

Many of the world's migration movements fall outside of planned migration processes. Many migrating persons are self-sufficient, literate in the cultures of their new home, and function independently of support services. However, millions of others who lack the resources and information to do so without assistance are forced to move each year. Many of them migrate under the stressful and threatening circumstances of emergencies.

Actors in migration

There are many people and organizations who assist with emergency migration movements. First in any such inventory of actors includes the migrants themselves. Throughout this training module the assets and resources of migrating individuals will be highlighted as the basis upon which to build any program of assistance.

The second key actors are the governments involved with migration, whether of the community of origin, transit or relocation. Within government are numerous agencies that support the needs of this population. Their services include assistance with legal and procedural aspects of documentation for emigration and immigration, social services for meeting temporary needs, development services for educational and economic needs, and many others.

Additional actors are from a range of organizations. These include international organizations (IOs) with a global mandate for migration such as the International Organization for Migration (IOM); other organizations that work in specific aspects of migration such as the U.N. High Commissioner for Refugees, International Labor Organization, Food and Agricultural Organization; and many others.

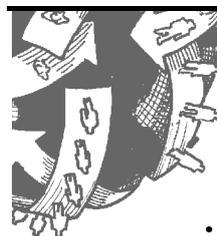
Many non-governmental organizations (NGOs) also provide support or services to migration movements. Several of them are international, such as the International Council of Voluntary Agencies and World Council of Churches. Many other national and local organizations help in the process of the movement of people.

Other very important actors in emergency migration are the donors, typically governments that bi-laterally support the governments of sending or receiving countries or who give support to IOs and NGOs.

Purpose of training

This training module seeks to identify the key elements of emergency migration management and describe the techniques and methodologies essential to these management tasks. Migration occurs worldwide, both within and across the borders of countries. Thus, this training module focuses on both domestic and international migration which require management. It includes a discussion of the policies, practices, and procedures of governments, international organizations, and non-governmental organizations involved in migration.

Perhaps the single most important purpose of training in emergency migration management is to improve the way individuals and organizations serve their humanitarian mission. This in turn requires that governments and agencies involved with emergency migration management perform their roles and responsibilities as well as possible and in a coordinated fashion. One of the best methods to achieve this level of performance is through a well-trained staff. With well-trained personnel, organizations can achieve their highest priority which is to ensure that human suffering is minimized and to enable the people affected by a migratory flow to move and resettle under the best possible conditions.



The key to successful emergency migration does not lie solely with the actions of external agencies.

However, the key to successful emergency migration does not lie solely with the actions of external agencies. It is a well-documented fact that migrating individuals themselves are the primary problem solvers, constantly evaluating and acting on their options on a “cost-benefit” basis, taking into account the political, social, educational and environmental implications of their decisions. The migrating individuals are critical partners in any management process and are the most qualified at identifying what must be done and the priorities for achieving them. Indeed, the majority of migrants do not require active management. Therefore, it is incumbent upon concerned organizations to monitor the spectrum of migrants to identify those who do need assistance.

Terminology

What exactly is migration and who is the population considered as being “managed”? Unfortunately, there aren’t universally agreed definitions for these terms. The International Organization for Migration (IOM), however, has established working definitions of the key terms in migration. The following definitions have been adapted for this training module.

The term **migrant** is understood to cover all cases where the decision to migrate is made freely by the individual concerned, for reasons of “personal convenience,” with or without intervention of an external compelling factor. This term therefore applies to persons — and to family members — who **have** moved or **may** move within a country or to another country to better their material or social conditions and improve the prospect for themselves or their family.

In this module we will generally use the terms “*migrating individuals*” or “*migrating populations*” when a single term is appropriate to encompass “migrant,” “displaced persons,” “refugee,” or “uprooted people.”

The definition of **migration** is also imprecise. Some international organizations limit their involvement with migrants, refugees, or

displaced persons to those who have crossed international boundaries and are in need of assistance. Broader definitions include individuals who move their residence for a minimum amount of time and engage in their principal activity (whether employment or other) in a new location. For the purpose of this module, the criteria for identifying a significant migration are not based so much on the minimum distances or lengths of time involved as on the need of individuals or groups for assistance.

Emergency, as applied to migrating populations, is an extraordinary situation in which people are unable to meet their basic survival needs, or there are serious and immediate threats to human life and well being. An emergency situation may arise when people are forced to migrate and are unprepared to do so as a result of a sudden onset disaster, war and conflict; or a slow onset disaster where a cumulative process of neglect, environmental degradation, or conflict lead to an unacceptable situation.

Emergency migration management, as defined for this module, is the operational activities which pertain to the various stages of an emergency migration including preparing for, planning for, responding to, and mitigating the negative consequences of migration.

Emergency migration management

This training module is based on the application of general management principles to the field of migration. Management generally consists of several primary tasks: goal setting, planning, coordinating, organizing, influencing and controlling. These tasks, or management components, are also critical to effective emergency migration management:

- **Set goals** for management performance standards including quality and quantity of support, services, and material assistance as well as the quality of life for the intended beneficiaries of migration management.

- **Plan** for migration flows to the extent possible from the earliest point of people's decision to move through to the ultimate resolution, whether it is integration, onward movement or return, for all those affected by the movement.
- **Coordinate** the contributions of all the involved people and organizations to ensure best use of resources, eliminating gaps and overlaps in support and services.
- **Organize** the resources of personnel, equipment, funds, and time utilizing the principles of project management to maximize their best use.
- **Influence** the behavior of those involved in potential migrations through authoritative leadership to achieve the best utilization of resources and highest level of performance.
- **Control** the quality of the process and results through monitoring, evaluation and re-design to improve overall program outcomes.

Emergency migration management should be regarded as an approach to inter-related considerations, processes, and technologies based on a set of management objectives. The sequence of the module is designed to build the understanding of what migration is about and how to manage it.

2 Chapter Two provides an overview of why people migrate. A knowledge of the causes of migration is a precondition to understanding the needs and aspirations of those who seek to migrate and, therefore, to meeting those needs in an emergency. This chapter illustrates the complexity of defining who migrants are due to the diversity of populations involved. By considering the above-mentioned definitions of migration, it is easy to see that most of the world's population migrate at one time or another. However, it is important for those working in this field to distinguish between those who are in need of emergency assistance and the majority of people who migrate independently.

3 Chapter Three identifies some of the principles of emergency migration management which form the basis for decision making. These principles transcend the expedient, the economical or the easy solution and instead point to standards of human rights and adequate material assistance.

4 The decision-making process of emergency management is seldom a simple deduction from principle to plan of action. To the contrary, the rapidly evolving nature of current events continually challenge migration managers and policy makers with unprecedented situations for which experience and principles do not readily point to solutions. In **Chapter Four** several key issues of migration management are identified, policy dilemmas are highlighted and some consequences are suggested.

5 Effective emergency migration management requires anticipating problems and pre-empting their development. To the extent that emergency migration management problems can be predicted, identifying early warning signs are vital to getting ahead of the situation and being able to respond effectively and timely. **Chapter Five** reviews the methods of early warning.

Effective emergency migration management requires anticipating problems and pre-empting their development.



6 Once an early warning indicator signals a potential emergency, the first step for individuals involved with migration management is to determine the needs and resources of the affected population through assessments.

Orderly migration occurs when the migrants' needs are manageable within the capacity of the international and domestic assistance networks. In these situations it is possible to anticipate the intention to move, get documentation, schedule transit, and make advance accommodations in the place of destination.

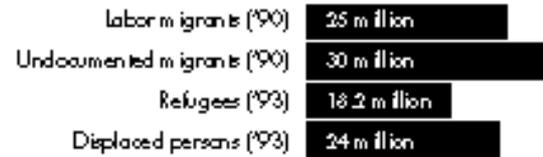
Emergency migration occurs when populations or individuals move in response to immediate threats to life and safety. These migrations are more effectively managed when agency staff are trained and prepared to respond to various emergency situations, and an early warning information system has indicated the likelihood of the occurrence of an emergency situation. Emergency migrations that occur outside the established procedures of affected countries, or internally on a large, informal scale, challenge social and public policy as well as planning and the capability to render humanitarian assistance to individuals or groups.

A snapshot of population movements for the year 1990, estimated the four major categories of migrants to total 82 million persons. This total includes people in several different types of situations. The International Labour Organization (ILO) estimated the total migrant labor force during that year at 25 million. The International Organization for Migration (IOM) projected the number of undocumented migrants at 30 million. The United Nations High Commissioner for Refugees (UNHCR) estimated the refugee population at approximately 12 million. Although estimates of internally displaced persons are difficult to make confidently, an estimated 14-16 million persons were involuntarily living outside their home communities that year.¹

All indications are that migration movements will continue and increase in number.² In 1990, IOM Director General James N. Purcell wrote of the increasing numbers of undocumented

migrants, displaced persons and casual migrants living in refugee-like situations.³ This transitory population is estimated to be nearly 40 million. UNHCR reports that the 1993 refugee population increased to 18.2 million and displaced persons increased to 24 million.

Major migration populations



To understand these large movements of people, this chapter introduces the classifications generally used to identify various types of migration and discusses the major causes and motivations contributing to migration. The complexity of factors which lead to migration are illustrated in a series of examples. Finally, the focus is on issues surrounding emergency migration and the challenges it presents to local communities and to the agencies involved in responding to emergency migration.

Types of migration

The complexity of population movements defies straightforward classification. Nevertheless, some categories are necessary in order to distinguish different types of migrants and different forms of management responses. Migration may be internal or international, voluntary or involuntary. When movement involves crossing borders, migrant classification status is determined by various national and international laws and policies. The following typology of migration is widely accepted.⁴ It includes six different types of international migration and two internal classifications.

¹ Reginald T. Appleyard, *International Migration: Challenge for the Nineties* (Geneva: International Organization for Migration, 1991), p. 24-25.

² Elizabeth Ferris, *Beyond Borders: Refugees, Migrants and Human Rights in the Post-Cold War Era* (Geneva: WCC Publications, 1993), p. xii.

³ James N. Purcell, "Emigration, Resettlement and Return," *Refugees*, (March 1990), p. 16.

International migration

1. Permanent settlers are legally admitted immigrants who are expected to settle in the host country, including persons admitted under family reunion schemes.

2. Documented labor migration includes both temporary contract workers and temporary professional transients.

- **Temporary contract workers** are normally semi-skilled or untrained workers who remain in the receiving country for finite periods, usually two to five years.
- **Temporary professional transients** are professional or skilled workers who move from one country to another usually as employees of international and/or joint venture companies.

3. Undocumented (clandestine, illegal, irregular) migrants are those people whose entry may or may not be sanctioned by the receiving country's government. When receiving countries become more restrictive in their admissions policies, undocumented migration often increases. In the case of receiving countries that have only weak controls, undocumented migration occurs "naturally".

4. Asylum seekers are persons who cross borders and appeal for refugee status on grounds of political, ethnic or religious discrimination or persecution. For those countries that have signed these protocols, decisions on asylum are based on the refugee definition contained in the *1951 UN Convention Relating to the Status of Refugees* and its *1967 Protocol* (centering on flight from generalized violence).

Some regions apply additional conventions. Different concepts of asylum prevail in different world regions: in Southeast Asia asylum is granted for the short term and is largely contingent on third-country resettlement; in Africa and other parts of the Third World it is seen as medium- or long-term, but not as permanent

immigration (repatriation being the expected solution); in industrialized countries there is the general expectation that most persons who are granted asylum establish permanent residence.

The number of asylum seekers in the world has risen dramatically (from 95,000 in 1983 to 440,000 in 1989). A complex interplay of factors has contributed to this increase. Jonas Widgren reports, "The majority of asylum seekers stay in the reception country, or a neighboring country, whether or not they have been recognized as refugees. A residence permit is often granted to rejected asylum seekers on humanitarian grounds, often after several years of waiting or illegal stay."⁵ Asylum seekers, therefore, are closely related to undocumented migrants and refugees, their status and futures literally being determined by the decisions of governments who process their requests. Receiving countries set the legal parameters for achieving emigration by establishing various immigration policies, however they do not prevent migration. People will continue to move, but on an irregular or illegal basis.

5. Recognized refugees, within the meaning of the *1951 UN Convention relating to the Status of Refugees*, are people who, "owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, are outside the country of [their] nationality and [are] unable or, owing to such fear, unwilling to avail [themselves] of the protection of that country, or who, not having a nationality and being outside the country of [their] former habitual residence, [are] unable or, owing to such fear, [are] unwilling to return to it".

Recognizing the plight of many externally displaced persons who were not covered by the narrow definition of refugee status of the *1951 UN Convention*, 42 African governments and 10 Latin American governments have signed on to regional instruments for their respective regions which expand the definition of refugee. In 1969 the Organization of African Unity

⁴ Appleyard, p. 22-23; R. Rogers, "The Politics of Migration in the Contemporary World," *International Migration*, Vol. XXX (1992), p. 34-35; IOM, Persons falling under the mandate of the International Organization (IOM) and to whom the organization may provide migration services, IOM, Geneva, (January 1992), p.3.

⁵ Jonas Widgren, "Asylum Policy at a Turning Point," *Refugees*, No. 30, (March 1990), p. 23-24.

(OAU) developed a *Convention Governing the Specific Aspects of Refugee Problems in Africa* which expanded the UN definition to include individuals displaced by generalized conditions of violence, complex or natural disasters: people “who, owing to external aggression, occupation, foreign domination, or events seriously disturbing public order in either part or the whole of [their] country of origin or nationality, are forced to leave [their] place of habitual residence in order to seek refuge in another place outside [their] country of origin or nationality”.

In 1984, ten Latin American governments adopted the *Cartagena Declaration* which expands the definition of refugee to include those “who have fled their country because their lives, safety or freedom have been threatened by generalized violence, foreign aggression, internal conflicts, massive violation of human rights or other circumstances which have seriously disturbed public order.”

6. *De facto* refugees are persons not recognized as refugees within the meaning of article 1 of *The 1951 Convention and 1967 Protocol relating to the Status of Refugees*, and who are unable or, for other reasons recognized as valid, unwilling to return to the country of their nationality or, if they have no nationality, to the country of their habitual residence.” The situation of these *de facto* refugees, or B-status refugees, can be compared to that of *asilados* in Latin American countries and Spain, and to some extent to Extended Voluntary Departure (EVD) beneficiaries in the United States.

Internal migration

1. Displaced persons are generally understood to be people, who, “as a result of armed conflict, internal strife, systematic violations of human rights or natural or [human]-made disasters, have been forced to flee their homes, . . . and who are within the territory of their own country.” Displacements caused by environ-

mental degradation, deterioration in living conditions, economic recession, famine, and overpopulation are also significant. The scale of such migrations increases gradually until it is realized that they involve a large number of internally displaced persons.⁶ In 1993 the estimated number of displaced persons, broadly defined, was in excess of 24 million people.

2. Rural-urban migrants move from rural to urban areas in response to poverty; low agricultural incomes; low productivity; population growth; shortages, fragmentation and inequitable distribution of land; limited living-wage employment opportunities and the lack of economic development in the rural areas.⁷ Urban population growth in developing countries will continue at a very high rate. Between the years 1985 and 2000, eight hundred million more people will live in these urban areas. By the year 2007, the urban population of the developing world will double, the greatest increase occurring in Africa.⁸

Motivations for migration

In many situations the motivations of migrants are mixed and include elements of opportunity-seeking as well as movement in response to fear of death, persecution, an untenable economic situation, hunger, or even forced removal from one’s land, which we call survival migration. Survival migration is movement caused by poverty, environmental degradation, despair, extreme insecurity, disaster or war. Opportunity-seeking migration is movement caused by income and opportunity differentials. The main motivations involved are economic, political, ethnic, religious and social.

These motivating factors are interrelated influences, inseparable from one another. Economic conditions are usually tied to political policies and practice. Social factors permeate economic and political realities. Economic

⁶ *Internally Displaced Persons*, International Organization for Migration, (Geneva: 1993), p. 1.

⁷ A.S. Oberai, *Migration, Urbanization and Development*, International Labour Office, (Geneva: 1987), p. 40–41.

⁸ *Ibid.* p. 2–9.

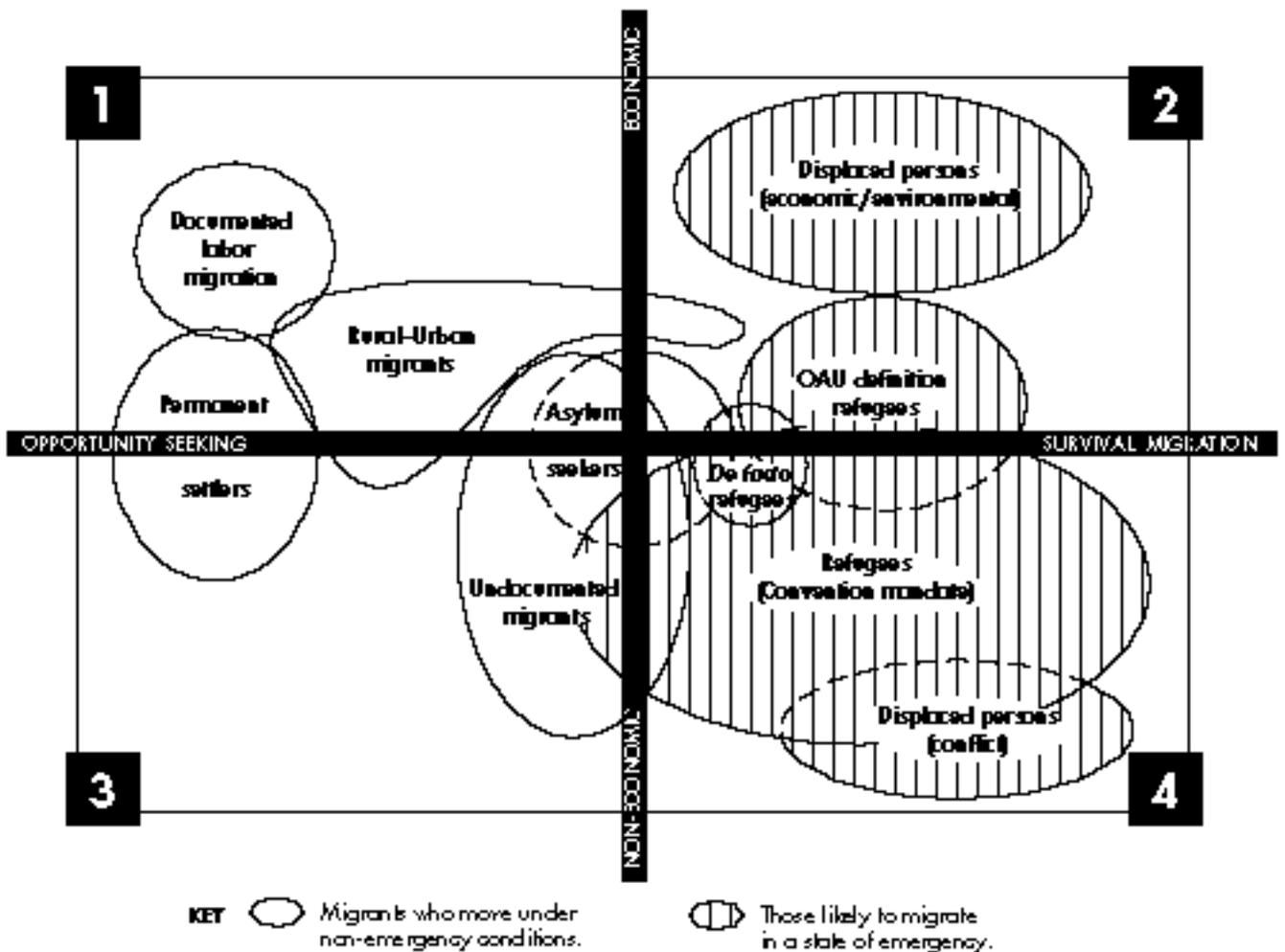
factors include personal or family economic opportunities and status; the availability, access to, or shortage of, natural and economic resources (i.e. land, credit, employment); and the way in which economic development policies, practices and priorities impact people. Political crises, insecurity and crime related to economic and political instability are other factors which cause migration. Social and political pressures result from ethnic, religious and political discrimination and persecution, often accompanied by the use of military force and civil war. Socially motivated factors involve desires for family reunification and the existence of historical and cultural exchange relationships between communities of migration.

The following diagram tries to illustrate the factors influencing various migration flows

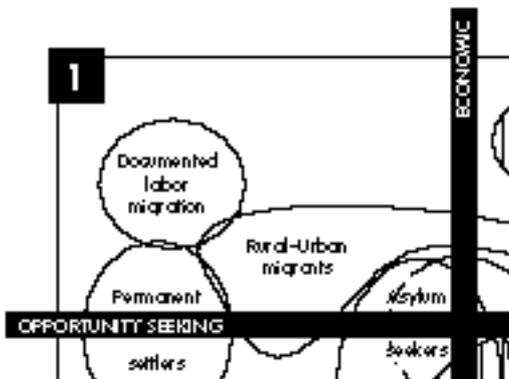
through a simplified graphic. While it does not convey the full complexity of the motivations and determinants of migration, the *vertical axis* identifies these factors along an economic — non-economic continuum. As stated above, economic factors cannot be separated from other motivational forces, however, for many migrants economic issues predominate. At the opposite end of the continuum are migrants for whom economic factors are operative, but the role of other political, religious, racial and social factors predominate. Although the continuum seeks to highlight certain motivational forces as stronger for some migrants, a complex mix of migration motivations create various types of migration movements.

On the *horizontal axis* of the diagram, migration movements are identified along

Typologies and interrelated causes of migration



an opportunity-seeking to survival-induced continuum. Sometimes referred to as voluntary on the one end, or forced migration on the other, this continuum attempts to illustrate the extent to which emigration is an option chosen by migrants or coerced upon them. On the one hand, it seems that almost all migration is an attempt to seek better opportunities. On the other hand, many migrants would prefer not to move. Circumstances, sometimes life threatening, give people no option. If they are to live beyond a very tenuous situation of survival they must move. There is no clear line of demarcation that separates opportunity-seeking migrants from survival migrants. Sometimes the situation is ambiguous. In other cases the extent of compulsion or volition is quite clear.

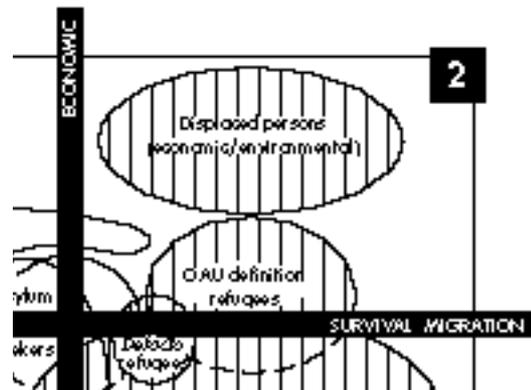


**Quadrant 1—
Economic/opportunity-seeking migrants**

These migrants include permanent settlers, though some permanent settlers may be motivated for other reasons. Migrants relocated through family re-unification schemes are more immediately motivated by social factors, but the first of the family migrants may have been economically, politically and socially motivated.

Many rural-urban migrants would be placed in this quadrant as they are frequently opportunity-seeking economic migrants, pursuing employment and a better life. Also included in this quadrant are documented labor migrants,

both temporary contract workers and temporary professional transients. Undocumented migrants who seek employment and work in low-wage jobs or enter the underground economy are also placed within this quadrant, though closer to the survival migration side of the horizontal axis; many undocumented migrants tend to be “pushed out” by economic deprivation because they do not have employment opportunities at home. A growing number of economic migrants are asylum seekers.

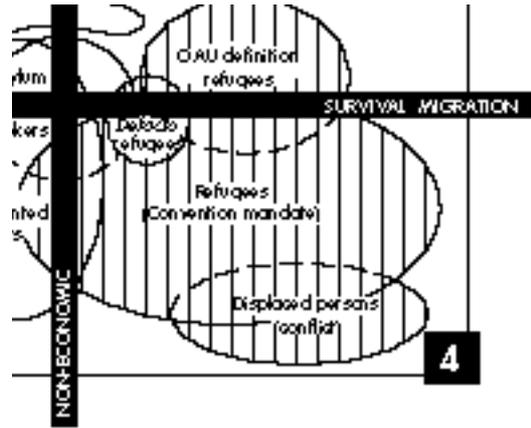
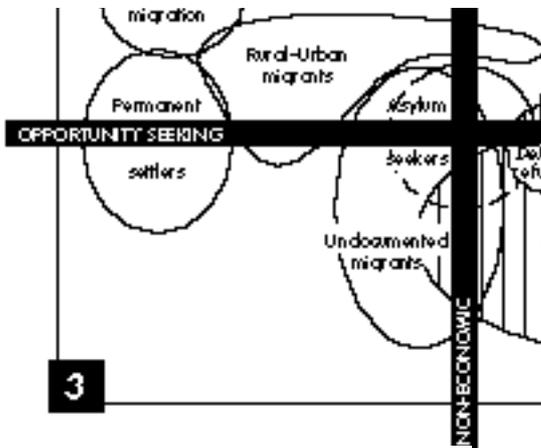


**Quadrant 2—
Economic/survival migrants**

Refugees, *de facto* refugees, and displaced persons flee their place of origin as a result of natural disasters (e.g. volcanic eruption, earthquake, tropical storm, etc.) or human-caused disasters. Famine, desertification, ecological disasters, environmental degradation, some development schemes (e.g. dam construction) or economic encroachment (e.g. logging industry) often create economic survival migrants. These migrants are economically and physically motivated to move because their homes, communities and livelihood have been destroyed. Many are rural-urban migrants. In Africa, if migration is international, some would be recognized as refugees because the OAU expands the UN refugee definition to include individuals “displaced by events seriously disturbing public order” which includes natural and environmental disasters.

**Quadrant 3—
Non-economic/opportunity seeking migrants**

Opportunity-seeking migrants may be motivated to move in search of less violent environments or to avoid anticipated civil conflict and war, though they are not immediately vulnerable. People may choose to move in response to repressive legislation or actions of governments. For example, Haitians left their homes as political and social disintegration, the declining economy and the international embargo eroded living conditions. Migrants in this quadrant may include rural-urban migrants, permanent settlers, undocumented migrants and asylum seekers.



**Quadrant 4—
Non-economic/survival migrants**

Many people are forced to move because of a well-founded fear of persecution, civil conflict and war. Government policies and practices of relocation have also created many involuntary migrations (forced removals to Siberia in the former Soviet Union; to *bantustans* or townships in South Africa; to the south of Ethiopia or Sudan from northern Ethiopia; or the expulsion of Asian Gulf workers from Iraq). This includes refugees, de facto refugees and displaced persons.

As noted, this matrix is a simplification of the different causes of and motivations for various migration movements. The following specific examples of migration illustrate more completely the complex web of factors that influence migration flows.



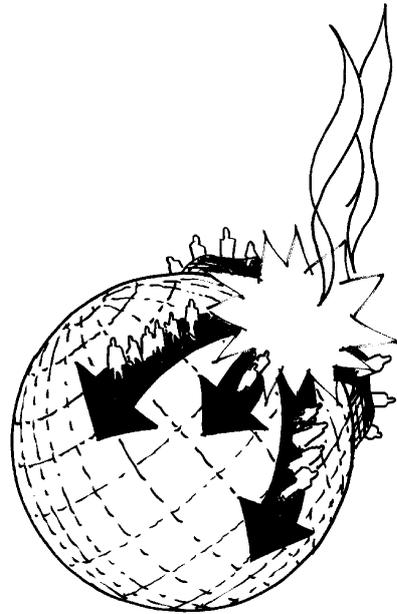
What types of migration movements are occurring or might occur in the region where you work?

Social and kinship ties established between emigrant populations and people in their place of origin create communication and support networks that serve as safety nets to new migrants, referral sources for jobs, and resources for cultural and political information. These informal networks give an impulse to additional immigration, enhance integration, and constitute a significant undercurrent which counteracts broader economic trends and official policies.

The burgeoning urban communities created by economic migrants, displaced persons and refugees are unable to provide the infrastructure, employment and economic opportunities that the population needs. However, these urban centers created by migration flows are often primary targets for industrial development by the expanding international economic sector. Multi-national corporations create temporary professional immigration flows and build relationships with peoples of other countries. Some operations are beneficial to all who are involved. Nevertheless, the employment needs of the majority population usually remain unaffected. The high unemployment rates and economic vulnerability of many people in urban centers may also create opportunities for labor exploitation, further exacerbating the economic, social and health problems of the population while failing to significantly reduce unemployment rates. As a result, rural-urban migration may lead to emigration flows.

Emergency migration movements

It is important to remember that many migrants relocate utilizing normal immigration systems, established to facilitate orderly migration. Others migrate in response to crisis, seeking survival and safety. Survival migration is often sudden and occurs in the context of emergency, requiring a different management and humanitarian assistance approach than “orderly migration.” The main difference is that emergency situations typically require immediate additional support and international assistance.



Migrants in the context of emergency may include:

- persons displaced by civil conflict, war or natural disaster
- internally displaced persons
- refugees
- asylum seekers who have a “well-founded fear of persecution” or those who risk personal safety in transit
- undocumented, illegal or clandestine migrants

In emergency contexts, when people flee across international borders to preserve their lives, they may be recognized as **refugees** and obtain the support of refugee aid and sustenance. Support systems are established to protect the rights of refugees and provide some humanitarian assistance. **People displaced by natural disasters** are also able to obtain support from established systems within the international community. In addition there are limited systems of protection and assistance established to aid **people displaced by armed conflict**. These systems, however, are widely recognized as inadequate and in need of expansion.

There are increasing numbers of migrating persons who move in the context of emergency without a system of support

or protection. Included in this “gray area” of vulnerability and lack of protection are: **internally displaced persons, *de facto* refugees, undocumented migrants, and asylum seekers.** These persons move for a variety of reasons, including civil conflict, persecution, fear, famine, economic depression, and natural disasters. They may seek asylum in order to establish legal status in their destination country. However, as people who do not fit within the categories of emergency migration for which systems of assistance and support are established, they can be considered “*gray zone*” migrants. There is a need to establish appropriate response strategies and systems that will serve the needs of this expanding population.

In some countries people are at risk due to ethnic conflict and violence. These vulnerable populations are in need of support and protection. Government policy may serve to mitigate migration by responding to the needs of such potential migrants. However, national policy and practice may also create migration movements or even involve forced removals. Some governments have been parties to the violence. In other cases governments have responded to civil conflict by relocating specific ethnic populations in order to separate the conflicting parties. The role of national policy is significant.

After the breakup of the former Soviet Union, ethnic Russians have emigrated in large numbers in response to rising nationalism and policies of exclusion in various Republics. In response to the establishment of a state language, diminished opportunities, employment and educational discrimination, ethnic Russians left Lithuania and other Baltic States. This migration of ethnic Russians is an example of persons who fall within the “*gray area*” of migrants who cannot access support through established systems of international assistance but may require emergency assistance.

Refugees who choose to be repatriated to their country or community of origin are a growing population within the migrant commu-

nity who also need emergency assistance. While repatriation, if voluntary, is desired and involves the return to language, culture, history and place that is familiar, such movement is also often fraught with risks and danger. Repatriation often takes place in the midst of conflict or instability and insecurity. Repatriation processes require carefully negotiated arrangements with governments. Special protection and accompaniment as well as support from the international community may be needed in order to assure the safety of repatriated refugees and successful resettlement.

Refugees who choose to repatriate to their country of origin are a growing part of the migrant population.



When refugees suddenly choose to repatriate in response to dangers or persecution in their country of asylum, emergency support services are definitely required. Generally, the refugees are still at risk in their place of origin, and therefore, rather than return to their communities they relocate in crowded and dangerous temporary, communities or camps. As unplanned and unorganized refugee movements, repatriation emergencies create acute humanitarian problems and challenge the international emergency migration management and response network.

The number of persons who migrate in the context of emergency is increasing and it is the aim of this text to provide a guide for the management of these migrating populations.



What types of migration typically require emergency management?



What are the motivations and forces operative in the area where you work which are creating migration flows?



*Which migrations in your region qualify as emergencies?
What are the factors contributing to these emergency migrations?*

1 Respect migrants' civil and human rights under national and international law

All people have human rights. Human rights are defined as civil, political, economic, social and cultural rights considered fundamental to human dignity and inalienable. In the context of emergency migration these rights are often violated or at risk. They are enumerated in and protected by international law, including United Nations declarations and covenants, instruments adopted by other international organizations, and regional charters.

Familiarity with a basic international human rights instrument, such as *The Universal Declaration of Human Rights*, adopted by the U.N. General Assembly in 1948, may be helpful to the emergency migration manager. The following excerpts from the *Universal Declaration* are particularly relevant to emergency migrants:

- Everyone is entitled to all the rights and freedoms set forth in [The Universal] Declaration, without distinction of any kind, such as: race, color, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.

- Everyone has the right to life, liberty and security of person.
- No one shall be held in slavery or servitude.
- No one shall be subjected to torture, or to cruel, inhuman or degrading treatment or punishment.
- Everyone has the right to recognition everywhere as a person before the law.
- All are equal before the law and are entitled without any discrimination to equal protection of the law.
- No one shall be subjected to arbitrary arrest, detention or exile.
- No one shall be subjected to arbitrary interference with their privacy, family, home or correspondence, nor to attacks upon their honor and reputation.
- Everyone has the right to freedom of movement and residence within the borders of each state. Everyone has the right to leave any country, including their own, and to return to their country.
- Everyone has the right to seek and enjoy asylum from persecution in other countries.
- Everyone has the right to a nationality. No one shall be arbitrarily deprived of their nationality nor denied the right to change nationality.



Why is it important to have principles of emergency migration management?

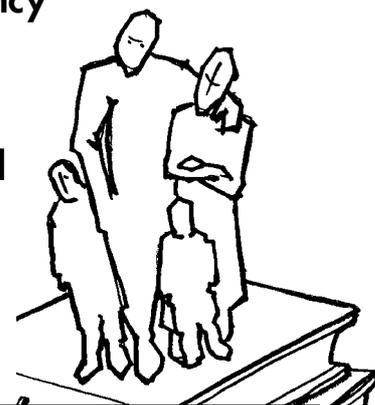
- Everyone has the right to freedom of thought, conscience and religion and to freedom of opinion and expression.
- Everyone, as a member of society, has the right to social security and is entitled to its realization, through national effort and international co-operation and in accordance with the organization and resources of each State, of the economic, social and cultural rights indispensable for their dignity and the free development of personality.
- Everyone has the right to work, to free choice of employment, to just and favorable conditions of work and to protection against unemployment. Everyone, without discrimination, has the right to equal pay for equal work.
- Everyone has the right to a standard of living adequate for the health and well-being of self and family, including food, clothing, housing and medical care and necessary social services.
- Everyone has the right to education.
- Everyone has the right freely to participate in the cultural life of the community.

Certain groups within migration flows have expanded rights as a specific consequence of their migration status. Two examples are **refugees**, who are defined and protected by *The 1951 Convention and 1967 Protocol Relating to the Status of Refugees*, and **migrant workers**, whose rights are laid out in the *International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990)*, as well as in a number of International Labour Organization conventions and recommendations.

One of the responsibilities of the emergency migration manager is to safeguard the human rights of the migrants with whom she/he is working. This is obviously important for humanitarian reasons. Human rights violations are politically sensitive, internationally and nationally, and socially disruptive on the domestic front. An assessment of the existence and extent of recent, past and present human rights abuses relevant to the emergency migration population is essential. In addition to the

migrants themselves, other IOs, NGOs and government representatives working locally can be an invaluable source of information in this regard.

One of the responsibilities of the emergency migration manager is to safeguard the human rights of migrants.



Protection of the welfare and human rights of migrants in emergency situations, displaced persons and refugees is essential to the provision of migration assistance. If people are abused, not treated with dignity and respect, marginalized and impoverished in their place of settlement, social order and relationships will deteriorate and resentments between populations and towards governments will develop or increase. Therefore, the highest appropriate level of supportive social services, education and job opportunities need to be made available to emergency migrant populations.

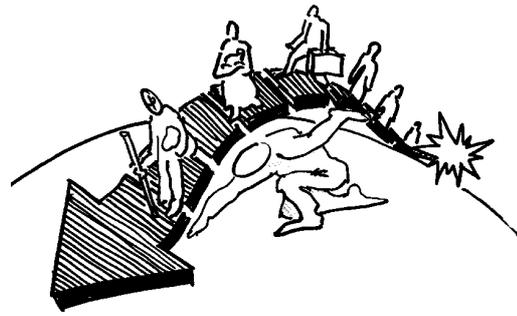
2 Give priority to the most vulnerable populations

The migrant community is diverse in type, cause of motivation, and their need for support services. People who flee in response to immediate threats to life and safety—in the context of emergency—are certainly the most vulnerable and may require comprehensive support. They may be fleeing a disaster that is natural or human-caused and of sudden or slow

onset. Those who have fled without the opportunity to bring personal resources and belongings are likely to have greater needs than migrants who have had some opportunity to prepare for their departure. The situation of some migrants in an emergency situation may be desperate, however, their vulnerability can be reduced if adequate support is provided by a particular organization, or by many organizations if their plight is widely recognized. Those populations with the most limited resources and greatest need require the highest priority response in humanitarian assistance.

Migrants will vary greatly in terms of need. Generally speaking, opportunity-seeking migrants have a basic level of ability and some resources to facilitate migration. Many will not need supportive assistance as they have the personal and economic resources to facilitate their own transition. Some migrants will have educational skills and employment opportunities that may ease transition to life in a new place, however, they may be susceptible to human rights violations or discriminatory treatment. It is critical to address such vulnerabilities in an effort to prevent and mitigate emergency situations.

Informal networks of information and support will sustain many migrants in transition, but in addition to human rights protections, they may require language instruction and cultural orientation support. Some migrants have only their own ingenuity and their hope for self-development and independence to pave



the difficult road of emigration. These populations of economically and socially motivated migrants may be at great risk of exploitation and abuse. They are vulnerable to poverty, unemployment and substandard living conditions. Again, the provision of adequate humanitarian assistance may prevent the development of emergency migration problems.

Within the migrating population, older persons, children, those in need of medical care and disabled persons are particularly vulnerable. The migration management community must be alert to recognizing such persons and be prepared to respond to their unique needs. In the context of emergency, vulnerable populations may face even higher levels of risk. Special concern for their vulnerability is essential. Because of the limited economic resources available for assisting migration populations, prioritizing services and resources to target those in greatest need will help provide the foundation that is necessary for successful settlement. Such prioritization requires assessments in which migrants themselves help identify their resources and needs.



What are some of the challenges or impediments that you have encountered when giving priority in assistance to the most vulnerable populations?

It is important to recognize that not all migrating populations are seeking permanent settlement. While resources are allocated to respond to the immediate and short-term needs of the most vulnerable during emergencies, longer-term management responsibilities may require additional resources and efforts to arrange for safe repatriation of refugees and displaced persons.



3 Recognize the particular needs and resources of migrating women

Generally, women are at risk to poverty and exploitation because of discriminatory and exclusionary treatment. In emergency situations, women are often at even greater risk. In civil conflict and war, women may be victims of rape and physical abuse. Women are often the ones who have cleaned up after the bloodshed of warfare and carried the extra burdens of household and community operations. They may also have witnessed horrifying acts of violence and suffer psychological and emotional trauma. Women are not isolated from the impacts of emergency situations and the impacts of such emergencies upon women must be recognized and addressed.

When humanitarian assistance is provided, in emergency situations and otherwise, it is often assumed that women have equal access to information, resources and decision making. Women, however, are often excluded from communication networks and may not receive information that would enable them to most effectively manage their migration and protect their rights. Women may not have access to goods and services that are made available to a community if they are not intentionally included. They are often excluded from training, and their practical skills are unrecognized. They usually do not have the same access as men to educational opportunities. Consequently, the process of transition, integration and successful settlement in receiving countries and communities may be more difficult for women.

In addition, women carry the bulk of the responsibility for care of children, family and home, the elderly and vulnerable persons. Recognition of these responsibilities and support for these needs by persons and organizations providing humanitarian assistance is often inadequate. As a result, the burden of such responsibilities is even greater for women.

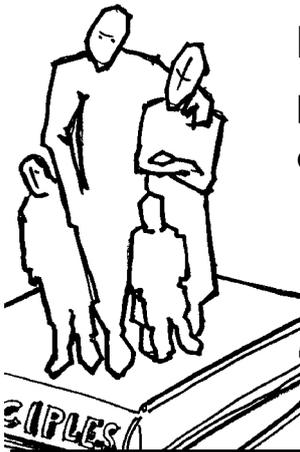
When assessing the needs of emergency migrant populations and developing management plans, policies and support programs, it is essential that the migration manager identify and commit support to the particular needs and circumstances of women. It is erroneous to assume there is a universal human need that can be served uniformly. Migrant women need to be intentionally included in assessment and planning processes. Women are generally strong and resourceful people who bring resources which can contribute to the well-being of their communities and enhance the support of the migration manager.

Emergency migration managers need to recognize the cultural norms of the population with whom they are working and be sensitive to the impact of these norms on the lives of women. In some cultures the role of women is particularly isolated, and the male leaders in such communities may be reluctant to allow access to women or to work with emergency managers who are women. While being responsive to cultural norms, excluding women is not an option. In such contexts, it may be female staff who can best gain access to and serve the female population. In addition, when women are included at all levels of operation in migration management, there is the possibility that

ment may require some initial decision making by management in the early stages of emergency and also some implementing strategies that create an atmosphere of cooperation.

5 Work to preserve cultures and promote respect for cultural diversity

Successful emergency migration management both requires and facilitates a culturally sensitive approach that respects and works to preserve cultures. The cultures of both migrating populations and receiving populations must be recognized and respected. Cultural orientation for migrating populations can help them understand differences in living styles, religious practice and values that they may encounter in their new communities. For immigrants, public health education, introduction to new foods and cooking processes are examples of practical skills that people may need. Such education is most appropriately provided by migrants with some outside support. Information makes it possible to move beyond the uncertainty and fear of difference to a level of understanding.



The cultures of both migrating populations and receiving populations must be recognized and respected.

Similarly, receiving populations benefit from cultural orientation that encourages appreciation and respect for cultural differences and includes specific information about the culture of the immigrating population. By emphasizing

what people can learn from each other, it is possible to promote understanding and respect for cultural diversity. This will help set the stage for positive community relations.

Programs and practices that emphasize the meaning and importance of culture to identity are essential. In emergency situations, people are forced to deal with significant change and loss. The preservation of culture and dignity is particularly important in such circumstances.

It may be more difficult for receiving populations to respect cultural diversity when unanticipated immigrants have fled from a neighboring country or area and unexpectedly entered their community. The immediate consequences of such a move may necessitate coping with an unplanned and even unwanted immigration. The potential for ethnic conflict may exist. On the other hand, the “receiving population” may be of the same ethnic background as the migrant population and, therefore, be both respectful and willing to assist, if they are given supportive resources.

6 Work for long-term solutions

Emergency migration management seeks to provide for extended stability of the emergency migrant population, facilitate self-sufficiency and the ability to live interdependently with others. Any intervention or provision of support services to emergency migrant populations will have a long-term effect. It is therefore essential that the migration management community take into account the ultimate aim of promoting a long-term solution to pre-empt problems in settlement. This requires that the response encourage self-sufficiency of the population, avoid prolonged dependency on outside relief, and support the promotion of enduring solutions as early as possible. Where the skills and abilities of the migrant population can be utilized to address their own needs, they ought to be mobilized. Outside assistance should be adequate to give the emergency migrant population an opportunity to establish themselves and improve their life circumstances, without usurping their own abilities and resources.

7 Coordinate management efforts

Although the coordination of humanitarian assistance efforts is usually considered a management strategy, we elevate it to a principle because of its critical importance in the provision of essential services to people and communities in need. The concerns and motives of governments, IOs and NGOs are not necessarily the same. Governments and even IOs may be more influenced by foreign policy agendas and national security concerns than by humanitarian considerations. The

humanitarian efforts of NGOs are motivated by a variety of factors and inconsistencies in humanitarian assistance responses abound. Governments may resist “outside interference and involvement” in internal affairs. Organizations seeking to respond to emergency migrant populations may compete with each other and duplicate efforts and services. The migration management community will be able to respond better to the myriad of migrant population needs and emergency situations if they coordinate their efforts and resources. Without this communication, it is easy to lose sight of the most important priority: serving the migrant population.



From your experience, what are the consequences of neglecting the principle of coordinating migration management?

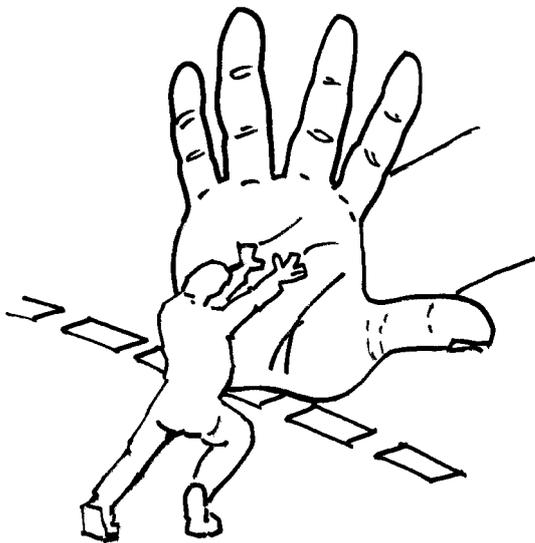


What are the guiding principles of migration management?

1 The individual's right to move versus the nation's right to restrict migration

The first major dilemma which confronts anyone studying migration is the conflict between a person's inalienable right to move in order to improve a life situation and a nation's sovereignty over its land and borders. The right to leave a country or community is a well recognized right, though not universally acknowledged by all governments. Political philosophies that stress the inherent and equal value of all individuals and seek to provide equal opportunities to all do not support closed borders or restricted admission policies.

This "right to migrate," however, is constrained by a country's right to decide whom to admit into their national boundaries. Control of borders is the essence of sovereignty and national sovereignty remains the underlying rationale for the international political system. States have the right to create their own vision of the just society and to pursue their own vision of "national interest" even when this means inhibiting the right to migrate.



Nowhere is this dilemma more evident than during a migration emergency where a large number of individuals and families have abruptly left their home community and

traveled to the borders of a neighboring country to seek admission. The individuals have engaged their right to flee from an untenable situation, perhaps a famine-inducing drought or a civil war. Their right to migrate has brought them, however, to a closed door if the neighboring country exercises its **right to deny their entry**. Vietnamese fleeing to China, Haitians fleeing to the United States and Somalis seeking refuge in Yemen are compelling examples of this dilemma.

Related to the discussion of the rights of countries to limit migration is the allied "**right to choose**" who is an acceptable immigrant. This question need not be analyzed only with regard to racial, ethnic, religious or political biases. Indeed, many countries need migrant workers. Until only a few years ago most industrialized receiving countries encouraged migration as a mechanism to meet labor needs.

As the economies of these countries have shifted and evolved, their need for different types of labor specialties has evolved. In response, immigration policies have been amended to account for changing labor needs and now frequently encourage the immigration of highly skilled migrants exclusively. This search for highly-skilled people may actually lead to competition for such migrants.

At the same time, many receiving countries have adopted policies that favor family reunification. Unfortunately, migrants in these two categories, i.e. highly skilled workers and family members of previous immigrants, are probably sufficient to fill available immigration quotas for most countries, leaving precious few slots for resource-poor, unskilled, or disabled migrants.

The "**right to choose**" further complicates the dilemma when receiving countries exercise this right by tightening border controls and actively deporting illegal or irregular migrants. Individuals unable to successfully apply for legal status will most certainly exploit loopholes in formal immigration regulations to claim asylum status thus causing a steadily increasing number of asylum seekers.

Left unresolved in this discussion is the obligation of a country to provide safety and a reasonable (however defined) quality of life for its citizens. The standards vary so widely from country to country and even within countries that a definitive standard cannot be established. Yet the failure to meet minimum citizen expectations is clearly an important contributing factor to the desire to migrate.

Notwithstanding these different points of view on human rights, and how they are exercised, we can conclude that individuals do migrate and that sovereign states restrict their borders, prefer certain types of migrants, and fail to provide all their citizens with safety and a decent quality of life.

What is ultimately important about this discussion for migration managers and their organizations is that they clarify their own values and opinions about these rights. Equally important, they must understand the policy rationales of various governments involved in the particular migration situation. Failure to do so will ultimately undermine even the best thought-out strategies. The resulting confusion will prevent organizational consensus when determining under which conditions the rights of the person to move should be pre-eminent over the right of the nation to control its boundaries and when the opposite is true.

2 Address the problem or address the symptom

If we accept even conservative estimates about the probable rates of migration, which depend on a substantial decline in fertility rates and a general cessation of civil conflicts, over the next fifty years even modest population growth coupled with a lack of opportunity will result in a huge number of people wishing to better their life chances through resettlement in another place. Unfortunately many of these migration movements will end up being migration emergencies.

It will be very difficult for most of the countries receiving migrants to provide a reasonable quality of life for migration flows of the future. Although some countries like Kuwait, Saudi Arabia, and New Zealand may be able to maintain an orderly flow of immigrants to meet their labor needs and guarantee those individuals a decent quality of life, a veritable economic revolution would be required to create sufficient jobs to absorb the anticipated increase in immigration requests. In general, most countries are finding it a daunting challenge to provide opportunities for current citizens, let alone, new ones.



Under what conditions do you believe an individual's right to migrate should take precedence over a sovereign state's right to restrict migration?

are essential to the economy of the emerging democracy. At the same time, the economy of the KR is faltering and failing to provide adequate employment opportunities or satisfactory remuneration. For example, former Soviet Army officers will receive much higher wages in Russia than in Kyrghyzstan. The economic situation increases the perceived desirability of emigration and at the same time creates a substantial unemployment problem for ethnic Kyrghyz.

The GOK is experimenting with several types of migration management programs. These include information programs which will promote the KR as a desirable place to live and contract labor programs to export surplus labor. Currently an emergency situation does not exist but if the ethnic minorities leave in sufficient numbers and unemployment grows, the potential for a developing emergency is heightened significantly.

The GOK is faced with a dilemma. The need for migration management programs derives largely from inadequate development. The KR is not a rich country. It must make hard policy choices about how to distribute scarce resources between development programs and migration management programs.

Given that migration appears to be inevitable, the goal of migration managers must be to design program interventions in such a way as to ensure the most positive outcomes for migrating populations. These outcomes include a job, safe housing, adequate health care, education and other life enhancing opportunities. But even these obvious objectives contain dilemmas of their own.

3 Determining when migration management begins and ends

The legitimate mandate of migration managers involves helping migrants successfully travel from one community (or country) to another. We can assume that resources for supporting the orderly movement of people will be limited and that program designers therefore will be forced to allocate scarce resources among competing objectives. But, when does migration management begin and end?

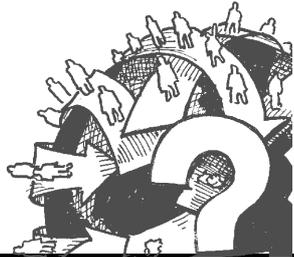
When does a movement of people constitute a migration problem or a situation which requires formal organizational intervention? Many people are on the move and there is no possibility that the resources of migration assisting organizations will be adequate to intervene in every case. Thus, policy makers must make a choice about when a situation



Based on your experiences, how would you describe a development program which was effective in reducing the desire to migrate?

warrants intervention. Early interventions are better than late ones. But scarce resources devoted to what proves to be a non-event constitute a costly policy mistake. This dilemma is discussed more fully in Chapter 5, "Early Warning of Emergency Migration."

Early interventions are better than late ones. But scarce resources devoted to a non-event constitute a costly policy mistake.



Migrants should be supported in a way that increases their likelihood of success in their new homes. But, which organizations should provide the support? Is it enough for migration managers to get migrants to their new country in a cost-effective manner preserving as much of their asset base, personal worth, and integrity as possible? Or does successful migration management require that migration authorities be partners in providing the mix of ongoing support programs necessary to ensure successful integration into the new culture?

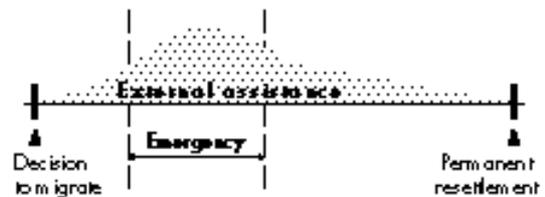
Migration managers and their organizations have knowledge, skills, and approaches which must be integrated into the program designs of receiving countries. However, migration agencies, due to scarce resources, will necessarily limit the services they provide in the receiving community. Nevertheless, the transition to national and local institutions must be completely and competently handled. All but a few migrants in an emergency situation will require some form of mid- to long-term support

whether it be health care, housing, language training, cultural orientation, job or skill training, or even something as basic as providing food and nutrition services.

Few would disagree that, ideally, it is the responsibility of the receiving country to make available such social welfare programs as are necessary to provide for successful integration. When this is the case migration managers can end their programs as planned. But, consider as an example, some countries in Africa where most migration involves population movements from one poor country to another. Where will countries with heavy debt burdens, themselves migrant sending countries, get the resources to support migrants?

Examples such as this are prevalent. In the Caucasus, the war in the disputed territory of Nagorno-Karabach has sent ethnic Armenians back to Armenia and ethnic Azeris to Azerbaijan. In Tajikistan thousands of people fled civil war. In Kyrghyzstan, ethnic Kyrghyz who had been living in Tajikistan returned to their ethnic homelands. Given the considerable economic problems in each of these new republics, governments did not have the resources to adequately support these returning citizens. Any significant movement of people in these republics would have outstripped the capacity of the governments to provide supportive services. These factors contributed to making even small movements of people a legitimate migration emergency deserving of international attention.

The migration activity sequence

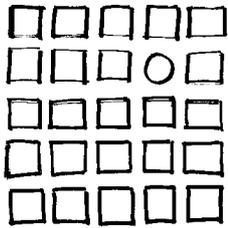


When receiving countries are unable to afford adequate support services for migrant populations or lack sufficient organizational infrastructure to provide needed services the migration management agency may be placed in the situation of extending its mandate. Funding for these longer term support services will likely be the responsibility of the same donor countries that support the movement of individuals from one area to another. Therefore, migration management organizations may find that they are in the position of advocating with donor countries to provide integration funding in addition to funding for orderly migration. The migration agencies, themselves, may find that they are being asked to engage in development work which is only tangential, at best, to their core mission.

4 Maintaining cultural identity or promoting integration

Even where adequate resources exist to provide ongoing support services, program planners confront a difficult policy choice. Migrants bring with them their own culture and cultural identity formed in another land. Research and common sense indicate that maintaining some or all of this cultural identity is important to the successful development and integration of migrant communities.

In general, migration managers must work to maintain helpful traits while working to adapt traits that are inappropriate or unacceptable in the new country.



A sense of cultural history provides grounding and results in feelings of pride and heightened self-esteem. At the same time, failure to assimilate into new national institutions may result in missed opportunities, segregation, increased racism, and unrelenting second-class status. In some cases, migrants may find important cultural traits inappropriate or even illegal in their new home. During the 1980s, hundreds of thousands of Southeast Asians settled in the United States, many in small towns and rural communities. Many of these communities were racially homogeneous, and the new residents often coped with underlying racism. Certain



Why is it important for organizations providing migration management to work with receiving country immigration authorities?

courtship and marriage norms and rituals were actually illegal in their new communities. Hmong-Lao Mutual Aid Associations were created to help smooth the cultural transition.

This dilemma requires a sensitive and flexible approach which necessarily will vary from country to country and from culture to culture. In general, migration managers must work to maintain helpful traits while working to adapt traits that are inappropriate or unacceptable in the new country. In all cases such programs will require extensive monitoring to ward off isolation and promote integration.

During an emergency migration, although difficult, it is important to be sensitive to cultural identity needs. For example, in many cultures there are foods that are an integral part of the diet and cultural practice. When food rations do not include such staple foods, important

cultural norms may be broken. Providing foods that can be prepared with traditional methods will help to preserve cultural identity. Working with culturally knowledgeable community leaders will be essential to effective migrant community participation in decision-making.

Since the migrating community will need their culture in their new community, it is important to make sure that the emergency transition period preserves and strengthens their sense of cultural identity. Furthermore, it is essential that resettlement programs facilitate this preservation as well. For example, Tibetan resettlement programs required that no families or individuals be settled in places where there were not at least 100 Tibetans in a community. A management decision was made establishing a policy to ensure sufficient numbers to allow cultural patterns to survive.



Based on your experience, describe one or two situations where cultural traits were inappropriate in the new community. Also, describe a successful effort to maintain cultural identity in a migrant community. What were the main features of the effort? Why do you think it was successful?



ANSWER for page 41 — Migration management authorities are likely to know the strengths and desires of migrating communities. They will have special insight into the unique needs of the migrants and can assist receiving country authorities in designing effective integration programs, as appropriate.

5 The trade off between reducing dependency and implementing programs efficiently

A related program planning issue, especially pertinent in emergency migration situations, concerns how ongoing support is provided. The easiest programs to implement are often, unfortunately, those which treat the migrant as a passive recipient of donated services. These program designs are least likely to involve migrant community leadership in program design or implementation.

The migration manager may be faced with starving people who have been on the move. There may be media pressure for a quick response. It is a natural tendency of these program designs to respond quickly even when the program may increase the migrating community's dependence on humanitarian assistance. However, it is in everyone's best long-term interest to reduce the dependency of the migrant community. The emergency migration manager is caught between two competing policy goals: providing relief in the fastest possible way and strengthening the migrating people's ability to help themselves.

A goal to reduce dependence requires that services be provided in such a way that migrant communities maintain control and self-governance. Programs to promote agricultural production as compared to programs which provide food for people are an obvious example. Others come to mind. For example, housing reconstruction programs designed for Tajiks returning to their burned out villages after the civil war might take two different approaches. On the one hand the returnees might be taught carpentry skills and given materials and technical assistance. On the other hand, program designers may prefer to

purchase prefabricated homes from abroad and ship these to the affected communities. The trade-offs between empowerment and efficiency are straightforward, but the "correct" decision is not necessarily obvious.

Program designs which involve the migrants in decision making are more likely to address their primary goals. Regardless of the eventual decision, involvement will build and strengthen local governance structures and contribute to reducing dependency and promoting more successful integration.

In this same vein, program planners must decide the proper and most effective mix of strategies regarding whether to support migrant populations directly or provide funding through receiving country governments or NGOs. For example, should cash grants be provided to migrants allowing them to choose different providers of necessary goods and services or should donor funds be used to support social and economic infrastructure development in the receiving community? Ultimately, each program element must be analyzed to determine how it can be designed to increase self-reliance and build responsive humanitarian assistance systems, the twin goals of all migration management programs.

Program designs which involve the migrants in decision making are more likely to address their primary goals.





Based on your experience, describe a situation where the desire for implementation efficiency resulted in increased dependency. How might the assistance program have been designed to strengthen the coping skills of the migrant population?

C O N C L U S I O N 

This discussion has focused on certain inevitable dilemmas for policy makers and program designers dealing with the complex phenomenon known as migration management. The ultimate philosophical question, who can move and where can they go, recedes in importance when confronted with the reality that people are moving and will continue to do so in increasing numbers. The related secondary issues increase in importance when we ask how we can prevent disorderly migration and reduce the numbers of people who find themselves in emergency situations. Given that people will move, emergency migration management programs must be designed to increase the likelihood that migrants will be successful in their new land and their lives improved.

Migration management organizations realize that emergency migration sometimes may be avoided by earlier intervention efforts designed

to ameliorate conditions that are causing the migration. These causes may include limited economic development, armed conflict, or ethnic and racial discrimination. It is incumbent on migration managers and their organizations to advocate for programs which attack the root causes of emergency migration.

In order to ensure maximally effective programs, the migration manager must:

- Look for the unintended consequences of policy decision(s).
- Consider alternative policies and identify the tradeoffs, if any, in the policy ultimately chosen.
- Analyze existing policies to see if the above mentioned dilemmas are present and determine whether original policy rationales are still compelling.

The term “early warning” refers to more than just the information itself. The nature of planning and of management implies not only the need for specific information regarding potential circumstances but also requires a system for the gathering of such information. That system includes identifying the sources of early warning information, analyzing and interpreting the information, and determining the implications of early warning for emergency management.

The need for early warning

Despite the need for better use of early warning information in migration management, there are many reasons put forward for why it is **not** used. Some of the arguments that migration managers commonly employ to malign early warning information are:

1 — No time

“I can’t afford to deal with early warning information, I’ve got enough to do without looking for future problems.”

2 — Sensitive situation

“I can’t afford to endanger my organization’s position with the government by acknowledging human rights abuses (or other politically sensitive problem) in this country.”

3 — Leads to migration

“If I do act on this information, chances are that the very act of preparation will be a factor which will trigger a larger migration.”

4 — Faulty concept

“Early warning is a faulty concept, you can’t predict what people will do.”

All of these opinions, while supportable in specific circumstances, may be countered by arguments which support vigorous, efficient use of early warning information to effectively plan for emerging situations.

1 — No time

Once an emergency occurs, it is difficult to consider possible alternatives to migration. Many opportunities may have already been lost. The very nature of an emergency situation requires fast, decisive action based on field realities rather than time-consuming analysis of best options. In many cases one is faced with the better of two poor choices, rather than choosing one which is clearly superior. As the emergency develops these undesirable choices lead to an ever-decreasing range of options until there are no choices left at all. Early warning provides invaluable lead time for planning against such an eventuality.

2 — Sensitive situation

It takes personal and organizational courage, as well as political skill and tact, to react to sensitive situations of government-condoned oppression or neglect. If, however, the problem is real, the resulting migration will be the same, regardless of political implications. The migrations will take place, the organizations offering aid will respond to a *de facto* emergency regardless of their previous relationship with the government, and the organization will be faced with the question of why they did not act sooner. Early warning illuminates such situations so they can be dealt with at the earliest possible time.

3 — Leads to migration

The availability of medical and food aid or liberal immigration policy **can** lead to migration to the country or area making such preparations. However, the scenario of an emergency migration being “triggered” by such a factor must be analyzed for the humanitarian crisis it represents rather than the logistical difficulty posed for the providers of humanitarian aid. In this case it is not the migration that represents the humanitarian crisis but rather the pre-migration crisis of the people in question. The actual migration is the result of the situation.

The decision to migrate is not made lightly. Emergency migrations, such as refugees trying to flee civil conflict or oppression but who are restrained from doing so due to a lack of any safe haven or aid, may constitute a far greater humanitarian problem than will a refugee camp or way-station filled with migrants. Putting the problem off until it presents itself as a full blown emergency only shortens the time available for action and reduces the opportunities for alternatives.

4 — Faulty concept

Early warning predictions, in fact, can be made accurately about the nature of migrations based on analysis of past examples. Recognizable patterns regularly recur and, in some cases, can be used to accurately predict migration flows. The reliability and usefulness of such information actually may be greater for large emergency migrations than for long-term migration trends as there are more likely to be specific triggering events which lead directly to emergency migration.

Sources of early warning information

Early warning information is available from a variety of sources. These vary from direct commentary from leaders of political or ethnic groups to international press releases. Some useful sources for early warning information are:

- international and local media
- government or other agency reports
- religious and/or community leaders
- human rights observer groups
- combat forces
- relatives of potential migrants who have already migrated
- government liaison offices
- humanitarian organizations operating in the area of concern
- students
- unemployed persons and entrepreneurs
- peacekeeping missions



In your organization, what argument for or against utilizing early warning information best sums up the organization's attitude or stance regarding this topic?

Some organizations and governments may actually facilitate collection of early warning information. Some organizations operate for the expressed purpose of increasing awareness of human rights abuses in the countries or regions of their concern. Amnesty International, Africa Watch, the International Organization for Migration and the United Nations Commission on Human Rights are a few of these.

Virtually all sources of early warning information must be seen as holding a particular perspective. Many sources are biased or driven by motivations to either emphasize or down-play early warning types of information, thereby affecting the information's reliability. Conclusions about early warning information should not be drawn until the monitor perceives a consensus about the information or can substantiate the sources' reports.

Analysis and interpretation

Identifying early warning information and interpreting how it pertains to imminent migration is a process of analysis. This analysis relies on historical patterns and similarities with other situations which can be applied to the events under consideration. Lessons learned from previous experiences are the basis for analysis of early warning information.

Root causes

As discussed in Chapter Two, there are various root causes which propel the basic types of migration. Analysis of these root causes is the key to interpreting early warning information.

Human-made disasters such as war, oppression, civil strife, technological and industrial accidents may all cause emergency migrations. Whatever the cause, it must be realized that political analysis and assessment of the situation is critical for the early warning information to be useful.

Natural hazards have also been responsible for migration emergencies throughout history. Most notably drought and famine, but also in more limited cases earthquakes, floods and volcanic eruptions, have caused migrations. Identification of potential hazards and assessment of the vulnerability of the populations they affect may provide valuable early warning information.



Restrictions in immigration policy often do not reduce migration flows, but rather increase the number of illegal or clandestine migrants.

It is always difficult to make predictions, with any degree of certainty, of how many people will migrate from any given place at a given time. Despite clear indicators of the



Of the sources of early warning listed in this section, which are most useful to your organization?

Four horizontal lines for writing an answer to the question.

Push-pull factors

Despite root causes and the occurrence of triggering events, not all people in the same situation will react in the same way. Some will migrate to new areas or new countries. Others will stay to face the situation. To predict who will leave and who will stay in any given situation requires an analysis of various “pull” and “push” factors.



Push factors are the root causes themselves along with any other contributing factors which make staying in one's place of origin untenable. Pull factors are those that lure the person from his or her current situation to a new community (or a return to one's original community) due to expected benefits associated with that particular destination. For example, the knowledge of liberal resettlement programs or assistance, or the reaching of peace accords in a war-torn country might constitute pull factors for people to move or to return. Another might be reunification with family members who have already migrated to a particular area or the promise of a job in a large urban center. Some common pull factors are:

- already established communities of earlier migrants
- liberal asylum policy, real or perceived
- job opportunities, real or perceived
- family reunification
- ease of migration route
- shared language, culture, or religion between sending and receiving areas

Early warning information about where migrants will be “pulled” may prove as useful as information regarding places from which migrants will be “pushed”.

Constraints on the use of early warning information

Early warning information is only valuable if those who can and will react to it have access to the information. As obvious as this seems, this critical transmission of early warning information is often constrained by a number of factors. In some cases the information may be seen as “sensitive” or of confidential nature.

Governments wishing to conceal signs of unrest in their own country may actively block access to such information.

In some cases the information is known by international agencies or foreign governments but these entities are constrained from sharing the information due to pledges of confidentiality, organizational policy, or mandate. For example, the ICRC, which frequently operates on both sides of conflicts, is constrained by their charter from sharing information gained through their presence in countries under conflict.

Other factors impeding early warning information dissemination are the political and organizational fears of how such information might be used. There is a general tendency among organizations to react to known, active, emergency situations rather than to pro-actively prepare for possible emergencies. This situation seems logical enough in situations where organizational capacities are already stretched and “putting out fires” is the norm. This operational reality cannot be overlooked; one must deal with existing problems before tending to possible problems. However, the intent of emergency migration management is to transcend the day-to-day mode of reaction to emergencies. To the extent possible, migrations should be anticipated, prepared for in advance, and handled in the most efficient and humanitarian method possible. To this end, early warning information is critical.

Implications of early warning for emergency management

Effective use of early warning information has practical applications which are useful in the management of emerging and emergency migration. There are only two ways to shorten response time for the provision of humanitarian assistance. One is to react faster to the known situation. The other is to act sooner, before the situation worsens. For actions that cannot be sped up (delivery of bulk foods, arrangements for documentation and transportation), the only option to reduce response time is to act on early warning information before a crisis develops.

Monitoring potential emergency migration sources and causes must occur if early warning information is to be gathered. In a managed system, someone must be charged with the responsibility of monitoring these events. Some systems have been established and may be used directly in the early warning of migration flows or they may be used as models.

One of these is the Famine Early Warning System (FEWS). This system was developed by the Tulane University School of Public Health and Tropical Medicine for the United States Agency for International Development (USAID). The system was designed to help in the prevention of famine as well as surplus aid. The system collects and correlates information on the existing food supply, the health status of local populations, and the extent of transportation and distribution systems for relief aid.

This fairly sophisticated and expensive system uses satellite imagery, field interviews, and laptop computers in its information network. It is designed to correlate information from various sources which have previously only been accessible as isolated data. Based on this collection and analysis of widely dispersed data, the project produces maps and vulnerability reports at periodic 10 day cycles during the growing season.

There are other bodies operating in this field as well. The World Food Programme (WFP) in Rome also has an early warning system. The UN Economic Commission for Europe/Rapid

Information System, Geneva (UNECE) reviewed research sources on East–West Migration, including sources on undocumented migration streams. Similarly, the OECD/SOPEMI Migration Observation System in Paris operates its “Continuous Reporting System on Migration” which is a comprehensive source of information on ongoing migration flows in Central and Eastern European countries. Although both of these organizations provide useful data on the patterns of migration, neither have the ability to provide fast, accurate information on precarious migration situations as they develop.



**There are only two ways
to shorten response
time: react faster or
act sooner.**

A more accessible and locally applicable system for monitoring potential emergency migration movements may be created with little cost by utilizing existing resources. Political analysis and assessment of the local situation, the root causes of migration, push and pull factors, and triggering events are essential. Groups that are vulnerable to migration based on historical precedents and the economic, religious, social, ethnic and geographical situation must be identified. A network of individuals and organizations who can provide regular and reliable updates on these groups should be organized and a system of communication should be established in order to share information and conduct an analysis. Taken together, early warning indicators may be more readily recognized and acknowledged for their significance. In addition, the same network could develop cooperative contingency plans for responding to emergency migration flows when they do occur.



Which agencies or organizations provide early warning information in your part of the world?

Is there any system in place in your organization to routinely monitor early warning information sources? If so, list some of the elements.

Contingency planning for migration is based, in part, on early warning information. Typically the early warning information leads to the next step of contingency planning which makes assumptions about possible migration scenarios so that tentative plans can be made. Without the acknowledgment of the early warning, no contingency planning can begin.

Aside from the value of the contingency plan itself, the process of producing it can also aid in the ultimate coordination of aid to migration. Good contingency planning involves the potential responders. During this phase of planning, roles and relationships among various agencies and organizations can be developed along with action plans. Networking among the various actors strengthens the information system and leads to better coordination of response. Coordinated information gathering, analysis, and contingency planning also have the benefit of sharing early warning information with potential donors in an efficient way. In this process not only is the early warning information passed on, but the perceived needs and plan of response are made known as well.

Acceptance of early warning indicators as “real” by donors may also shorten response time in the international community. As such it is clear that this information should be disseminated as soon as it can be substantiated.

The danger of using early warning information, especially for the purpose of engaging donor interest, is that of “crying wolf.” If early warning information is presented to donors or governments too often without the fulfillment of the migration predictions, donors may develop resistance to responding until the “proof” of the need is portrayed by the international media.

Tools for collection of early warning information

The practical tools for collection of early warning information are to be found in any functioning office. These tools are not necessarily high-tech, computer-based “early warning systems,” but rather the quantity and quality of information to be examined and the day-to-day analytical skills of the people employed.

Purpose of needs and resources assessments

Needs and resources assessments serve several purposes. They are essential tools for making decisions in emergency migration operations and prioritizing assistance requirements. Assessments help monitor the evolving needs of migration populations from pre-departure, through transit, to ultimate resettlement.

A needs and resources assessment is an information-gathering exercise to determine the most vital and urgent needs of the migrating population as well as the actual and potential resources available to them. The resources may include money, material, a workforce, and specialized technical skills. Resources may come from the migrating population, the sending community and its government, the receiving community and its government, international organizations, NGOs, and donors.

The assessment provides the basis for determining what kind and how much assistance should be provided by “outside” agencies. In the most general and idealized terms:

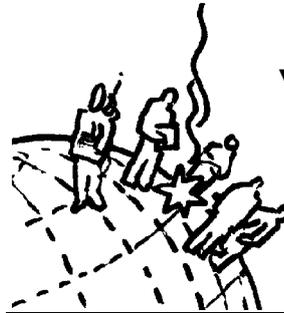
Outside assistance = Needs minus resources

Assessment is a crucial management task which contributes directly to effective decision making, planning and control of an orderly migration response. Establishing the needs of a

migration population and adjusting those needs to the resources available is vital to mounting a rapid and effective response. It is important not to overlook the resources of the migrating individuals themselves as they know their problems and solutions best. Both generalist migration managers and people with specialized sectoral expertise need to participate to the maximum extent possible in both the planning and implementation of assessments.

Establishing the needs of a population and adjusting them

to the resources available is vital to mounting a rapid and effective response.



Assessments help determine the impact of a migration flow on a sending and receiving community, determine the needs and priorities for assistance, identify development opportunities, and monitor the settlement process.



What are at least four functions of needs and resources assessments?

The assessment process

Assessments require careful planning and management. The following activities typically constitute the assessment process:

- Identify information needs and sources of reliable data.
- Identify an agency to coordinate the assessment and staff for the assessment survey.
- Collect data.
- Analyze and interpret data.
- Report conclusions, forecasts, and alternatives to appropriate planners and decision makers.
- Design or modify emergency response program.

Identify information needs and sources of data

Specific information needed for assessments depends on the users of the data and why they need the information. Donors, for example, need a broad identification of aid best provided from external sources, whereas specialized service agencies, such as preventive health care, need detailed information about their sector.

Emergency migration flows may generate several types of problems. Assessments should, therefore, collect information to detect and quantify the following kinds of problems:

- inadequate or unsatisfactory documentation
- language and cultural limitations
- health problems which limit the migrating individual’s ability to secure documentation
- vulnerability to human and civil rights violations; lack of security
- loss of “lifeline services” — clean water, waste disposal
- inadequate supply of essential foods
- effects of severe climatic conditions exacerbated by lack of adequate shelter
- lack of follow-through by service agencies in the resettlement community

There are several possible sources of assessment information. Generally they include representatives of the migrant population, representatives of the local population and community groups, government agencies involved with documentation and assisting the migrants, international organizations, NGOs and other agencies assisting the migrants, and the media.



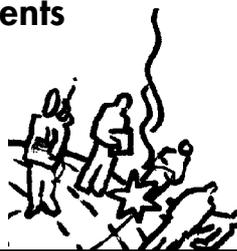
Whom would you include in a list of sources for reliable information in a migration emergency in your country? Identify specific agencies.

Identify lead agency to coordinate needs and resources assessments

Who conducts assessments is a vital concern in terms of the assessment's usefulness, reliability and timeliness. There are countervailing forces at play on who does what and when. Many agencies feel the need or responsibility to conduct their own assessment just for themselves. However, there is the risk, especially in fast-moving emergency situations, that too many agencies will conduct assessments that obtain only partial information and/or overlap with other assessment exercises. This often leads to "assessment fatigue" by the sources of information who find themselves repeating the same information.

The potential problem of competing assessments, therefore, strongly suggests coordination by a single authority. This authority is often vested in the government, which in turn may delegate the task to an international or non-government organization. However, in many situations the government will not or cannot be the central authority. In some complex emergencies there is no clear government command structure and no agreement on who is in control. Instead the agencies assisting migrating populations will need to identify some other authority to coordinate the assessment process such as tribal or religious leaders, or an international organization.

The potential problem of competing assessments strongly suggests coordination by a single authority.



In any case, it is important to emphasize the advantages of having one agency in charge of the assessment process. It ensures assessment of all relevant parts of the population and all

relevant sectoral issues. It provides a single information clearinghouse for all concerned agencies and donors. Unfortunately, this is rarely achieved in practice. Therefore, when a single assessment authority is not a viable option, the need for sharing assessment information among agencies is extremely important.

Collect data

Collecting data is the central activity of assessment. Several different methods may be used for carrying out an assessment including on-site visual inspection, household sample survey, key informant interviews and surveys of dispersed populations. The process of collecting data is discussed in greater detail in the sections in this chapter under "types of assessments" and "assessment methodologies."

Analyze and interpret data

The collected data needs to be analyzed and interpreted to be useful in generating a plan of action. Some guidelines are helpful to frame the analysis:

- Determine the severity and extent of the emergency.
- Identify the root causes of the problems and why the needs are not being adequately met.
- Anticipate the effects of proposed solutions.
- Identify potential barriers to the migrant populations that may prevent them from solving their needs on their own.
- Understand previous efforts to resolve the same problem.
- Identify points of intervention.

Report assessment results

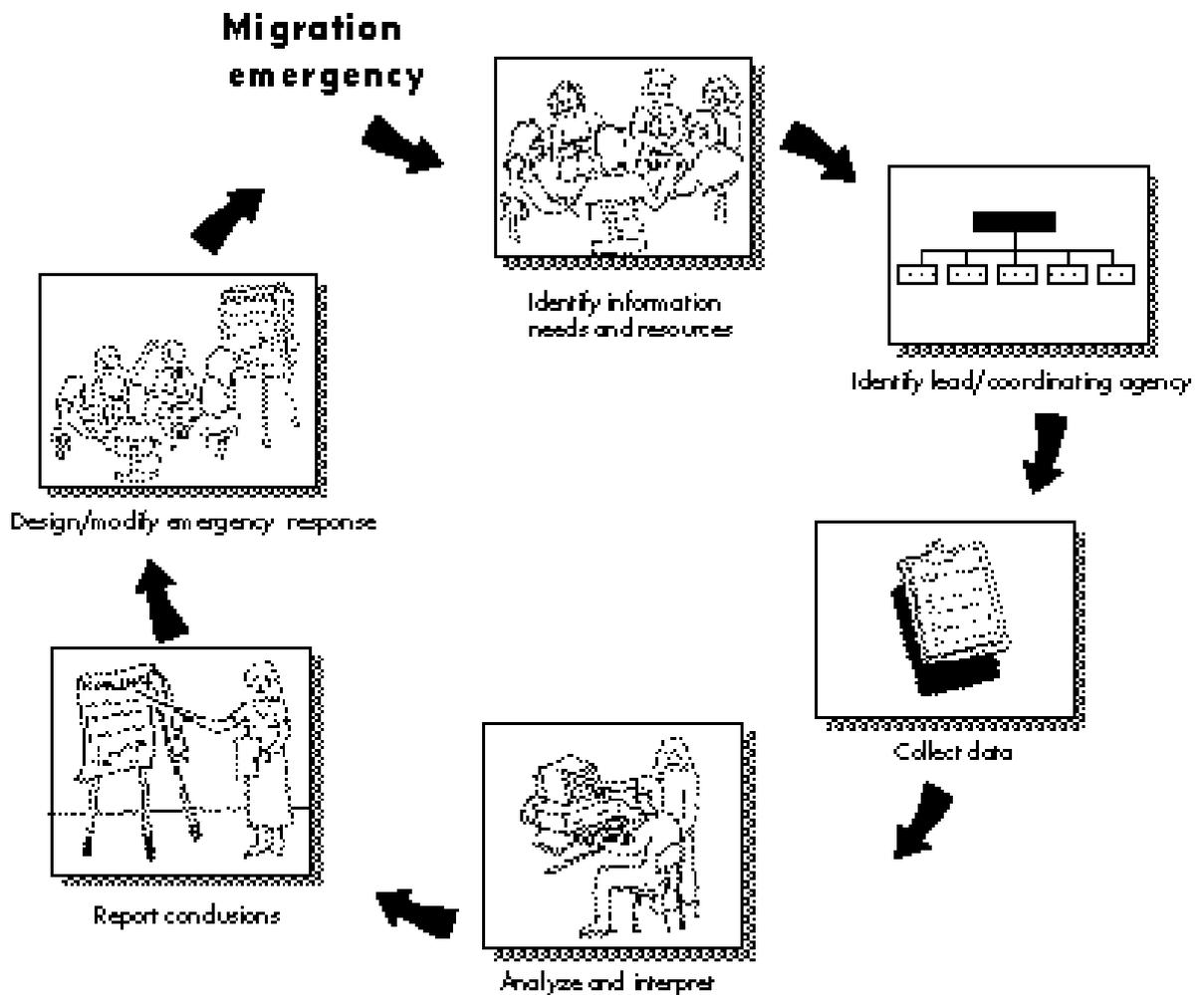
The value of good-quality, written reports must be emphasized, especially where there has not been a tradition of this kind of documentation. In the end, good, clear reports lead to more international assistance. When they are not clear, valuable time is lost. The report draws conclusions, makes forecasts, and may identify alternative courses of action. The following items will aid in the production of the most useful reports:

- Know to whom you are directing your report and what they expect of it.
- Keep the report short and clear; use annexes for long detailed sections aimed at specific audiences.
- Make it action oriented; state clearly what you feel should be done and by whom.
- Use a standard format.
- Produce and distribute the report as rapidly as possible to expedite assistance.

Develop or modify the plan of action

The results of the assessment become the basis for designing an assistance program or modifying an existing plan. The assessment report identifies the scope of the problem, describes the beneficiaries of the assistance, suggests where to support the beneficiaries and with what kind of assistance. This information is then used to formulate a Plan of Action which is discussed in the next chapter.

The assessment process



ANSWER for page 56 — 1. a tool for decision making; 2. a tool for setting priorities; 3. a way to monitor evolving needs; 4. a vehicle for information gathering.

Special assessment issues

Assessment variables

The assessment of a migrating population's needs and resources is a function of several factors. One variable is where the migrant population is in terms of their move. For example, the information a migration management agency needs to know for pre-departure arrangements is quite different from transit, immediate post-arrival and resettlement.

Other variables are determined by geography, culture, and climate. For example, the needs of an Mozambican walking to a neighboring country during a temperate season are far different than for a Kurd crossing mountains in January. In other words, the wide range of differences in geography, culture and climate are so significant that an assessment questionnaire needs to be tailored to take into account the specific realities of what conditions are present. For example, the provision of water is a high priority during a mass migration in a desert. The assessment must fully explore related issues. However, for migrants to an urban setting, water may not be an issue at all.

The implication of these variables is that no one assessment instrument will be able to serve all conditions satisfactorily. Instead, assessment checklists or guidelines will have to be modified to address the specific needs of the circumstance as well as the type of assistance provided by the agencies conducting the assessment.

Gender issues

In Chapter Three, "Principles of Emergency Migration Management," one of the principles cited "regard the welfare of migrating women equally with that of men". The assessment process is an opportunity to put that principle into practice.

When populations migrate, traditional gender roles are disrupted and tend to change through the various stages of the migration: departure, transit, arrival, and settlement.

For example, men may be traditionally responsible for raising and marketing large livestock, and women smaller animals such as chickens and goats. However, in an emergency migration if only small animals survive the migration, then women still have a basic resource (and the activities associated with it) while men do not.

Response activities are more successful when the differences in men's and women's roles are taken into account in planning.



Assistance response activities are more successful when the differences in men's and women's roles are recognized and incorporated into program plans. Failure to do so may reduce overall effectiveness. It may also put women and girls at a relative disadvantage compared to men and boys. It is therefore imperative that such differences (in roles, responsibilities, needs, abilities and resources) be taken into account.

Concerns of vulnerable groups

The same sensitivity regarding gender issues applies to vulnerable groups and people who may be at political risk. In particular, assessments need to consider the special needs and vulnerability of infants and children (especially unaccompanied children), elderly, the ill, and those who are physically or mentally impaired. Specific resources and assistance may need to be targeted to some or all of these groups.

Types of assessments

There are several kinds of assessments, each one fulfilling a particular need. There is also a range of assessment methodologies, that is, different survey techniques to collect the data to use for decision making. Different assessment types and methodologies must be selected, in part, as a function of which time phase is being assessed: pre-departure, transit, immediate arrival, or settlement.

Initial reconnaissance

When the conditions of an emergency warrant an assessment, the first formal assessment is likely to be an **initial reconnaissance**. This may take the form of a mission of government or agency representatives visiting the communities of origin and reception. The mission may look into general rather than technical or specific areas. The report results in at least preliminary information on the extent and potential nature of the migration flow, the affected communities, and key assistance issues.

The initial reconnaissance should gather information on:

- the approximate number of people involved
- immediate life-support needs including water, food and shelter
- the severity of the situation relative to normal life patterns of the affected people and local surroundings
- possible security considerations
- the documentation and legal status of the people
- the ability of on-site relief agencies to deal with all critical aspects of the emergency
- the migrating individual's ability to cope with the situation and to provide self-help assistance
- the extent of local infrastructure and resources, including human resources, to respond to a migration emergency
- identification of secondary issues which, if not addressed, could eventually contribute to, or exacerbate, an emergency

Needs and resources assessment

The next type of assessment is a **needs and resources assessment**. This assessment systematically collects all types of information that are essential to plan a program of assistance. This assessment must generally quantify the needs and resources for each management aspect or sector of potential assistance. These types of information and sectors include:

- the status of the impending migration flow
 - major needs
 - problem areas
 - global constraints
- demographic, cultural, and socio-economic characteristics of the migrating populations
- government policies and standards regarding migrating individuals and their planned assistance
- the condition of the migrating populations and their capacity to assist themselves, including concerns of health care, food and nutrition
- the adequacy of facilities and services being provided, and any additional requirements for facilities and services such as water, sanitation, shelter
- the suitability of sites where migrating individuals are residing
- personal and household needs
- economic aspects of the population (sources of income/employment)
- legal assistance
- documentation
- present or planned activities and resources of the receiving country government and other agencies in responding to the emergency

Detailed technical assessment

If the general needs and resources assessment highlights specific or unusual problems, then one or more **detailed technical assessments** may be necessary. These may apply to life-saving sectors, depending on the gravity of the emergency, the adequacy of the sectoral response, and the competence of the agencies involved in implementation of the emergency

response. Examples of detailed technical assessments include:

- more rigorous examination of any of the sectors listed in the “needs and resources assessment”
- transportation systems
- energy
- management capacity to implement humanitarian assistance

Assessment methodologies

Several different methods may be used for carrying out an assessment. Three of the most common are the **on-site visual inspection**, **key informant**, and **the household sample survey**. These methods are the most effective when the migrant population can be identified, either as an entire community or as identifiable units within a larger population. Surveying techniques become more difficult, and usually less precise, when the migration population is living within a larger population base, requiring a **dispersed population survey**.

On-site visual inspection

Qualified, experienced persons can quickly gather information visually, **if** they are clear about the information they need. The general categories of information are similar to those presented previously under the topic of “initial reconnaissance”. These items can serve as a checklist to locate patterns and potential problems rather than simply as a source of statistical data. The report from the on-site inspection should highlight specific problems which should be subjected to further analysis. The visual inspection will provide a general, not a systematic, idea of the migration situation.

Key informant interviews

The information gathered from on-site visual inspections must be complemented with verbal data obtained through interviews. Interviews can be formal or informal, structured or unstructured. Recognized community leaders who represent various sectors of the population should be included. They are likely to be a valuable source of information and may

identify additional persons to be interviewed. Leaders from key government ministries or NGOs which have been active with the population may also be appropriate as key informants. Assessors must be careful to collect and organize the data through questionnaires or more organized survey forms. They must also be aware that working through translators or between languages can lead to substantial error.

Household sample surveys

A household survey can provide systematic data on all aspects of the migration situation. They are used for both a general needs and resources assessment and for detailed sectoral assessments.

In large-scale emergency migration movements, when there is not time to interview every family, a sample survey must be carried out. There are several ways to do this:

- individuals can be selected at random
- a representative sampling of individuals can be made (for example, key informants, some leaders, some men and some women)
- a separate survey can be focused on newly arrived migrating individuals, particularly if they are located in a designated area of temporary housing arrangement
- households can be selected at random or in clusters.

(See the bibliography at the end of this chapter for references on conducting surveys.)

Dispersed population surveys

When the migration population is too dispersed for surveying techniques based on a defined community, other methodologies must be employed. Surveys may need to be conducted at locations where migrating individuals can be found easily, such as social service centers, community centers, and government offices involved with documentation. However, assessment information collected in such specific locations may be highly biased, for example, to heads of households, to those healthy and mobile enough to get out, to the assertive, or to a particular social group.

Even less structured and more creative methodologies may be necessary if the migration population is “irregular” or clandestine. In such cases the migration service agency seeking to conduct an assessment will need to gain the confidence of migration population representatives and determine the most appropriate means to collect important survey information.

If the population is too dispersed for a valid assessment, then the assessor should consider redefining the parameters of the assessment to be more realistic. For example, instead of trying to survey the whole group, the assessor should work in smaller groupings, areas, or by family. This way the assessor can build up a picture over time but can use even limited data on the smaller group which has been surveyed.

Assessment tools

The migration manager needs to prepare or collect a series of tools to make the assessment process the most useful. These tools include:

- Checklists of indicators of problems to look for.
- Gap identification tables which identify the organization or agency responsible for providing assistance or service (by filling in the table the gaps in service provision are disclosed).
- Questionnaires or survey forms.
- Computers and data processing programs.

The bibliography at the end of this chapter lists several publications where models or guidelines can be found for each of these tools.



For each of the following circumstances, which assessment type and methodology would you recommend using?

<i>Situation</i>	<i>Type</i>	<i>Methodology</i>
<i>Large migration population living in several sites, both urban and rural villages</i>		
<i>Large numbers of migrants in temporary housing who have gastro-intestinal diseases</i>		
<i>A drought in a neighboring country, rising food prices there and rumors of civil unrest in rural areas</i>		
<i>Three days after 10,000 people were forced to leave their homes because of a massive volcanic eruption</i>		

There are usually several different ways to design interventions for a potential migration operation. Therefore, it is essential to develop consensus around the desired approach. The best way to establish this consensus is to develop a detailed Plan of Action, sometimes referred to as an Operations Plan. A Plan of Action (POA) is a working tool which defines the agreed upon goals, objectives, and methods for the operation. The POA articulates a coordinated approach to the intervention. It defines clear organizational roles and responsibilities in the context of a realistic timetable and the constraints of material and financial resources.

Elements of a Plan of Action

Obviously the details of a Plan of Action will be determined by the specific migration situation. Therefore, it is difficult to specify exactly what should constitute a Plan of Action. Generally however, a POA should include the following elements:

1. Overview of needs, resources, and outside assistance requirements (as determined by the needs and resources assessment).
2. Description of intended beneficiaries that includes socio-economic and demographic information and identifies cultural factors which could influence the operation.
3. Description of transport and logistics needs and capacity, including: maps which indicate concentrations of

migrants, possible and actual migration flows, accessible roads, transit camps, railway systems, airports, and waterways.

4. Objectives and implementation methods with regard to food, transport and logistics, domestic needs and household support, water, sanitation, health and nutrition, shelter and other infrastructure, community services, education, crop production, livestock, fisheries, income generating activities, legal assistance and protection, medical screening, and travel permits/visas.
5. Management requirements for security, staffing, supervision, coordination, communications, media relations, computers and necessary software, supplies, equipment, travel and vehicles.
6. Identified roles and responsibilities of contributing and collaborating parties, specifically regarding 3 and 4 above.
7. A projection of overall financing requirements, preliminary budget projections, and cash flow needs.
8. Future meeting dates both in the field and at headquarters level to promote collaboration and plan monitoring and updating.
9. A regularized system for reporting to national authorities, international organizations, and donors on program activities and financial status.



Why is a Plan of Action an important tool for migration managers?



When developing a Plan of Action, what are some of the elements that such a plan should contain?

Five horizontal lines for writing an answer to the question above.

The Plan of Action is enhanced by formally writing it down. A written plan enhances clarity and avoids conflicts. Contractual agreements among the various parties may be signed. At a minimum, all contributing organizations should publicly agree to support the Plan of Action. If the participants follow the procedures discussed in the next section, this will not prove an impossible task.

However, a Plan of Action containing all the points enumerated above can easily become overly complicated. Only those points which are essential for a particular operation should be included. The overall Plan of Action should be supplemented by individual organizational Plans of Action which provide further detail on specific operations assigned to a particular responding organization.

E X A M P L E [Decorative bar]



As part of the larger effort to resettle Mozambicans after cessation of hostilities, IOM agreed to be part of an international effort within the framework of the United Nations operation in Mozambique (UNOMOZ). Based on the overall Plan of Action for the operation, IOM developed a detailed POA concerned with its responsibilities for transporting demobilized military personnel and their families. The POA identified IOM's role in the larger operation. It detailed transport and logistical requirements, identified targeted numbers of individuals that would be moved and the sites from and to which they would be moved, developed individual and group movement strategies, projected staffing needs, and built detailed budget projections.

Steps for completing a Plan of Action

Although there are no hard and fast rules for developing a Plan of Action, the planning process itself is straightforward. In a sense planning is a structured problem-solving approach based on a rational assessment of needs and resources. It includes these steps:

1. Prioritize needs
2. Assess material and financial resources, as well as local capabilities and limitations
3. Identify a vision of the goals of the operation, what and how much assistance is required, and what it might cost
4. Define a set of realistic objectives, the accomplishment of which will ensure that the goals can be met.
5. Generate a range of alternative methods and tasks to accomplish the objectives
6. Choose the most effective and efficient methods and tasks
7. Identify who is responsible for implementing the chosen methods and tasks
8. Devise means to monitor and evaluate plan implementation
9. Establish procedures to adjust the Plan of Action based on implementation experience, changing circumstances, and new information and constraints
10. Identify government liaison and secure government approval to proceed



Based on your prior experience, have you observed one of the steps described above done inadequately during a prior operation? If so, describe the consequences and identify how it could have been done better.



ANSWER for page 68 — In an emergency migration situation there are likely to be limited resources, competing needs, multiple actors, and unclear lines of communication and authority. A Plan of Action facilitates a coordinated approach to problems which reduces potential gaps or duplication of services and increases efficient use of resources.

ANSWER for page 69 — Overview of needs and resources, description of beneficiaries, transport and logistical capacity, detailed objectives and tasks, management support needs, clearly defined roles and responsibilities, budget and finance requirements, systems for monitoring, updating, and reporting.

Principles to ensure effective planning

If migration managers complete each of the steps identified above they will be able to develop a Plan of Action. However, a plan is only useful if it is implemented. Unfortunately, many thoughtful plans have had no material impact on the behavior of assisting organizations, government authorities and community leaders in the sending and receiving countries and communities. Certain principles of effective planning will increase the likelihood that plans are used in guiding and influencing program implementation.

1 Involve the affected and implementing parties

Individuals are much more likely to adhere to planning guidelines if they have been involved in creating the plan from the start. By involving those who will implement the plan, (i.e. government authorities, migrant and community leaders, international and non-governmental organizations) these “partners” have ownership of the plan and an increased commitment to ensure its implementation. Involvement is important not only because it fosters ownership, but also because these parties can imbue it with reality about what can and cannot work. People will not usually agree to do things that they do not believe can be accomplished. It is especially important that Plans of Action are built on close cooperation and coordination with the national and local authorities of the country(ies) concerned.

2 Explore alternative solutions

The effectiveness of the planning process requires identification of a range of possible means to accomplish an objective evaluation of their various strengths and weaknesses. There usually is no best way to do something but instead there are several alternatives (given resource capacity and limitations), some of which are relatively better or worse for various parties in the migration situation.

Consider this example: The program goal is to reduce the mortality rate in a migrant population. Several possible objectives can reasonably be assumed to reduce the death rate:

- expand preventive medical care
- improve water and sanitation quality
- reduce malnutrition

There are a variety of methods that could achieve each objective. For example, reducing malnutrition may require:

- increasing food rations
- expanding supplemental nutrition programs
- targeting oral rehydration therapy for persons with diarrhea
- providing cash grants to migrants to purchase food and medical care
- providing seeds and gardening equipment to allow migrants to grow their own food

Any or all of these objectives and methods may be appropriate for the Plan of Action. The choice of methods will be determined by prioritization of need, the wishes and desires of affected parties, and available organizational and material resources and constraints. In any case, failure to identify the range of possible solutions limits choices and is likely to result in less effective program design.

3 Monitor and amend the plan during implementation

Even the best conceived plan will fail to account for some unknown or changing situations. If a plan is written and not updated as implementation proceeds, the plan is doomed to irrelevance. Effective monitoring of the plan requires ongoing coordination among the parties to the plan including involving new parties as they become part of its implementation.

Monitoring determines what is working, what isn't, and whether new or changing conditions require the identification and development of different methods or approaches. An ongoing monitoring process can also tell migration managers when an objective is achieved or no longer important. This frees resources for a new objective or method.

An important adjunct to this process involves the development of contingency plans. Contingency plans deal with the unlikely, but possible, changes in a migration situation and indicate ways to respond to them. Migration situations are fluid, and it is often difficult to estimate actual numbers of persons in need of assistance. Contingency planning usually requires the establishment of various scenarios—usually a worst, best and most likely case. Each scenario requires a different set of organizational responses. By monitoring program implementation, it is possible to assess the occurrence of various scenarios and revise the POA accordingly.

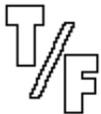
4 Identify most crucial needs and target resources

In any migratory situation there is often more to do than can be done. This means making hard decisions about what can be accomplished given a realistic assessment of resource and time constraints. Identifying what can be done and, by elimination, what cannot be done will ensure that programs target the most critical needs and use scarce resources appropriately. Choosing not to do something is difficult, especially when the human costs of

not pursuing a given objective are known. Even so, limiting the Plan of Action to what can be accomplished will give it a sense of reality which will increase commitment and implementation effectiveness.

5 Clearly define roles and responsibilities

Migration, by its very nature, is a chaotic situation. This is especially true when migrant populations are resource poor and under severe stress. This is often accentuated by organizations with ambiguous, overlapping and, perhaps, even conflicting mandates. Therefore, a Plan of Action must clearly identify roles and responsibilities and outline the required inter-relationships among various groups in the migration situation. Assignments of roles and responsibilities may need to change based on performance and accomplishments. It is important to designate a lead agency and an overall coordinator for successful migration management. If this selection has not been made by government, the implementing parties need to agree upon an agency and appoint a coordinator acceptable to all. Assignment of roles and responsibilities may need to change based on performance and accomplishments.



Indicate whether these statements are true or false.

- You don't need to involve people in creating the Plan of Action because most people will just do what you ask them to do.*
- Involving all the affected parties in developing the Plan of Action will increase the likelihood that the POA is realistic.*
- There is usually one best way to address any given problem.*
- Once a POA is designed, it rarely needs amendment or revision.*
- A Plan of Action should identify and address all present and potential needs.*
- A lead agency and overall coordinator are critical to an effective response.*

Chapter One identified the actors in emergency migration management, that is, the people and organizations who implement response to migrants' needs in emergencies. This chapter describes what it is that they need to do. However, there are no prescriptions for exactly who does exactly what. Each emergency will have its unique characteristics and therefore unique combination of actors and assistance response activities. Ideally, all assistance agencies will work collaboratively to ensure that all the migrants' needs are met with a "seamless" collection of assistance services. Even if the collaboration is not ideal, each assistance agency needs to be aware of the scope of all emergency management operations to see where their assistance fits into the big picture.

Pre-departure arrangements

Pre-departure arrangements for migration range from a complete lack of preparation — for large spontaneous migrations — to careful individual analysis and processing (for example, for a migrant seeking to rejoin family members in another country). In those cases where assistance with migration is needed, certain basic procedures and activities should be followed.

Work with government

The rights and responsibilities of governments and local authorities prescribe that humanitarian assistance should be carried out by, or under the auspices of, or with the approval of the recognized government. Government has the responsibility to meet the basic needs of all residents within its borders. All non-governmental and international organizations have the responsibility to coordinate their assistance with government.

In areas of conflict, the provision of humanitarian assistance may need to be cleared by the controlling military authority. These clearances are appropriate and practical in most situations.

However, there are situations (especially in cases of civil war) where no government is readily recognized or is so weak as to be ineffectual. In such circumstances the establishment of working agreements and arrangements with another authority, such as the United Nations, will be required.

In cases where a government is the force instigating the migration outflow, the United Nations has established the precedent for intervention through Security Council resolutions concerning aid to specific populations forced to leave their homes. The resolutions allow immediate access by international humanitarian organizations to all those in need of assistance in all parts of a country and make all necessary facilities available for their operations.

Provide for survival needs

Whether the need for migration assistance is partial or total, whether for a few days or for months or longer, basic survival needs must be met. For example, refugee camps in inhospitable climates often require the complete provision of food, water, shelter, health and social services. Similarly, small groups or individuals who are required to stay in airports, terminals, or other way-stations must be assured of adequate food and personal items to carry them through the migration process. How to assess and quantify these needs was discussed in Chapter Six, "Needs and Resources Assessment." Upon determination of these needs, the steps of developing a Plan of Action should be implemented in order identify assisting agencies and the scope of their assistance for these survival needs.

In some cases, where it is foreseen that post-arrival support will not be available, pre-departure arrangements must also deal with these needs. For example, returnees to a war-torn country or district may need seed, stock, tools, winter supplies or other "starter-kit" assistance upon departure.

Establish and record appropriate personal documentation

This aspect of pre-departure arrangements is important if the migration is to be managed in an orderly way. Proper documentation permits registration for some distribution systems or programs and facilitates speedy provision of appropriate assistance as well as consistent delivery of services. Accurate documentation is essential to establish identity and status of each migrant in terms of the destination country or regional requirements.

Documentation norms vary widely among countries of origin and destination. In emergency cases, a “signature” from each individual as he or she enters a bus or plane may satisfy the documentation requirements. In orderly migrations, documentation might include a series of forms, affidavits, clearances, necessary visas, a valid passport or other type of acceptable travel document.

When possible, documentation should include the person’s name, age, identifying marks and photograph, birthplace, home of origin, family relationships, accompanying family members, tracing information, and destination. However, migrants must be able to submit documentation information voluntarily as many migrants may have legitimate reluctance to disclose their identity because of fears of repercussions. The assisting agency cannot make provision of aid to migrants contingent on their cooperation in this regard.

Conduct health screenings

Health screening has these aims:

- to reduce the risk of epidemics of contagious diseases among migrants
- to ensure that each person is fit to travel
- to meet requirements of immigration countries, and identify migrants who may need treatment for diseases in order to ensure that reception and settlement in the new country occur without hardship



How does accurate documentation affect the provision of humanitarian assistance for emergency migrants?

How would you determine how much documentation to require in the event of extreme emergency?

The risk of outbreak of contagious diseases in emergency migrant populations will be higher than for stable populations where long-established patterns of hygiene, nutrition and everyday life help counteract possible threatening infections. During transit and in transit camps, the normal routines of personal hygiene, preparation and storage of food, and getting water are broken. The most imminent danger is water-borne diarrhea; other dangers are tuberculosis, measles, hepatitis and other highly infectious diseases which might lead to high mortality. Medical surveys may identify preventive health programs, such as an immunization campaign that can reduce or eliminate the risk of epidemics of contagious diseases.

Fitness for travel must be decided in relation to the mode of travel. There is a significant difference between a few hours spent on a plane versus the prospect of three days on a truck or bus. In addition to providing stretchers or other facilities and assistance to incapacitated migrants, concerns related to diarrheal disease, mental disorders, pregnancies, as well as to those of the very young and the very old must be addressed (for example, providing catheters).

Some receiving countries have specific medical requirements that need to be satisfied before they will accept migrants. Active tuberculosis, HIV infection, mental disorders and other medical conditions may lead to exclusion. In some cases conditions can be treated, in others it may be possible to waive the exclu-

sion. In other cases, no waiver of medical exclusion will be allowed.

In many cases, immigration medical screening leads to documentation which is useful both for safe travel and for the establishment of adequate services upon arrival in the country of destination.

Establish tracking or tracing systems to aid family reunification

Disorderly and emergency migration often lead to a temporary loss of contact with family members. While tracing information is absolutely critical for mass migrations of people fleeing war or famine in an unorganized state, it is also important as an aid for reunification of families who may have been separated simply due to different times of migration or inaccessibility of assistance. Tracing methods range from posting information on letter and photo kiosks in refugee camps or community centers to setting up computerized data bases for reunification of migrant families.

Orient international migrants to their destination country's norms, culture, laws and society

Where possible, and when time allows, provide orientation for migrants as to what to expect in their new home countries or areas. This preparation will serve to minimize culture shock and disorientation upon arrival. IOM is a good source of current information from various sources, including governments.

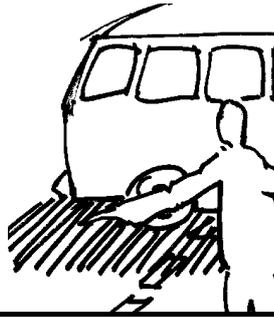


ANSWERS for page 77 — Accurate documentation is essential to establish identity and status of each migrant in terms of the destination country or regional requirements. Proper documentation will speed provision of appropriate assistance. Proper documentation also allows for smooth continuation of service and registration for some distribution systems or programs. People unwilling or unable to provide documentation may not be able to access assistance.

In urgent situations the only documentation required may be the signature of each migrant as they enter the migration assistance process. However, if time and circumstances permit, you should try to document at least the migrant's name, home of origin, destination and information to assist in tracing.

When time allows, provide language training and study information on the cultural norms of the receiving country. Training of this nature will improve the chance of social acceptance and adaptability in the receiving country.

It is critical for emergency managers to extend the scope of their planning beyond the immediate situation.



Just as important as briefing migrants on the realities in their destination countries is discovering the perceptions of migrants. A clear understanding of migrants' motivations and subjective perceptions is necessary to design appropriate orientation programs. Determine

whether the migrants:

- perceive migration in a realistic way
- are seeking temporary or permanent migration
- are motivated by economic, ethnic, religious, or political reasons
- perceive their probable reception in the destination country as friendly or antagonistic

This information should be learned from the needs and resources assessment and used to design the orientation program.

Link pre-departure assistance for migrants to "support networks" in their destinations

As an extension of the pre-departure orientation, follow-up is usually required at the migrants' destination. Migrants should be made aware of the existence of support networks and programs that exist in their country or community of destination. In addition, support networks and service providers in destination locations should be notified of the imminent arrival of migrants so they can provide for a secure reception rather than a confused or abrupt arrival.



Why must attention be given to post-arrival plans of people needing emergency migration assistance, when these activities are usually provided by other agencies or support services?

It is critical for emergency managers to extend the scope of their planning beyond the immediate situation. Failure to do so may lead to the creation of future emergencies for the individuals involved. As the action is humanitarian in nature, the consequences must be seen from the point of view of the migrant in need. Although the emergency for the assisting agency may end when the last migrants are on the plane, the migrants' personal emergency may continue until they are successfully integrated into their new community.

Transportation logistics

The next stage of emergency migration is the actual movement of the migrants. Making arrangements for this movement form the basis of migration management at this time. Even under emergency circumstances, documentation, clearances, and physical transportation requirements must all be addressed for successful movement of the people involved. Questions like "how?" "how many?" and "how soon?" become critical in the management of emergency migration situations.

In arranging for transport, both the number of people moving and the amount of personal possessions (including livestock in some cases) must be accommodated. In most cases those managing the operation must limit the amount of personal effects to be transported in terms of weight, quantity, and volume. Additionally, the migration manager must at times attend to fuel requirements, costs, landing strip requirements, and necessary governmental clearances.

Arrange for the type of transport

Planes, ships, trains, trucks, buses, and private vehicles have all been used for migration purposes, as well as small boats, horses and walking. The choice depends on the number of people, the distance, security concerns, appropriate level of comfort, the availability of options, and cost.

For small numbers of people moving between relatively safe situations, logistic considerations of seat availability on commercial flights at the best price and most direct route may be the most important requirements. For group and mass movements under extreme time pressure, the primary consideration would be to find the best means available (land or air) to handle large numbers of people in the shortest time and in safety. Where distances and terrain allow, buses may be chartered for group transportation. Repatriations over short distances often rely on buses or trucks to return people to their homes or resettlement areas. In some such cases security issues will be paramount, for example, where guerrilla activity may still occur but the migrants have determined the level of risk is worth the return.

In the Gulf War operation, where the displaced Kurdish population numbered above one million, IOM contracted approximately 300 buses and trucks for the transport of these people. The majority of operations involved moving displaced persons from various points within Iraq to their home areas. Many people were also relocated within Iran, Kuwait and Turkey. In addition, many displaced Iraqi nationals were repatriated from places within Turkey and Iran.



ANSWER for page 79 — To assume or to determine that assistance is available in a destination location does not mean that migrants will have access to that support or that agencies and organizations will be prepared to provide services needed. Inadequate attention to the long-term needs of migrating populations may result in subsequent emergencies at a later time.

In some instances spontaneous mass emergency migration may occur using the migrants' own vehicles along with other emergency means of transport. This occurred during the exodus of guest workers from Kuwait after the Iraqi invasion. In similar situations, the provision of fuel and guidance for the drivers may be the main logistical requirements.

Large programs to be carried out over long periods of time, like controlled repatriation or resettlement, have still different logistical considerations. In these cases the aim may be to space the migration flow. Manageable numbers in this context are a function of program size, available staff, receiving capacity and operational budget and also availability of suitable means of transport.

Contractual arrangements for transport

Contracts are necessary in all cases to charter or hire transport. Often this must be done on short notice with companies or individuals unknown to the contracting agent. Therefore, it is important to have pre-designed contracts in the required language covering typical contingencies. However, there is always a danger that standard forms will not be fully appropriate to a given field situation. Consequently, it is also important to have an experienced officer available who is authorized to make appropriate amendments and adjustments if the need arises.

Secure visas and clearances before international migration starts

Aside from making the physical transport arrangements, supporting permissions or clearances must also be secured. Without such clearances planes and buses may be turned back or held up. Individuals without proper visas may be refused entry and sent back to country of transit or origin. The logistics of transportation call for close coordination with the appropriate entities such as embassies, consulates and other governmental offices responsible for the documentation and or control of migration.

Make transit-country arrangements

Migration for many people is a long process which may land them in one or more transit countries *en route* to their final destination. In addition to documentation for destination countries, arrangements for temporary residence or lay-overs in the transit countries may be required.

Set up a communications system

Successful implementation of a logistical operation requires a good communications system. Characteristics of a such a system are adequate communication hardware with appropriate government clearances; communication procedures and protocols for particular kinds of information; a mechanism to place priority on urgent information; and a staff skilled in the use of each component of this system.



Have you encountered any standing agreements or arrangements between agencies, or between agencies and government which would facilitate emergency transportation of migrants? If so, were they helpful?

Providing assistance during migration

This phase includes making provision for the goods and services required to support the migrants in their effort to move. This may be only a few meals, “pocket money” and some personal items for a lone migrant in transit to a developed country or, in extreme cases, it may require construction of a complete support center including hospitals, food distribution centers, warehousing, social service and counseling centers. This would apply for a large group of refugees caught in an undeveloped border area, as well as large-scale repatriation and rebuilding schemes for people returning to their destroyed villages and homes.

Meet immediate needs

Immediate needs of migrants are usually for reassurance, guidance, documentation, verification, and monetary assistance. In cases of emergency, medical care and food may also be immediate needs. However, a number of factors affect the population’s needs and the manager’s response. One is the scale of the migration; another is time, both in terms of the total time of involvement in the actual migration process and at what phase of the process the person is in. Another factor is the locale or venue of the sending, transit, and destination areas or countries. The extent of services required for any individual migrant or for any particular migration vary greatly from one situation to another.



In what situations would you expect the need for an immunization program during a migration emergency?

When would you expect the need for tracing and family reunification services?

In what situations would you expect the need for direct monetary aid?

Typical needs of migrant populations are:

- shelter and clothing
- food
- water and sanitation
- medical assessment and services
- immunization
- security
- general information about migration services
- direct monetary aid
- tracing/family reunification

If assessments were done and a Plan of Action is in place, the migration manager already knows about the specific needs of the population. However, changing circumstances will require on-going assessment and perhaps a shifting of priorities. The scale of the operation, the assessed needs, and the time available in which to render them will continue to shape response efforts.

Design programs based on unique features of the situation at hand

The manager's role in specific operation design is to balance typical elements of "good programs" with specific deviations required to satisfy requirements of the unique aspects of the situation at hand. This tailoring of the program to unique requirements presents opportunities for creative problem solving. There is a real danger presented by this situation as well. In emergency, unique, or "first time" migration situations of an unfamiliar nature, it is too easy to reject standards of service on the grounds that "basic standards don't apply here; we've never had anything like this before."

Strengthen local capacity to minimize need for outside assistance

One of the goals in the provision of assistance is to bring the assisted party to a state where further assistance is not necessary. This goal also applies to local and national institutions which need international assistance in the efficient provision of aid to migrants. This requires program planning which emphasizes support of the institution in its work rather than direct support or assistance to the migrants in

need. This strategy, if successful, strengthens both the migrant and the local institution.

The counter arguments to this approach usually cite improved efficiency, speed and planning. It may be more difficult to plan the delivery of assistance to local and national institutions than to provide it directly to the migrants. Furthermore, if the local or national institution is slow, understaffed, or inefficient, its involvement may slow the whole operation, or even render it inoperative.

**Changing circumstances
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The responsible manager at the international level must analyze the situation and decide on the capacity of an institution to carry out migrant assistance programs. The value of strengthening a local institution must be weighed against the risk of a slow, inefficient and over-burdened operation. The most common situation for the international organization, however, may not be one of choice of operational partners. Due to sovereignty issues and the political need to act, local institutions will usually be involved — whether skillful or not. In this case, the decision for the international organization is not about choosing a local institution, but rather defining the relationship and the terms of reference for all of the responders.

Likewise, from the point of view of the staff of local institutions, when outside assistance is required, it is best to choose those international agencies or funders whose contribution most streamlines the delivery of aid. By contrast some agencies provide very specific and limited aid which may be difficult to coordinate and which ultimately lessens flexibility and increases demands on staff.

Take advantage of pre-existing or model programs

Even though all situations are different, there are patterns which recur in emergency migrations. A familiarity with such patterns and typical aid programs will be useful in defining the range of options from which to choose. Model programs in language, cultural, and skills training can be found in all parts of the world as implemented or designed by the IOM, ILO, UNHCR, NGOs, governments and others.

For example, during 1991, IOM organized language and cultural orientation courses for 6,486 migrants and refugees. In Moscow 34,678 migrants were helped with orientation packets. These packets included a guide to resettlement issues in Russian, a Russian-English phrase book, and audio cassettes for self-study. These packets were distributed six months prior to departure.

There are also models of emergency situations available for study. A listing of other emergency handbooks and manuals is provided at the end of this module.

Watch for inappropriate assistance

Unnecessary assistance may not facilitate stabilization of the situation. Care must be taken to insure that the assistance provided is needed and is appropriate to the culture of the people being aided. To over-provide or over-control migrants' actions may also result in a harmful cycle of dependency.



ANSWERS for page 82 — Examples of when immunization programs may be required are where conditions of crowding, reduced hygiene, and exposure to contagious disease are possible. In some cases immunization may be a pre-entry requirement for international migrants.

One example of when tracing services may be required is where families have been torn apart by a disaster. Especially in refugee situations for those fleeing violence and situations of mass confusion, tracing will be required to reunite families.

Some examples of when monetary aid may be provided is any situation which offers the possibility of migrants purchasing their own food, shelter or other required services. Urban situations and cases where migrants are widely dispersed may benefit from monetary aid rather than direct distribution of goods and services.

Identify funding sources

Money is essential. Virtually all assistance provided to migrants in need can be quantified in monetary costs. For ongoing programs of migration management where threat to life or human rights is not an issue, programs may simply be tailored to the amount of funding available. In cases of emergency, where programs must urgently meet large needs, immediate access to funds is essential. Often in-kind contributions also help, for example, airplanes, vehicles, equipment, and staff.

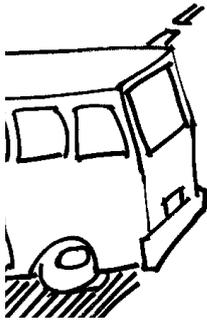
To this end, early warning of possible emergency situations is useful in alerting donors to the probable need to commit funds or other resources. Positive media relations are useful as well and in some cases must be actively pursued.

Be prepared to work with the media

Being a manager in the middle of an emergency often means being in the public eye. Representatives of the national and international media are likely to show up at centers of emergency migration activity looking for a story. Naturally, from the media's perspective, the more dramatic the story, the better.

There are both positive and negative aspects to this. In order to maximize the positive (promoting the manager's message) and minimize the negative (saying the wrong thing) migration managers need good skills in working with the media. First, it is important to recognize and accept the media as a real factor

in an emergency realizing that the media's goals are different than the manager's goals. Valuable skills include being prepared for impromptu interviews, knowing how to answer questions when you don't know the answer, and redirecting questions to point to the real issues, not the media's preconceived notions of the issues.



It is important to recognize the media as a real factor in an emergency, but with different goals than the manager's.

Post-arrival support

The particular arrangements for the post-arrival will depend on the specifics of the case and on the sending and receiving countries. For countries which provide post-arrival services, notifying the government about the arrival of the migrants may be all that is necessary. Other countries will require greater assistance. In all cases there should also be a system for monitoring the progress of the newly-arrived migrant and for determining when that person no longer needs assistance.

Upon arrival at their destination, migrants need money or must have food and shelter supplied. They also need social services to aid in adjustment to the new community and to prepare them for independence. Integration into local society, acquisition of a new language, and social and economic skills are the priority needs to be met by the receiving country's assistance agencies.



What are the benefits of using previously designed assistance programs as models for developing new programs for emergency situations? What are the dangers?

Make use of aid offered by extended families and earlier migrants

Where possible, new migrants should avail themselves of assistance from friends, family, or other migrant self-support groups. The value of assistance from these groups may be far greater to the migrant than that from institutions or agencies since family and earlier migrants from the same country or area will share language, perspectives, and experiences of their own migrations. Migrants may accept support more easily when it comes from relatives or people from similar cultures.

Encourage integration into local and national institutions, as appropriate

Integration is the key to acceptance and avoiding a second-class status in the society of the receiving country. To increase the migrants' exposure to the society and to aid their ultimate acceptance, encourage them to participate in national and local institutions, for example:

- school systems
- public health and insurance programs
- community programs for children and the elderly
- local community groups
- religious institutions

Involvement with national and local institutions fulfills two needs. First, the institutions often provide supportive services or access to information which are helpful to the migrant directly. Second, this involvement helps "mainstream" the new migrant into the common social events of a community, thereby raising exposure of the migrant in the community and helping to normalize the relationship between new and long time-residents.

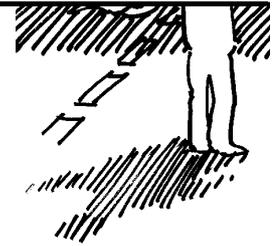
Plan for a fixed term of post-arrival support

Migration management, aside from moving people from one place to another, must avoid the creation of a permanent second-class population in the receiving country. To minimize the chance of this occurring, the support provided

for migrants must not exceed need, nor extend beyond the period required for successful integration. Programs without fixed end-points run the risk of perpetually marginalizing migrants for an entire generation, and may cause resentment against the migrant community by the local population if the assistance is seen as unwarranted. On the other hand, if the term of assistance is too brief, the program may fall short of its goal of full integration of the migrant into the new community.

Termination of direct international aid may be appropriate much sooner than the termination of locally-available aid. Local programs are more likely to deal with ongoing social issues which often require considerably more time than immediate settlement needs. In some cases termination of one program may simply mean transferring monitoring responsibilities from one agency or institution to another or from international to national agencies.

**Termination
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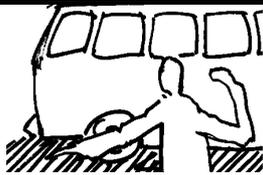


The determination of how long to provide assistance will depend on the case. People with recognized social, developmental, or psychological problems may require more assistance and for a longer period than those without these special needs. Also the general preparedness for life in the new community will influence the term of assistance. Generally speaking, the time for the provision of external assistance should be determined by the migrant's ability to achieve self-reliance or local institutions' ability to take over. Self-reliance here means being able to provide for oneself directly.

Be prepared to handle difficult situations

Applying standard approaches and assumptions for project designs may not accommodate the variable needs and behaviors of certain migrating populations. Managers of migration emergencies need to detect and respond appropriately to difficult situations. For example, in emergency migrations caused by war or violence, there is often a breakdown in social norms and customs. People are under unaccustomed strain and may act in ways that would be inappropriate in their own communities. In many refugee situations, incidents of domestic and community violence increase dramatically. While beating one's wife back home may be rare, the combination of the strain of exile and the weakening of community standards in a camp often make it more likely.

Another concern for migration managers of populations fleeing war or violence is that the people sometimes bring their political orientations, anger, and desire for revenge into a new country. It may be necessary to separate people from different ethnic groups in temporary housing. Sometimes this is not a problem at all, but in some cases it can cause real problems for new practitioners who are expecting to work with quiet, grateful beneficiaries.



**Managers
of migration
emergencies**

**must detect and respond
appropriately to difficult
situations.**

Staff of migration assistance agencies may also contribute to difficult situations. For example, when the migrants are from cultures or races different than the dominant host culture, the assisting staff may exhibit racism and other unaccepting attitudes. This may result in the migrants receiving less assistance than they are entitled to, or being submitted to other human rights abuses.

Termination of formal assistance

Give proper notification of termination of assistance

External or international agencies must notify government authorities and local service providers in a formal way that clearly defines the status of both the migrant and the aid provider. If the assistance is being provided by an outside entity, both local authorities as well as the migrants themselves must be notified. At this point local agencies should accept monitoring or follow-up responsibility for the welfare of the migrant or the migrant community. Similarly, the responsibility for actively seeking assistance when required must be passed to the migrant. This termination, if handled properly, should not represent an end to a desirable situation of receiving assistance, but rather should represent the beginning of a more desirable situation of independence and integration.

Work with the migrant community and leadership to terminate assistance

Termination of outside assistance is a step in the process of integration. The migrant community (where a cohesive group exists) should also be involved in this process. This involves the community in the acceptance of the new migrants. In addition, the local migrant community may be willing and able to continue assistance for those who may still require help even after the formalized termination of assistance.

Providing assistance during migration

- meet immediate needs (as determined from assessment)
- determine unique features of the specific migration to incorporate in the response program
- strengthen local capacity to minimize need for outside assistance
- use pre-existing or model programs when appropriate
- watch for inappropriate assistance
- identify funding sources for response programs
- be prepared to work with the media

Post-arrival support

- notify receiving country government of migrants' situation and outstanding needs
- identify organizations willing and capable to support the migrants' needs
- develop a plan for integration of migrants into the local community
- provide for all necessary assistance, services, and training
- encourage integration of migrants into local and national institutions
- determine when assistance will end and make provisions for the termination
- prepare for difficult situations

This is not a definitive list. Each situation will require additional considerations. However, utilizing the information in this module and the resources included in the following appendices you should be better prepared to manage and support the next migration emergency.

Refugee Policy Group

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Suite 401
Washington, DC 20036
Phone: (202)387-3015
FAX:(202)667-5034

Refugee Studies Programme

Queen Elizabeth House
21 St. Giles
Oxford OX1 3LA
England
Phone: (44-865)270-722
FAX: (44-865)270-721

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Periodicals

Asian and Pacific Migration Journal
Scalabrini Migration Center
P.O. Box 10541 Broadway Centrum
1113 Quezon City, Philippines
Phone: (02) 799-515
FAX: (02) 722-8863

An interdisciplinary approach to research and analysis on migrant and refugee flows.

Development Communication Report
Clearinghouse on Development
Communication
1414 22nd Street, NW
Washington, D.C. 20037 USA

Good resource for information on communications projects and technology.

Development Forum
Division of Economic and Social Information
United Nations
1211 Geneva, Switzerland

Primarily devoted to development issues but some relief reconstruction information. Excellent resource for publications and contacts. Includes articles on non-governmental organizations as well as UN agencies, on technology, desertification, ecology, virology and development education.

Disasters: The Journal of Disaster Studies and Management
Blackwell Publications
108 Crowley Road
Oxford OX41JF, UK

Quarterly devoted to articles and information concerning all facets of relief (pre-disaster planning and mitigation, case studies, epidemiology, etc.). Excellent resource for publications, contacts and evaluations.

International Migration Quarterly Review
International Organization for Migration
P.O. Box 71 (mailing address)
17, route des Morillons (street address)
1211 Geneva 19, Switzerland
Phone: (41-22)717-91-11
FAX: (41-22)798-61-50

A quarterly review published by the International Organization for Migration (IOM) on current migration issues as analyzed by demographers, economists and sociologists all over the world.

International Migration Review
Center for Migration Studies
209 Flagg Place
Staten Island, New York 10304
Phone: (718)351-8800
FAX: (718)667-4598

A quarterly journal on the socio-demographic, economic, historical, political and legislative aspects of human migration and refugee movements. Each issue of *IMR* presents original articles, research and documentation notes, reports on key legislative developments, both nationally and internationally, an extensive bibliography and abstracting service, the *International Newsletter on Migration*, plus a scholarly review of new books in the field.

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Phone: (718)351-8800
FAX: (718)667-4598

Published five times per year, each issue of *MW* contains original articles on the most recent migrants and refugees. In addition, editorials, special sections on migrant health and legislative developments, a legal report, resource listing, and book, theater and film reviews.

IOM News
International Organization for Migration
P.O. Box 71 (mailing address)
17, route des Morillons (street address)
1211 Geneva 19, Switzerland
Phone: (41-22)717-91-11
FAX: (41-22)798-61-50

A monthly newsletter reporting mainly on IOM activities.

Migration and Health Newsletter

International Organization for Migration
 P.O. Box 71 (mailing address)
 17, route des Morillons (street address)
 1211 Geneva 19, Switzerland
 Phone: (41-22)717-91-11
 FAX: (41-22)798-61-50

A quarterly publication on medical issues related to migration.

Migration Today

World Council of Churches
 P.O. Box 2100
 1211 Geneva 2, Switzerland
 Phone: (41-22)791-6111
 FAX: (41-22)791-036

Refugees

U.N. High Commissioner for Refugees
 Palais des Nations
 CH-1211 Geneva 10, Switzerland

Quarterly magazine focusing on refugees and displaced person situations throughout the world. Reviews of refugee-related publications, interviews, articles on special topics, etc., are included.

Monday

Immigration and Refugee Program
 Church World Service
 475 Riverside Drive
 New York, New York 10115
 Phone: (212)870-3153 for Public Information;
 (212)870-2167 for Director
 FAX:(212)870-2132

Quarterly with interviews and articles on refugee problems worldwide, plus list of resources.

Studi Emigrazione Etudes Migrations, An International Journal of Migration Studies

Centro Studi Emigrazione
 Via Dandolo 58
 00153 Rome - Italy
 Phone: (06) 5809.764
 FAX: (06) 5814.651

Information sharing systems and resources**International Organization for Migration Migration Information Program**

P.O. Box 71 (mailing address)
 17, route des Morillons (street address)
 1211 Geneva 19, Switzerland

International Council of Voluntary Agencies (ICVA)

13 rue Gautier
 1201 Geneva, Switzerland

United Nations Economic Commission for Europe

Division for Economic Analysis and Projections
 Population Activities Unit
 Room 470
 Palais des Nations
 1211 Geneva 10, Switzerland

Specialized resource organizations

Intergovernmental Consultations on Asylum, Refugee and Migration Policies in Europe, North America and Australia
 145 rue de Lausanne, 7th floor
 CH-1202 Geneva, Switzerland

International Centre for Migration Policy Development (ICMPD)
 ICMPD Möllwaldplate 4A
 1040 Wein, Austria

International Committee of the Red Cross (ICRC)

17 Avenue de la Paix
 1202 Geneva, Switzerland

International Council of Voluntary Agencies (ICVA)

13 rue Gautier
 1201 Geneva, Switzerland

International Organization for Migration

P.O. Box 71 (mailing address)
 17, route des Morillons (street address)
 1211 Geneva 19, Switzerland

INTERTECT

P. O. Box 565502
Dallas, Texas 75356, USA

InterWorks

116 North Few Street
Madison, WI 53703 USA

League of Red Cross Societies

17 Chemin des Crets, Petit-Saconnex
P.O. Box 276
1211 Geneva 19, Switzerland

Pan American Health Organization (PAHO)

525 Twenty-third Street, NW
Washington, DC 20037, USA

Refugee Policy Group

Suite 401
1424 16th Street, NW
Washington, DC 20036 USA

United Nations High Commission for Refugees (UNHCR)

P.O. Box 2500
1211 Geneva 2 Depot
Switzerland

United Nations Children's Fund (UNICEF)

3 UN Plaza
New York, New York 00017 USA

Universitat Osnabruck

Institute for Migration Research and
Intercultural Studies
Schlossstrasse 8 - Postfach 4469
4500 Osnabruck, Germany

University College

Migration Research Unit
Department of Geography
Room 115
26 Bedford Way
London WC1H OAP

University of Stockholm

Center for Research in International Migration
10691 Stockholm, Sweden

University of Zagreb

Institute for Migration and Nationalities
Trnjanska b.b. P.O. Box 88
41000 Zagreb, Croatia

World Food Programme (WFP)

Via Cristoforo Colombo 426
00145 Rome
Italy

World Health Organization (WHO)

20 Avenue Appia
1211 Geneva 27
Switzerland

Training programs

Asian Disaster Preparedness Center,

Asian Institute of Technology, P.O. Box 2754,
Bangkok 10501, Thailand. Offers courses in
disaster management oriented towards the train-
ing of people who will in turn be trainers in
their own countries; develops curricula and
teaching materials; disseminates materials in
disaster management.

Centers for Disease Control, International Health Program Office,

Building 14, Atlanta,
Georgia 30333 USA. Offers seminars and
conferences on refugee health care and
epidemiological surveillance.

Disaster Management Center, University of Wisconsin,

432 North Lake Street, Madison,
Wisconsin 53706, USA. Organizes and
conducts specialized emergency management
training workshops for international agencies
and NGOs. The DMC also gives occasional
workshops open to the general public on
specialized topics of emergency
management.

Refugee Studies Programme,

Oxford
University, Queen Elizabeth House, 21 St.
Giles, Oxford OX1 3LA, England. Offers train-
ing programs in a wide variety of general and
technical areas for government officials and
other practitioners.

York University Refugee Studies Center,

351
York Lanes, York University, 4700 Keele St.,
North York, Ontario M3J 1P3. Offers summer
training courses.

Identification of Acronyms

CDC	Centers for Disease Control and Prevention
DMC	Disaster Management Center
FEWS	Famine Early Warning System
HIV	Human Immunodeficiency Virus
ICRC	International Committee for the Red Cross
ICVA	International Council of Voluntary Agencies
IGO	Inter-governmental Organization
ILO	International Labour Organization
<i>IMR</i>	<i>International Migration Review</i>
IOM	International Organization for Migration
<i>MW</i>	<i>Migration World Magazine</i>
NGO	Non-governmental Organization
OAU	Organization of African Unity
PAHO	Pan American Health Organization
POA	Plan of Action
UNECE	United Nations Economic Commission for Europe/Rapid Information System
UNHCR	United Nations High Commission for Refugees
UNOMOZ	United Nations Operation in Mozambique
UNPROFOR	United Nations Protection Forces in former Yugoslavia
USAID	United States Agency for International Development

Emergency Migration Management

To evaluate the effectiveness of this module, we would appreciate it if you would remove this survey form, complete it, and send it to the address noted at the end. The information you provide will help us to improve a future edition as well as other publications produced for IOM.

1. For what organization do you work? _____
2. What is your job title? _____
3. In what country do you work? _____
4. For what purpose did you use the module?
 Training workshop. What was your role in the workshop? Trainee Trainer
 Other (specify) _____
 Self-study
 As a reference document
 Other (please specify) _____
5. Is the subject matter of the module relevant to your work? Yes No Please comment:

6. Do you feel this training material was useful to your emergency migration management responsibilities?
 Yes No Please comment _____

7. Did you find the writing style: overly simplistic or too technical? Please comment:

8. Does the module adequately cover the subject? Yes No What could be added, deleted or changed to increase the effectiveness of the module? _____

9. What would you identify as the strengths or limitations of the module? _____

10. Please answer the following questions about the module.
 Yes No
 Did the exercise questions help you better understand the module's content?
 Did the case studies adequately illustrate and clarify the module's content?
 Were technical terms clearly defined?
 Do you feel the text fulfilled the learning objectives stated at the beginning of each chapter?
 Was the graphic presentation effective (page layout, use of figures and illustrations)?
 Would you recommend this module to your colleagues?

If you are a trainer and have used the Trainer’s Guide, please answer the following questions in addition to those on the preceding page.

1. How much did you use the Trainer’s Guide for this module in designing your training session?
How much do you expect to use it in the future?
___ Completely ___ Substantially ___ Some ___ Not at all
2. Did you use the “overhead transparencies” provided with the module? ___ Yes ___ No
Would you expect to use them in the future? ___ Yes ___ No
3. How could the “overhead transparencies” be improved? _____

4. Did you use the “learning experiences” in the Trainer’s Guide for this module? ___ Yes ___ No
Would you expect to use them in the future? ___ Yes ___ No
5. How could the learning experiences be improved? _____

6. Did you design additional “learning experiences”? ___ Yes ___ No
___ Yes ___ No If yes, please provide a brief description of the activity(ies). _____

7. Did you use the case studies in the module? ___ Yes ___ No
8. How could the case studies be improved? _____

9. Do you know of any case studies that you think would better explain the concepts in the module than those used? Please give us a reference or as full a description as possible: _____

Thank you for taking time to fill out and return this survey.
Please send to:

IOM
Training Office
17 route des Morillons
CH-1211 Generva 19