

Plan 2009-2010



Migration

Executive summary

- There are toward 200 million migrants worldwide. 30 – 40 million are irregular migrants who constitute a group with a high underlying vulnerability.
- As part of the Global Agenda, assisting vulnerable migrants is an important aspect of implementing Strategy 2010. Migration was one of the main issues discussed at the 2007 Red Cross and Red Crescent statutory meetings.
- In 2008 a Reference Group on Migration was established to guide the development of a global Federation policy on the issue. The Federation's Secretary General appointed a Special Representative on Migration to drive the initiative.
- Focus of the Migration programme will be (I) the development of a global Federation Policy on Migration, (II) humanitarian advocacy to anchor and reinforce the Policy, (III) Programme support to implement the Policy.
- The outcome aimed at is the convergence towards a global action for migrants of the Movement. Systematic regional and cross-regional cooperation between National Societies undertaking programmes to assist and protect migrants will reinforce the programmes' effectiveness and consistency. Governments and the public will support and respect the Red Cross/Red Crescent in its engagement in favour of vulnerable migrants, irrespective of their legal status.
- The total 2009 – 2010 budget of the programme is CHF 1,625,318 (USD 1,485,665 or EUR 1,035,234). [Click here to go directly to the summary budget of the plan.](#)

Context

Migration was one of the main issues discussed at the 2007 Red Cross and Red Crescent statutory meetings, with decisions respectively taken by the 16th General Assembly, the Council of Delegates, and the 30th International Conference, that as part of the Global Agenda, assisting vulnerable migrants is an important aspect of implementing Strategy 2010. The 16th General Assembly requested that a Reference Group on Migration be established to guide the development of a global Federation policy on the issue.

The International Conference identified National Societies' potential areas of intervention, ranging from humanitarian assistance, to protection, to supporting integration and re-integration, to advocating on behalf of vulnerable migrants. The International Conference also recognised that addressing the humanitarian concerns generated by international migration was an important part of reducing intolerance, discrimination and social exclusion and respect for diversity and human dignity.

Therefore, underlying this new global programme on migration is the need for a joint approach to Red Cross/Red Crescent activities that supports migrants in difficult situations, irrespective of their legal status. Of particular concern are migrants that do not fall under specific institutional mandates and are not protected by special legal regimes. There are an estimated 191 million migrants worldwide (2005), of which 30 – 40 million are irregular migrants (International Organization for Migration). There is a global tendency to discriminate against irregular migrants and reduce their access to the basic assistance and protection to which they are entitled. While irregular migrants cannot be the exclusive focus of our humanitarian attention, they clearly constitute a group with a high underlying vulnerability.

Priorities and current work with partners

A Movement-wide framework on migration must be flexible enough to take into account the large scope of on-going activities. At the same time, it must have the emphasis and focus that is necessary in order to encourage convergence towards a global action for migrants. This implies a detailed understanding of the challenges that National Societies face in their specific environments as well as a strong drive to build consensus on what the key issues are and how they should be approached under the Movement's overall humanitarian action.

In order to support this complex effort, a Special Representative of the Secretary General on Migration was appointed who will be supported by a small migration team in Geneva (a senior assistant and two senior officers, one on policy and advocacy and one on programme support). They will reinforce and lead the larger migration network at zone and country level.

The team will focus on the following three functions:

- (I) Development of a global Federation Policy on Migration,
- (II) Humanitarian advocacy and interagency relations to anchor and reinforce the Policy,
- (III) Programme support to implement the Policy.

Secretariat programme in 2009-2010

Migration

a) The purpose and components of the programme

The migration programme budget is CHF 1,625,318 (USD 1,485,665 or EUR 1,035,234).

I - Developing a policy on migration

On-going RC/RC activities in favour of migrants are numerous and multifaceted. Some groups of National Societies are working on migration issues of shared importance to them, such as reception of asylum seekers, detention and repatriation, family reunification. The Red Cross/Red Crescent Conferences in Berlin (2002), Istanbul and Guayaquil (2007) dedicated special segments to general deliberations on migration. Furthermore, the former Special Envoy on Migration has undertaken important advocacy work, in 2007 and 2008, on which we can build.

Nevertheless, much remains to be done in order to develop a policy with a truly global reach, and yet one that is concise and action-oriented. In May 2008, the Federation's Governing Board established the Reference Group on Migration. The Group will ensure a common focus on migrants' needs and vulnerabilities, define critical areas that are exposed to the political pressures surrounding the issue, and develop principles of action that are key in order to strengthen Red Cross/Red Crescent action for the most vulnerable among the world's migrant populations. The Group will also identify the requirements for specific guidance linked to the policy, with special attention to complementary roles and best use of the ICRC's competencies in matters of protection. The aim is to propose a policy document for discussion by the Governing Board in March 2009.

The Federation's migration team will support the Reference Group's deliberations, provide the necessary documentation, and draft the policy document. It also will ensure consultations of a larger circle of interested National Societies as well as within the Federation Secretariat.

The General Assembly of 2007 underlined the Federation's responsibility in assisting capacity building within National Societies and in facilitating knowledge-sharing with regard to migration. Consequently, the migration team will also have the charge of setting up a system that will allow the implementation of the policy.

An integral part of the policy development process will thus be to make best use of competencies and platforms on migration within the Movement and organise them into a Movement-wide migration

network. Where the policy requires supplementary guidance on issues related to migration, the migration team will call upon this network as a basis for expertise and advice.

Component	Outcome
(1) Support the Reference Group's deliberations, provide the necessary documentation, and draft the policy document.	(a) Final draft of the Policy on Migration is prepared, under the guidance of the Reference Group and taking into account input from all interested National Societies as well as relevant Secretariat instances. Draft is presented to Governing Board for approval (March 2009).
(2) Ensure consultations of a larger circle of interested National Societies as well as within the Federation Secretariat, in particular at the level of zone offices.	(b) Movement-wide migration network is established and active, integrating existing competencies and platforms.
(3) Make best use of competencies and platforms on migration within the Movement, strengthen and organise them into a Movement-wide migration network.	
(4) Develop supplementary guidance on issues related to migration.	(c) Supplementary guidance on issues related to migration is developed and agreed, using the migration network as basis for expertise and advice.

II - Advocating for humanitarian access and assistance to vulnerable migrants

Resolution 5 of the 2007 Council of Delegates invites National Societies to engage in a dialogue with their public authorities to clarify their respective roles relating to the humanitarian consequences of migration. The resolution requests the ICRC and the Federation to support National Societies in gaining access and assisting migrants.

Given the rising numbers of migrants in the world, in particular irregular trans-national migrants, there is much conjecture on migration among politicians and publics of many countries. Opinions are often formed on a shaky factual basis and have a hostile undertone. Assistance to migrants is often considered in the public eye to be illegitimate even if undertaken on humanitarian grounds. National Societies thus may be under great pressure in their dialogue with the authorities and in the public debate. In their advocacy work on humanitarian issues, they often will have to oppose racism, xenophobia and discrimination.

Support to National Societies in this regard is an essential task of the Federation. The advocacy of the Special Representative and his team will lend a public voice, at international level, to the humanitarian concerns arising from the migration work of National Societies. For this, the Special Representative on Migration and his team needs to anchor their international advocacy in the operational realities of National Societies – their advocacy cannot be disconnected from the work on the ground. The migration team in Geneva, with the active involvement of Federation zone offices, must be in a continuous exchange with National Societies in order to find the facts and build consensus on the right messages.

This exchange will include cooperation on topics related to abuses of the rights of migrants that need to be researched in order to bring them to light. These are in particular the invisible or hidden humanitarian aspects of migration, such as the situation of migrants stranded in transit countries, the situation of female migrants and human trafficking, the exploitation of migrant children, and the consequences of lacking access to health care for irregular migrants. On this basis, the migration team will be able to develop and articulate clear and facts-based messages in discussions with governmental donors and counterparts, concerning the humanitarian consequences of migration and the need for humanitarian access to migrants.

There are numerous multilateral bodies concerned with migration. Today, many of them tend to focus on the management of migratory movements and on efforts to limit irregular migration. The humanitarian concern for vulnerable migrants, irrespective of their legal status, often takes a second place.

Therefore, part of the advocacy effort undertaken by the Federation’s migration team will be to ensure an independent humanitarian stance on migration in multilateral bodies, and to strengthen well-defined partnerships with intergovernmental institutions, in view of providing assistance and protection to vulnerable migrants.

Component	Outcomes
(1) Lend a public voice, at international level, to the humanitarian concerns arising from the migration work of National Societies.	(a) International advocacy on migration reflects the operational reality and concerns of National Societies.
(2) Develop and articulate clear and facts-based messages on humanitarian aspects of migration which are invisible and hidden.	(b) Specific advocacy messages to governmental donors and counterparts, on the invisible humanitarian aspects of migration, are developed and articulated in cooperation with zone offices and National Societies.
(3) Strengthen partnerships with inter-governmental institutions, in view of ensuring the Movement’s independent humanitarian stance in providing assistance and protection to vulnerable migrants.	(c) Partnership agreements are concluded with inter-governmental institutions, such as UNHCR and IOM, profiling the humanitarian role of the Movement.

III – Providing programme support on migration

Assistance to migrants and the displaced is a traditional activity of the Red Cross, dating back to the First World War or even earlier. No surprise then, that there are numerous existing National Society programmes on migration. However, in the 1990s, this engagement gained new dimensions and new urgency as, with the end of the Cold War, the demographic movements in many regions of the world underwent rapid changes in scope and nature. Consequently, the scope of programmes is very wide, and approaches to humanitarian dilemmas linked to the issue are divergent.

The challenge, then, is not only to create a framework around existing activities, but moreover to create a new strategic focus and direction. Thus, beyond pure policy development, the Federation’s Special Representative on Migration and his team will promote the convergence of National Societies towards common positions and approaches, and thus contribute to the creation of new potential for Movement-wide cooperation on assistance for and protection of migrants.

To seize on new opportunities for cooperation, the specific issues of common interest must be identified. However, a full picture of all programmes related to migrants is missing. This lack of information is not only a risk factor as contradictions and inconsistencies between the actions of different National Societies might go unnoticed, but it also hampers the ability of the Federation to provide quality support. This may result in missed opportunities.

Therefore, a top priority for the senior programme officer in the Federation’s migration team will be to conduct an analytical mapping exercise encompassing the full range of on-going programmes on migration. He will thus be able to enter into dialogue with zone offices and National Societies and, where requested, initiate capacity building work in order to help National Societies strengthen their on-going work and design future action for migrants.

In particular, the Federation’s migration team will focus on supporting two types of initiatives:

(1) Cooperation between National Societies that are on different sides (country of origin, transit, and destination) of the same migratory movement. Often this type of cooperation will involve cross-regional meetings (thus also involving several zone offices of the Federation). It implies, first of all, the building of a mutual understanding of migrants’ humanitarian needs and vulnerabilities all along the migratory trail. It may then lead to complementary strategies for addressing migrants’ needs and vulnerabilities from several sides.

(2) Capacity building within specific National Societies that intend to strengthen their involvement in assistance and protection of migrants within their countries. This will imply the organisation of workshops to support National Societies in profiling the needs and vulnerabilities of migrants (or potential migrants), contextualising them as part of a trans-national phenomenon, and designing targeted assistance and protection programmes for the most vulnerable migrants.

Component	Outcomes
(1) Conduct an analytical mapping exercise, encompassing the global range of on-going National Society programmes on migration.	(a) Analytical database of all National Society programmes on migration is put at the disposal of National Societies and Federation Secretariat. Enhanced capacity within the Movement to identify opportunities for regional/cross-regional cooperation and for specific capacity building initiatives with individual National Societies.
(2) Organise regional/cross-regional meetings of National Societies on different sides of the same migratory movement (together with Federation zone offices), building a mutual understanding of migrants’ humanitarian needs and vulnerabilities all along the migratory trail. Support the design of complementary strategies for addressing migrants’ needs and vulnerabilities from several sides.	(b) Complementary National Society strategies for addressing migrants’ needs and vulnerabilities at a regional/cross-regional level are developed.
(3) Organise workshops to support National Societies in profiling the needs and vulnerabilities of migrants (or potential migrants), and in contextualising them as part of a trans-national phenomenon. Support the design of targeted assistance and protection programmes for assistance and protection to the most vulnerable migrants.	(c) Targeted assistance and protection programmes of National Societies for the most vulnerable migrants, based on a solid vulnerability profile taking into account the trans-national context are strengthened.

b) Profile of target audience and final beneficiaries

The statutory bodies decided in 2007 to request that a global policy on migration be developed, under which should be integrated concerning activities of National Societies in countries of origin, transit and destination, i.e. the “entire migratory cycle”.

While the policy will concern all National Society staff and volunteers who work in programmes related to migrants, the main target of the policy will be the managerial level of National Societies. It is at this level that needs and vulnerabilities of migrants (or potential migrants) need to be profiled and the strategies on assistance and protection for them will have to be aligned with the Federation policy (see components 2 and 3, ‘Programme support’).

Federation management in zone offices will be the other primary targets of the programme, (in particular the three components under 'Programme support'). Zone offices will have to be interconnected and coordinated to enable them collectively to promote Movement-wide exchange and convergence in policy and programmes on migration. It will be crucial for the Federation's migration team to facilitate the networking and coordination between zone offices (see components 2 and 3, under 'Development of the policy on migration').

The final beneficiaries – i.e. the migrants – can be divided into sub-categories, such as regular migrant workers, asylum seekers and refugees, irregular migrants, etc. However, as the Movement's approach to migration centres around needs and vulnerabilities, regardless of the legal status of the migrants, the Movement-wide focus is cannot be on any specific categories and programming should avoid being exclusive.

This said, a growing number of migrants are irregular ones: They are lacking the legal status allowing them to transit through, or stay in a country. They do not benefit from special legal and institutional guarantees for assistance and protection to them. In addition, there is a worldwide tendency to discriminate against such irregular migrants and reduce their access to basic assistance and protection. At a global level, they undoubtedly are at especially high risk. It is therefore likely that irregular migrants constitute a group of final beneficiaries of growing importance to the Movement.

c) Potential risks and challenges

- On-going National Society activities related to migrants, and in particular international migrants, are numerous and multifaceted, and the phenomenon of migration is vast and extremely complex. The first challenge, therefore, will be for the Reference Group on Migration to design a Policy on Migration that is concise, addresses key issues and establish a Movement-wide strategic focus and direction in responding to migrants' needs and vulnerabilities.
- To seize on new opportunities for cooperation in the light of the new Policy on Migration, specific issues of common interest must be identified. However, a full picture of all Red Cross/Red Crescent programmes related to migrants is missing. This lack of information is not only a risk factor as contradictions and inconsistencies between the actions of different National Societies might go unnoticed, but it also hampers the ability of the Federation to provide quality support. This may result in missed opportunities. Therefore, a top priority of the Federation's migration team will be to conduct, with the help of zone offices, an analytical mapping exercise encompassing the full range of on-going programmes on migration.
- Assistance to migrants is often considered in the public eye to be illegitimate even if undertaken on humanitarian grounds. National Societies thus may be under great pressure in their dialogue with the authorities and in the public debate. Solid arguments are required on a number of topics related to abuses of the rights of migrants. Topics include the situation of migrants stranded in transit countries, the feminisation of migration and human trafficking, the exploitation of migrant children, and the consequences of lacking access to health care for irregular migrants. It is essential that the Federation's migration team researches and articulates clear and factual messages on such topics, in support of the advocacy undertaken by National Societies.
- Governments see migration increasingly as a purely managerial and administrative matter. Their emphasis is on "stemming the tide of (illegal) immigration" even if this can lead to undermining their human rights. The 30th International Conference emphasised the auxiliary role of National Societies. To ensure that the auxiliary role is well-understood and an asset in alleviating the humanitarian consequences of migration, it is essential to explain to governments what the fundamental principles of the Red Cross/Red Crescent mean in terms of access to the most vulnerable and in terms of migrants' right to assistance and protection, irrespective of their legal status. Moreover, it will be important to anchor the Federation's efforts in favour of vulnerable migrants within a multilateral context, by forging strategic partnerships of complementarity and cooperation with major international organisations.

Promoting gender equity and diversity

A general vulnerability analysis reveals that undoubtedly female migrants and female-headed migrant families with small children run especially high risks of exploitation and abuse.

The Federation's migration team will give special attention to their situation, which belongs to the hidden humanitarian aspects of migration. It will be the subject of a continuous exchange with National Societies in view of highlighting, in programming and advocacy, concrete issues, such as the feminisation of migration, human trafficking, and the exploitation of migrant children (see, 'Advocacy on migration', component 2).

Furthermore, the issue will be central in the regional/cross-regional as well as the bilateral capacity building initiatives, which the migration team will undertake (see 'Programme support on migration', components 2 and 3).

Quality, accountability and learning

The Federation's migration team will constitute an analytical database of all National Society programmes on migration. This database will be the disposal of National Societies as well as Federation zone offices. It will enhance the capacity within the Movement to identify areas where inconsistencies or weaknesses exist in Red Cross/Red Crescent work for migrants and where opportunities exist for improved cooperation and stronger unity in the humanitarian approach.

The Policy on Migration will identify the key strategic indicators for designing and managing programmes for migrants. They will indicate what should be the focus and direction of action, and what kind of action should be avoided in order to remain within the Fundamental Humanitarian Principles.

Based on the policy, the Special Representative on Migration and his team will provide specific support to capacity building. On the multilateral regional/cross-regional level, capacity building will concentrate on supporting National Societies on different sides to build mutual agreement on needs and vulnerabilities along the migratory trail, and on ways to address them in a complementary manner. On the bilateral level, capacity building will focus on support to specific National Societies in profiling needs and vulnerabilities, and in contextualising "their" migration as part of a trans-national phenomenon.

How we work	
The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".	Global Agenda Goals: <ul style="list-style-type: none">• Reduce the numbers of deaths, injuries and impact from disasters.• Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.• Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.• Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.
Contact information	
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