

IOM Pacific Strategy 2017–2020



International Organization for Migration (IOM)

The UN Migration Agency

IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

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Cover photo: Carteret Islands, Papua New Guinea. © IOM 2016 (Photo: Muse Mohammed)

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FOREWORD

Migration has long been a key feature of the Pacific identity, characterized by movements between the thousands of islands in the region. More recently, the migration dynamics have been dominated by the movement of Pacific Islanders to more developed economies of the United States, Australia and New Zealand, as well as the threat of mass displacement and forced migration resulting from the changing climate.

The rich precolonial history of economic and cultural exchange between Pacific Islanders was facilitated by a highly developed seafaring tradition, described by Tongan anthropologist Epele Hau'Ofa as “a world in which peoples and cultures moved and mingled, unhindered by boundaries”. In this context, for thousands of years, migration has been a strategy employed for seeking out new opportunities, and adapting to circumstances of social, economic, environmental and political change.

In our modern era, communities in the Pacific are facing new challenges to which they must adapt. The changing climate is just one of these. The relationship between climate change and migration is complex, tied up in a set of political, economic, social and legislative factors that impact people's need, ability and willingness to move.

Frequent natural disasters lead to regular occurrences of internal displacement, as people seek safety from the impact of cyclones/typhoons, volcanoes, earthquakes and drought. However, the deep-rooted relationship that communities have with the land means that planned relocation or long-term migration as a climate change adaptation strategy and durable solution for mass displacement is not the first choice for many. Indeed, this option is considered as a last resort. It is imperative that, should this eventuality occur, people are offered the option described by former President Tong of Kiribati as “migration with dignity”.

While recognizing that there are different migration dynamics within the subregions of Melanesia, Micronesia and Polynesia, in



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Zealand, Papua New Guinea
and the Pacific*

general, when people choose to migrate, it is in search of economic opportunities, usually with the aim of returning home in the future. At present, large shares of Pacific Islands' populations reside overseas.

There is much scope for strengthening migration programming in the Pacific in a way that would benefit individual migrants, their communities in countries of origin, transit and destination, as well as governments throughout the region.

The *Pacific Strategy 2017–2020* will provide guidance to that process. These strategic goals will be achieved through implementing programmes in-line with IOM's global principles and objectives. Globally, the New York Declaration of 2016 marked a renewed commitment from the international community to protecting the safety, dignity, human rights and fundamental freedoms of all migrants, regardless of their migratory status, at all times. IOM is supporting consultations with governments and stakeholders as outlined in the Declaration, in order to formulate the Global Compact on Migration in 2018.

I greatly look forward to working with our partners in governments and civil society in the Pacific, as well as international organizations to achieve these goals, and ensure that the rich relationship between migration and development in the Pacific continues to grow. Rather than seeing migration as a problem to be solved, IOM regards migration as a human reality to be managed. This is particularly important in the Pacific, where migration has long been a means of both adapting to challenges and seeking out new opportunities.

Locally sourced rice, funded by USAID, being loaded onto the *Indies Trader* for onward transport to Maloelap Atoll, a 16-hour sea voyage away. A severe drought left remote island communities short of essential foodstuff. © IOM 2013 (Photo: Joe Lowry)



INTRODUCTION

The aim of the International Organization for Migration (IOM) Pacific Strategy 2017–2020 is to provide a strategic framework for addressing migration challenges in the Pacific, and to guide IOM’s response to the needs of migrants, communities affected by migration and governments in the region. This strategy aligns with and is guided by IOM’s global Migration Governance Framework (MiGOF).¹

IOM’s three strategic priorities in the Pacific are:

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- (a) Migrants and communities in the Pacific benefit from migration as a sustainable development and climate change adaptation strategy.
 - (b) Displaced persons and affected communities in the Pacific are protected from and resilient to the impact of natural disasters and climate change.
 - (c) Migrants in the Pacific enjoy protection from human rights abuses and are able to migrate in a safe, orderly and dignified manner.
-

¹ IOM’s MiGOF sets out a structure in which States and IOM can work together to address migration issues. The framework presents the ideal version of migration governance, to which States can aspire, and for which IOM can provide support and assistance.

More than 80 metric tons of relief supplies arriving in Fiji following Tropical Cyclone Winston – the most powerful storm to hit the South Pacific. © IOM 2016



About IOM

Established in 1951, IOM is the leading intergovernmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners.

With 166 Member States, a further 8 States holding Observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants.

IOM works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, including refugees and internally displaced persons.

The IOM Constitution recognizes the link between migration and economic, social and cultural development, as well as to the right of freedom of movement.

IOM definition of “migrant”

IOM defines a migrant as any person who is moving or has moved across an international border or within a State away from his/her habitual place of residence, regardless of (a) the person’s legal status; (b) whether the movement is voluntary or involuntary; (c) what the causes for the movement are; or (d) what the length of the stay is.

IOM concerns itself with migrants and migration-related issues and, in agreement with relevant States, with migrants who are in need of international migration services.

IOM in the Pacific

IOM’s footprint in the Pacific is increasing. Of the States that make up the Pacific Islands Region and Papua New Guinea, 11 are now Member States of IOM. They are: Federated States of Micronesia, Fiji, Kiribati, the Marshall Islands, Nauru, Papua New Guinea, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu. Of these, IOM has offices in the Federated States of Micronesia, Fiji, the Marshall Islands, Papua New Guinea, Solomon Islands and Vanuatu. IOM offices in these countries are coordinated by IOM Canberra, Australia, and together fall under the Regional Office for Asia and the Pacific, located in Bangkok, Thailand.

IOM’s work in the Pacific falls under several areas of migration governance, and includes projects in the fields of development, humanitarian assistance and human rights. Projects that IOM has implemented include technical assistance to strengthen border management and prevent and respond to trafficking in persons, support to strengthen migration policy frameworks, and working with national, subnational and community partners to strengthen disaster risk reduction (DRR) and climate change adaptation. IOM has received requests from several Member States to provide support in responding to the complex migration challenges posed by climate change.

With its wide-reaching presence and expanding membership, IOM is ready to respond and scale up to deliver large and complex humanitarian operations. This status has cemented the Organization’s reputation as a key humanitarian partner in the region among governments, disaster management agencies, international and local humanitarian actors and donors. Additionally, as the Global Lead of the Camp Coordination and Camp Management (CCCM) Cluster for natural disasters, IOM has a commitment to the Pacific Member States, as well as the responsibility and expertise to support authorities in the management of displacement and human mobility in times of disaster.



Mele Village, Efate, Vanuatu. A community resettled to Efate following the volcanic eruption on the island of Ambrym in 1951. © IOM 2017 (Photo: Jessie Connell)

Migration in the Sustainable Development Goals

The 2030 Agenda for Sustainable Development was adopted unanimously by the United Nation's 193 Member States in 2015. This wide-ranging agenda includes the 17 Sustainable Development Goals (SDGs). Through this process, migration is included for the first time in the global development framework, recognizing well-managed migration's integral role in and immense contribution to sustainable development.

Migration is included under *SDG Goal 10: reduced inequality within and among countries*, through Target 10.7: to facilitate orderly, safe,

regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies.

Migration is also specifically referenced under Goal 4: quality education (student mobility), Goal 5: gender equality (trafficking in persons, focus on women and girls), Goal 8: decent work and economic growth (trafficking in persons and migrant workers' rights) and Goal 16: Peace and Justice (trafficking in persons).

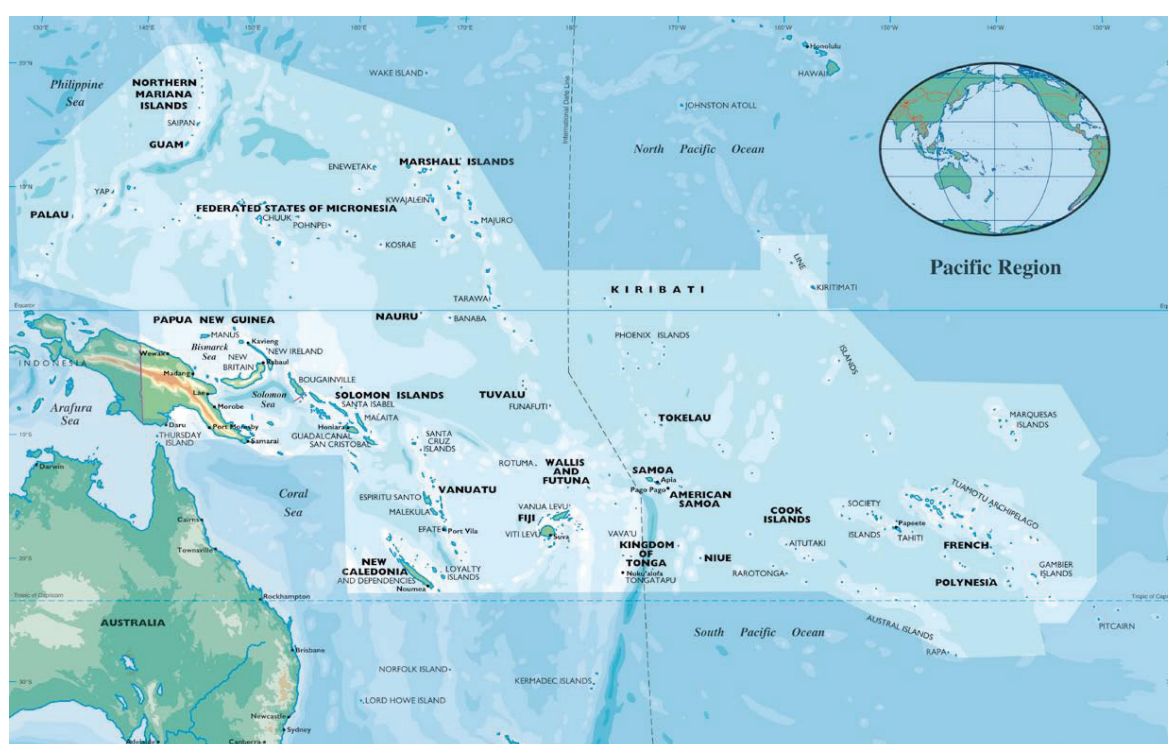
The SDGs are now driving policy planning and implementation across borders and across sectors, recognizing the interlinkages between migration and development and the fundamental contributions of migrants. They are an integral part of all IOM programming.

CONTEXT

The region covered in this strategy is made up of thousands of islands spread over an area of tens of millions square kilometres, grouped into 21 countries and territories. Papua New Guinea has a population of 7.3 million, significantly higher than other Pacific Island countries and territories (PICTs) in the region.² The remaining countries covered comprise a total population of 2,448,200 inhabitants, with Fiji (880,400) and Solomon Islands (651,700) accounting over 62 per cent of this.³ The remaining 12 countries have populations ranging between 10,000 and 300,000. In contrast to the small population and total land area, the combined Exclusive Economic Zone of the Pacific region is well over 20 million km².⁴

The area is divided into three subregions or cultural groupings: Polynesia, Micronesia and Melanesia. Polynesia comprises of the Cook Islands, Niue, Samoa, Tonga and Tuvalu, as well as eight dependencies and territories. Micronesia includes the five States of the Federated States of Micronesia, Kiribati, the Marshall Islands, Nauru and Palau, and the United States territories of Guam, Northern Marianas and Wake Island. Melanesia consists of the four independent countries of Fiji, Papua New Guinea, Solomon Islands and Vanuatu, and the special territory of New Caledonia.

Figure 1: Map of the Pacific



Source: Secretariat of the Pacific Regional Environment Programme, 2005 report, available from <http://projects.inweh.unu.edu/inweh/display.php?ID=773>

² National Statistical Office of Papua New Guinea, Population. Available from www.nso.gov.pg/index.php/population-and-social/other-indicators (accessed 22 February 2017).

³ SPC, National Minimum Development Indicators. Available from www.spc.int/nmdi/population (accessed 18 July 2017).

⁴ UN Country Team in the Pacific, UN Strategic Framework for the Pacific (UNSPF) 2018-2022, Common Country Analysis (CCA) – Meta Analysis (2016).

Several regional bodies are working on addressing common issues of interest for the Pacific Island countries. The Pacific Immigration Directors' Conference (PIDC) is a forum for Official Immigration Agencies of the Pacific Region. The PIDC enables heads of immigration agencies to discuss issues of mutual interest and foster multilateral cooperation. Current members are 23 countries and territories across the Pacific, including Australia and New Zealand.⁵

The Pacific Islands Forum (PIF) is a regional forum for discussions on regional cooperation and integration that also chairs the Council of Regional Organisations for the Pacific (CROP). CROP is an inter-organizational consultative process that aims to prevent gaps or overlaps appearing between the work of the intergovernmental regional organization in the Pacific which form its membership.

Other key regional bodies of particular relevance of particular relevance in the context of migration include the following: (a) Pacific Islands Development Forum (PIDF); (b) Pacific Community (formerly South Pacific Commission, SPC), which delivers technical assistance, policy advice, training and research services for the region; and (c) University of the South Pacific (USP), which has a wide presence in the region and provides a comprehensive range of tertiary qualifications, as well as advanced research in several areas of interest to the Pacific Islands.⁶

The Third International Conference on Small Island Developing States (SIDS) in 2014 in Apia, Samoa, produced an outcome document titled "SIDS Accelerated Modalities of Action (SAMOA) Pathway", which recognizes the unique vulnerability of SIDS in the context of climate change. This outcome document was unanimously adopted by the UN and provides a framework for building resilience and establishing partnerships in pursuit of

sustainable development in the Pacific.

Migration in the Pacific

Pacific Islanders have been described as one of the most mobile groups anywhere in the world.⁷ According to the UN Country Team's recent Meta-Analysis report on the Pacific, there are significant opportunities to support the role of migration in sustainable development.

International migration

Several countries have negative migration rates: the Marshall Islands (-2.5), Tokelau (-1.1), Federated States of Micronesia (-2.6), Samoa (-1.7), Tonga (-1.9), the Cook Islands (-1.8), Fiji (-0.8), Nauru (-1), Tuvalu (-0.5) and Niue (-1). Migration remains more common among Polynesian countries, though is increasing in Melanesian countries, promoted by seasonal worker schemes in Australia and New Zealand. Evidence from seasonal work programmes show that the vast majority of workers are male, which means that women are largely left out from the opportunity to gain working experience and be a primary income earner and may have to carry an additional workload in the absence of men in their households.⁸

Citizens of some States have special entry rights into Australia, New Zealand and the United States. These rights include citizenship, right of entry and quotas for permanent migration or participation in seasonal worker schemes. The Cook Islands, Niue and Tokelau are part of the "realm of New Zealand" and have constitutional ties that allow for rights of entry. Additionally, through New Zealand's Pacific Access Category, specific Pacific Island States (Kiribati, Tuvalu, Tonga and Fiji) have ballots for permanent residence. Some Pacific Islands have quota-based access to special employment visas, exemptions or visas on arrival based on schemes and agreements such as New Zealand's Recognized Seasonal

⁵ Pacific Immigration Directors' Conference, Members. Available from www.pidcsec.org/index.asp?pageID=2145885658 (accessed 22 February 2017).

⁶ Department of Foreign Affairs and Trade of the Government of Australia, Pacific Islands regional organisations. Available from <http://dfat.gov.au/international-relations/regional-architecture/pacific-islands/Pages/pacific-islands-regional-organisation.aspx> (accessed 22 February 2017).

⁷ ACP Observatory on Migration, South-South Labour Mobility in the Pacific: An Overview (ACP Observatory on Migration, Brussels, 2012). Available from http://publications.iom.int/system/files/pdf/migration_in_the_pacific.pdf

⁸ World Bank, *Systematic Country Diagnostic for the Eight Small Pacific Island Countries: Priorities for Ending Poverty and Boosting Shared Prosperity*. 2016. Report No 102803-EAP (World Bank, Washington, D.C., 2016).



Trekking across Emae Island, Vanuatu. © IOM 2015 (Photo: Joe Lowry)

Employer scheme and Australia’s Seasonal Worker Programme opened to selected Pacific Islands.⁹ The United States’ Compact of Free Association agreements with the Federated States of Micronesia, Palau and the Marshall Islands allow all citizens of those countries to live and work in the United States with unlimited lengths of stay. At present, many Pacific Islands have large shares (over 30%) of their population living abroad, explained in part by these preferential entry arrangements especially with Pacific Rim countries.¹⁰

International migration plays a role in poverty reduction in many countries through remittances and also contributes to the prosperity of the country of destination. However, the departure of migrants – who may be better educated, of working age and skilled or semi-skilled – can affect the functioning of traditional support systems and incur opportunity costs to local production, while also keeping population growth relatively low.

⁹ IOM, *Effects of Climate Change on Human Mobility in the Pacific and Possible Impact on Canada* (IOM, Canberra, 2016). Available from https://publications.iom.int/system/files/pdf/effects_of_climate_change_on_human_mobility.pdf

¹⁰ United Nations, Department of Economic and Social Affairs, Population Division. *Trends in International Migrant Stock:*

The 2015 Revision (United Nations database, POP/DB/MIG/Stock/Rev.2015).

Internal migration and urbanization

Internal migration from rural outer atolls to larger islands, or from rural to urbanized centres, is increasing at a rapid pace. As a result, urban centres now house a large proportion of the population in many countries. Nauru, Palau and the Marshall Islands all have urban populations that represent more than 70 per cent of the total population, with the Federated States of Micronesia, Fiji and American Samoa not far behind, with 50 per cent in urban areas.¹¹ Internal migration is driven by a combination of the following push and pull factors:

- Poverty;
- Land insecurity and disputes;
- Environmental change;
- Employment/livelihood opportunities; and
- Availability of services such as health (including water and sanitation facilities) and education.

The centralized structure of service provision compels those residing in smaller islands to move temporarily¹² to access hospital or schooling services that are often located on the largest island in a cluster.

People living in rural areas on the mainland close enough to cities often commute for work on a daily basis. While the primary driver of this is economic – the search for jobs or livelihoods – it often follows deterioration of traditional occupations such as farming and fishing, which is linked to the changing climate. Many of those who lose livelihood opportunities in their communities of origin need to migrate in search of other opportunities.

Rapid urbanization poses several challenges. The movements add additional stress on resources in receiving areas, leading to overcrowding and labour market saturation. This, in turn, can prompt international migration for those with enough resources to move abroad.

The climate change/labour migration nexus

An IOM report conducted in 2016, *The Effects of Climate Change on Human Mobility in the Pacific*, found that labour migration (especially unskilled and semi-skilled) will be a critical migration pathway in the context of climate change in the Pacific. As climate change manifests, slow-onset events deplete the natural resource base and increasingly lead to livelihoods stress. In this context, affected communities are more likely to seek migration opportunities in urban areas in their home countries or abroad. It is critical that in this context, migration is orderly and well managed, and migrants are given the opportunity to “migrate with dignity”.

To make this happen, investment is needed in skills development programmes to leverage the impact of labour mobility schemes as a long-term climate change adaptation response. This includes investment in skills development in countries of origin to meet skills shortages in countries of destination, recognition/harmonization of qualifications throughout the region, and investment in tools to manage the process, including labour market information systems, and labour monitoring systems in countries of destination. This should occur alongside climate change adaptation and DRR activities.

¹¹ J. Campbell and O. Warrick, *Climate Change and Migration Issues in the Pacific* (United Nations, Suva, Fiji, 2014).

¹² *Temporary migration* is defined here as movement for short/brief periods normally spanning between one to three months.

Displacement

There is a direct relationship between natural hazards and displacement of people in the Pacific. The region has a “disproportionately high disaster risk”, and displacement relative to population size is consistently high.¹³ This has manifested recently in several natural disasters, including Cyclone Pam in 2015, following which nearly 25 per cent of the population in Vanuatu fled their homes and 55 per cent of Tuvalu’s population were displaced.¹⁴ IOM has rolled out its Displacement and Evacuation Tracking Matrix in three Pacific countries – Vanuatu following Tropical Cyclone Pam, Fiji following Tropical Cyclone Winston and Papua New Guinea – in the context of both natural disasters and human conflict.

The first round of displacement tracking conducted in Vanuatu took place in Port Vila and identified 3,902 internally displaced persons (IDPs) in 43 evacuation centres. The first cycle of tracking in Fiji, following Cyclone Winston, identified 7,062 evacuees across 309 evacuee sites.

In Papua New Guinea, at least 74,449 IDPs were identified as having been displaced as a result of at least 40 incidences of emergencies and disasters recorded as having occurred between 2013 and 2016. The majority had been displaced by cyclones (25,705) in Milne Bay (66%) and Oro (34%) provinces. Tribal conflicts contributed to the second highest level of displacement, affecting 9,280 individuals from 2013 to 2016.

The high-frequency, prevalence and intensity of sudden- and slow-onset natural disasters in the Pacific result in significant damage to infrastructure and displacement beyond the coping capacity of national authorities. Climate variables, such as the El Niño Southern Oscillation and longer-term climate change symptoms are affecting and increasing hazard risks within the region. Although Pacific Island States have established institutions to support

the response, risk reduction and mitigation, logistical challenges, limited infrastructure, assets and human resources remain a challenge. These factors can result in increased vulnerability to population displacement, which gives rise to acute protection and humanitarian needs.

Irregular migration and trafficking in persons

There are critical information gaps relating to irregular migration and trafficking in persons in the Pacific, and the extent and characteristics of these activities and trends are unclear. The United Nations Office of Drugs and Crime (UNODC) observes that migrant smuggling in the Pacific region is frequently facilitated by immigration fraud, with PICTs viewed as transit points for migrants attempting to enter Australia, New Zealand or the United States. Notwithstanding the lack of reliable and representative data, UNODC further notes that detections from PIDC members other than Australia and New Zealand have generally been minimal, and such activities have not been a significant concern for PICTs. For example, the number of migrant smuggling convictions during 2005–2013, as reported by PIDC members, totalled 22.¹⁵

Trafficking in persons is a growing concern in the Pacific region, which is a source, transit and destination point for trafficking in persons. Trafficking in persons in the Pacific is undertaken for purposes of sexual exploitation and labour. There are clear links between trafficking in persons and the extractive industries in a number of PICTs, with reports of sexual exploitation of women and girls at logging camps in Solomon Islands and Papua New Guinea. It is also noted that the isolation of many of these camps limits the availability and reliability of data. A number of incidents have been reported of persons from Asia – including China, Indonesia, the Philippines and Viet Nam – in addition to workers from

¹³ Internal Displacement Monitoring Centre (IDMC), *Global Report on Internal Displacement (GRID 2016)*. (IDMC, Geneva, 2016).

¹⁴ Ibid.

¹⁵ UNODC, *Transnational Organized Crime in the Pacific: A Threat Assessment* (UNODC Regional Office for Southeast Asia and the Pacific, Bangkok, 2016). Available from www.unodc.org/documents/southeastasiaandpacific/Publications/2016/2016.09.16_TOCTA_Pacific_web.pdf

PICTs, being exploited in the Pacific region on fishing vessels through deceptive recruitment processes.¹⁶

There are also cases of internal trafficking, particularly of women and girls in Solomon Islands and Papua New Guinea. For example, in Papua New Guinea, women and girls from rural areas are misled with assurances of legitimate work to travel to provinces where they are subjected to sex trafficking. Children, including girls from tribal areas as young as 5 years old,

are reportedly subjected to sex trafficking or forced labour by members of their immediate family.¹⁷ IOM has delivered projects to combat trafficking in persons in Papua New Guinea and the Solomon Islands, and a number of governments in the Pacific have indicated an interest in increasing efforts to address this issue. Responding to the critical data gaps around trafficking in persons in PICTs is also a salient need.

¹⁶ PIDC, People Smuggling, Human Trafficking and Irregular Migration in the Pacific (2014).

¹⁷ US State Department, 2016 Trafficking in Persons Report, Papua New Guinea (Office to Monitor and Combat Trafficking in Persons, Washington, D.C., 2016). Available from www.state.gov/j/tip/rls/tiprpt/countries/2016/258840.htm (accessed 24 February 2017)

IOM'S GUIDING PRINCIPLES

IOM will support governments and partners in the Pacific to address the critical issues that have been identified above. Programmes developed to achieve the outcomes and outputs outlined in the subsequent section will be guided by the three MIGOF principles applied to all IOM programming globally.

Principle 1: Good migration governance requires adherence to international standards and fulfilment of migrants' rights

Programmatic target 1: All IOM missions in the Pacific advocate for inclusion of migrants' rights in key human rights reporting processes

Programmatic target 2: New projects developed by IOM in the Pacific incorporate a rights-based approach

Principle 2: Migration and related policies are best formulated using evidence and whole-of-government approach

Programmatic target 1: Pacific-region baseline assessment of SDG Target 10.7: "Facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies"

Programmatic target 2: New projects in the Pacific include a baseline assessment and final evaluation

Principle 3: Good migration governance relies on strong partnerships

Programmatic target: Create an active network of key strategic and technical partners working in migration governance in the Pacific region

A local counsellor and women from a coastal village stand where their crops and homes used to be before the impacts of coastal erosion, Papua New Guinea. © IOM 2016 (Photo: Muse Mohammed)



IOM'S STRATEGIC PRIORITIES IN THE PACIFIC

Priority area one: Migration and sustainable development

Strategic priority 1: Migrants and communities in the Pacific benefit from migration as a sustainable development and climate change adaptation strategy

IOM undertakes to support partners in the Pacific to maximize voluntary migration – including planned relocation and labour migration – as a climate change adaptation and human development strategy. Equipping governments with the knowledge, skills and tools to develop and operationalize labour migration policies, and manage protection-sensitive labour mobility schemes is critical. IOM will support activities in skills-building and strengthening remittances, as well as creating stronger ties between the Pacific diaspora communities and Pacific governments. IOM will support regional dialogue on labour mobility with the aim of developing cooperation and a regional labour mobility framework, an initiative that will be relevant to all countries in the Pacific. Additionally, IOM will seek to protect the rights of migrant workers in the

Pacific by strengthening transparency and accountability on the labour demand side. IOM will engage with the private sector and roll out IOM's International Recruitment Integrity System (IRIS)¹⁸ in the Pacific. Finally, through implementing long-term, sustainable development projects, IOM will enhance community resilience over time, creating new opportunities and technologies, and building capacity for self-help in the context of climate change.

¹⁸ IRIS is an international voluntary ethical recruitment framework that benefits all stakeholders in the labour migration process. IRIS will provide a platform for addressing unfair recruitment and bridge international regulatory gaps governing labour recruitment in countries of origin and destination.

Outcome 1.1. Governments in the Pacific are maximizing migration as a climate change adaptation and human development strategy

IOM will work with governments to strengthen knowledge and systems to implement protection-sensitive labour mobility schemes. This will include providing financial and technical support to develop and implement labour migration policies, operational frameworks and tools such as Labour Market Information Systems. Additionally, IOM will support regional dialogue contribute to the strengthening of regional labour market. This will be achieved through the following three outputs:

- Output 1.1.1. Labour migration policies and programmes that are in line with social protection standards
- Output 1.1.2. Evidence-based intraregional dialogue to facilitate migration within the Pacific region
- Output 1.1.3. Strengthened ties between governments and diaspora communities in Australia, New Zealand and the United States

Outcome 1.2. Migrants and their families and communities enjoy increased socioeconomic and cultural benefits of migration

IOM will work with individual migrants and communities to increase their capacity and skills to participate in labour migration schemes, and to ensure that the benefits of these schemes reach those most in need, including communities vulnerable to the impacts of climate change. This includes conducting research to assess why the uptake of labour migration schemes such as seasonal workers programmes has been relatively low in many countries, and following this, conducting training to equip people with the skills and information needed to participate. IOM will also conduct research into the cultural and social impacts of labour migration and through this, develop policies, systems and programmes to address these gaps. Finally, IOM will roll out the IRIS system in the key countries/sectors of employment of migrant workers. Outcome 1.2 will be achieved through the following three outputs:

- Output 1.2.1. Migrants and potential migrants in the Pacific have the skills and tools to participate in labour migration schemes
- Output 1.2.2. Remittances are reaching individuals and families in countries of origin in an efficient and cost-effective manner
- Output 1.2.3. Communities are benefitting from social, cultural and other non-financial contributions of migration

Outcome 1.3. Migrants, their families and migration-affected communities enjoy the benefits of good physical health

Cross-border migrants often face challenges accessing national health systems. Additionally, migration status is a social determinant of health, and communities affected by migration are also impacted by specific health challenges, in particular communicable diseases, such as tuberculosis and sexually transmitted infections. IOM will work with governments and communities to provide trainings and tools to ensure government services and community health systems are available to migrants, address specific migration health-related challenges, and effectively monitor migrant health. This outcome will be achieved through the following outputs:

- Output 1.3.1. Increased skills and tools to promote access to health services for migrants and migration-affected communities
- Output 1.3.2. Community health systems established or strengthened to monitor migration-related health problems and promote health-seeking behaviour

Outcome 1.4. Vulnerable communities are resilient to climate change, land degradation and resource constraints due to urbanization

IOM will work with vulnerable communities to increase resilience to environmental and other changes. This will include training and equipping community members in agriculture and aquaculture activities, as well as establishing local understanding of their rights and obligations. This outcome will be achieved through the following outputs:

- Output 1.4.1. Vulnerable communities equipped with knowledge, skills and tools in resilience activities
- Output 1.4.2. Communities empowered to demand provision of critical social services

Priority area two: Protection and resilience in the context of natural disasters

Strategic priority 2: Displaced persons and affected communities in the Pacific are protected from and resilient to the impact of natural disasters and climate change

IOM will support partners to address displacement-related challenges by helping to build capacities to ensure that displaced persons and affected communities are protected from and resilient to the impact of natural disasters in the Pacific. This will be achieved through a number of key interventions, utilizing IOM's global tools and methodologies, in particular in the areas of DRR, CCCM and emergency response.

IOM's primary groups of concern in this area are people displaced by, or vulnerable to displacement by natural disasters and climate change, and communities affected by displacement, including host communities, transit and resettlement locations. The proposed outcomes and outputs aim to support States in addressing the needs of these groups in an adequate and timely manner.

Outcome 2.1. National and local authorities effectively prevent, respond to and manage displacement situations

Under this outcome area, IOM will provide training, tools and technical assistance in DRR and disaster risk management, CCCM and information management to national and local government partners. This includes training in CCCM, as well as technical assistance to develop policies and operational tools to guide national local responses. Through this, IOM will achieve the following outputs:

- Output 2.1.1. National governments and local governments have the knowledge, skills and tools to prevent, respond to and manage displacement situations
- Output 2.1.2. National and local governments are able to effectively communicate and coordinate with each other and with communities

Outcome 2.2. At-risk communities are resilient to the impact of natural disasters and climate change

Under this outcome area, IOM will help strengthen knowledge, systems, skills and tools of people in communities vulnerable to natural disasters. This includes, conducting trainings in safe-shelter techniques based on indigenous and traditional knowledge, establishing community systems and plans for evacuation, and supporting other community-based DRR activities. These will achieve the following outputs:

- Output 2.2.1. Affected communities have access to resilient shelter and housing
- Output 2.2.2. Affected communities are empowered with safety and physical security during and after natural disasters
- Output 2.2.3. Affected communities have access to traditional/indigenous coping mechanisms, new DRR technologies and effective hybrids of the two

Outcome 2.3. Affected populations receive comprehensive, targeted and needed humanitarian assistance in times of disaster

Under this outcome area, IOM will work with government and non-governmental partners within the Pacific Humanitarian Team system to ensure the provision of comprehensive humanitarian assistance in times of natural disaster. This will include ensuring high-quality displacement information management and vulnerability mapping to target those most in need, through the use of IOM's Displacement Tracking Matrix tool. Additionally, IOM will provide assistance to affected populations working through key clusters, in particular in the areas of shelter and protection. This will achieve the following output:

Output 2.3.1. Affected populations are assisted in a principled, adequate and timely manner in times of disaster

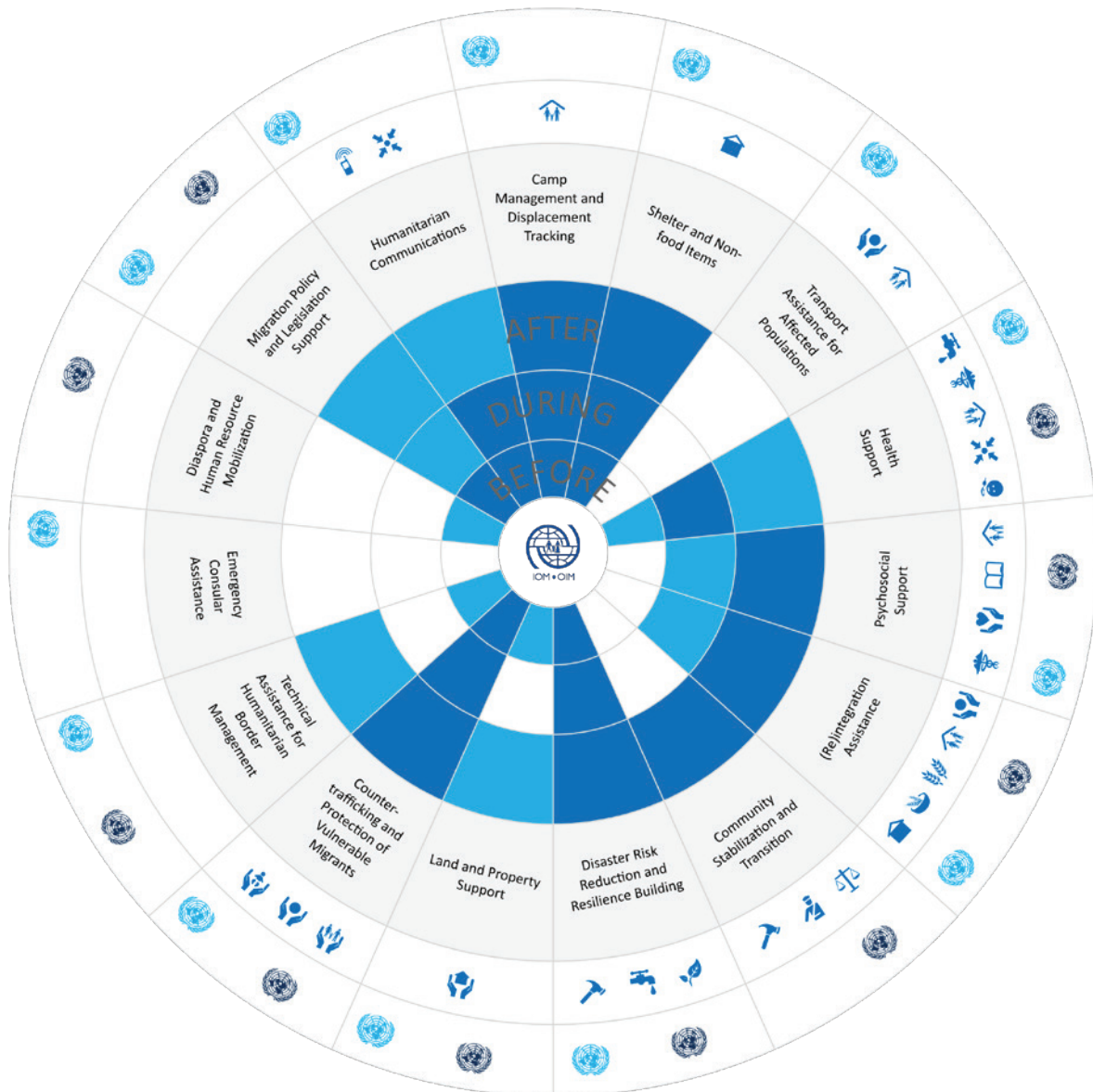


MCOF INTEGRATED APPROACH FOR THE PACIFIC

In order to achieve the strategic objectives and proposed outcomes of this plan, IOM established an integrated approach in line with the Migration Crisis Operational Framework (MCOF) that lays out priority areas of intervention for each phase of the disaster response management cycle specific to the context of the Pacific.

Figure 2 is the MCOF Wheel, developed by IOM emergency response specialists to inform priorities and coordination in the preparedness, response, and recovery phases of humanitarian disaster. The MCOF wheel illustrates the prioritization of the sectors of assistance throughout the three phases of the disaster management cycle in the context of crisis triggered by natural disasters in the Pacific.

Figure 2: MCOF Wheel



- | | | |
|--|--|---|
| <ul style="list-style-type: none"> Critical Important Recommended <p>Systems</p> <ul style="list-style-type: none"> Cluster System (OCHA) Refugee Regime (UNHCR) Development Actors (UNDP) Security and Peacebuilding Actors | <p>Clusters</p> <ul style="list-style-type: none"> Camp Coordination & Camp Management (CCCM) Water, Sanitation and Hygiene Early Recovery Education Protection Logistics Emergency Telecommunications Health Food Security Shelter Nutrition | <p>Other Clusters / Sectors / Groups</p> <ul style="list-style-type: none"> Housing, Land and Property Rights Gender-based Violence Coordination Rule of Law and Justice Mental Health & Psychosocial Support Safety and Security Environment Child Protection Agriculture |
|--|--|---|

Critical

- Camp Coordination and Camp Management
- Shelter
- Humanitarian Communications
- Disaster Risk Reduction
- Counter-trafficking and Protection of Vulnerable Migrants
- Policy

Important

- Health
- Land and Property Support
- Humanitarian Border Management
- Diaspora and Human Resource Mobilization

Source: IOM, 2017.

Priority area three: Safe and orderly migration

Strategic priority 3: Migrants in the Pacific enjoy protection from human rights abuses and are able to migrate in a safe, orderly and dignified manner

IOM will support governments to detect and assist vulnerable migrants,¹⁹ for example, victims of trafficking (VOTs). Migrants have particular psychosocial support needs, and a key goal of IOM will be ensuring these are understood and addressed by ministries of health, civil society organizations and other relevant service providers in the Pacific. Through implementing protection-focused integrated

border management trainings and the roll-out of border management tools and systems, governments will be better able to manage borders, including to prevent exploitation of migrants, for example through identifying potential VOTs at the border and referring them to targeted services. IOM will contribute to durable solutions for migrants who are unable or unwilling to remain in host countries by providing assisted voluntary return, and in some cases, reintegration services in line with international human rights principles.

¹⁹ In this context, *vulnerable migrants* include VOTs, unaccompanied migrant children, asylum seekers and refugees, smuggled persons, migrant workers and their families.

Outcome 3.1. Vulnerable migrants in the Pacific receive appropriate and timely protection and assistance services

IOM will support governments to review and reform legislation, as well as deliver trainings on the application of legislation, identification of VOTs and establishment of referral mechanisms to appropriate support services. This will be accompanied by efforts to improve the quality and availability of support services for VOTs, including conducting capacity-building for local non-governmental organizations and civil society organizations and establishing/supporting shelters and safe houses. All activities will be supported by broader community sensitization efforts. Outcome 3.1 will be achieved through the following two primary outputs:

- Output 3.1.1. Strengthened capacity of governments and communities to detect and protect vulnerable migrants, especially VOTs and stranded migrants
- Output 3.1.2. Vulnerable migrants, including VOTs, victims of violence including gender-based violence, and stranded migrants, have access to gender-sensitive and culturally appropriate support and assistance

Outcome 3.2. Improved psychosocial health of vulnerable migrants

IOM will support duty bearers to strengthen psychosocial services for migrants, including training local service providers in specific psychosocial support provisions for vulnerable migrants, and ensuring appropriate infrastructure is in place for the provision of this support. For example, IOM will work with the Government of Papua New Guinea to improve local capacity in providing psychosocial support to resettled refugees by training caseworkers and local health workers on the provision of these services. Outcome 3.2 will be achieved through the following output:

Output 3.2.1. Reduced barriers for vulnerable migrants to access psychosocial support services

Outcome 3.3. Cross-border migration is safe, orderly and dignified

IOM will conduct training and skills-building in integrated border management with governments, as well as provide technical support in the development of protection-sensitive border management systems. Additionally, IOM will provide assisted voluntary return and reintegration options for vulnerable migrants. This service includes providing information to migrants considering returning home, documentation and travel arrangements, post-arrival reception arrangements including information and referral to local partners if necessary, and in some cases, reintegration assistance including education or medical assistance. Outcome 3.3 will be achieved through the following two outputs:

Output 3.3.1. Strengthened capacity of governments in integrated border management

Output 3.3.2. Migrants have access to voluntary return and sustainable reintegration options, in accordance with international human rights principles

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