

2015 – 2020 Strategy for South-Eastern Europe, Eastern Europe and Central Asia

IOM Regional Office for South-Eastern Europe, Eastern Europe and Central Asia

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GEOGRAPHIC COVERAGE OF THE IOM REGIONAL OFFICE FOR SOUTH-EASTERN EUROPE, EASTERN EUROPE AND CENTRAL ASIA:

Albania

Armenia

Azerbaijan

Belarus

Bosnia and Herzegovina

Georgia

Israel

Kazakhstan

UNSC resolution 1244-administered Kosovo

Kyrgyzstan

Moldova

Montenegro

Russian Federation

Serbia

The former Yugoslav Republic of Macedonia

Tajikistan

Turkey

Turkmenistan

Ukraine

Uzbekistan

Bold - IOM Members

Italics - IOM Observers

INTRODUCTION

Since its establishment in 1951, the International Organization for Migration (IOM) has been working to ensure the orderly and humane management of migration for the benefit of all by providing services and advice to governments and migrants. IOM's scope of activities, membership and field presence have continuously expanded, as human mobility grew and diversified over the past 60-plus years, and its significance for States, societies and individuals dramatically increased. Today, IOM is the leading international agency working with governments, International Organizations (IOs), civil society and migrants themselves on a comprehensive range of migration issues.

IOM works to help facilitate orderly, safe, and responsible migration and mobility, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration challenges and to provide humanitarian assistance to migrants in need, be they refugees, displaced persons or other uprooted people. The IOM Constitution gives¹ explicit recognition to the link between migration and economic, social and cultural development, as well as to the right of freedom of movement of persons. The IOM 12-point Global Strategy² defines the overall focus of IOM's work. The IOM Regional Strategies are based on the IOM mandate enshrined in the IOM Constitution and derived from the IOM's Global Strategy.

This document presents a forward-looking Regional Strategy for IOM's engagement in South-Eastern, Eastern Europe and Central Asia (SEECA). It provides an overview of the current migration situation in the region and identifies a number of key trends, which are expected to shape the regional migration landscape in the years to come. Finally, this Strategy presents the objectives and priority areas of work for the IOM Regional Office for SEECA and the country offices in the region.

While the Strategy is intended for the 2015-2020 period, it is flexible and subject to periodic review, allowing to adjust to new realities and emerging issues. IOM will stress complementary action and strive to implement this Strategy in close cooperation and partnership with governments, migrants and other stakeholders.

IOM in South-Eastern Europe, Eastern Europe and Central Asia



IOM has been active in South-Eastern Europe, Eastern Europe and Central Asia from the early 1990s, when it established presence in most of the countries in the region to help governments address the highly complex mix of migration and displacement challenges which had emerged following the major political changes of that period. As the migration trends in the region continue evolving, IOM remains committed to providing comprehensive support to governments in refining their policies, frameworks and practical mechanisms for migration management at national and multilateral levels, and ensuring protection and assistance to

migrants in need. After more than 20 years of working in the region, IOM is now better positioned to do so than ever before. It has a large footprint in the region with offices in 19 out of the 20 SEECA countries and territories and a vast variety of activities covering the full range of migration management issues. With a few exceptions, the States in SEECA are IOM members or observers.³ Furthermore, the establishment of the SEECA Regional Office in Vienna in 2011, which was carried out as part of the global structural reform of the Organization,⁴ brought IOM's extensive migration management expertise closer to all beneficiaries and enabled better coordination and crossfertilization. The regional structure facilitates further improvement in quality and diversification of programmatic activities at country level, promotes regional initiatives and enables IOM to provide better support to interstate dialogue and cooperation.

MIGRATION IN THE REGION: TRENDS AND OUTLOOK

The Regional Migration Context

SEEECA lies on the cross-roads of active migratory movements with significant migration from, within and through the region, and with growing inflows to the region itself.

Migration matters a great deal for the region's economies, societies and individuals. While most migration flows in SEEECA are primarily economically driven, environmental degradation and recurrent natural disasters as well as political tensions and resulting instability, including in neighbouring regions, are also acting as significant driving forces of migration and displacement.

Many of the region's countries have been traditional countries of origin. However, the patterns of movement have diversified making most SEECA countries today simultaneously, albeit to a different extent, countries of origin, of transit and of destination.

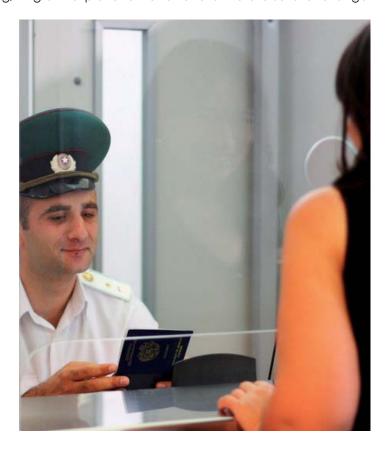
Outward migration from the region, especially from the Western Balkans and Eastern Europe, is directed primarily towards the European Union (EU). This is facilitated by the on-going approximation and accession processes between these countries and the EU.⁵ However, many of the region's migrants originate from within SEEECA itself, making intra-regional migration a significant phenomenon. The region is home to some of the top South-South migration corridors in the world – from Ukraine to Russia, from Russia to Ukraine and from Kazakhstan to Russia.⁶ Russia is the top destination country in the region (and the second top destination country globally), especially for migrants from Central Asia and Eastern Europe. Following the global economic downturn and more stringent enforcement of readmission agreements signed by most countries in the region, return migration has increased in recent years.

SEEECA also receives regular and irregular migrants from other parts of the world, such as Sub-Saharan Africa, the Middle East, South and South-East Asia. As these migrants often have the EU as their final goal, transit migration is one of the major trends in the region today. The SEEECA countries that are part of the EU accession and approximation processes and have access to mechanisms such as EU visa-free regime tend to be particularly affected by transit migration. The situation in Northern Africa and the Middle East generated significant flows of vulnerable migrants and asylum seekers towards the region, with large numbers of Syrians in particular arriving in Turkey and, to a lesser extent, other SEEECA countries. Overall, irregular complex migration flows to, through, from and within the region is highly prevalent and is a shared concern for all SEEECA States and their neighbours. The related crimes of smuggling, human trafficking, migrant exploitation and terrorism are also a challenge.

Several of the top countries of origin for trafficked migrants worldwide are located in SEEECA, while the importance of the region as the destination for human trafficking has also seen an increase.

There is a significant population of IDPs in the region, in particular in the Western Balkans and Turkey, Central Asia and the Caucasus. Many of these IDPs are in protracted situations, with a large share of the displacements a result of conflicts and violence which took place in the 1990s. However, recurrent natural disasters in many parts of SEEECA as well as a number of more recent conflicts, most notably the conflict in Ukraine, have been further increasing the number of IDPs.

Other negative aspects of migration such as the separation of families, brain drain and waste, increased health risks and health inequity as well as xenophobia and discrimination are important challenges for SEECA. However, despite these and other migration-related concerns, governments and the civil society in the region increasingly recognize that migration can and does contribute to inclusive and sustainable social and economic development by benefitting countries of origin and destination as well as by enabling the human development of migrants and their families.



Migration in SEEECA - key figures7

Unless stated otherwise, the data provided are for the year 2013

- There are nearly 29 million international migrants in SEEECA, which is over 12 per cent of all international migrants in the world; migrants represent a 7.5 per cent share in the total population of SEEECA, which is double the world average of 3 per cent.
- The Russian Federation is the second largest destination country for international migrants in the world; it hosts over 11 million migrants, which is nearly 5 per cent of all international migrants.
- Nearly 54 per cent of all international migrants residing in the region are women, which is significantly higher than the world average of 48 per cent.
- Over 9 per cent of all international migrants residing in the region are between 15 and 24 years of age, which is more than double of the global average of 4.7 per cent of migrants within this age group.
- There are over 37 million emigrants from SEEECA, which is 16 per cent of all international migrants in the world; the emigrants amount to 9.7 per cent of the SEEECA total population stock.
- 52.5 per cent of all migrants worldwide who have a SEEECA country as their country of origin are women, compared to the global average of 48 per cent.
- Top two remittance recipients relative to GDP globally are Tajikistan (46.5 per cent) and Kyrgyzstan (31.7 per cent).8
- 6 per cent of the SEEECA adult population had moved within their countries between 2007 and 2012.9
- In 2012, approximately 48,000 people were displaced by natural disasters in Central Asia, nearly 40,000 in Southern Europe and 34,000 in Eastern Europe. Most of these displacements were a result of climate-and weather-related hazards.
- There were nearly two million¹¹ persons displaced by conflict and violence in the SEEECA region by the end of 2013, which was approximately 6 per cent of all IDPs displaced by conflict and violence in the world. This figure continued rising throughout the first half of 2014 in particular as a result of clashes in Ukraine. While no displacement figures were available for Ukraine in 2013, 118,000¹² were displaced in the country by conflict by August 2014.
- Nearly 700,000 refugees (excluding people in refugee-like situations) were present in the SEECA region in 2013, which amounted to over 6 per cent of the total number of refugees worldwide and represented a 60 per cent increase from the year before (2012). Over three quarters of these were Syrian refugees in Turkey. This figure continued to grow throughout the first half of 2014 and reached over 800,000 of Syrian refugees in Turkey alone by the end of July 2014.
- In 2013, there were nearly 282,000 refugees in the world originating from a SEEECA country, which was less than 3 per cent of all refugees worldwide; this represented a more than a 50 per cent drop compared to the year before (2012).
- There were approximately 73,000 asylum-seekers in SEEECA countries in 2013, which was over 6 per cent of all asylum-seekers worldwide; almost three quarters of these were present in Turkey.¹⁴
- In 2013, there were approximately 110,000 asylum-seekers in the world who originated from a SEEECA country, amounting to 9 per cent of all asylum-seekers worldwide.

Regional Migration Outlook

Socio-economic forces are likely to remain the main drivers for migration in the SEECA countries in the years to come. **Search for employment** in particular **will remain the dominant reason for migration** in view of persistent economic disparities and labour market gaps both within the region and in the EU, in particular in healthcare and education as well as the construction and service sectors.

Youth migration will remain a significant trend in the region, as high levels of youth unemployment and lack of economic opportunities lead to more and more young people leaving their countries of origin in search of employment and/or education abroad. This trend is particularly relevant for shorter-term and temporary migration.

At the same time, in the short to medium term, lack of employment opportunities and more restrictive policies in the EU are likely to result in **continuing return migration** to the region.

Intra- and inter-regional migration will further increase as more visa liberalization regimes and readmission agreements are put in place between countries. While this will encourage migration, trade and other forms of bilateral cooperation between the countries in the region as well as with their neighbours, it will also put more pressure on immigration and border management systems in SEEECA to ensure security. Therefore, **sound identity management and effective sharing of information between countries will remain key** to safe, humane and development-friendly migration management.

Demographic and labour market trends in SEEECA, including the labour and skill shortages exacerbated by emigration, indicate that SEECA countries will be increasingly serving as countries of destination for migrants both from within the region, further reinforcing the already significant trend of intraregional migration, and from Asia and Africa. In this context, growing attention to the protection of the human rights of migrants shown by the SEECA States in recent years is of particular importance; this topic is likely to increasingly become centre stage in the region's migration policies and practice. Other issues likely to gain ever increasing importance as more migrants choose SEECCA as their destination include migrant well-being, migrant integration, public perception of migrants and migration, and social cohesion.

Also, the role of migration in the development of the region is likely to grow further. This role has already received recognition by the SEECA States, including in the national and regional consultations for the UN post-2015 development agenda. As the whole migration and development discourse further matures, the focus on the role of remittances is likely to give way to greater attention to other, less measurable but no less significant, migrant contributions, such as social remittances and transfers of ideas and knowledge, as well as transnational and diaspora networks. At the same time, negative impacts of migration will be critical elements of this discourse.

As the various factors driving migration into, within and from the region are there to stay, in the absence of adequate regular migration channels, a **significant proportion of these population flows is likely to remain irregular**. The associated challenges related to the particular vulnerability of irregular migrants and to the growing transnational organized crime and terrorism will continue to be acute in the foreseeable future. The **rising number of unaccompanied or separated children** moving irregularly is a worrying trend that requires greater attention. **Irafficking in human beings, migrant smuggling and migrant exploitation will remain a major concern** for the region, but many States would need to adjust to the relatively new role of becoming countries of destination for trafficked and smuggled persons in addition to being countries of origin and transit. The nature of these phenomena will also continue evolving, as the emerging trends of increasing numbers of men identified as victims of trafficking and the related rise in cases of human trafficking for the purpose of forced labour are likely to persist.

Unsafe and irregular migration makes migrants more vulnerable to disease and by extension their families, host and home communities. For example, increased rates of Tuberculosis (TB), as well as sexually transmitted diseases (SIDs), including HIV/AIDS, have been associated with migration in the SEEECA region. As a consequence, **migrant health and health risks associated with migration are emerging as one of the major challenges in the region**.

Complex migration flows into and through the region fuelled by the political instability in the Middle East and Northern Africa will continue in the medium to long term. Within SEECA, the Western Balkan countries and Turkey will be bearing the brunt of such transit movements. In addition, the withdrawal of international military forces from Afghanistan in 2014 and the rising tensions in Iraq may also lead to increased cross-border flows of mixed nature into and through Central Asia and other parts of SEECA. Some risk of displacement and forced migration within the region will also remain in the long run. The crisis in Ukraine, political uncertainty in several other States and a number of frozen conflicts leave open a possibility of increased instability.

Furthermore, a number of SEECA countries are subject to recurrent natural disasters, which are likely to be exacerbated by the effects of climate change. The effects of climate change can also be expected to increase the impact that environmental factors have on human mobility in the region, making environmental migration, of both voluntary and forced nature, an issue of growing significance for many SEECA States. All these developments will further raise the importance of humanitarian border management, disaster risk reduction, emergency preparedness, as well as of response and recovery measures in SEEECA.

Addressing mixed migration flows in SEEECA

Mixed flows are "complex population movements including refugees, asylum-seekers, economic migrants and other migrants, as opposed to migratory population movements that consist entirely of one category of migrants". In essence, such complex flows concern irregular movements and frequently involve transit migration. Complex migration flows are a major concern to governments not only because they infringe on their sovereign prerogative to determine which non-nationals may enter their territory and under what conditions, but also because the persons involved in these movements are more likely to be vulnerable to human rights violations and discrimination, and thus require special and individualized assistance. The complex nature of flows complicates the task of differentiating between persons who may pose a threat to the national or regional security and those in need of special assistance and protection, such as asylum-seekers, refugees, stateless persons, trafficked persons, and unaccompanied and separated children. This is especially the case as the majority of persons in mixed flows do not fit any particular established category, but may, nevertheless, have humanitarian and other needs.

IOM's Constitution and Strategy¹6 provide the mandate for IOM to support Members States in addressing irregular migration and mixed flows, while the IOM Migration Crisis Operational Framework¹7 places these issues in the context of large-scale movements which typically ensue in a crisis. Within this framework, IOM, together with its partners, (1) directly assists particularly vulnerable migrants in situations of mixed flows and (2) provides support and services to governments and other relevant actors in their response to the challenges posed by such movements. IOM seeks to place these measures, which address immediate needs, within the framework of a comprehensive approach to migration management, which includes steps to reduce recourse to irregular migration by addressing push factors and expanding regular migration channels.

Complex migration flows occur in all parts of the world, including SEECA. The two sub-regions particularly affected are the Western Balkans and Turkey, and Central Asia. Largely owing to its strategic geopolitical location, the Western Balkans in particular is experiencing large migration flows of complex nature from outside the region, especially from Afghanistan, Pakistan, Palestine, Syria, Somalia and North Africa, transiting the region using what is known as "the Western Balkan route." The events in North Africa during the course of 2011 and the Syria crisis have been a major factor in driving irregular and mixed migration flows in the Western Balkans as well as the Mediterranean Sea. Mixed flows are also a concern in Central Asia. The disaster-prone environment, environmental degradation as well as political uncertainty in Central Asia and neighbouring countries, including the on-going conflict in Afghanistan, are a major trigger of population movements, including of people in search of international protection. The current migration and demographic trends, environmental factors as well as the regional geopolitical situation, in particular the potential destabilization following the local restructuring of the International Security Assistance Force (ISAF) in Afghanistan, are likely to exacerbate the situation.

IOM promotes regional approaches to addressing mixed migration flows as a way to complement and reinforce national strategies. Together with UNHCR, it has been spearheading a number of regional initiatives on refugee protection and mixed flows around the world. Recently, two such initiatives were launched by IOM and UNHCR in the SEEECA region. The first, **the Almaty Process**, is a regional consultative process on migration (RCP). It brings together four of the five Central Asian States and several neighbouring countries with the aim of addressing the multiple challenges resulting from complex migration dynamics and mixed migratory movements in Central Asia and the wider region, in a cooperative and coordinated manner. The Almaty Process is supported jointly by IOM and UNHCR.

The Western Balkan Initiative on refugee protection and international migration is a less formal arrangement, which is also supported by IOM and UNHCR. It aims to assist the governments in the Western Balkans in developing and operationalizing a sustainable, comprehensive and cooperative framework for concrete action in the area of refugee protection and migration management, at national and regional levels.

In addition, IOM works in cooperation with the **United Nations Office on Drugs and Crime (UNODC)**, **Organization for Security and Co-operation in Europe (OSCE) and Frontex** to address aspects of irregular migration in South-Eastern Europe not covered by the Western Balkan Initiative. This complementary approach includes looking at the whole migration route, from countries of origin of irregular flows through transit (with a focus on the Western Balkans and Turkey) to the EU.

Partnerships and cooperation on migration

To address these diverse migration trends and patterns, the governments in South-Eastern, Eastern Europe and Central Asia are coming together in bilateral and multilateral partnerships. Strategic relationships with the Russian Federation and the EU – the two major destinations for migrant flows from the region – strongly influence subregional policy priorities and cooperation frameworks on migration management.

As streamlined migration management is an important condition within the justice, freedom and security sector of the EU accession agenda, the development of migration policies and frameworks in the Western Balkan countries, Turkey and several countries in Eastern Europe is strongly influenced by the drive towards the approximation with the EU aquis, as well as the visa liberalisation and readmission agreements with the EU. At the same time, the countries of Eastern Europe and Central Asia have a strong focus on the relationship with the Russian Federation, with which they have long-standing ties and which continues to be the main destination for migration flows from these sub-regions. Migration is one of the issues addressed by a number of internal integration processes bringing these countries together, in particular the Commonwealth of Independent States (CIS), the EurAsian Economic Community (EurAsEC), as well as the Customs Union and the Common Economic Space (CES) among the Russian Federation, Belarus and Kazakhstan. Other important regional and sub-regional organizations and coordination structures which to a varying extent address different aspects of migration include: OSCE, the Organization of the Black Sea Economic Cooperation (BSEC), the Collective Security Treaty Organization (CSTO), the Migration, Asylum, Refugees Regional Initiative (MARRI), the Regional Coordination Council (RCC), GUAM Organization for Democracy and Economic Development, the Conference on Interaction and Confidence Building Measures in Asia (CICA), the South-eastern Europe Health Network (SEEHN) and the Northern Partnership in Public Health and Social Well-being (NPDHS).

Furthermore, countries in the region participate in several regional consultative processes and regional dialogues specifically on migration The newest of the RCPs in the region, the Almaty Process, was officially launched in June 2013 in Almaty, Kazakhstan at the Ministerial Conference on Refugee Protection and International Migration. The membership of this newly-established Process comprises Afghanistan, Azerbaijan, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkey and Turkmenistan, as well as Iran as an observer. The Almaty Process focusses, among other things, on addressing mixed flows, and is one of the regional initiatives on this issue co-led by UNHCR and IOM. The Budapest Process is an older RCP that brings together more than 50 governments and 10 international organizations, with the aim of developing comprehensive and sustainable systems for orderly migration. The Prague Process, promotes migration partnerships among the participating states of the European Union, South-Eastern and Eastern Europe as well as Central Asia.



There are two other key regional processes on migration in SEEECA, which, though not classified as RCPs, nevertheless provide important platforms for cooperation and dialogue on migration. The EU Eastern Partnership "Panel on Migration and Asylum" (EaP Panel) builds on the achievements and experiences developed in the framework of the now defunct Söderköping Process, an RCP which aimed to respond to the challenges of EU enlargement eastwards, and to promote better cooperation on asylum and migration among the countries situated along the future EU Eastern border. In 2011, the Söderköping Process was integrated into the broader EU Eastern Partnership (EaP) as a part of a specially established Panel on Asylum and Migration within Eastern Partnership's Platform 1. The EaP Panel forms only one pillar within a broader EU multi-themed cooperation initiative, from which it draws its legitimacy and, to a great extent, its general agenda. The EaP Panel covers the six EaP countries (Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine) and aims to support the alignment of the approaches of these countries in the areas of migration and asylum with the EU's. The Western Balkan Initiative launched by IOM and UNHCR in July 2013 at an interagency event in Geneva, Switzerland covers the following countries: Albania, Bosnia and Herzegovina, Kosovo (UNSCR Resolution 1244/99), Montenegro, Serbia and The former Yugoslav Republic of Macedonia. The Initiative is a looser arrangement than a traditional RCP and is focused on practical action to address mixed flows in the Western Balkans. However, its objectives include facilitation of interstate dialogue and strengthening partnership and cooperation on mixed flows among the relevant international and regional organizations, which will be pursued through the already existing structure of the Migration, Asylum, Refugees Regional Initiative (MARRI).

IOM believes that migration, as a cross-border phenomenon, cannot be addressed without interstate cooperation, in particular at the regional level. Therefore IOM is committed to strengthening dialogue and cooperation among States, including by providing support to and actively participating in the work of the region's RCPs and engaging with other relevant regional bodies and organizations on migration matters.

In addition to governments, international organizations and civil society are increasingly active in the migration sphere. IOM actively involves NGOs, including local community-based organizations, in its programmatic work whether as service providers, project executors, donors or beneficiaries. It also consistently supports civil society engagement in all aspects of migration management, including policy development. While IOM has been increasingly forging partnerships with the private sector, in particular in the context of labour migration and migration and development activities, more active engagement of the private sector, both as donors and project partners, remains one of the priorities in the region.

IOM will continue active cooperation with the governments in the region, at national level but also within the existing integration processes and RCPs in order to facilitate the alignment of governments' migration policies and legislation, support interstate dialogue and data sharing, and to develop joint projects in a variety of areas. At the same time, IOM will continue building partnerships with other stakeholders supporting the governments in the area of migration management, including the EU, UN Agencies, other international organizations and non-governmental organizations as well as the academia and the private sector.



STRATEGIC REGIONAL FRAMEWORK

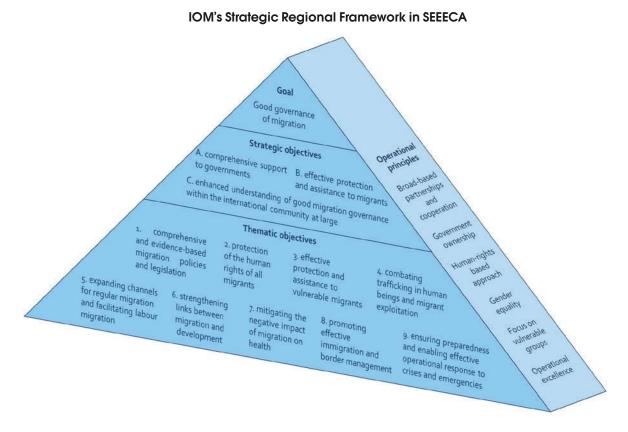
The purpose of the IOM strategy for SEEECA is to provide a framework for IOM's engagement in the region until 2020. This framework is based on the IOM mandate enshrined in the IOM Constitution and is derived from IOM's Global Strategy adopted by the Member States as well as the needs, gaps and the analysis of the regional migration situation and emerging trends. The outcomes of the recent global deliberations on migration, in particular of the second High-Level Dialogue on International Migration and Development and of the meetings of the Global Forum on Migration and Development, as well as the interagency work undertaken by the Global Migration Group, have also be taken into account.

IOM's Global Strategy¹⁸

- 1. To provide secure, reliable, flexible and cost-effective services for persons who require international migration assistance.
- 2. To enhance the humane and orderly management of migration and the effective respect for the human rights of migrants in accordance with international law.
- 3. To offer expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.
- 4. To contribute to the economic and social development of States through research, dialogue, design and implementation of migration related programmes aimed at maximizing migration's benefits.
- 5. To support States, migrants and communities in addressing the challenges of irregular migration, including through research and analysis into root causes, sharing information and spreading best practices, as well as facilitating development-focused solutions.
- 6. To be a primary reference point for migration information, research, best practices, data collection, compatibility and sharing.
- 7. To promote, facilitate and support regional and global debate and dialogue on migration, including through the International Dialogue on Migration, so as to advance understating of the opportunities and challenges it presents, the identification and development of effective policies for addressing those challenges and to identify comprehensive approaches and measures for advancing international cooperation.
- 8. To assist States to facilitate the integration of migrants in their new environment and to engage diasporas, including as development partners.
- 9. To participate in coordinated humanitarian responses in the context of inter-agency arrangements in this field and to provide migration services in other emergency or post-crisis situations as appropriate and as relates to the needs of individuals, thereby contributing to protection.
- 10. To undertake programmes which facilitate the voluntary return and reintegration of refugees, displaced persons, migrants and other individuals in need of international migration services, in cooperation with other relevant international organizations as appropriate, and taking into account the needs and concerns of local communities.
- 11. To assist States in the development and delivery of programmes, studies and technical expertise on combating migrant smuggling and trafficking in persons, in particular women and children, in a manner consistent with international law.
- 12. To support the efforts of States in the area of labour migration, in particular short-term movements, and other types of circular migration.

The strategic framework for IOM in SEEECA comprises:

- The overall goal;
- 3 strategic objectives, which identify IOM's engagement in pursuit of the overall goal with respect to its key stakeholders;
- 9 thematic objectives, which define how the strategic objectives will be pursued in the thematic areas of IOM's intervention;
- 6 core operational principles of IOM's engagement, which cut across all the thematic areas.



IOM's overall goal in SEEECA is to promote good governance of migration. Good governance of migration, if achieved, supports humane and orderly migration which benefits migrants and society.

IOM's strategic objectives in SEEECA are:

- to provide comprehensive support to States in managing migration in a coherent, humane and balanced manner;
- to provide effective protection and assistance to migrants;
- to enhance the understanding of good migration governance within the international community at large, the private sector, civil society and other partners.

IOM carries out a comprehensive range of activities in SEEECA in pursuit of these objectives. These activities fall in the fields of **policy, research, legislation and programmatic support**.

Thematically, IOM's interventions in SEEECA cover the full spectrum of migration management. IOM supports governments, migrants and other relevant stakeholders by implementing activities in the following **six broad thematic areas**:

- 1. Migration Policy and Legislation,
- 2. Migrant Assistance and Protection,
- 3. Labour Migration and Development,
- 4. Migration and Health,
- 5. Immigration and Border Management,
- 6. Emergency Preparedness, Response and Recovery.

All the above-mentioned thematic areas are interconnected, and IOM ensures that synergies are established and developed across them. Furthermore, IOM continuously monitors migration trends in the region with a view to developing activities in the emerging thematic areas. With this in mind, IOM has identified 9 thematic objectives for its work in SEEECA in the coming years.

IOM's thematic objectives in SEEECA are:

- 1. Supporting the development of comprehensive, evidence-based and forward-looking migration policies and legislation in line with international norms and standards;
- 2. Ensuring the protection of the human rights of all migrants;
- 3. Providing effective protection and assistance to vulnerable migrants, including in the context of complex migration flows;
- 4. Combating trafficking in human beings and migrant exploitation;
- 5. Expanding channels for regular migration and refining existing frameworks for labour migration facilitation in line with principles of ethical and fair international recruitment;
- 6. Strengthening links between migration and development to maximize the benefits of migration and reduce its negative effects for countries, communities and migrants;
- 7. Mitigating the negative impact of migration on the health of migrants, their families and societies;
- 8. Promoting effective immigration and border management to facilitate the legitimate movement of people and goods, while also maintaining secure borders, including in the context of complex migration flows and in crisis situations;
- 9. Ensuring preparedness and enabling a more effective operational response to crises and emergencies.

Finally, 6 principles underpin all IOM activities in the region and guide the Organization in pursuit of its goal.

IOM's operational principles in SEEECA are:

Broad-based partnerships and cooperation at bilateral, multilateral and regional levels: IOM believes that interstate cooperation, in particular at the regional level as well as broad-based partnerships bringing together States, international and non-governmental organizations, the private sector, civil society and migrants themselves is essential to the success of activities in the migration sphere. Therefore IOM considers facilitation and support to interstate and multi-stakeholder partnerships and cooperation on migration among its key priorities. In its own work in SEEECA, IOM actively engages with all relevant stakeholders at the local, national and regional levels.

Governmental ownership. Governments' buy-in and active engagement are a precondition for success and sustainability of interventions in the migration sphere. IOM seeks to achieve it by providing support, advice and trainings to build capacities of governments and other relevant stakeholders for migration management at policy, legislation and technical levels. Capacity building needs are particularly acute in a number of SEEECA countries where parts of the governments dealing with migration recently underwent considerable restructuring. IOM also works to promote dialogue on migration issues at national and regional levels to shape the national and regional migration agendas and ensure the States' ownership. IOM develops and implements its activities in continuous close coordination with governmental counterparts, from the conceptualization phase and throughout the project cycle.

Human rights-based approach. While promotion of the human rights of migrants is one of IOM's thematic objectives in SEEECA, ensuring the human rights of migrants also underpins IOM activities across all the thematic areas. IOM is committed to a human rights-based approach to migration management based on existing international and regional legal frameworks and is mainstreaming it into IOM's project design and implementation process in SEEECA.

Gender equality. IOM is dedicated to promoting gender equality, including through women's empowerment. IOM believes that women, men, boys and girls and other groups have a right to access all services and benefit from all existing opportunities equally. IOM is committed to ensuring that their specific needs are identified, taken into consideration and addressed in all IOM projects and services. It seeks to do so both by mainstreaming gender considerations in all IOM activities in SEEECA and by carrying out targeted interventions to address different needs and specific vulnerabilities of migrant women, men, boys and girls.

Focus on the most vulnerable. In all the diversity of migration issues and the challenges in finding policy and operational solutions, IOM seeks to emphasize and provide tailor-made support for vulnerable groups, including women, the elderly, disabled, unaccompanied minors, youth, minority groups, stranded migrants, displaced populations and victims of trafficking.

Operational excellence. IOM strives to continuously enhance the quality of its work at both the development and implementation stages. The relevant measures include: focus on outcomes and impacts of IOM activities; improving monitoring and evaluation; ensuring relevance and enhancing sustainability of IOM's work, systematic mainstreaming of cross-cutting issues, such as human rights, environment and gender into all IOM's strategic plans, programmes and projects, from their development throughout implementation, and promotion of subregional and regional approaches to project development.

KEY AREAS OF INTERVENTION

Migration Policy and Legislation

Thematic Objective 1: Supporting the development of comprehensive and evidence-based migration policies and legislation in line with international norms and standards

Due to the complex and dynamic nature of population flows in the region, migration management priorities of the SEEECA governments increasingly encompass all types of migration flows and cover all four pillars of migration management: migration and development, facilitating migration, regulating migration, and addressing forced migration. While the SEEECA States have been more actively engaging in migration dialogue and cooperation, and their capacity to manage migration has improved in recent years, ensuring such a comprehensive approach remains a great challenge. The key gaps in the region, which IOM works to address include:

- lack of reliable data on migration processes;
- lack of institutional coherence and coordination;
- weak legislative and policy basis for migration management.

Enhancing evidence base on migration

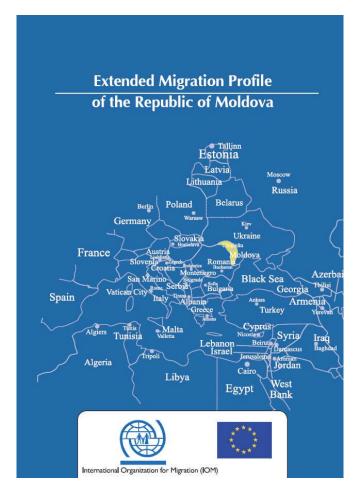
IOM works in partnership with a variety of governmental and non-governmental stakeholders to:

- map out existing sources of data on migration;
- identify national needs for migration data and set up processes for collecting and generating statistics to inform policy and operational decisions, in line with international approaches and standards;
- build national capacity to collect and analyze migration data by conducting trainings for migration agencies, statistical offices and other non-line state structures;
- support regional cooperation and data sharing, including by identifying key challenges to regional compatibility and sustainability of data collection and sharing;
- support the development of regional and national migration profiles, which provide a comprehensive overview of the migratory situation in a particular country or regional context.



Migration Profiles

Migration profile is a key tool promoted by IOM for enhancing data collection, analysis and capacity building in support of evidence based and strategic migration policy planning at the national and regional levels. Migration profiles provide a concise statistical report, prepared according to a common framework, making it easier to understand "at a glance" the migration situation in a particular country. However, migration profiles go beyond simply compiling a statistical report on migration. They also provide a framework for bringing existing information from different sources together in a structured manner at both national and regional levels and serve as a means to identify and develop strategies to address data and policy development needs. The migration profile concept has evolved over time: from being a means to bring together data from a wide range of sources, to a more elaborate process involving consultation with many different actors in an effort to help identify and develop strategies to address data gaps and produce the evidence required to inform policy. The latest generation of migration profiles, the Extended Migration Profiles (EMP)' cover a wider range of issues and provide a comprehensive overview of the migratory situation in a particular country. This format also emphasizes government ownership and includes a range of capacity building activities for the government and other relevant stakeholders.



To date, IOM has supported the implementation of more than fifty migration profiles globally. IOM has also published a guidance tool on how governments and implementing partners can develop and conduct a Migration Profile exercise, including a module providing a framework for the analysis of the impact of migration on development. In addition, IOM has created and maintains the Migration Profiles Repository within the framework of the Global Forum on Migration and Development (GFMD) Platform for Partnerships. The platform offers key information on the concept and methodology of migration profiles, gathers existing country profiles in one central location, and provides useful guidance tools and background information.

In SEEECA, IOM, in partnership with the relevant governments and other stakeholders, produced migration profiles for most countries.¹⁹ Their content and scope vary quite substantially, ranging from the first pilot migration profiles developed for the Western Balkan countries in 2007, followed by the 2008 migration profiles developed in cooperation with the Organization for the Black Sea Economic Cooperation for the countries in the Black Sea region. Moldova and Serbia were among the pioneers globally in the development of the latest generation of extended migration profiles. Some governments, such as Bosnia and Herzegovina, Moldova, and Serbia, have fully institutionalized the process and are now regularly producing their own migration profiles with very little support from IOM.

Promoting a whole of government approach to migration

A cohesive approach to migration policy development and management is still missing in many countries, as the migration portfolio is often divided among several ministries, and the coordination mechanisms to bring them together are not always in place or operational. Effective coordination is becoming increasingly difficult as new national structures focused on specific migration-related issues, such as ministries or agencies of diaspora, start emerging. As migration is a cross-cutting issue with relevance to many policy domains, it is also increasingly entering the portfolio of such non-line structures as ministries of labour, health, education, social welfare, environment and emergencies. Parliaments and courts are similarly becoming more active in framing policy decisions and developing practical mechanisms for addressing specific challenges.

To promote the whole of government approach to migration IOM will continue to:

- support the establishment of inter-ministerial coordination mechanisms and regular consultations among all the relevant ministries and other stakeholders working on migration and related issues, including non-line agencies;
- facilitate inter-state cooperation and experience sharing, including at the regional level, on effective international practices for enhancing the coherence of government approaches to migration;
- carry out capacity building activities and information sessions on migration for officials from different parts
 of the government to ensure a common understanding of key migration issues and to raise awareness of the
 linkages between migration and other policy domains.

Supporting migration policy and legislative development

IOM promotes migration policies and legislation which are coherent, comprehensive, and in line with national priorities and current migration realities, and which correspond to international norms and good practices. IOM also encourages synergies between migration and other relevant policy areas, such as development and poverty reduction, health, labour, disaster risk reduction and climate change adaptation. In the area of policy and legislation development, IOM provides the following assistance to the SEEECA governments:

- capacity building to stakeholders involved in migration policy and legislation development in accordance
 with countries' policies and priorities, international standards and best practices, in particular in the area of
 international migration law;
- assistance in the establishment or reorganization of relevant governmental structures;
- legal research to support governments in acceding to and implementing the international and regional instruments related to migration and migrants' rights, including the EU acquis;
- technical review of draft legislation, policies and strategies in areas related to migration to ensure consistency and to mainstream migration considerations;
- technical advice and assistance in the development of new regional regulatory mechanisms and the alignment of national migration policies and legislation in the context of regional integration processes and coordination structures.



Migrant Assistance and Protection

Ensuring the adequate protection of the human rights of all migrants is at the heart of migration management. In the context of this cross-cutting priority, particular attention should be paid to those made vulnerable by a variety of circumstances and conditions. Related to the above and also of growing importance in the region is the broader issue of ensuring migrant well-being.

Thematic Objective 2: Ensuring the protection of the human rights of all migrants



Protection of the human rights of all migrants including men, women, boys and girls, is an essential component of good migration management. It is important both as an end in itself and as a condition for harnessing the benefits of migration for migrants and societies. Currently, legislative and policy frameworks as well as the law enforcement and law application practices to ensure migrant rights' protection are underdeveloped in many parts of the region. Furthermore, migrants often lack access to or information about rights protection mechanisms, both judicial and non-judicial, including appeal systems. To address these gaps, IOM works with governments, international organizations, NGOs and migrants themselves to:

- carry out needs assessments for better protection of the rights of migrants;
- build the capacity of relevant state institutions to design and effectively implement national laws to protect
 the rights of all migrants;
- provide technical support in the review and update of national policies and legislation to bring them in line with the international norms concerning the rights of migrants;
- promote the opening up of legal migration channels and strengthening the integrity in international recruitment;
- disseminate information to migrants on their rights and duties as well as on the availability of legal avenues for migration and employment abroad both before departure and during the migration process;
- build institutional and technical capacity of the countries of origin to provide support to their citizens while abroad;
- enhance integration policies, including for temporary migrants;

- engage migrants, the States, the media, the private sector and civil society in combatting manifestations of
 racism, discrimination and xenophobia as well as negative public perceptions of migrants and migration, and
 in generating accurate and constructive discourse and reporting on migration;
- provide options for return in dignity and reintegration where stay is not possible or permitted and migrants wish to return voluntarily to their countries of origin;
- support the development and operationalizing of bilateral and regional agreements to facilitate the portability
 of social security and benefits, and recognition of qualifications and competences;
- provide greater protection and support for families separated by migration.

Thematic objective 3: Providing effective protection and assistance to vulnerable migrants, including in the context of complex migration flows

The range of people on the move in need of special protection and assistance is very broad and includes, inter alia, trafficked persons, exploited migrants, separated or unaccompanied migrant children, refugees, asylum seekers, stateless persons, displaced, stranded migrants, migrants caught in crisis, minority groups, such as the Roma, as well as women, the elderly, disabled and youth. In some cases, vulnerable migrants do not fit any particular established category, but have humanitarian and other needs. The task of identification of the specific needs of vulnerable migrants and providing them with assistance and protection in accordance with applicable international human rights and their needs is particularly challenging in the context of irregular and complex migration flows and in crisis situations.



Dignified and humane assistance to migrants in need is the cornerstone of IOM's work in the region. IOM will continue implementing the following activities in partnership with governments, other international and non-governmental organizations to deliver such assistance in SEEECA:

- provide States with tools and build their capacities to determine the identity of persons arriving in their territories and their specific needs;
- assist relevant stakeholders in developing mechanisms for assessing and addressing the immediate needs of all arrivals, and provide them with appropriate sustainable solutions in the longer-term;
- provide migrants in need with a reliable individualized response that is consistent with the international best practice standards of protection;
- implement innovative and evidence-based initiatives that effectively prevent exploitation and abuse of (potential) migrants, including research, and monitoring and evaluation (M&E);
- deliver targeted interventions to address different needs and specific vulnerabilities of migrant women, men, boys and girls;
- positively influence regional and national migration policies through IOM's expertise in protecting migrants in need, and preventing their exploitation and abuse.

Thematic objective 4: Combating trafficking in human beings and migrant exploitation

IOM seeks to apply a comprehensive regional approach to combatting trafficking in persons and migrant exploitation within the context of addressing organized crime, gender-empowerment, migration health, conflict resolution and monitoring and evaluation. More specifically, in SEEECA, IOM seeks to:

- tackle the root causes of human trafficking (both the push and pull factors);
- contribute to the improvement and implementation of the legislative framework aimed at better regulating

- labour migration and fighting human trafficking, including the National Action Plans against trafficking and national anti-trafficking strategies;
- provide information and raise awareness among the general public (in both source and destination countries)
 about trafficking in persons, encourage people to report suspected cases and equip vulnerable populations
 with the information necessary to better protect themselves from the recruitment tactics of traffickers;
- in partnership with governments and the civil society, identify and deliver direct assistance and protection to victims of trafficking, including accommodation in places of safety, medical and psychosocial support, legal assistance, skills development and vocational training, reintegration assistance, and the option of voluntary, safe and dignified return to countries of origin, or resettlement to third countries in extreme cases;
- support the establishment of National Referral Mechanisms and make them operational and effective;
- build the capacities of local, national and regional practitioners to increase the prosecutions and convictions
 of traffickers and smugglers while increasing the number of trafficking survivors accessing their rights and
 obtaining compensation for the damages suffered;
- enhance the capacity of governments to combat organized crime;
- facilitate cooperation between countries of origin, transit and destination in this area.



Labour Migration and Development

Maximizing the positive aspects of migration, including harnessing its potential for development, and minimizing its negative impacts will remain the major objective in the migration sphere in the forthcoming years, commonly identified in the region by the governments, non-state and international stakeholders.

Thematic objective 5: Expanding channels for regular migration and refining existing frameworks for labour migration facilitation

Well-managed, legal corridors for migrant workers will lower the pressure to use irregular routes, reducing the vulnerability of migrants to human rights' abuse, exploitation exposure to risks of trafficking. At the same time, existing labour migration management systems in the region need to be further developed to maximize their contribution to the countries' overall socio-economic goals and bring them in line with the existing demographic, labour market and migration trends. IOM is undertaking the following measures to this end:

- contribute to the development and update of the national and regional policies related to labour migration (including overall socio-economic development, employment, migration, education, health etc.) taking into consideration a sectoral and skillbased approach, in line with labour market needs and projections;
- broaden existing evidence base for policy-making, by enhancing existing labour market information systems and data gathering to ensure that migration-specific information is captured and processed, feeding monitoring and forecasting;
- build capacity of the governments to implement labour migration policies along the labour migration cycle
 at pre-departure, during migration and upon return, in partnership with relevant stakeholders, including the private sector, trade unions, migrant associations and international stakeholders;
- promote an inter-agency partnership and cooperation between migration authorities and employment agencies within countries, as well as between employment agencies or between migration authorities along the labour migration channels;
- support the development and implementation of bilateral agreements and multilateral frameworks among countries of origin and destination promoting circular migration, portability of social benefits and recognition of qualifications, using a sectoral approach and ensuring protection of migrants' rights;
- promote fair and ethical recruitment in line with the International Recruitment Integrity System (IRIS) and overall international norms and frameworks;
- contribute to the development of qualification and skills of those who may opt to search for employment abroad or return back home, via proper training and vocational education, pre-departure orientation and information support, while paying particular attention to the needs of marginalized groups, including women and youth.



Thematic objective 6: Strengthening links between migration and development to maximize the benefits of migration and reduce its negative effects for countries, communities and migrants



Migration is increasingly recognized as a significant factor for the achievement of all three pillars of sustainable development - economic, social and environmental. However, more needs to be done to strengthen the role of migration as an enabler sustainable development for individuals, communities and societies, while addressing its negative impacts. sophisticated mechanisms for labour migration management mentioned above coupled with targeted measures to enable migrants and diaspora to become more effective agents of development, to lower costs of migration and risks associated with it, and to strengthen the impact of remittances and other migrant contributions are necessary. This requires measures not only in the migration sphere but also

mainstreaming migration into broader developmental frameworks at national, regional and international levels, including the post-2015 development agenda. In SEEECA, IOM will continue carrying out the following activities to achieve these objectives:

- implement economic and community development programmes to address root causes of economicallymotivated migration;
- support governments at the national and regional levels in mainstreaming migration into development and sectoral policies;
- promote permanent, temporary and virtual return of qualified nationals to the countries of origin, to facilitate the transfer of knowledge and skills acquired by migrants during their time abroad to their home communities;
- facilitate economic and social (re) integration of migrants using tailor-made approaches to enable them to be more effective agents of development for countries of origin and destination;
- raise awareness in the host societies of the benefits of migration, address prejudices and cultural stereotyping and promote tolerance and cultural diversity;
- contribute to building sustainable partnerships among countries of origin, migrants, migrant networks
 and communities, including by undertaking diaspora mapping and building the capacity of responsible
 government bodies in developing and implementing diaspora engagement roadmaps;
- facilitate the development of policies and mechanisms that improve remittance services for migrants and enhance their developmental impact, as well as promoting diaspora investment, philanthropy and tourism;
- partner with financial institutions and other private entities to lower remittance transfer costs and link remittances and other financial gains from migration with credit schemes to promote entrepreneurial activities;
- empower migrants through financial literacy training and information dissemination, including on the
 available official channels for remittance transfer, on investment opportunities and access to credit options;
 and ensuring targeted outreach to women (both female migrants and women staying in the country of origin
 as household heads) in this context;
- utilize the potential of modern means of communication and technology for reaping the benefits of migration, including crowdsourcing, social media and development of global databases, registers and virtual platforms.

Migration Health

Thematic objective 7: Mitigating the negative impact of migration on the health of migrants, their families and societies



Inadequate access to health services and unfavourable conditions many migrants live and work in make them subject to a variety of health risks. This concerns in particular vulnerable groups, such as irregular migrant workers, victims of trafficking and exploitation, IDPs and representatives of ethnic minorities, such as the Roma. Tuberculosis, HIV/AIDS and other sexually transmitted infections are increasingly prevalent among migrants in many parts of the region, rapidly making the issue of migrant health a priority. Mitigating health risks of migration and ensuring equitable access to health services for migrants and their families are important aspects of migration management. These measures are needed to improve the health status and overall well-being of migrants, reduce migrant vulnerability, protect global public health, facilitate integration and contribute to social and economic development.

IOM, together with a wide range of partners, works to ensure migrants' health across the whole migration cycle – at pre-departure, during transit and travel, at destination and upon return home. IOM promotes inclusive rather than exclusive approaches to health care that are based on multi-country and multi-cultural collaboration and focus on reduction of health inequalities and enhanced social protection in health. Its strategic approach to migration health is based on the 2008 World Health Assembly Resolution (WHA61.17) on Health of Migrants, and includes four pillars:

- 1. Research and information dissemination
- 2. Advocacy for policy development
- 3. Health service delivery and capacity building
- 4. Strengthening inter-country coordination and partnership

Across these four pillars, IOM is implementing the following activities in the region:

- strengthen capacities of governments, civil society and migrant communities to gather the evidence and increase the knowledge on health of migrants to endure evidence based programming;
- raise awareness of the possible health risks associated with migration;
- assist in the development of inter-sectoral policies that address or mitigate health inequalities faced by migrants and ethnic minorities;
- advocate and assist in the development of migrant-inclusive health policies at national and regional level;
- enhance technical and operational capacity of governments and partners to deliver equitable access to migrant-inclusive and comprehensive health care services;
- undertake medical screening of persons pre-departure, post-arrival and upon return;
- provide quality assured health assessment services to refugees and/or immigrants bound for resettlement to host countries
- develop and sustain multi-sectoral partnerships and coordination in the area of migration and health among governments, civil society and migrant communities at the national and regional levels.

Immigration and Border Management

Thematic objective 8: Promoting effective immigration and border management to facilitate the legitimate movement of people and goods, while also maintaining secure borders, including in the context of complex migration flows and in crisis situations

Government border agencies are responsible for the processing of people and goods at points of entry and exit, as well as for the detection and regulation of irregular flows of people and goods across borders. These agencies are faced with the challenge of facilitating the legitimate movement of people and goods, while also maintaining secure borders, in other words, they need to ensure the right balance between openness and control. IOM assists migrants and governments in the region along the entire spectrum of migration, as well as supporting governments' efforts to enable orderly and humane population movements across borders at all times.

Enhancing border management

The high prevalence of irregular migration in the region, with related transnational crimes and human rights abuse, the complex composition of migration flows²⁰ and their growing volume call for the strengthening of the immigration and border management structures in SEEECA to ensure better and more efficient management of these flows. Efficient immigration and border management policies and structures, supported by professional and well-trained immigration and border officers, are needed to not only foster smooth movement management at borders but also to counter transnational organized crime, such as terrorism, migrant smuggling and trafficking. Detection of smuggled migrants and trafficked persons then contributes to the dismantling of organized crime networks and better protection of the human rights of vulnerable persons. IOM supports States in the region in enhancing their border and migration



management structures, as well as applied border control procedures through the following measures:

- provide expert support in the development of border and migration management policy and legal frameworks with a view to ensuring their alignment with the international standards and promoting regional harmonization;
- carry out assessments of immigration and border management systems;
- provide technical support to States in enhancing security of travel documents;
- support the automation of the border management information system and promoting harmonized data collection and analysis;

- encourage and enable cross-border cooperation in migration and border management, including by promoting joint border patrols and supporting the establishment of police cooperation centres;
- strengthen migration management and cooperation on readmission among States;
- improve operational management and innovative career development for border guards;
- strengthen the protection of migrants' rights in immigration and border management, including by building the capacities of border management agencies and border guards to determine the identity of persons arriving in their territories and to identify vulnerability and special needs;
- build the capacity of border agencies to more effectively counteract irregular migration, terrorism, and smuggling of migrants and illegal substances.

Providing support in humanitarian border management

The border management challenges can be significantly exacerbated in an emergency situation, as natural or manmade disasters often lead to sudden changes in cross-border movements, such as mass flows and a significant increase in the number of vulnerable migrants. To assist States in adapting their border management to a crisis situation, IOM developed Humanitarian Border Management (HBM).²¹ HBM is an approach to border management at times of emergency aimed at ensuring protection of the human rights of those who cross international borders as well as protection and assistance to those in need of support, shelter and relief, while also enabling continued maintenance of the national security of States affected by migration crises. IOM will continue to undertake the following measures to help States to improve preparedness for sudden changes in cross-border movements:

 carry out a comprehensive analysis of the major elements of border management systems including procedures, identity management, interagency and international cooperation, monitoring and reporting in order to identify gaps and anticipate efficient capacity building measures needed to bolster preparedness;



- provide expert advice on the potential institutional responses to identified risks and challenges border services are confronted with;
- support contingency planning and raising awareness of the need to uphold, protect and respect human rights of people caught in crisis situations
- provide trainings and capacity building to border agencies on HBM.

Migration, environment and climate change in SEEECA

The environment has always been an important factor affecting migration in many parts of SEECA both directly, in particular in case of natural disasters, and indirectly, through, for instance, the impact land degradation and changes in potable water availability have on livelihoods, or through the linkages between scarce natural resources and conflict. SEECA is affected by both sudden and slow-onset natural disasters, including earthquakes, floods, landslides, droughts and forest fires as well as increased water scarcity and land degradation. In addition, there are several areas where anthropogenic factors have had a lasting effect on the environment, triggering outmigration of the local population or, in some cases, their relocation.

Going forward, as climate change is expected to increase the frequency and severity of both sudden and slow-onset weather-related natural disasters and exacerbate environmental degradation, environmental factors are likely to increasingly affect human mobility, making environmental migration²² an issue of growing importance for many SEECA States.

Central Asia and South Caucasus are the two sub-regions in SEEECA in which the linkages between the movement of people and environmental factors have been traditionally particularly strong, both because

of the high propensity of these sub-regions to natural disasters and due to the high proportion of rural population, which is strongly affected by environmental factors. However, significant displacements triggered by the devastating floods that hit the Western Balkans in 2014 showed that this is an issue of relevance to all parts of the region.

Overall, in SEEECA, as in other parts of the world, environmental migration is mainly an internal phenomenon, with a smaller proportion of movement taking place between neighbouring countries, and even smaller numbers migrating long distances beyond the region of origin. Therefore, environmental factors are strongly linked with internal migration, which is very significant in particular in Central Asia.

IOM pursues the following three broad objectives with regard to managing environmental migration: (a) to prevent, as far as possible, forced migration as a result of environmental factors; (b) to provide, when forced migration does occur, assistance and protection for those affected and seek sustainable solutions; (c) to harness the potential of migration as a tool for resilience-building and adaptation.



To achieve these objectives, at the global level, IOM has established a comprehensive programme of work on migration, environment and climate change that covers research, policy development, and building institutional, administrative, operational and technical capacities of governments and other relevant stakeholders.

Environmental migration is currently not one of the 6 thematic areas which IOM covers in SEEECA. Instead, there are activities with a migration and environment dimension in several areas of IOM's work in the region, in particular in its resilience building and community-based development work, in disaster risk reduction and disaster risk management activities, and in its humanitarian responses to natural disasters.

Some of IOM activities in SEEECA within the thematic area of labour migration and human development also address environmental migration, including in the context of adaptation to climate change. This in particular relates to facilitation of migration in areas affected by climate change to provide an alternative source of income to rural populations or, on the contrary, reduction of migration pressures resulting from, inter alia, environmental factors through community development work. One of such community development projects implemented in Azerbaijan is recognized as a good practice in IOM globally and has won international wards. The project involves working together with local communities to renovate traditional and eco-friendly subterranean water systems called kahrizes in rural parts of Azerbaijan suffering from portable water scarcity. IOM has rehabilitated over 160 kahrizes around the country, supplying nearly 30,000 households in rural areas, including IDPs, with sustainable water sources for domestic and irrigation purposes and thereby supporting local livelihoods. As such water systems are present in a number of other regions, including Central Asia, the Middle East and parts of Africa there is scope for replicating IOM's success achieved in Azerbaijan.

In view of increasing importance of this issue, IOM is planning to further expand its portfolio of activities relating to migration, environment and climate change in SEEECA. There is scope for incorporating environmental and climatic factors into IOM's work in the region related to border management and migration health, and for building on IOM's research work on the environment-migration nexus already carried out in some parts of SEEECA and by IOM globally to enhance the understanding of issues at stake.

Emergency Preparedness, Response and Recovery

Thematic objective 9: Ensuring preparedness and enabling a more effective operational response to crises and emergencies

Over the past decade, IOM has emerged as one of the world's largest humanitarian actors, with large-scale relief operations under way in virtually every major humanitarian setting. IOM uses its extensive expertize and experience in this area both to provide support to States as well as the individuals and communities affected by crisis, and to actively contribute to the efforts of the international community to identify ways to more effectively address future humanitarian challenges related to natural hazards and conflicts. To this end, IOM actively engages at country, regional and global levels contributing to major global developments in the humanitarian field, such as the preparation of the World Humanitarian Summit (WHS)²³ and its follow up.

The region, although generally economically and institutionally able to respond to emergencies, nevertheless, faces a number of challenges. Several frozen conflicts in the region generated populations of IDPs, which have been growing recently as a result of the crisis in Ukraine, and with respect to whom durable and sustainable solutions still need to be found. At the same time, political uncertainty and the disaster-prone environment in some parts of the SEEECA region, the impacts of climate change and spill over effects from crises in neighbouring countries make preparedness, disaster risk reduction and community stabilization measures essential.

To enhance the understanding of complex mobility patterns related to crises, increase the level of preparedness and enable a more effective operational response to crises, IOM developed a tool titled the Migration Crisis Operational Framework (MCOF), which was adopted by IOM Council in 2012.



IOM Migration Crisis Operational Framework (MCOF)

The international humanitarian system has produced well-developed mechanisms to provide a coordinated international response to crisis situations. However, the current frameworks at the international, regional and national levels do not comprehensively cover all patterns of mobility during crises and not all those on the move. The Migration Crisis Operational Framework (MCOF) was developed by IOM to address this gap. It was adopted by the IOM Council in 2012.²⁴

MCOF is a tool which allows a better understanding of complex mobility patterns related to crises, increases the level of preparedness and enables a more effective operational response to crises. It offers a holistic "migration crisis" lens through which to analyse on-going crises or future events or potential crises that are likely to have significant mobility impacts. The Framework is based on extensive IOM experience working with States and partner humanitarian agencies to address the large-scale migration flows and mobility patterns caused by a crisis, including delivered by IOM as a member of the United Nations response and coordination system for humanitarian crises. It has been structured to closely link with and complement the mandates of other agencies and existing humanitarian and development systems, ensuring that it does not replace or duplicate any existing system or approach. Aside from the emergency response aspects, the Operational Framework equally contributes to existing peace and security, and development frameworks, adding value to the processes of transition, recovery and longer-term development. The flexible and evolving nature of the Operational Framework will allow it to accommodate forthcoming types of migration crises, including those that may already be anticipated.

IOM will be using MCOF to frame its emergency-related activities in SEEECA, which include:

- raise awareness of the migration dimension of emergencies among the relevant government and UN partners
 and ensure its incorporation into the existing systems for national and regional preparedness, response and
 recovery;
- strengthen the capacity of governments to respond rapidly and effectively to both natural and man-made disasters and to develop and put in place appropriate planning and implementation processes and procedures to fulfil their responsibility to assist and protect during a crisis;
- build governments' capacity in the area of humanitarian border management;
- promote inclusion on migrant health and public health considerations into the national and regional preparedness, response and recovery measures address to natural disasters or man-made crises;
- support sub-regional, bilateral and multilateral cooperation between the countries in emergency response and preparedness;
- provide direct assistance to affected population, including international migrants caught in a crisis in their destination countries, or displaced populations and the affected communities in urban areas, in close collaboration with governments and NGOs;
- contribute to the national, regional and global discourse on humanitarian action, such as the WHS consultations and the Summit preparations, including by facilitating the participation of national and local, civil society and other stakeholders, as well as ensuring its follow up.

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ENDNOTES

- 1 IOM (2014) IOM Constitution, Constitution and Basic Texts of the Governing Bodies. IOM, Geneva http://publications.jom.int/bookstore/free/IOMConstitution_EN.pdf (accessed on 27 August 2014).
- ² IOM (207) IOM Strategy, Resolution No. 1150 (XCIII), adopted by the IOM Council at its 481st meeting on 7 June 2007 https://www.iom.int/jahia/webdav/shared/shared/mainsite/about_iom/docs/res1150_en.pdf (accessed on 27 August 2014).
- Out of the 20 SEECA countries and territories, 17 are IOM members and one is an observer.
- The IOM's structure comprises nine Regional Offices, two Special Liaison Offices, two Administrative Centres and more than 480 field locations. The Regional Offices are: Vienna (South Eastern Europe, Eastern Europe and Central Asia); Brussels (European Economic Area); Dakar (Central and West Africa) Pretoria (Southern Africa); Nairobi (East Africa and the Horn of Africa); Cairo (Middle East and North Africa); San José (Central and North America and the Caribbean); Buenos Aires (South America); and Bangkok (Asia and the Pacific).
- The Western Balkan countries and Turkey are at various stages of EU accession, with the former Yugoslav Republic of Macedonia, Montenegro, Serbia and Turkey holding EU candidate status. Georgia, Armenia, Azerbaijan, Moldova and Ukraine are moving towards an approximation with the EU standards via the Eastern Partnership and Mobility Partnership.
- ⁶ See IOM (2013) The World Migration Report 2013: Migrants' Well-being and Development, IOM Geneva.
- The data on migrant stocks and population figures provided below are for 2013 and are calculated for the SEECA region based on the following:
 - UN Department of Economic and Social Affairs (UN DESA), Population Division databases: The Trends in International Migrant Stock: The 2013 Revision database, The Trends in International Migrant Stock: Migrants by Age and Sex database, and The Trends in International Migrant Stock: Migrants by Destination and Origin database, last updated in September 2013 http://esa.un.org/unmigration/TIMSA2013/migrantstocks2013.htm?mhome (accessed on 27 August 2014). The figures presented by UN DESA are estimates, based on official statistics on foreign-born or foreign population.
 - The data on refugees and asylum seekers provided here is own calculation for the SEEECA region based on the figures from the UNHCR *Population Statistics Global Trends 2013 Database*, UN High Commissioner for Refugees, http://www.unhcr.org/globaltrends/2013-GlobalTrends-annex-tables.zip (accessed on 27 August 2014). These data are "provisional and subject to change", and based on data provided by governments, who use their own definitions and data collection methods.
- Own calculation based on The World Bank Migrant Remittance Inflows Database http://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1288990760745/RemittanceData_Inflows_Apr2014.xls (accessed on 27 August 2014) and the GDP data from the World Bank World Development Indicators (WDI) Database, http://data.worldbank.org/indicator/NY.GDP.MKTP.CD (accessed 27 August 2014). Please note that remittance figures for 2013 used in this document are estimations from April 2014, and may be corrected over time by the World Bank.
- ⁹ Gallup World Wide Research Data Collected from 2005 2014, http://www.gallup.com/poll/162488/381-million-adults-worldwide-migrate-within-countries.aspx (accessed on 27 August 2014)
- Yonetani, M. et al (2013) Global Estimates 2012: People Displaced By Disasters, Internal Displacement Monitoring Centre, http://www.internal-displacement.org/assets/publications/2013/2012-global-estimates-corporate-en.pdf (accessed on 27 August 214). The sub-regions group countries as per categories used by the UN Statistics Department, not all the countries included in the Southern Europe and Eastern Europe group are part of the IOM SEEECA region.
- Own calculation based on the Internal Displacement Monitoring Centre (IDMC) data provided in the report Global Overview 2014: People Internally Displaced by Conflict and Violence, IDMC, http://www.internal-displacement.org/publications/2014/global-overview-2014-people-internally-displaced-by-conflict-and-violence (accessed on 27 August 2014). The data gathered by IDMC are based on figures provided by national governments, who may have distinct ways of collecting data and defining concepts. For the following countries of the SEEECA region no data are available, and are excluded from the calculation: Albania, Belarus, Israel, Kazakhstan, Montenegro, Republic of Moldova, Tajikistan, and Ukraine. Therefore, the given number of persons displaced by conflict and violence in the SEEECA region is most likely to be an underestimate.
- ¹² UNHCR (2014) UNHCR External Update on the Situation of Displaced Persons, 5 August 2014.
- 13 UNHCR Turkey Syrian Refugee Daily Strep 25 July 2014, data source: AFAD, Turkish Ministry of Foreign Affairs,
- ¹⁴ No figures are available for asylum-seekers residing in Turkmenistan and Uzbekistan.
- ¹⁵ IOM (2011) Glossary on Migration, International Migration Law N25, IOM, Geneva.
- See IOM Constitution, preambular paragraph 3, IOM (2014) IOM Constitution, Constitution and Basic Texts of the Governing Bodies. IOM, Geneva, http://publications.iom.int/bookstore/free/IOMConstitution_EN.pdf (accessed on 27 August 2014).

The IOM Strategy (activities 5 and 9 respectively) underlines the need to support "States, migrants and communities in addressing the challenges of irregular migration" and "to provide migration services in other emergency or post-crisis situations as appropriate and as relates to the needs of individuals, thereby contributing to their protection". IOM (207) IOM Strategy, Resolution No. 1150 (XCIII), adopted by the IOM Council at its 481st meeting on 7 June 2007 https://www.iom.int/jahia/webdav/shared/shared/mainsite/about-iom/docs/res1150-en.pdf (accessed on 27 August 2014).

- 17 IOM (2012) IOM Migration Crisis Operational Framework, IOM Council paper MC/2355, http://www.iom.int/files/live/sites/iom/files/About-IOM/governing-bodies/en/council/101/MC_2355.pdf (accessed on 27 August 2014).
- ¹⁸ IOM (207) *IOM Strategy, Resolution No. 1150 (XCIII)*, adopted by the IOM Council at its 481st meeting on 7 June 2007 https://www.iom.int/jahia/webdav/shared/shared/mainsite/about_iom/docs/res1150_en.pdf (accessed on 27 August 2014).
- 19 IOM was involved in the production of migration profiles for the following countries in SEEECA: Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Georgia, Kyrgyzstan, Moldova, Montenegro, Russia, Serbia, the Former Yugoslav Republic of Macedonia, Turkey and Ukraine.
- ²⁰ Complex or mixed migration flows, especially those generated by prolonged migration crises, refer to movements where diverse groups such refugees, asylum-seekers, economic migrants and others, including unaccompanied migrant children and trafficked persons, use similar migration routes.
- Humanitarian Border Management is part of the IOM's broader approach to addressing 'migration crisis' captured in the IOM Migration Crisis Operational Framework (MCOF), see IOM (2012) IOM Migration Crisis Operational Framework, IOM Council paper MC/2355, http://www.iom.int/files/live/sites/iom/files/About-IOM/governing-bodies/en/council/101/MC_2355.pdf (accessed on 27 August 2014).
- ²² Environmental migrants are persons or groups of persons who, predominantly for reasons of sudden or progressive changes in the environment that adversely affect their lives or living conditions, are obliged to leave their habitual homes, or choose to do so, either temporarily or permanently, and who move within their country or abroad. IOM (2011) Glossary on Migration, International Migration Law N25, IOM, Geneva.
- The World Humanitarian Summit (WHS) will take place in early 2016 in Istanbul, Turkey. It is an initiative by the UN Secretary-General to improve humanitarian action. Through the two-year consultation process (2014-2016), the aim is to build a more inclusive and diverse humanitarian system by bringing all key stakeholders together to share best practices and find innovative ways to make humanitarian action more effective. The summit will set a new agenda for global humanitarian action. It will focus on humanitarian effectiveness, reducing vulnerability and managing risk, transformation through innovation, and serving the needs of people in conflict. For more information see http://www.worldhumanitariansummit.org/whs-about (accessed on 27 August 2014).
- IOM Migration Crisis Operational Framework, RESOLUTION No. 1243 (CI) adopted by the Council at its 523rd meeting on 27 November 2012 http://www.iom.int/files/live/sites/iom/files/What-We-Do/docs/1243 IOM Migration Crisis Operational Framework 0.pdf (accessed on 27 August 2014).
- ²⁵ Most notably with the response mechanisms for refugees under the mandate of the Office of the United Nations High Commissioner for Refugees (UNHCR), and for IDPs under a collaborative interagency cluster approach.

NOTES	

IOM IS COMMITTED TO THE PRINCIPLE
THAT HUMANE AND ORDERLY MIGRATION BENEFITS MIGRANTS AND SOCIETY.



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