



International Federation
of Red Cross and Red Crescent Societies

Developing a Migration Strategy for Red Cross and Red Crescent National Societies

International Federation of Red Cross and Red Crescent Societies



IFRC Global Strategy
on Migration
2018 - 2022

Reducing Vulnerability, Enhancing Resilience

November 2018

By the end of 2022, 75% of National Societies undertake needs assessments and integrate migration into their strategic planning.

IFRC Global Strategy on Migration 2018-2022

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Migration Strategy Development Checklist

- ✓ Identify the need for a migration strategy, based on a clear understanding of the needs of migrants and the role of the National Society
- ✓ Ensure you have the full support of the leadership of the National Society
- ✓ Look at the role of the National Society as an auxiliary to the public authorities and existing relevant domestic and international legislation and policies
- ✓ Agree in advance on the process leading to the adoption of the Migration Strategy, with clear deadlines and responsibilities
- ✓ Identify the best way to include migration into the strategic thinking of a National Society (e.g. as an annex to the Strategic Plan; as a standalone document; through a 'mainstreamed' approach, etc.)
- ✓ Consider where migration would be best placed within the structure of a National Society
- ✓ Carry out an analysis of the national and regional context based on available data and relevant primary and secondary sources
- ✓ Obtain a comprehensive overview of the migration-related activities of all the components of the Movement in the country (mapping)
- ✓ Identify the main strengths, weaknesses, opportunities and threats in relation to migration (SWOT analysis)
- ✓ Involve local branches of the National Society, as well as volunteers
- ✓ Consider the possibility of carrying out a further needs assessment to inform the development of the Migration Strategy
- ✓ Map the key internal and external stakeholders on migration-related issues
- ✓ Identify opportunities for support within the RCRC Movement (PNS, IFRC, ICRC, Global Migration Task Force, regional networks such as PERCO, APMN or the Sahel+ Regional Migration Network)
- ✓ Use participatory approaches and identify funding prospects and partnership opportunities
- ✓ Determine the main objectives (Strategic Aims) of the Migration Strategy and the key activities
- ✓ Identify the resources needed to achieve the objectives (e.g. technical support, training, etc.)
- ✓ Ensure that the Migration Strategy is in line with the 2009 IFRC Policy on Migration, the 2009 Movement Policy on Internal Displacement, the 2017 IFRC Global Strategy on Migration and other relevant guidance, while respecting the specificities of each context
- ✓ Communicate and coordinate with other National Societies along migratory routes
- ✓ Design an approach for dissemination of the Migration Strategy, internally within the National Society, and externally with potential donors, partners, policy makers and relevant national and local authorities.

1. Background

Migration has risen high on the agenda of the international community over the past decade, and the humanitarian concerns related to several contexts since 2015 – in Europe, in the Bay of Bengal and Andaman Sea, in the East and Horn of Africa, and in Latin America, amongst others – have demonstrated the urgent need to address the plight of migrants and displaced people, and to work collectively towards comprehensive solutions involving countries of origin, transit and destination.

There is a clear need for the IFRC to increase its support to National Societies that are interested in working with and for migrants, in such circumstances. For years following the adoption of the IFRC Policy on Migration in 2009, it was largely left to individual National Societies to engage in the field of migration, with the result that some have been very much involved in migration while others have not included specific activities in favour of migrants in their priorities. However, this approach changed with the crisis in Europe in 2015, which contributed to furthering the issue of migration as one of the main priorities of the IFRC. As a result, since 2016 migration has been considered as one of the seven Areas of Focus (AoF) of the IFRC.¹

Following an extensive consultation process amongst the diverse components of the Movement, in November 2017 the IFRC General Assembly adopted the first IFRC Global Strategy on Migration (IFRC Migration Strategy).² Building upon regional frameworks, the IFRC Migration Strategy reflects a coordinated approach and articulates the IFRC's and National Societies' core strengths and common purpose on migration, setting out aims and objectives to be achieved over a five-year timeframe from 2018 to 2022. Among its main priorities, the IFRC Migration Strategy states that “*by the end of 2022, 75% of National Societies undertake needs assessments and integrate migration into their strategic planning.*”

A survey carried out at the end of 2017 showed that only a very small number of National Societies so far have included migration in their strategic planning. Against this backdrop, the IFRC Migration and Displacement Unit, in collaboration with IFRC regional migration focal points, PNSs and the ICRC, is providing support to National Societies regarding the development of national migration strategies.



Migration Strategy Development Process

2. Why is a Migration Strategy important or needed?

For National Societies that are responding to humanitarian needs related to migration, the development of a specific Migration Strategy may be recommended for various reasons, including:

¹ IFRC, *Plan and Budget 2016-2020*, available at:

http://www.ifrc.org/Global/Publications/general/IFRC_Plan_and%20Budget_2016_2020-EN.pdf.

² IFRC, *IFRC Global Strategy on Migration 2018-2022. Reducing Vulnerability, Enhancing Resilience*, available at: http://media.ifrc.org/ifrc/wp-content/uploads/sites/5/2017/12/IFRC_StrategyOnMigration_EN_20171222.pdf.

- Responding in a more coherent and effective manner to the needs and vulnerabilities of migrants;
- Provide more clarity and coherence regarding the actions and activities of a National Society with regards to migration-related issues;
- Proving instrumental in contributing to greater understanding of how current migration-related activities might be expanded or built upon to address the needs of migrants, and/or developing new activities;
- Ensuring alignment with the RCRC Movement’s guidance and positioning on migration-related issues, and proving clear communication on the National Society’s approach to migration.
- Contributing to making migration activities more sustainable within a National Society;
- Ensuring greater visibility and relevance amongst external stakeholders;
- Contributing to strategic positioning of the National Society vis-à-vis other stakeholders and the government;
- Facilitating greater access to resources and partnerships;
- Boosting internal visibility and relevance of migration, and ensuring a more streamlined application to addressing the humanitarian needs of migrants.

3. Migration and/or displacement?

In line with the IFRC Migration Policy (2009), the term “migration” can be understood as covering all forms of movement. Indeed, the description of a migrant included in the IFRC Migration Policy states that:

Migrants are persons who leave or flee their habitual residence to go to new places – usually abroad – to seek opportunities or safer and better prospects.

It further states that:

Migration can be voluntary or involuntary, but most of the time a combination of choices and constraints are involved. Thus, this policy includes, among others, labour migrants, stateless migrants, and migrants deemed irregular by public authorities. It also concerns refugees and asylum seekers, notwithstanding the fact that they constitute a special category under international law.³

The IFRC Migration Policy builds upon and aims to complement the existing framework of the Movement regarding refugees, asylum seekers, returnees and internally displaced persons (IDPs) developed through various Resolutions endorsed at the Council of Delegates and International Conferences since the beginning of the 1980s.⁴

³ IFRC, *IFRC Migration Policy*, 2009, available at: <http://www.ifrc.org/Global/Governance/Policies/migration-policy-fr.pdf>.

⁴ See in particular 17th International Conference (IC), Resolution XXXI, “Legal Assistance to Aliens”, Stockholm, 1948; 24th International Conference (IC), Resolution XXI, “International Red Cross Aid to Refugees”, Manila, 1981 ; 25th IC, Resolution XVII, “The Movement and Refugees”, Geneva, 1986 ; Council of Delegates (CoD), Resolution 9, “The International Red Cross and Red Crescent Movement and Refugees”, Budapest, 1991 ; CoD, Resolution 7, “The Movement, Refugees and Displaced Persons”, Birmingham, 1993 ; 26th IC, Resolution IV, “Principles and Action in International Humanitarian Assistance and Protection”, Geneva, 1995 ; CoD, Resolution 4, “Movement Action in Favour of Refugees and Internally Displaced Persons”, Geneva, 2001 ; 30th IC, Resolution 1, “Declaration: Together for Humanity”, Geneva, November 2007 ; CoD, Resolution 5, “International

National Societies are confronted with a variety of challenges related to people on the move, including internal displacement, large-scale movements of refugees and mixed migration flows, and the presence of irregular migrants or people seeking in their territory. In certain contexts (e.g. those related to IDPs, refugees or people displaced by disasters), reference to “displacement” rather than or alongside “migration” in the National Society’s Migration Strategy may be more appropriate.

While there is no internationally agreed-upon definition of “displacement”, the term is used by the IFRC to refer to movements in which people have been compelled or forced to leave their place or countries of origin due to a life-threatening situation or a risk of being subjected to violations of certain fundamental rights (e.g. in the case of persecution, armed conflict, serious disturbances of public order, natural disasters or when a State is unable or unwilling to protect the human rights of its citizens). Moreover, in many cases, displaced persons are not able to return to their place of origin. Against this backdrop, the term “displaced person” can be used as an ‘umbrella’ term to refer to people who have been compelled to flee their place or their country of origin, including, but not limited to, refugees, IDPs and cross-border disaster-displaced persons.⁵

- *Reference to migration and/or displacement in the Migration Strategy of a National Society is a decision that must be taken on a case-by-case basis, taking into account the local context as well as the meaning and potential sensitivities around the use of migration-related terminologies within a given society.*

4. How to “integrate migration into the strategic planning” of a National Society?

If there is interest to integrate migration into the strategic planning of a National Society, one of the first steps would be to carry out a needs assessment in order to identify the needs and vulnerabilities and the activities already carried out by the National Society and its local branches.

The second step would be to review the existing strategy(ies) of the National Society, in particular its Strategic Plan, and any other related documents to see how migration and displacement could best be included. There could be various scenarios.

1.1. The National Society’s Strategic Plan⁶

Some National Societies have a “Strategic Plan” that sets out their priorities, usually for a period of 5-10 years. One possibility in this context is to ensure that consideration for migrants are included as a priority within the National Society’s Strategic Plan.

If the Strategic Plan has already been adopted, it is recommended to develop a Migration Strategy as an *Annex* to the Strategic Plan.

Migration”, Geneva, November 2007 ; CoD, Resolution 5: “Movement Policy on Internal Displacement”, Nairobi, November 2009 ; 31st IC, Resolution 3, “Migration: Ensuring Access, Dignity, Respect for Diversity and Social Inclusion”, Geneva, 2011 ; CoD, Resolution 7, “Movement Statement on Migration: Ensuring Collective Action to Protect and Respond to the Needs and Vulnerabilities of Migrants”, Geneva, 2015 ; CoD, Resolution 3, “Movement Call for Action on the Humanitarian Needs of Vulnerable Migrants”, Antalya, November 2017.

⁵ See the *Media Friendly Glossary on Migration*, to which IFRC contributed, for the definitions of some key migration terms: https://www.ilo.org/wcmsp5/groups/public/---ed_protect/---protrav/---migrant/documents/publication/wcms_310235.pdf.

⁶ Examples include Austrian Red Cross, British Red Cross, Ethiopian Red Cross and Niger Red Cross.

1.2. A standalone Migration Strategy

Many National Societies have not (yet) developed a Strategic Plan. In such cases, the most appropriate way to proceed may be to adopt a “Migration Strategy” as a standalone document.

1.3. Contingency plans

Contingency planning aims to prepare an organization to effectively respond to an emergency and the potential humanitarian impact. While normally a contingency plan is not part of the “strategic planning” of an organization, the inclusion of consideration for migrants into contingency plans could be an option (or a starting point before moving towards the development of a more comprehensive Migration Strategy).

1.4. A ‘Roadmap’ or Plan of Action⁷

Another possibility is the development of a Roadmap or a Plan of Action, which prioritises particular actions and seeks to strengthen the capacity within a National Society over a certain period of time.

1.5. A mainstreamed approach

Rather than including migration in a Strategic Plan by way of an annex, or developing a standalone document, another option could be to identify ways to mainstream migration in the traditional sectors of a National Society – e.g. disaster preparedness and response, health, shelter, relief, RFL, etc.

While migration is considered by IFRC as a distinct Area of Focus, in reality it is a cross-cutting theme concerning specific profiles of people at risk – namely migrants and displaced persons, as well as those affected by migration and displacement, rather than a sector *per se* (unlike health, shelter, protection, etc.). Mainstreaming migration would ensure that a National Society takes into consideration the specific needs of migrants and others impacted by migration and displacement in all their activities.

1.6. A joint approach?

In some contexts, it may be more appropriate to consider the development of a Migration Strategy for a group of National Societies, e.g. two or more National Societies affected by cross-border disaster displacement situations or a group of National Societies along a specific migratory route or in a sub-region.

5. Proposed steps for the development of a NS Migration Strategy – (1) Preconditions

Not all National Societies are responding to migration and displacement issues, and some are engaged in migration-related issues in only a very limited way. There are thus a few things to take into consideration before engaging in the development of a Migration Strategy.

- It is necessary to first **identify the need for a Migration Strategy** for the National Society, considering in particular the potential needs of migrants and the priorities of the National Society.
- There should also be **commitment to working with and for migrants from the leadership of the National Society**.
- It is important to clarify in advance the role and commitments of each of the Movement’s components, including **the role of the ICRC** and the IFRC through a

⁷ Examples include Bangladesh Red Crescent Society and Myanmar Red Cross.

Migration Strategy Development Workshop, and subsequent follow up. Preliminary discussions should take place at the country-level first. The establishment of a working/steering group may also be envisaged.

- Some National Societies may request support from the IFRC to develop their own Migration Strategy. In such cases, the request to develop a Migration Strategy should ideally come directly from the National Society.
- When support is requested but the IFRC has no operational presence in the country, and following discussions with the National Society concerned, it may be advisable to have a Partner National Society which is actively working on migration involved in leading or co-leading the development of a Migration Strategy. Support could also be requested via the Global Migration Task Force or a regional network of RCRC National Societies such as PERCO, APMN or the Sahel+ Regional Migration Network.

Support from a Partner National Society

In Ethiopia, the development of a Migration Strategy for the Ethiopian Red Cross Society (ERCS) was made possible thanks to the support of the Danish Red Cross (DRC). In Niger, both DRC and the French Red Cross supported the development of a Migration Strategy for the Niger Red Cross.

6. Proposed steps for the development of a National Society Migration Strategy – (2) the preparatory phase

Below are some suggestions based on recent experiences of the IFRC and Partner National Societies in the development of Migration Strategies for National Societies.

- Mapping the National Society's key partners and other stakeholders in the field of migration and displacement e.g. local and national authorities, UN agencies, civil society and community-based organisations etc.
- Engage the leadership of the NS and ensure that they fully support the development of a Migration Strategy. There may be a compelling rationale for the development of a Migration Strategy (see Section 1) although this may not be obvious to those who are less familiar with the Movement's engagement with this topic.
- One possibility is to develop **Terms of Reference (ToR)** for the development of a Migration Strategy, with clear timelines and responsibilities (review, inputs, sharing, etc.) regarding the final endorsement of the Strategy.⁸ The following considerations should be included in the ToR:
 - Who will be consulted about the development of the Migration Strategy? As migration is not a sector *per se*, other sectors should be involved to offer technical expertise. Branches should be consulted and involved at an early stage so that the process is not seen as top-down but informed by field realities. Ownership of the process – from the top and the bottom of the organisation - is essential.

⁸ Refer to IFRC Migration & Displacement Unit for examples of TOR (EN/FR).

- Who will be responsible for drafting the Strategy? The IFRC has experience in this regard but limited capacities in some contexts. Support could also be offered by migration experts from other National Societies.
 - With whom should the draft be shared? e.g. local branches of the National Society, Partner National Societies in the country, ICRC or IFRC. It may also be of value to share the draft Strategy via regional networks as this could strengthen regional and cross-border cooperation, and enable mutual exchange of ideas and experiences between National Societies.
 - Who will address comments received and arbitrate between potentially divergent positions?
 - What is the “internal” process of the National Society for the adoption of a Migration Strategy?
- The development of a Migration Strategy must be informed by a **comprehensive analysis and understanding of the major national, regional and global Migration and Displacement trends** and potential target groups.
 - In some cases (e.g. if the National Society is not yet operational in the field of migration and displacement), it may be worthwhile to conduct a **needs assessment**, using relevant primary and secondary data. In all matters that concern them, migrants, displaced persons, and others impacted by migration should meaningfully participate in any needs assessment.
 - The National Society may also be engaged in regional networks and information- and experience-sharing platforms (e.g. through the Asia Pacific Migration Network, the Sahel+ Migration Network or PERCO). In such cases, the Network and the involvement of the National Society in the Network should be taken into consideration.
 - A **Background Paper** that summarises the migration and displacement context in the country may be of value. A Background Paper could provide an overview of the context; an analysis of key stakeholders; identification of unmet needs; the work to date of the National Society and Partner National Societies in the field of migration and displacement; the strengths and weaknesses of and opportunities and threats for the National Society (a SWOT analysis may be conducted at this stage); and the main ambitions of the National Society. It is important to involve branches in this exercise, and the Background Paper could build on contributions from staff and volunteers of the local branches.

Niger: the establishment of a Steering Group

In Niger, a **Steering Group** including all relevant Movement partners (the Red Cross of Niger, IFRC, ICRC, Partner National Societies) was created in order to lead the Migration Strategy Development Process. This proved very useful to clearly define the roles and expectations of each partner and ensure that the process developed in a collaborative and inclusive way. Regular meetings and teleconferences were organized prior to the Workshop to discuss all relevant issues.

7. Proposed steps for the development of a National Society Migration Strategy – (3) the Strategy Development Workshop

While there are of course many ways to lead the development of a Migration Strategy for a National Society, the organization of a focused Workshop has proven to be an excellent way to move forward in a collaborative and participatory manner.

A Migration Strategy Development Workshop would typically run for 2.5 or 3 days, and could include the sessions detailed below, depending on the resources available.

Sessions	Content and objectives
Background and context	General overview of the situation and humanitarian needs in relation to migration and displacement at the national/regional level.
Working with partners	<p>Presentations from the main stakeholders.</p> <p>The objective of this session is to learn from partners such as UNHCR, IOM and governments, to understand their priorities and identify opportunities, and perhaps also to ask them what they consider could be the role of a National Society in the context of migration in, from and to the country.</p> <p>At the same time, it is also an opportunity to present the work of the Red Cross and Red Crescent Movement, particularly the National Society, and to explain the specificities of the RCRC Movement (including the Fundamental Principles), to position the National Society as a true partner rather than as implementing partners (with the risk of being a mere performers of activities that other actors are not able or willing to do).</p> <p><i>The first (half-)day of the Workshop could focus on partnerships.</i></p>
Activities of the National Society in the field of migration/displacement	Presentation of the current activities of the National Society in relation to migration and displacement.
Contribution of Partner National Societies (PNS)	Presentations by PNSs regarding their work in the field of migration and displacement. Possibility also to invite National Societies from other contexts to share their experiences (peer-to-peer approach).
IFRC Migration Policy and Strategy	Introduction to the Movement frameworks and guidance, including the IFRC Migration Policy (2009) and the IFRC Strategy on Migration 2018-2022.
ICRC activities in the field of migration	ICRC to present its activities in the field of migration (e.g. RFL; detention).
Risks, vulnerabilities and needs of migrants	The participants get a better understanding of the risks, vulnerabilities and needs of migrants (e.g. migrant

	workers, refugees, victims of trafficking, etc.) in countries of origin, transit and destination.
SWOT Analysis	Identifying the Strengths, Weaknesses, Opportunities and Threats for a National Society, in the context of migration.
Stakeholder mapping	Better understanding of who is doing what in the field of migration and displacement + an introduction to the principled approach of the Movement to working with and for migrants, and operational agreements.
Sessions on specific topics of relevance to the National Society	Depending on the interest and priorities of the NS, it is recommended to spend more time on specific issues (e.g. return, social inclusion, RFL, etc.).
Defining the Strategic objectives/Aims and main orientations of a Migration Strategy	<p>This session aims to identify the priorities and main orientations of a Migration Strategy.</p> <p>This is the main session – it should ideally give a clear idea of the structure of the Strategy (i.e. Strategic Aims and a set of activities under each Strategic Aim).</p> <p>The structure of the IFRC Global Strategy on Migration could serve as a model.</p>

It is clear that a **National Society’s Migration Strategy must be appropriate for the national context**. However, there are some contexts where what seems to be “core activities” of the Red Cross and Red Crescent in the field of migration (e.g. social inclusion, advocacy) may not be relevant due to political and/or cultural sensitivities. Those who are organizing the workshop and leading the development of the Strategy for a National Society must remain open to the possible outcomes of discussions.

- The Agenda of the Workshop should be developed by the National Society, possibly in collaboration with the IFRC or a PNS when relevant (see Annex I for an example). If support is provided by the IFRC or any other component of the Movement, then it is advisable to have a representative of the NS “leading” the workshop with the support of a co-facilitator (e.g. from IFRC or a PNS).

8. Proposed steps for the development of a National Society Migration Strategy – (4) Development, finalization and adoption of the Strategy

Based on the IFRC Global Migration Strategy (see Box 2), a National Society Migration Strategy could be structured around 3 or 4 broad Strategic Aims (e.g. *saving lives and ensuring dignity; preventing abuses and suffering; enabling safe and resilient living; building resilience and reducing vulnerabilities; promoting social inclusion of migrants; responding to the most urgent humanitarian needs, etc...*) covering a broad range of activities.

The structure and content of the Strategy should ideally come from the outcomes of the Workshop (hence the importance of the session on the definition of the Strategic Objectives/Aims and main orientations of the Strategy).

The process for development of the Strategy should be agreed upon from the outset (see *above*, section 5).

The development of a Migration Strategy will require further resources (especially time) following the Workshop. Soliciting comments and feedback from the National Society, Partner National Societies, IFRC, ICRC and possibly the regional RCRC migration networks may be necessary in order to produce a final draft that could ultimately be adopted by the leadership of the National Society.

The IFRC Global Strategy on Migration

The structure of the IFRC Global Strategy on Migration mirrors the structure of the IFRC Strategy 2020 (<http://www.ifrc.org/Global/Publications/general/strategy-2020.pdf>).

Goal:

“At all stages of their journeys, and irrespective of their legal status, migrants find the IFRC ready to respond to their needs, enhance their resilience, and advocate for their rights.”

Strategic Aim 1: Save lives and ensure dignity

“People migrating, irrespective of their legal status, receive the necessary humanitarian assistance and protection at all stages of the journey including addressing the specific needs of the most vulnerable migrants.”

Strategic Aim 2: Enable safe and resilient living

“The needs, aspirations and entitlements of migrants and their communities are met, and they are made more resilient.”

Strategic Aim 3: Promote social inclusion of migrants

“Communities are supported to strengthen social inclusion and respect for diversity, and to break down barriers and misconceptions”.

9. A note on methodology

A variety of tools can be used to structure sessions during the workshop.

The IFRC Vulnerability and Capacity Assessment (VCA) toolbox (<http://www.ifrc.org/Global/Publications/disasters/vca/vca-toolbox-en.pdf>) presents a broad range of tools that can be used to conduct some sessions (e.g. the SWOT analysis or the “Problem Tree”)

As the development of a Migration Strategy would be a new process for most National Societies, there is certainly a need to define the methodology to be used during the Strategy Development Workshop and to identify possible new participatory and interactive tools and activities (e.g. the use of game boards or contextualized scenarios).

We thus invite partners to share with us any tools and methodologies that could be used or adapted for use in a Migration Strategy Development Workshop (email to Tiziana.bonzon@ifrc.org and sebastien.moretti@ifrc.org).

Annex I – Example of an Agenda for the Strategy Development Workshop: Ethiopia⁹

Day 1		
When	What	Who
08:00-08:30	Registration	
08:30-08:45	Welcome speech	
08:45-09:15	Key note address	
09:15- 10:00	NS Opening Speech	
10:00-10:30 Coffee Break		
10:30-12:00	Setting the Scene: overview of the migration and displacement phenomenon followed by Q&A.	
12:00-13:00 Lunch		
13:00-14:00	Situation analysis: Presentation by partners	UNHCR, IOM, Government, Cooperation agencies, NGOs, etc.
14:00-15:00	Situation analysis: Presentation by partners	UNHCR, IOM, Government, Cooperation agencies, NGOs, etc.
15:00-15:30 Coffee Break		
15:30-17:00	Presentation by the NS and PNSs on their activities in the field of migration and Q&A.	
Day 2		
08:30-09:00	Recap of Day 1	Workshop Chair
09:00-10:00	Introduction to IFRC Migration Policy & IFRC Global Migration Strategy	IFRC

⁹ Note that the order of the session may change, of course, depending on the availability of speakers, the time allocated to each session, etc.

10:00-10:30	ICRC activities in the field of migration	ICRC
10:30-11:00 Coffee break		
11:00-12:30	Identifying the risks, vulnerabilities and needs of migrants and displaced persons, and the appropriate ways to respond to those risks and needs – Group work	Facilitators
Lunch 12:30-13:30		
13:30-15:00	The “Problem Tree” – Group work on a specific issue (e.g. social inclusion, return and reintegration, legal support, etc.).	Facilitators
15:00-15:30 Coffee Break		
15:30-17:00	Group work on a specific issue	Facilitators
Day 3		
08:30-09:00	Recap	Workshop Chair
09:00-10:30	Stakeholder mapping & discussions on the Movement’s approach to migration and displacement, the auxiliary role and Humanitarian diplomacy, principled funding, etc.	Facilitators
10:30-11:00 Coffee Break		
11:00-12:30	SWOT Analysis– Group Work	Facilitators
12:30-13:30 Lunch		
13:30-15:00	Defining the strategic objectives and main orientations of the ERCS Migration Strategy	Facilitators
15:00-15:30 Coffee Break		
15:30-16:30	Identifying the needs, including capacity strengthening, of the National Society to achieve the objectives that have been identified	Facilitators
16:30-17:15	Feedback session, next steps and closing	Facilitators

Annex II – Supporting documents¹⁰

- IFRC, *IFRC Global Migration Strategy*, 2017, available at (EN, FR, SP, AR, RU): <http://media.ifrc.org/ifrc/document/ifrc-strategy-migration/>.
- IFRC, *IFRC Migration Policy*, 2009, available at: <http://www.ifrc.org/ar/what-we-do/migration/additional-resources/>.
- *Movement Policy on Internal Displacement*, 2009, available at: <https://www.icrc.org/eng/assets/files/publications/icrc-002-1124.pdf>.
- IFRC, *IFRC policy on migration. The 10 migration principles*, available at: <http://www.ifrc.org/ar/what-we-do/migration/additional-resources/>.
- IFRC, *Advisory note. Action to assist migrants in return*, available at: <http://www.ifrc.org/ar/what-we-do/migration/additional-resources/>.
- IFRC, *Advisory note. Action to reduce the risks of migration*, available at: <http://www.ifrc.org/ar/what-we-do/migration/additional-resources/>.
- ICRC perspectives regarding the International Red Cross and Red Crescent Movement's participation in return-related activities, 2016 (EN).
- ICRC, *Position of the International Committee of the Red Cross regarding participation by the International Red Cross and Red Crescent Movement in the expulsion of migrants by the public authorities*, 2009 (EN, FR).
- IFRC, *Operational framework for involvement in migrant health and care services*, 2016, available at: <http://media.ifrc.org/wp-content/uploads/sites/5/2016/12/Operational-Health-Framework-on-Migration.pdf>.
- IFRC, IFRC Policy Brief: Global Compact on Refugees, 2017, available at: https://media.ifrc.org/ifrc/wp-content/uploads/sites/5/2017/12/IFRC_PolicyBrief_GCR.pdf.
- IFRC, IFRC Policy Brief: Global Compact on Migration, 2017, available at: <https://media.ifrc.org/ifrc/document/ifrc-policy-brief-global-compact-migration/>.

Europe (incl. Mediterranean)

- IFRC, *European Migration Plan 2018*, 2017, available at: <https://media.ifrc.org/ifrc/document/european-migration-plan-2018/>.
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¹⁰ The references listed here are in English. Many documents, but not all of them, are available in other languages.

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Annex III – Questions & Answers

1. Should local branches of the National Society be involved in the design of a Migration Strategy?

It is up to a National Society to decide how it wants to proceed.

In some cases, the decision was made to involve sector leads at the National Society's Headquarters in the discussions regarding the development of a Migration Strategy, in order to benefit from their technical expertise. In general, it was felt that the presence of local branches was necessary, given the fact that they are at the forefront of responding to the humanitarian needs of migrants and displaced persons. Including local branches in discussions also contributes to a sense of shared ownership of a Strategy, and should result in more effective implementation of policies, principles and activities.

2. Who could support the development of a Migration Strategy for a National Society?

The IFRC Global Migration Strategy states that by the end of 2022, “75% of National Societies undertake needs assessments and integrate migration into their strategic planning”. This is an ambitious objective that will require the support of and contributions from other components of the Movement.

The present methodology has been developed specifically to support the development of Migration Strategies by National Societies themselves, and/or with the support of Partner National Societies. Support for the development of a Migration Strategy could also be offered by Partner National Societies with a strong migration- and displacement-related programme in a country. Such initiatives are already being supported for instance by the Danish Red Cross in Ethiopia and Niger, and by the French Red Cross in Niger, in collaboration with the IFRC.

The IFRC stands ready to provide the technical support as requested.

3. Should the IFRC systematically use the term “migrant” in line with the IFRC Migration Policy?

Several PNSs have enquired whether the IFRC should habitually and systematically use the description of “migrants”, irrespective of their legal status, as provided for in the IFRC Migration Policy. The deliberately broad description of migrants used remains extremely important for the Movement as an inclusive umbrella term for all people on the move.

However, experience of working on migration- and displacement-related issues with National Societies has shown that the terminology used as well as the meaning of words (especially when translated into different local languages) in each context is different; there are also different interpretations of the scope of the term “migrant” in the IFRC Migration Policy – i.e. does it cover IDPs, internal migrants, or nomadic/traditionally migratory people? In Niger, the term “migrants” refers specifically to migrants in transit towards North Africa or Europe. In Ethiopia, the term “migrants” is mainly used to refer to Ethiopian nationals who are migrating to other countries, through regular channels, for work. In many other contexts, National Societies draw a distinction between ‘migrants’ and ‘refugees’. The Strategic Plans of many National Societies do acknowledge migration- and displacement-related issues, but the terminology used varies from one context to another, in accordance with the language traditionally used in each vernacular. To transpose a conceptual framework from one context to another may not be the most effective or appropriate way to proceed; the objective being

that a National Society owns its Migration Strategy, and thus the Strategy then becomes a tool for further engagement with other stakeholders at the country level.

Moreover, the distinction between migrants and displaced persons is fundamental to avoid any confusion regarding the role of the Red Cross and Red Crescent in terms of “prevention”. While the IFRC Migration Policy makes it clear that National Societies should not “encourage, prevent or dissuade migration”, the prevention of displacement (e.g. through development work, resilience work, disaster preparedness activities, etc.) is a key aspect of the work of the Movement. Some distinctions are thus necessary depending on the scope of the Strategy being developed. It is to be noted that the IFRC Migration Strategy is not a stand-alone document and that it aims to “complement” existing legal and policy frameworks regarding refugees and displaced persons.

Against this backdrop, it is recommended to *contextualize* the Migration Strategy of a National Society and to be as precise as possible when referring to the various groups of people on the move. The challenge is to make sure that a Migration Strategy is in line with the IFRC framework and the IFRC’s principled approach to working with and for migrants and displaced persons while at the same time respecting the specificities of each context. References to the IFRC Migration Policy in the introduction of a Strategy is critical. Equally important, however, is to respect the *spirit* behind the IFRC description of migrants, i.e. the fact that our work in favour of “migrants” is not based on categories but on peoples’ vulnerabilities and needs first and foremost, with a principled approach that aims to capture the full extent of humanitarian concerns related to migration.

4. Should Migration be included as part of the focus and activities of a National Society’s RFL Department, as it is the case in many countries?

There is a clear link between RFL and migration and displacement – at the fundamental level, people may need RFL services because they have been separated physically from their loved ones. For many National Societies, the RFL coordinator is often also the focal point for Migration. However, this is generally the case when the ICRC is supporting the RFL Department of a National Society, due to the fact that RFL remains one of the pillars of the ICRC’s approach to Migration. Moreover, as Migration is a comparatively a new specific area of focus for the Red Cross and Red Crescent Movement as a whole, it is not always obvious where Migration should fit within the structure of a National Society. In some cases, migration is even considered as a part of RFL, while RFL may only be one of many migration-specific activities of a National Society.

Considering the increasing importance of humanitarian needs related to migration and displacement for the Movement, combining RFL and Migration-focused activities may result in an excessive responsibility for one person. Although in practice, and mostly due to limited resources, one person may have several areas of responsibility, Migration should ideally be a separate area of responsibility aside from RFL, which covers other areas of work (e.g. Disaster Management). A clear and well-articulated Migration Strategy could also contribute to better positioning of a National Society vis-à-vis internal and external stakeholders and help secure funding for a position focused specifically on migration within the National Society.

5. Is a National Society’s Migration Strategy also a Strategy for the RCRC Movement as a whole in-country?

It may be possible to develop a Migration Strategy which includes the roles and activities of other components of the Movement, however, the development of such a Strategy would be a different exercise, required a different approach, to that outlined in this paper.

The development of a Migration Strategy as envisaged in this “Methodology” is a document for a National Society. It is a document that articulates the strengths and the added value of a National Society and gives a strategic direction regarding activities in the field of migration and/or displacement. It should ideally be part of a National Society’s overall Strategic Plan.

As such, a National Society’s Migration Strategy could include activities undertaken (or envisaged) by the National Society with the support of Partner National Societies, however in principle it should not list activities carried out independently by other components of the Movement.

6. Should we include protection in the Migration Strategy?

The most common definition of protection among humanitarian organizations, used by IFRC, is the one developed during ICRC-led workshops, later adopted by the IASC: “... all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (i.e. HR law, IHL, refugee law)”.

As reflected in the IFRC *Policy on Migration*, and *Global Strategy on Migration*, Protection is one of the main pillars of the work of the Red Cross in the field of migration alongside assistance and Humanitarian Advocacy for migrants.

The Movement approach to protection identifies three different levels or types of protective action:

- *Protection mainstreaming and respect of the do no harm principle*

“Do no harm” generally refers to avoiding any negative effects from humanitarian activities. Protection mainstreaming refers to ensuring that protection risks are minimized and potential violations of international and domestic law are taken into consideration when carrying out all humanitarian activities, so that assistance activities also address protection needs through ensuring dignity, access, participation and safety for affected people. It is relevant for all humanitarian actors – whether protection actors or not. At a minimum, all Movement actors should ensure that they “do no harm” and further “mainstream” protection concerns in all humanitarian response.

- *Specialized Protection activities meeting relevant & recognized standards and guidance*

National Societies carry out a broad range of protection activities in the field of migration, such as counselling and legal assistance, referrals to specialised agencies, RFL, PSS and other activities aimed at minimizing the causes and consequences of harm or abuse, especially for high-risk groups such as unaccompanied minors, survivors of Sexual and Gender-based violence, people who have been trafficked or are at risk of trafficking. If the National Society is already implementing protection activities, or if it is interested in developing further its protection work, then protection should be included in the Migration Strategy.

Within the broader scope of protective activity within the Movement, the ICRC has a specific mandate and lead role i.e. in regard to protection of people deprived of their liberty, restoring family links, use of force and efforts to clarify the fate of the missing. The inclusion of such activities in the Migration strategy should take into careful consideration the role of the ICRC in the country.

- *Influencing standards, norms and law*

The Movement strives to promote an enabling environment that is conducive to the protection of vulnerable persons, in particular by advocating that humanitarian principles and protection

elements are taken into account, and integrated into states' policies, practices and legislation as well as into international law and guidance.

National Societies are often in a privileged position to conduct advocacy on behalf of migrants due to their role as humanitarian auxiliaries to the public authorities. Advocacy, humanitarian diplomacy and communications are essential tools for ensuring that migrants receive the protection to which they are entitled under international and domestic law, including the special protection afforded to certain categories of people, such as refugees and asylum seekers.

The focus of IFRC advocacy is on the safe and dignified treatment of people migrating at all points of their journey, regardless of legal status. This includes advocating in favour of policies to support social inclusion and non-discrimination, including in terms of access to basic services.

If ICRC is active in the country, they will commonly have confidential dialogue with the authorities as part of their protection activities aimed at ensuring that States fulfil their obligations to protect the lives, preserve the dignity and alleviate the suffering of vulnerable migrants. In such cases, coordination with the ICRC is necessary. Similarly, if there are other partner National Societies active in the country and working on migration issues, especially on protection aspects, it is also necessary and important to ensure coordination between all Movement actors.

7. What are the main aspects related to health that should be included in a National Society's Migration Strategy?

Access to health and care, and "leaving no one behind" are key priorities for IFRC and other components of the Movement. This is also an acknowledgement of the fundamental rights to health of all people. The IFRC Global Migration Strategy states that migrants must have "access to medical assistance and other health services according to their needs."

A broad range of activities may be included in a Migration Strategy, depending on the needs and priorities of migrants, on the priorities and capacities of a National Society, as well as on the position that the National Society holds at the country-level, for example with national health and migration services. These may include:

- Providing life-saving emergency and first aid, including psychological first aid;
- Mental health and psycho-social support
- Advocating for the safe access of all migrants to health care and facilities
- Supporting effective access of migrants to health services through the provision of reliable and accessible information
- Providing essential basic health services and referrals to health institutions
- Raising awareness of the importance of health and wellbeing among populations of migrants during all stages of their migration experience
- Reinforcing relationships with national health systems, or other stakeholders, including migrants, the communities that host them, and other affected by migration.
- Helping to address and counter stigma associated with migrant populations
- Offering essential basic health services along migratory routes and near temporary settlements
- Facilitating communication between health providers and migrants.

8. Should we take into consideration the objectives of the Global Compact on Safe, Orderly and Regular Migration and the Global Compact on Refugees when supporting a National Society to develop a Migration Strategy?

Once adopted, the Global Compact on Safe, Orderly and Regular Migration (GCM) will be the world's most comprehensive, internationally-agreed set of norms on migration. It is the first-ever, global agreement of its kind and is a non-binding, voluntary framework negotiated by States. It has a strong grounding in international human rights law and is aligned with the 2030 Agenda for Sustainable Development. The GCM is an opportunity for National Societies to engage with their government on the safety, dignity and rights of migrants and to showcase and build on work already underway (for example, in areas such as disaster risk reduction, social cohesion and provision of humanitarian support and services to migrants). The International Red Cross and Red Crescent Movement is noted as a key implementing partner in the GCM text (Paragraph 44).

It is likely also that the GCM will influence governmental planning for managing the impacts of migration as well as donors' support for humanitarian action related to migrants over the next years/decades.

For its part, the Global Compact on Refugees (GCR) is focused on international cooperation; it is not legally binding and aims to operationalize existing commitments and to guide the response of the international community in the context of large-scale movement of refugees as well as in protracted refugee situations. The objectives of the GCR are to: (1) ease pressures on countries that host large numbers of refugees; (2) enhance refugee self-reliance; (3) expand access to third-country solutions (i.e. resettlement and complementary pathways for admission); and (4) support conditions in countries of origin that enable refugees to return in safety and dignity. The RCRC Movement has a significant role to play in the realization of these four objectives.

National Societies are already carrying out a broad range of activities that are also referenced in the GCM and the GCR, such as the provision of essential services for migrants and refugees, awareness on "safe migration" and pre-departure information for migrants, activities to support people who have experienced trafficking or exploitation, reintegration of migrants and refugees, disaster preparedness, risk reduction and resilience work, or social inclusion activities, amongst others.

Against this backdrop, it is recommended to align the objectives contained within a National Society's Migration Strategy with the objectives of the GCM and the GCR whenever possible, whilst ensuring coherence with the RCRC Movement's framework on and approach to migration and displacement. A number of documents have been produced by the IFRC to support the engagement of National Societies in the context of the GCM and GCR.