gives a short overview of the origins of the conflict following the ousting of head of government Qadhafi in 2011. Although resolving the conflict in Libya is outside the mandate of the IOM, this source provides delegates with valuable contextual knowledge as they devise new ways of addressing issues of migration in the country. Additional links to ongoing news alerts regarding the conflict in Libya can also be found on this website.*

International Organization for Migration. (2012). *IOM Migration Crisis Operational Framework (MC/2355)*. Retrieved 20 August 2017 from: [https://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/MC2355 - IOM Migration Crisis Operational Framework.pdf](https://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/MC2355_-_IOM_Migration_Crisis_Operational_Framework.pdf)

*This framework outlines the 15 dimensions of IOM responses to migration crises—before, during, and after—and policy guidelines for addressing each. In addition to general approaches, this framework provides examples of current and past work on each dimension. Delegates will learn not only which dimensions the IOM is already addressing in Libya, but also ascertain which other dimensions may apply to the situation in Libya for their own resolutions.*

International Organization for Migration. (2017). *IOM Libya: Migration Crisis Operational Framework (MCOF) 2017-2019*. Retrieved 20 August 2017 from: [https://www.iom.int/sites/default/files/our\\_work/DOE/MCOF/MCOF-Libya-2017-2019.pdf](https://www.iom.int/sites/default/files/our_work/DOE/MCOF/MCOF-Libya-2017-2019.pdf)

*This framework not only provides an overview of IOM Libya's current programs, it also details current obstacles to further local and IOM humanitarian and other initiatives. Additionally, the document includes a timeline to provide delegates with political context for the migration crisis in Libya. This is a good starting place for delegates to get a foundation on the situation in Libya and the role of the IOM.*

International Organization for Migration. (2017). *Libya—Detention Center Profiles (August 2017)*. Retrieved 25 September 2017 from: <http://www.globaldtm.info/libya-detention-centre-profiles-august-2017/>

*This database is the first product of the IOM's new profiles of migrant detention centers in Libya. It details health, sanitation, food, and security conditions of 13 detention centers, as well as provides general demographics of the migrant populations living there. As delegates consider how the IOM can improve humanitarian assistance to detained migrants and advocate for alternatives to detention, they should consider the current data present in these profiles. Additionally,*

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<sup>301</sup> IOM, *Libya*, 2017.

*delegates can use these profiles as a model for the type of the tangible projects that the IOM conducts in Libya.*

International Organization for Migration. (2017). *Libya's migrant report: Round 10*. Retrieved 20 August 2017 from:

<http://migration.iom.int/docs/IOM%20DTM%20Libya%20Round%2010%20Migrant%20Report%20April%20-%20May%202017.pdf>

*This report provides the most recent updates on the situation in Libya from the IOM's Displacement Tracking Matrix. The bulk of the report focuses on demographic information, as well as drivers of migration from different countries of origin and why attracts migrants to different destination countries. The descriptive statistics, illustrative maps, and analysis in this report will give delegates a useful overview of the current state of migration in Libya.*

Mensah, E. (2016). Involuntary Return Migration and Reintegration: The Case of Ghanaian Migrant Workers from Libya. *Journal of International Migration and Integration* 17: 303-323. Retrieved 18 July 2017 from: [https://www.researchgate.net/profile/Esi\\_Mensah/publication/269289530\\_Involuntary\\_Return\\_Migration\\_and\\_Reintegration\\_The\\_Case\\_of\\_Ghanaian\\_Migrant\\_Workers\\_from\\_Libya/links/56e8020e08aec65cb45e77a3/Involuntary-Return-Migration-and-Reintegration-The-Case-of-Ghanaian-Migrant-Workers-from-Libya.pdf](https://www.researchgate.net/profile/Esi_Mensah/publication/269289530_Involuntary_Return_Migration_and_Reintegration_The_Case_of_Ghanaian_Migrant_Workers_from_Libya/links/56e8020e08aec65cb45e77a3/Involuntary-Return-Migration-and-Reintegration-The-Case-of-Ghanaian-Migrant-Workers-from-Libya.pdf)

*This journal article discusses challenges that migrants face when they are repatriated, with a focus on Ghanaians who had migrated to Libya. The interview data collected in this study provides an in-depth glimpse into the conditions that migrants consider when they return, voluntarily or involuntarily, to their home state. As delegates discuss best practices for repatriation, they should consider key challenges presented the article such as employment, remittances, and social networks.*

Richter, C. 2013. Migration as a development enabler: Putting enablers into practice in the post-2015 development agenda. In F. Laczko & L. Lönnback (Eds.), *Migration and the UN in the post-2015 development agenda*. Retrieved 20 September 2017 from: [http://publications.iom.int/system/files/pdf/migration\\_and\\_the\\_un\\_post2015\\_agenda.pdf](http://publications.iom.int/system/files/pdf/migration_and_the_un_post2015_agenda.pdf)

*This chapter in an IOM report highlights key conversations in the international community ahead of finalizing the SDGs in 2015. The author discusses the ways in which migration is both an outcome and a driver of globalization and the implications of this dual nature of migration for international, national, and local-level responses to this phenomenon. He further explains how careful management of migration processes can facilitate sustainable development for both sending and host communities. Delegates should use this chapter and the remainder of the report to gain an understanding of the links between migration and development and bear in mind the principle of sustainability as they devise new solutions to the situation in Libya.*

United Nations, General Assembly, Sixty-ninth session. (2014). *Protection of and assistance to internally displaced persons (A/69/295)* [Report]. Retrieved 15 July 2017 from: <http://undocs.org/A/69/295>

*This report outlines some of the major challenges that internally displaced persons (IDPs) face, with an emphasis on IDPs in urban areas. While the report's case studies do not include Libya, the cases are representative of issues common to IDPs worldwide, such as finding shelter, detention, and prejudice from host communities that often culminates in human rights violations. The report also emphasizes the current lack of international focus on long-term solutions for IDPs, including return home, integration into the host community, or resettlement into a different community.*

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<http://undocs.org/A/HRC/20/24>

*This HRC report outlines key ways in which the human rights of migrants are violated across the world. This includes but is not limited to human trafficking and smuggling, some of the most prevalent human rights violations in the Libyan migration situation in particular. Delegates should devote attention to the human rights concerns of various vulnerable migrant groups, particularly women, children, and victims of trafficking and smuggling, as they are devising new strategies for the protection of migrant populations in Libya.*

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*This resolution includes the Security Council's recognition of the adverse effects of smuggling and human trafficking on the maintenance of peace and security in Libya and the surrounding region. The Security Council uses this resolution to authorize Member States and regional authorities to seize vessels in the Mediterranean Sea that are suspected to have ties to smuggling or trafficking operations. Additionally, the preambular clause emphasize key legal and practical differences between smuggling and trafficking, an important point for delegates to keep in mind.*

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### III. Strengthening Cooperation between IOM and Civil Society

#### *Introduction*

Currently over 230 million people are international migrants and over 700 million people are internal migrants globally.<sup>302</sup> 2015 experienced the highest rates of forced migration in over 70 years, which poses serious challenges across international borders and within many countries.<sup>303</sup> Given that migration is a multilevel and multisectoral issue, the International Organization for Migration (IOM) has given a lot of emphasis to enhancing cooperation with Civil Society Organizations (CSOs) as a way to improve outcomes and to expand the reach and impact of the work being done to support migrants and migration.<sup>304</sup> Due to the complex nature of migration, support for migrants is most effective with cooperation at the local, national, regional, and international levels.<sup>305</sup> In its constitution, IOM is encouraged to work together not only with governments and other international organizations but to reach out to non-governmental organizations (NGOs) and CSOs to facilitate the protection of migrants.<sup>306</sup>

The work of CSOs is very important to accomplishing the objectives of IOM, which include the advancement of the understanding of migration issues, improving migration management, and advocating migrants' rights, among others.<sup>307</sup> Because many CSOs operate and are based in local communities and have strong ties to them, when IOM works with CSOs, their actions have a more efficient impact on the communities.<sup>308</sup> CSOs also work in a variety of fields and areas relevant to the work of the IOM such as research, advocacy, training, and raising awareness, which lessens the demands on IOM to fulfill the same tasks.<sup>309</sup> CSOs are also capable of collaborating with IOM on the provision of humanitarian assistance, including in the provision of health care and other services.<sup>310</sup> Within IOM, the Department of International Cooperation and Partnerships is the primary office that works alongside CSOs to achieve greater outcomes when it comes to working in favor of migrants.<sup>311</sup>

This guide will address topics related to technical cooperation on migration (TCM), specifically related to how IOM and CSOs can assist governments in establishing national policies that look out to improve migration management.<sup>312</sup> These policies should also be aligned with regional frameworks and needs.<sup>313</sup> Emergency and post-conflict support are also areas in which the cooperation of IOM and CSOs are critical to supporting migrants; in the wake of many natural disasters and protracted conflicts, there is a need to improve this coordination.<sup>314</sup> Finally, there are opportunities for improving IOM-CSO cooperation on movement management issues, particularly with resettlement and reintegration support with a focus on most vulnerable populations.<sup>315</sup>

#### *International and Regional Framework*

IOM's engagement with CSOs is supported by several documents, beginning with the *Constitution of the International Organization for Migration*, adopted in 1953.<sup>316</sup> In the preamble of the constitution, IOM prioritizes "the need to promote the cooperation of states and international organizations, governmental and non-governmental, for research and consultation on migration issues, not only with regard to the migration process but also the specific situation and needs of the migrant as an individual human being."<sup>317</sup> In addition to this, Article 2 of the IOM Constitution also stresses the importance of cooperating with non-governmental organizations, among others, in

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<sup>302</sup> IOM, *World Migration Report 2015*, 2015, p. 2.

<sup>303</sup> IOM, *2015 Global Migration Trends Factsheet*, 2015, p. 8.

<sup>304</sup> IOM, *IOM Partnership with the Civil Society Organizations*, 2017.

<sup>305</sup> Ibid.

<sup>306</sup> IOM, *Constitution of the International Organization for Migration*, 1953.

<sup>307</sup> IOM, *Civil Society*, 2017.

<sup>308</sup> Ibid.

<sup>309</sup> IOM, *IOM-CSO partnership: Advancing migration for the benefit of all*, 2012.

<sup>310</sup> Ibid.

<sup>311</sup> IOM, *International Cooperation and Partnerships*, 2017.

<sup>312</sup> IOM, *Technical Cooperation on Migration*.

<sup>313</sup> Ibid.

<sup>314</sup> IOM, *IOM in Emergency and Post Crisis Scenarios*, 2012.

<sup>315</sup> IOM, *Assisted Voluntary Return and Reintegration*, 2017.

<sup>316</sup> IOM, *Mandate to engage with CSOs*, 2017.

<sup>317</sup> IOM, *Constitution of the International Organization for Migration*, 1953.

fulfilling its mandate to protect migrants and their rights.<sup>318</sup> In recent years, the organization has included cooperation with CSOs in the *IOM Strategy* and its review.<sup>319</sup> The *IOM Strategy*, adopted in 2007, highlights the responsibility to cooperate and provide technical assistance “to States, intergovernmental and non-governmental organizations and other stakeholders.”<sup>320</sup>

All of this goes hand in hand with the IOM’s policy towards partnerships with NGOs, which was established in 2002 by resolution 253.<sup>321</sup> The policy encourages IOM and CSOs to cooperate in providing targeted assistance to migrants and to increase the involvement of NGOs in developing policies related to migration.<sup>322</sup> Additionally, with the objective of enhancing the work of the organization with relevant stakeholders, the IOM adopted resolution 300 of 2010, which delineates criteria and a standard procedure for admitting NGOs as observers to the IOM Council.<sup>323</sup> This allows for broader participation and involvement of civil society in migration-related issues.<sup>324</sup> One of the parameters that an organization must fulfill is having conducted previous work with the IOM.<sup>325</sup> In this sense, the admission of an organization as an observer is designed not to start a partnership but to encourage and enhance existing collaborative efforts.<sup>326</sup>

The adoption of the *New York Declaration for Refugees and Migrants* by the United Nations (UN) General Assembly in 2016 is a milestone in strengthening cooperation between the IOM and CSOs, because it promotes a comprehensive framework to respond to large influxes of migrants that will include CSOs as a main actor and service provider.<sup>327</sup> For example, the declaration encourages states to increase their interaction with civil society.<sup>328</sup> In addition the Declaration initiated efforts to create a global compact for safe, orderly, and regular migration (GCM), which is an important breakthrough slated for completion in 2018.<sup>329</sup> Migration has also been widely included in the Sustainable Development Goals (SDGs) from the *2030 Agenda for Sustainable Development* adopted in 2015 by the General Assembly, which mark the first time that migration is recognized as one of the main drivers for a development framework.<sup>330</sup> Migration is specifically mentioned in six SDGs, including in SDGs addressing human trafficking, migrant worker rights, and public, private, and civil society partnerships.<sup>331</sup> SDG 10 related to the reduction of inequality within and among countries is especially important for this topic because it emphasizes the importance of migrant workers and the need to promote their rights.<sup>332</sup> In addition to that, SDG 17 seeks to improve international cooperation and progress in achieving the SDGs by calling for increased financing and support of partnerships, particularly partnerships between civil society and the UN system.<sup>333</sup>

### ***Role of the International System***

The UN has frequently recognized IOM’s work, including in General Assembly resolution 69/167 of 2015 which recognized the vital role of IOM in the urgent need to protect migrants.<sup>334</sup> This resolution also encouraged IOM to participate in the expansion of the post-2015 development agenda, and invited the participation of relevant stakeholders for migration, including CSOs, which play a significant role in activities such as creating information campaigns, among other actions.<sup>335</sup> The General Assembly is not the only UN body that has addressed IOM and

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<sup>318</sup> IOM, *Mandate to engage with CSOs*, 2017.

<sup>319</sup> Ibid.

<sup>320</sup> IOM, *IOM Strategy (MC/INF/287)*, 2007.

<sup>321</sup> IOM, *IOM Partnership with non-governmental organizations (NGOs) in managing migration*, 2002.

<sup>322</sup> Ibid.

<sup>323</sup> IOM, *Criteria for admitting non-governmental organizations as observers to the IOM Council (MC/INF/300)*, 2010.

<sup>324</sup> Ibid.

<sup>325</sup> Ibid.

<sup>326</sup> Ibid.

<sup>327</sup> IOM, *International Dialogue on Migration 2017: Strengthening international cooperation on and governance of migration towards the adoption of a global compact on migration in 2018*, 2017.

<sup>328</sup> Ibid.

<sup>329</sup> Ibid.

<sup>330</sup> UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development (A/RES/70/1)*, 2015.

<sup>331</sup> IOM, *Migration in the 2030 Agenda*, 2017.

<sup>332</sup> Ibid.

<sup>333</sup> Ibid.

<sup>334</sup> UN General Assembly, *Protection of Migrants (A/RES/69/167)*, 2015.

<sup>335</sup> Ibid.

migration; in a 2014 report, the Economic and Social Council referenced the importance of strengthening international cooperation focused on actions such as combating criminal networks and enhancing border controls to avoid trafficking and smuggling.<sup>336</sup> This report also emphasizes the need to include civil society in migration-related topics in general, and specifically in the smuggling of migrants.<sup>337</sup>

In the 2010 IOM Strategy Review, the IOM recognized its role in promoting cooperation between multiple stakeholders.<sup>338</sup> Furthermore, it stressed the need for civil society's involvement in different levels of decision-making processes from the local to the international level.<sup>339</sup> The Department of International Cooperation and Partnerships is responsible for coordinating with international organizations, Member States, media, NGOs, and civil society, among others.<sup>340</sup> Similarly, the IOM's International Partnerships Division is responsible for the Regional Consultative Processes (RCPs), which are the main point of contact between IOM and CSOs.<sup>341</sup> They consist of regular regional meetings between representatives of states, international organizations, and NGOs.<sup>342</sup> The IOM, as well as the United Nations High Commissioner on Refugees and the International Centre for Migration Policy Development, may also provide technical expertise, implement project activities, and support capacity building as agreed-upon during RCPs.<sup>343</sup>

Among its priorities, IOM has the objective of expanding its scope of action by continuously cooperating with CSOs, which is supported by the preamble and Article 2 of the IOM Constitution.<sup>344</sup> A recent example of IOM and CSO collaboration is the work they are doing to provide health care in Bangladesh to the 415,000 people that have fled violence in Myanmar.<sup>345</sup> In Mexico, partnerships with CSOs such as the Grupo Beta and the Paisano have made it possible to establish programs that help Mexican migrants abroad as well as internal migrants.<sup>346</sup> Paisano is focused on assuring orderly migration for Mexicans entering or leaving Mexico.<sup>347</sup> Grupo Beta focuses on defending the rights of migrants by rescuing them from dangerous situations or protecting them from organized criminal organizations.<sup>348</sup>

Another way in which IOM has been strengthening its cooperation with CSOs is through annual consultations.<sup>349</sup> In 2016, these consultations showed that there was a strong need to improve communication between CSOs and IOM and to create joint initiatives.<sup>350</sup> In the 2015 consultations many recommendations were made by IOM and CSOs, including the establishment of a working group to find ways to facilitate integration and inclusion of migrants, increasing surveillance on the Mediterranean, and finding creative ways to respond to migration challenges.<sup>351</sup> Proem-Aid is one example of a CSO working on this topic; they mainly focus on rescuing migrants at sea and they work jointly with the Greek Coast Guard.<sup>352</sup>

In order to facilitate the dialogue with CSOs the IOM established the International Dialogue on Migration (IDM), which is a forum that convenes once a year to discuss migration issues.<sup>353</sup> A 2015 IDM report highlighted the important work that CSOs do at the local level by including migrants in advocacy for migrant rights.<sup>354</sup> The IDM is

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<sup>336</sup> UN ECOSOC, *Strengthening international cooperation in addressing the smuggling of migrants (E/RES/2014/23)*, 2014.

<sup>337</sup> *Ibid.*

<sup>338</sup> IOM, *Review of the IOM Strategy (MC/INF/302)*, 2010.

<sup>339</sup> *Ibid.*

<sup>340</sup> IOM, *International Cooperation and Partnerships*, 2017.

<sup>341</sup> *Ibid.*

<sup>342</sup> *Ibid.*

<sup>343</sup> IOM, *Regional Consultative Processes on Migration*, 2017.

<sup>344</sup> IOM, *Mandate to engage with CSOs*, 2017.

<sup>345</sup> IOM, *Cox's Bazar health facilities struggle to cope as new arrivals pass 415,000: IOM scales up mobile teams, support to government clinics*, 2017.

<sup>346</sup> IOM, *Mexico: Public policies benefiting migrants*, 2011, p. 19.

<sup>347</sup> *Ibid.*, p. 35.

<sup>348</sup> *Ibid.*, p. 77.

<sup>349</sup> IOM, *Annual Consultations*, 2017.

<sup>350</sup> IOM, *2011 IOM-Civil society organizations consultations*, 2011.

<sup>351</sup> IOM, *2015 IOM-CSO Consultations: Protecting and positively impacting the lives of migrants*, 2015, pp. 1-4.

<sup>352</sup> Proem-Aid, *About us*, 2017.

<sup>353</sup> IOM, *International Dialogue on Migration*, 2017.

<sup>354</sup> IOM, *International Dialogue on Migration: Conference on Migrants and Cities*, 2015, p. 84.

the central forum for policy dialogue, and the participation of NGOs allows them to help shape the IOM's decision-making and future work.<sup>355</sup> Member States called upon the IOM to use the IDM as a preparatory setting for the GCM of 2018.<sup>356</sup> The first meetings took place in April 2017 and the discussions included the diverse approaches to migration between governments and civil society.<sup>357</sup> The GCM aims to be an inclusive process in which there will be CSOs, governments, and academic institutions, among others, elaborating a framework to facilitate migration in line with target 10.7 of the 2030 Agenda.<sup>358</sup> Within this framework, CSOs take part in the UN Partnerships for SDGs Platform to support migrants' integration in host countries.<sup>359</sup> Sicilia Integra is one such civil society project in Italy that works in favor of migrants' integration and sustainable development through agro-ecology capacity building.<sup>360</sup> The project was featured by the Partnerships for SDGs platform as a successful example of collaboration in supporting migrants' integration and socio-economic well-being.<sup>361</sup>

Furthermore, the Global Forum on Migration and Development is a platform for governments to exchange views, share best practices, and create partnerships regarding migration and its links to development.<sup>362</sup> Although it is a platform dedicated to governments, civil society and other stakeholders are considered as contributors and partners in facilitating migration in order to support sustainable development.<sup>363</sup> In addition to this, there is also the Migration and Development Civil Society Network.<sup>364</sup> This network is mainly composed of civil society representatives from around the world who advocate for peaceful migration and migrant rights.<sup>365</sup> One of their main areas of focus is working on global governance for migration and development, which they accomplish in part by having working groups to shape the policy agendas in different regions.<sup>366</sup> They also operate programs with the IOM, including joint observer missions to assess the implementation of programs to support migrants.<sup>367</sup>

### ***Technical Cooperation on Migration***

TCM is a practice through which IOM "helps governments equip themselves with the policy, legislation, administrative structures, operational systems and human resources needed to efficiently address diverse migration challenges and to expand intergovernmental dialogue and action."<sup>368</sup> TCM also provides CSOs with practical tools and skills, often through training workshops, to enhance the quality of their services for migrants and to better promote advocacy on migration-related issues.<sup>369</sup> The main areas of work of TCM are policy, legal, and administrative framework review and enhancement; improvement of migration management operational systems; training and human resource development initiatives; economic and community development in areas of high migration pressure; and increased joint planning and action.<sup>370</sup>

CSOs participate in many areas of TCM, with particular emphasis on training and human development initiatives.<sup>371</sup> One example is the four-day training that IOM organized with migration officials, NGO representatives, civil society, and youth organizations to strengthen the capacities of these entities in working with vulnerable children and youth migrants.<sup>372</sup> Another area where CSOs play a significant role is in promoting economic and community

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<sup>355</sup> IOM, *International Dialogue on Migration*, 2017.

<sup>356</sup> IOM, *International Dialogue on Migration 2017: Strengthening international cooperation on and governance of migration towards the adoption of a global compact on migration in 2018*, 2017.

<sup>357</sup> *Ibid.*

<sup>358</sup> IOM, *Global Compact for Migration*, 2017.

<sup>359</sup> UN Partnerships for SDGs, *Sicilia Integra- Socio-Economic integration of migrants and unemployed youth through agro-ecology and sustainable community design*, 2016.

<sup>360</sup> *Ibid.*

<sup>361</sup> *Ibid.*

<sup>362</sup> Global Forum on Migration Development, *Link with the civil society*, 2017.

<sup>363</sup> *Ibid.*

<sup>364</sup> Migration and Development Civil Society Network, *About MADE*, 2017.

<sup>365</sup> *Ibid.*

<sup>366</sup> *Ibid.*

<sup>367</sup> Migration and Development Civil Society Network, *Observation Mission to Agadez, Niger*, 2017.

<sup>368</sup> IOM, *IOM Partnerships with non-governmental organizations (NGOs) in managing migration (MC/INF/253)*, 2002, p. 2.

<sup>369</sup> *Ibid.*, pp. 2-3.

<sup>370</sup> IOM, *Technical Cooperation on Migration*.

<sup>371</sup> *Ibid.*

<sup>372</sup> IOM, *IOM organizes training with youth and migration for officials, civil society in Central America*, 2015.

development in areas experiencing high migration pressure.<sup>373</sup> In these areas, local CSOs are often working on community capacity building with entrepreneurship trainings to increase migrants' employment opportunities.<sup>374</sup> In this sense, cooperation between IOM, CSOs, and local governments is of utmost importance because they can work jointly to promote the protection of migrant rights and overall well-being, as recognized in the Fourth Ministerial Consultation on Overseas Employment and Contractual Labor for Countries of origin in Asia.<sup>375</sup>

For the future, the IOM Strategy and its review have included TCM as means to improve the capacities of states, NGOs, and other relevant stakeholders in migration issues.<sup>376</sup> In its review, IOM recognized the need to determine what actions other agents could perform to benefit migrants.<sup>377</sup> In this regard, IOM seeks to assess and evaluate existing migration policies to then harmonize policies between states and within regions to best support migrants on a broad scale.<sup>378</sup> In addition, IOM seeks to reinforce existing collaborations with CSOs and to find "options, including raising awareness; providing advisory and technical support to practitioners working directly with migrants; and conducting research and studies that provide overviews and analyses of international experiences."<sup>379</sup>

### ***Emergency and Post-Conflict Support***

In 2000, IOM established the Emergency and Post-Crisis Division (EPC), which is the main office within the organization to deal with emergency migration caused by sudden-onset crises, including emergency evacuations.<sup>380</sup> IOM's EPC is part of the Inter-Agency Standing Committee, which includes UN and non-UN agencies, as well as CSOs.<sup>381</sup> In this regard, the role of CSOs is extremely important; in crises that cause internal displacement, local CSOs are often the entities best able to provide the first line of support to affected populations due to their proximity and knowledge of local contexts.<sup>382</sup> During the emergency stage, IOM works closely with CSOs at the country level to be able coordinate support for those in need.<sup>383</sup> In this regard, IOM takes part in an early recovery stage which is sometimes implemented by CSOs; one of its objectives is "to support the increase of early recovery operational preparedness and capacities and enhance local NGOs and civil protection network partnerships."<sup>384</sup>

CSOs play a vital role in supporting migration and the IOM's mandate in particular, but significant challenges remain. While many CSOs provide vital medical assistance to migrants, particularly in crises or emergency situations, challenges in communicating with competent national medical authorities compromise continuity of care, particularly as migrants continue to move and settle within the country and internationally.<sup>385</sup> Communication infrastructure may also be damaged or disrupted during conflict or natural disasters; CSOs working to support migrants have noted that these disruptions make it difficult to coordinate between actors on the ground.<sup>386</sup> These challenges in communication make it difficult for organizations to share information and tailor their services to the most urgent needs of migrants.<sup>387</sup>

In Burundi, the IOM worked with CSOs to facilitate the reintegration of returnees by promoting community stabilization activities, such as the creation of livelihood projects and enhancing social infrastructure, in the wake of several ongoing emergencies.<sup>388</sup> Additionally, the IOM Regional Response to the Syria Crisis of June 2017, with the participation of civil society, promoted dialogue between refugees and local residents in Bozova and Belen,

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<sup>373</sup> IOM, *Technical Cooperation on Migration*, pp. 1-2.

<sup>374</sup> *Ibid.*, p. 3.

<sup>375</sup> IOM, *Report of the fourth ministerial consultation on overseas employment and contractual labor for countries of origin in Asia*, 2011.

<sup>376</sup> IOM, *IOM Strategy (MC/INF/287)*, 2007.

<sup>377</sup> IOM, *Review of the IOM Strategy (MC/INF/302)*, 2010.

<sup>378</sup> *Ibid.*, p. 2.

<sup>379</sup> *Ibid.*, p. 14.

<sup>380</sup> IOM, *IOM in Emergency and Post Crisis Scenarios*, 2012.

<sup>381</sup> *Ibid.*

<sup>382</sup> *Ibid.*

<sup>383</sup> *Ibid.*

<sup>384</sup> IOM, *IOM and the Cluster Approach*, 2012, p. 1.

<sup>385</sup> Grupa 484, *Challenges of the Migrant-Refugee Crisis from the Perspective of CSOs*, 2016, p. 8.

<sup>386</sup> *Ibid.*, p. 10.

<sup>387</sup> *Ibid.*

<sup>388</sup> IOM Burundi, *Emergency and post-crisis response*, 2015, p. 2.

Turkey.<sup>389</sup> The goal of the initiative is to promote integration and non-violent communication between migrants and existing residents by setting up social cohesion activities that included both groups.<sup>390</sup> Something similar occurred in Lebanon, where, through a local NGO, psychological support was provided to Syrian refugees.<sup>391</sup> Volunteers were also able to receive training from IOM regarding the protection of women and children and combating violence against women.<sup>392</sup>

### ***Movement Management and Migrant Rights***

Movement management and migrant rights is an area that is included in the IOM Strategy and one in which IOM aims to provide technical assistance to Member States.<sup>393</sup> This mainly focuses on assuring orderly movement, resettlement to a third country, or a return home, while at the same time protecting the rights of migrants.<sup>394</sup> Resettlement refers not only to the movement to another country but also includes the integration of migrants within their new country or region.<sup>395</sup> In this regard, IOM and CSOs have assisted over 6,000 refugees and migrants in Thailand.<sup>396</sup> IOM doctors focused their work on medical screening before the departure of refugees while CSOs were mainly focused on providing pre-departure orientation so that the refugees could integrate in their resettlement country.<sup>397</sup> The participation of CSOs in these instances is very important because they can provide support to migrants in the process of leaving their country or in integrating into a new society.<sup>398</sup> For example, IOM focused on capacity building in Libya by providing CSOs with psychological training that included mediation, human development, and counseling.<sup>399</sup> This project was somewhat unique in that most of the people who benefited from this training were Libyan citizens who were motivated to end the violence cycle.<sup>400</sup>

IOM also works in assisted voluntary return and reintegration (AVRR), which facilitates the process of voluntary return of migrants to their home countries.<sup>401</sup> CSOs are key to this process because they are often the ones that promote reintegration activities in the home countries of returnees.<sup>402</sup> The success of AVRR programs involves the participation of other relevant stake holders such as CSOs, governments, and migrants.<sup>403</sup> Among the IOM's priorities in AVRR is to safeguard "dignity and rights of migrants in operating returns" and to promote dialogue regarding AVRR between the host country and the country of origin.<sup>404</sup> In this regard, CSOs' actions are to foster capacity building among returnees and strengthen their local networks to facilitate their process of adaptation and reintegration in their society.<sup>405</sup>

While civil society plays a vital role in helping migrants settle in a new location or return to their country or region of origin, they also face several challenges.<sup>406</sup> CSOs have advantages in understanding local perspectives and having an established degree of trust with migrants, but they often have much lower capacity than larger national or international entities.<sup>407</sup> This may result in uneven efforts across and within countries and may present coordination problems between these groups, between CSOs and governments, and between CSOs and international organizations.<sup>408</sup>

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<sup>389</sup> IOM, *IOM Regional response to the Syria Crisis*, 2017, p. 3.

<sup>390</sup> *Ibid.*

<sup>391</sup> *Ibid.*, p. 4.

<sup>392</sup> *Ibid.*

<sup>393</sup> IOM, *IOM Strategy (MC/INF/287)*, 2007.

<sup>394</sup> *Ibid.*

<sup>395</sup> IOM, *Key migration terms*, 2017.

<sup>396</sup> IOM, *Refugee Resettlement Program*, 2017, p. 1.

<sup>397</sup> *Ibid.*, p. 2.

<sup>398</sup> IOM, *IOM trains civil society organizations in psychosocial support*, 2014.

<sup>399</sup> *Ibid.*

<sup>400</sup> *Ibid.*

<sup>401</sup> IOM, *Assisted voluntary return and reintegration*, 2017.

<sup>402</sup> *Ibid.*

<sup>403</sup> *Ibid.*

<sup>404</sup> *Ibid.*

<sup>405</sup> *Ibid.*

<sup>406</sup> Geiger, *Regional Frameworks for Managing Migration and the Role of Civil Society Organizations*, 2015, p. 197.

<sup>407</sup> *Ibid.*

<sup>408</sup> *Ibid.*

## Conclusion

IOM-CSO cooperation is an important component of the organization's work in addressing migration-related issues.<sup>409</sup> CSOs are responsible for implementing many reintegration projects in different parts of the world and are often tasked with protecting the human rights of migrants in areas where IOM is unable to do so.<sup>410</sup> CSOs are also key participants in the elaboration of migration policies and their implementation.<sup>411</sup> Partnerships between IOM and CSOs have been successfully operating for many years and have been strengthened by the implementation of yearly consultations, but current migration trends and challenges may necessitate the further strengthening of these partnerships.<sup>412</sup> The consultations have been key to identifying the capacities and areas of work that require more support and dedicated attention to succeed.<sup>413</sup> While IOM can support CSOs in capacity building and in the coordination of emergency response, CSOs also bring invaluable support to the work of the IOM in implementing actions at the local level.<sup>414</sup>

## Further Research

Delegates should focus their research on the outcomes of RCPs, which can provide context-specific information for each region in how IOM partners with CSOs to respond to the challenges caused by migration. Additionally, delegates should research the process leading up to the 2018 Global Compact on Migration, which will have several meetings with different actors, including CSOs, throughout the following months. In what areas should CSOs should focus their attention to relieve the work of IOM? How should humanitarian assistance be provided to internally displaced and cross-border migrants in cooperation with CSOs? What are the main limitations IOM has and how can CSOs collaborate with IOM to fulfill them? How could IOM improve its relations with CSOs? Of the many challenges CSOs are experiencing in their work on migration, how can the IOM work with CSOs to address these issues?

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<https://www.iom.int/jahia/webdav/shared/shared/mainsite/microsites/IDM/sessions/84th/MCINF253.pdf>

*This document is particularly important because it provides a great overview of how the IOM views partnerships with NGOs. It highlights the importance of collaborative work between the IOM, UN agencies, and NGOs, while at the same time considering the priorities of each one of these entities independently. In addition, it provides a great guide to the different ways in which the IOM can collaborate with NGOs and describes real life examples of this collaboration; for example, in Eastern European states the IOM focused on capacity building so that NGOs could work on migration-related issues more effectively and efficiently.*

International Organization for Migration. (2002). *Role of IOM in emergency and post-conflict situations (MC/INF/260)*. Retrieved 24 July 2017 from:

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*This resolution identifies the capabilities of IOM in emergency and post-conflict situations. It conducts a good assessment of its current strategies, its current capabilities, and the sustainability of its actions within post-conflict situations. This document provides guidelines on the scope of action of the Organization and acknowledges recurring challenges such as the suspension of missions due to limited resources and funding. This source will be useful for delegates because it*

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<sup>409</sup> IOM, *Review of the IOM Strategy (MC/INF/302)*, 2010.

<sup>410</sup> IOM, *Mexico: Public policies benefiting migrants*, 2011.

<sup>411</sup> IOM, *Review of the IOM Strategy (MC/INF/302)*, 2010.

<sup>412</sup> IOM, *2015 IOM-CSO Consultations: Protecting and positively impacting the lives of migrants*, 2015.

<sup>413</sup> *Ibid.*

<sup>414</sup> IOM, *Technical Cooperation on Migration*, p. 1.

*provides an overview of how IOM works in post-conflict situations and the many factors that affect IOM's work in this context.*

International Organization for Migration. (2010). *Review of the IOM Strategy (MC/INF/302)*. Retrieved 19 July 2017 from:

[https://governingbodies.iom.int/system/files/jahia/webdav/shared/shared/mainsite/about\\_iom/en/council/99/MC\\_INF\\_302.pdf](https://governingbodies.iom.int/system/files/jahia/webdav/shared/shared/mainsite/about_iom/en/council/99/MC_INF_302.pdf)

*The review of the IOM Strategy highlights the main challenges facing the Organization. It provides a good summary of the priorities and actions needed to achieve its goals in managing migration and supporting migrants. It is the main guide to understanding the structure, capabilities, and actions of IOM. In addition to providing measurements and metrics of success, the document highlights the importance of broad cooperation in migration-related issues. Delegates will find this source useful to see how the aim of the organization changed from its original Strategy to this review.*

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*This report is the product of the first IOM-CSO Consultations and it maps out where cooperation between them could develop. The report identifies the role of the organization and CSOs and recognizes their capabilities and limitations. In addition, it provides a set of recommendations that should be followed to improve the relations between CSOs and the IOM. Among the recommendations include the need to improve communications, start joint projects, and establish focal points at regional levels to improve coordination. Delegates will get a clear idea of the challenges faced by CSOs and IOM in their attempt to supply aid to migrants and assist with settlement and integration.*

International Organization for Migration. (2011). *Mexico: Public Policies benefiting migrants*. Retrieved 17 September 2017 from:

[http://publications.iom.int/system/files/pdf/oim\\_pp\\_en.pdf](http://publications.iom.int/system/files/pdf/oim_pp_en.pdf)

*Although it is focused only in one country, this document is a good source for delegates to get a grasp of the actual reach and impact of CSOs. This document provides insightful information about best practices regarding migration and the protection of migrant rights. It also describes the way in which IOM and CSOs complement their work in different areas of migration support. In addition, delegates will find it useful in understanding the dynamics between IOM and CSOs.*

International Organization for Migration. (2011). *Migration Profiles: Making the most of the process*. Retrieved 20 July 2017 from:

<https://publications.iom.int/books/migration-profiles-making-most-process>

*This report provides an in-depth analysis on how migration policy affects the lives of migrants and the societies in which they live. Additionally, it describes a clear process through which Member States can plan, implement, and monitor migration policies. It stresses the importance of including relevant stakeholders such as NGOs, CSOs, and local governments, among others, in the process of implementing migration policies and assessing their success. This source will be useful for delegates in understanding the different stages of migration as well as the participation of different actors in the different stages.*

International Organization for Migration. (2015). *International Dialogue on Migration: Conference on Migrants and Cities*. Retrieved 19 July 2017 from: [https://www.iom.int/sites/default/files/our\\_work/ICP/IDM/RB-25-CMC-Report\\_web-final.pdf](https://www.iom.int/sites/default/files/our_work/ICP/IDM/RB-25-CMC-Report_web-final.pdf)

*This report highlights the important role that local governance plays in managing issues related to migration. This report provides good information on the importance of civil society in the process of migrants' integration. It stresses the need to bring together relevant stakeholders because the actions of the private sector, CSOs, and local authorities often overlap. Delegates will find this source useful for understanding the dynamics of migration at the local level and the intersecting work of different actors.*

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*This report explains the dialogue the IOM has established with different stakeholders, and in this case, with Civil Society Organizations. The report gathers the information presented during the consultation, which includes the importance of global solidarity on migration, protecting migrant lives, and the promotion of inclusion and integration of migrants in their host countries. Finally, it provides a list of recommendations and action points that CSOs and the IOM should consider to further their work in support of migrants. This source is useful in understanding how IOM-CSO relations develop and operate.*

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*The report on the IOM NGO humanitarian consultations provides a great overview of the relationship between the organization and NGOs. It recognizes the progress achieved to date, as well as ongoing limitations and challenges. It acknowledges that the inclusion of migration in the SDGs is a milestone for IOM and requires strong partnerships to achieve these targets and goals. Furthermore, it also identifies the need to increase civil society and private sector engagement in migration-related issues in order to better support integration and development opportunities for migrants.*

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*This website describes what the International Dialogue on Migration is and it links IDM to the constitution and strategy of the organization. It also explains the process surrounding the IDM and contains the outcomes of this dialogue since 2001. This is an important source for delegates to start their research about IDMs because it contains valuable information about the work produced in IDMs as well as the different priority themes these dialogues have had throughout the years.*

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