GLOBAL APPROACH TO MIXED MIGRATION

6-7 February 2018, Beijing

Summary Report

On 6-7 February 2018, IOM hosted in Beijing the two-day seminar *"Global approach to Mixed Migration"*, under the framework of the *EU-China Dialogue on Migration and Mobility Support Project*.

The seminar was attended by **26 Chinese officials**, including 4 officials from the Ministry of Foreign Affairs (MFA), 3 from the Bureau of Exit and Entry Administration (BEEA) of the Ministry of Public Security (MPS), 2 from the Ministry of Civil Affairs (MCA), 2 from the State Administration of Foreign Experts Affairs, as well as 16 officials form provincial Foreign Affairs Offices (FAO) of the municipality of Beijing (3), and Shanghai (2), Guangdong Province (2), Shandong Province (1), Fujian Province (2), Jiangsu Province (2), Liaoning province (2), and Zhejiang Province (2). **6 Officials from EU Member States** were also present, from Germany, Spain, Bulgaria, Cyprus, Belgium, and Hungary.

6 international experts from IOM (Mr Jean-Philippe Antolin and Ms Alina Aslanian), South Africa (Mr Jackson McKay), Sweden (Dr Lv Xin), Germany (Ms Eylem Akyldiz) shed some light on current global trends in mixed migration flows, national and supra-national approaches to managing emergencies, and highlighted the most pertinent international principles and guidelines for the effective management of migration flows.

Mixed migration is the term used to describe complex migratory movements of an irregular nature, triggered by a multiplicity of factors and involving people with differentiated needs and profiles, including unaccompanied minors, environmental migrants, smuggled people, victims of trafficking and stranded migrants, asylum seekers and refugees. Today's world is witnessing unprecedented flows of people leaving their home countries in search of new economic opportunities or fleeing food insecurity, war, terrorism or to escape from areas affected by natural disasters caused by accidents or by the effects of climate change.

Effectively managing these flows has become one of the greatest challenges for many countries around the world, regardless of their economic development: mixed migratory flows are evident in developed countries, emerging and developing countries alike.

Mr Jean-Philippe Antolin (Emergency and Preparedness Response Officer, Preparedness and Response Division, Department of Operation and Emergencies, IOM HQ) set the tone for following discussions by defining the concept of mixed migration and sharing figures about global flows of people moving from and to different regions of the world. Subsequently, he focused on migration flows management. In his presentation, he stressed the importance of preparedness as a key element to manage flows of people on the move. Complex and often large-scale migration flows caused by humanitarian and natural disaster present mobility patterns which are difficult to predict. Each crisis, in fact, is different form another, and there is no "blueprint" plan that can be applied to cover all situations. Still, there are some recurring patterns, methodological approaches and planning strategies that can be followed to effectively mobilise and coordinate capacity and resources, and manage persons at risk. Some countries like China, have well-established mechanisms and procedures to evacuate and rescue hundreds of thousands of nationals from risky areas. Other countries still lack preparedness structures. In response to this need, IOM developed guidelines and programmes to assist governments, including the ***Comprehensive Guide for Planning Mass Evacuations in Natural Disasters*** **(MEND Guide),** the ***IOM Migration Crisis Operational Framework*** **(MCOF),** and the ***Displacement Tracking Matrix*** **(DTM)**.

The ***Comprehensive Guide for Planning Mass Evacuations in Natural Disasters*** **(MEND Guide),** has been developed through consultation with a Steering Committee of representatives from government authorities together with experts from IOM, UNHCR, UN OCHA, IFRC, IDMC and academia. Its intent is to provide national disaster management authorities with a quick reference document containing practical guidance on evacuation, emergency planning and humanitarian aid amid crises caused by natural disasters.

Monitoring flows is another fundamental element of migration crisis management. As such, IOM developed the **Displacement Tracking Matrix (DTM)**, a system to track and monitor displacement and population mobility. It is designed to regularly and systematically capture, process and disseminate information to provide a better understanding of the movements and evolving needs of displaced populations, whether on site or en route.

Finally, the ***IOM Migration Crisis Operational Framework*** **(MCOF)** was developed in 2012 at the request of IOM's Member States to better prepare for and respond to migration crises. It combines IOM's humanitarian activities and migration management services in 15 sectors of assistance for man-made and natural disaster crises. It covers the three fundamental dimensions of crises, pre-crisis preparedness, emergency response and post-crisis recovery, by following international humanitarian and human rights law, and humanitarian principles. The MCOF principles are followed by IOM to manage migration crises all around the world. As such, Mr Antolin further showcased its practical implementation in the Somalian, Syrian and Malian crisis.

Dr Lv Xun, professor at the Department of Public Health Science of the Karolinska Institute and Co-founder of *Flowminder*, further showed how technology can play a fundamental role in understanding trends and characteristics of migration flows during crises. Participants were introduced to software that can track migratory movements in emergency situations and facilitate effective response measures. *Flowminder* utilises de-identified data from mobile operators to follow population displacement and support relief agencies in delivering timely help and adequate supplies. Mobile data and satellite are also used by *Flowminders*' researchers to develop new statistical methods, aiming at producing estimates of poverty and

key social indicators at a resolution of 1km², a much more precise tool compared to the traditional surveys in low- and middle-income countries which produce estimates only for large areas. A third way *Flowminder* uses data from mobile phone operators is to model and predict spread of infectious diseases. When asked about concern related to the use of personal data, Mr Lv clarified that data is collected through formal and transparent agreements with operator companies and it is completely anonymous, protected by privacy provisions and is based on geo-localisation information.

Ms Alina Aslanian, Project Officer at the Migrant Assistance section of the IOM Regional Office for the Asia-Pacific discussed about the main issues linked to the impact of crises on migrants. She particularly stressed the elements of vulnerability migrants are subject to in such situations, due to factors such as limited knowledge of the local language and habits, limited economic capability, regulations limiting their free movement, discrimination, isolation and exploitation. IOM has set up the ***Migrants and Countries in Crisis Initiative*** (MICIC) to reduce the vulnerability of migrants in countries affected by crisis. MICIC defines a set of voluntary, non-binding operational guidelines and fosters cooperation among all stakeholders. The guidelines follow a holistic approach to include pre-crisis, during crisis and post crisis procedures. IOM holds seminars and capacity building activities to support governmental and other non-institutional stakeholders in implementing the MICIC guidelines, in the context of relevant international legal frameworks.

As also underlined by Mr Antolin, China has set up one of the most efficient Consular Protection systems that enabled assistance and well managed evacuations of Chinese nationals in situations of emergency. **Mr. GUO Zhiqiang**, Deputy Director of the Centre for Consular Assistance and Protection, Department of Consular Affairs of MFA was invited to share some insights on China's Consular Protection work and instruments. Protection of Chinese nationals abroad is a concept embedded within the Chinese Constitution. As such, the MFA established a Centre for Consular Assistance and Protection in 2007, because of a process started in 2004. With Chinese mobility and migration on the rise in recent years, the Consular Protection Centre has been handling an increasing number of cases, with around 70,000 cases registered only in 2017. To better manage the task of protecting Chinese nationals abroad, the MFA signed 49 bilateral treaties with destination countries to facilitate response and evacuation measures. In the absence of such bilateral instrument, the Centre operates in compliance with provision within the Vienna Convention for Consular Protection. Effective communication with nationals abroad is a key element of coordination when in situations of crisis. The MFA, in fact, in 2014 established the Global Call Centre for Consular Protection and Service, with the 12308 Hotline and WeChat App that Chinese nationals abroad can rely on to get information on their destination country (including safety tips) and ask for help if in situation of distress upon their stay. China has also efficient coordination and evacuating plans for diverse types of crises (including political unrest, terrorism, extortion and kidnapping, natural disasters, accidents etc.). These plans have been put into practice in several cases, among which Mr Guo remembered the 2015's evacuation of almost 600 Chinese Nationals from Yemen after rebels started fighting troops loyal to ousted Yemeni President. Another successful case is the 2017's evacuation from Bali after the Mount Agung volcano eruption. Some 18,000 Chinese nationals (mainly tourists) were rescued and safety repatriated in only 10 days, despite very difficult rescuing conditions (including airports closed).

From the national level perspective, **Mr McKay, Deputy-Director General of the Department of Home Affairs, South Africa**, shared the South Africa's experience and challenges in dealing with irregular and mixed migration. South Africa is one of the most attractive destination countries in the South African Development Community (SADC) area for its stronger economy, for its non-encampment policy for asylum seekers and refugees, which is translated into attractive policies of integration (including releasing permits allowing them to work or study), and for the relative freer movements that the country allows to asylum seekers. SA's policy

and legal framework on migration today is based, on one side on the attraction of skilled and business foreigners, while on the other side, SA has signed several bilateral agreements with neighbouring countries to support the supply of labour to various targeted economic sectors. Mr McKay described the *White Paper on International Migration (WPIM)* a new policy framework for managing international and mixed migration, approved by the SA government in 2017. The new provisions contained cover guidelines and procedures for: admission and departure of migrants, residency and naturalisation, management of skilled international migrants with skills, management of SA expatriates, establishment of simplified procedures and new visa schemes to ease cross-border movement for African citizens and for SADC economic migrants, new rules for asylum seekers and refugees, new integration policies and renewed cooperation procedures among relevant stakeholders.

Mr McKay further underlined how China – SA relations have been strengthened in recent years through concrete actions, such as bilateral cooperation, periodic meetings among the BRICS, as well as special schemes for Chinese migrants (falling within the framework of a 10 year-multiple entry visa for BRICS citizens).

Finally, Ms **Eylem Akyildiz, Legal Counsellor at the Unit R 2 (Voluntary Return, Reintegration and Communication) of the German Federal Ministry of the Interior**, shared the German experience on reforming legislation and implementing programs for the Assisted Voluntary Return and Reintegration of migrants. In line with European trends, Germany has been facing high numbers of asylum applications, with a peak of more than 740,000 applications registered in 2016. 2017 reported a significant drop in applications (about 180,000), still Germany had to develop policy and measure to integrate around 40% of the 740,000 asylum seekers who were provided the right to stay in Germany and deal with the remaining 60% who were became failed asylum seekers. To this regard, Assisted Voluntary Return and Reintegration (AVRR) programs were implemented in Germany with the support IOM, as one of the viable solutions to manage the return of those who did not have the right to stay in Germany. A good mixed migration management policy necessitates to include measure for the return of those that do not have the right to stay. AVRR programs offer several advantages as they are cheaper (compared to forced return) but most of all they are more humane, and bring more sustainable solutions. Germany has established a hotline service in different languages, powered by the federal Office for Migration and Refugees (BAMF), to communicate with migrants about the programs and the possibilities to return to their countries of origins. At the same time, as all federal states have jurisdiction on operating voluntary returns programs and data collection, the central government established in 2016 a Joint Centre for Readmission to foster coordination and assistance. The Centre also works to provide acquisition of passport substitutes, and to facilitate logistics for returning migrants. Among the programs implemented, Ms Akyildiz mentioned the *StarthilfePlusprogramme* which offers different levels of financial incentives to encourage those who have little chance of being granted asylum to return to their home countries voluntarily, preferably before an asylum decision has been made. In 2016, a total 54.006 returns were successfully carried out.

At the end of the two-day activity, participants were invited to compile the usual evaluation questionnaire (the full report is attached to this document as "Annex I"). Participants expressed overall satisfaction in terms of content (4.6/5) and objective of the workshop (4.4/5). Material distributed was adequate (4.7) and allowed them to improve their knowledge on the topic (4.7). Most of participants (4.7) believed that the activity provided a platform for EU & China to share some common areas of interest in mixed migration & migrants in crisis situations, and in part, opened possibilities of a future cooperation between China and the EU on mixed migration issues (4.5). Still, a part of the audience found that the activity didn't covered all issues necessary to consider when discussing mixed migration & migrants in crisis situations (4.0).

Annexes

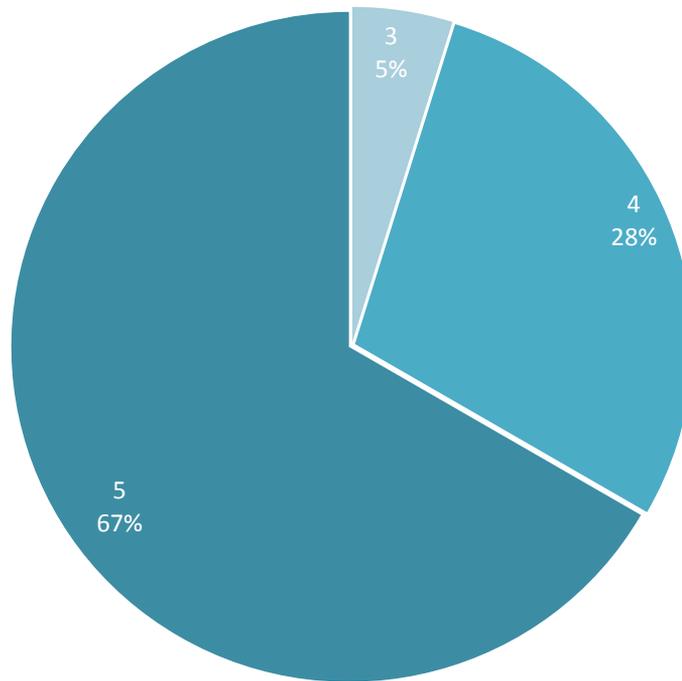**Annex I**: Evaluation Questionnaire Report

ANNEX I

Evaluation Questionnaire Report

Seminar on Global approach to Mixed Migration

Date: 8th February 2018

Sample size:21
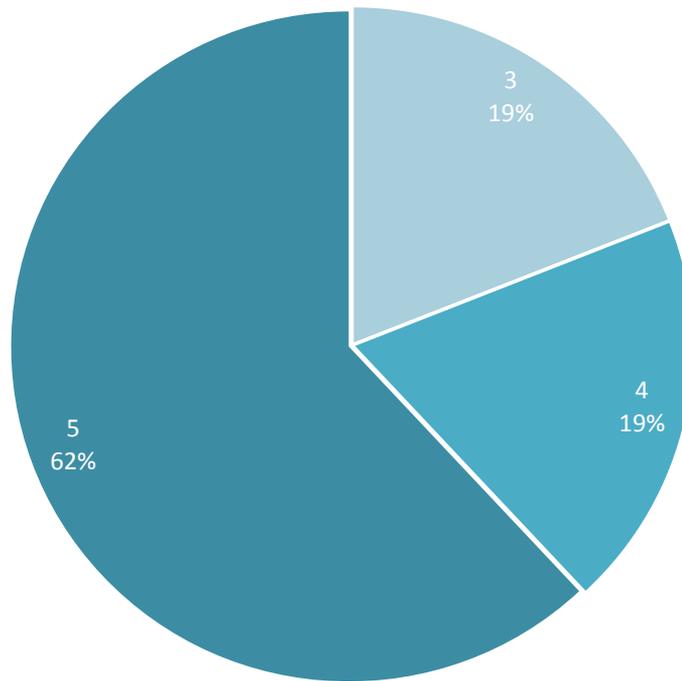
The content was well-organized and easy to follow

Value	Percent	Count
3	4.8%	1
4	28.6%	6
5	66.7%	14
	Totals	21

Average score out of 5	4.6

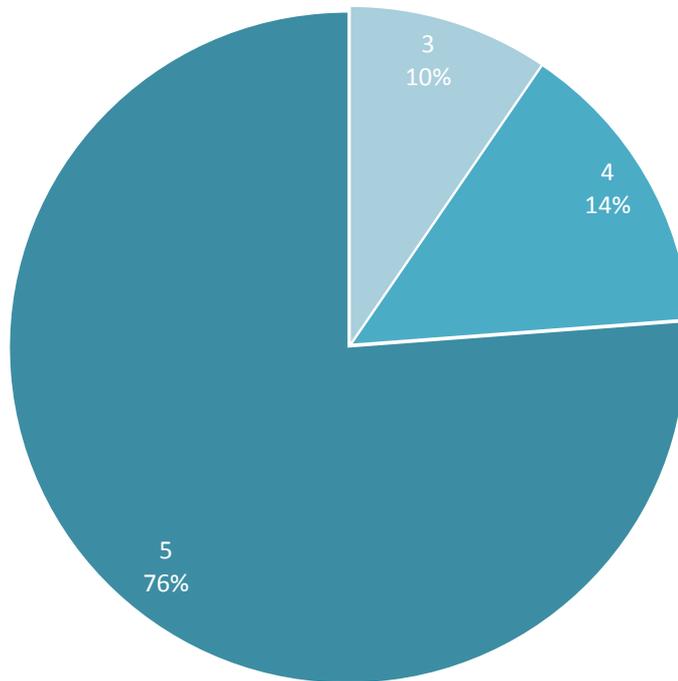| 5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

The objectives of the workshop were clearly defined

Value	Percent	Count
3	19.0%	4
4	19.0%	4
5	61.9%	13
	Totals	21

Average score out of 5	4.4

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

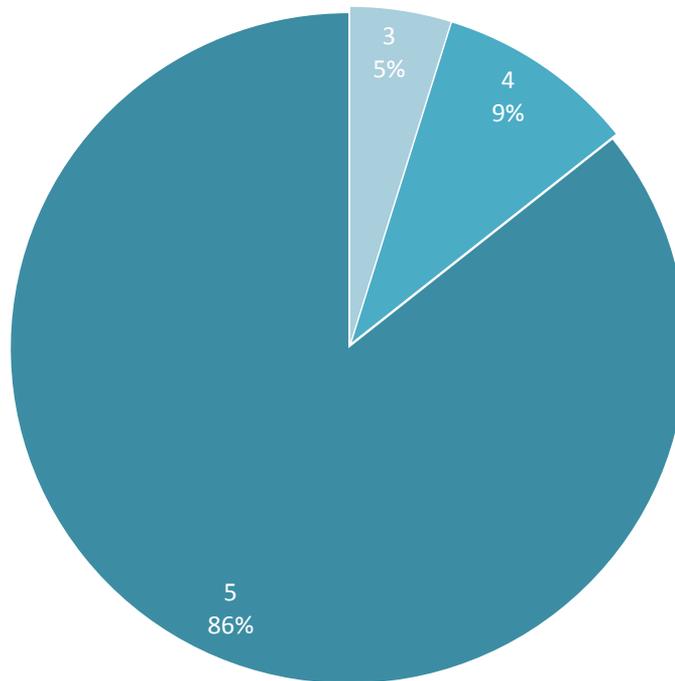**I improved my knowledge on specific topics covered in the workshop**

Value	Percent	Count
3	9.5%	2
4	14.3%	3
5	76.2%	16
	Totals	21

Average score out of 5	4.7

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

I improved my knowledge on specific topics covered in the workshop

Participation and exchange were encouraged

Value	Percent	Count
3	4.8%	1
4	9.5%	2
5	85.7%	18
	Totals	21

Average score out of 5	4.8

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

The material distributed was helpful
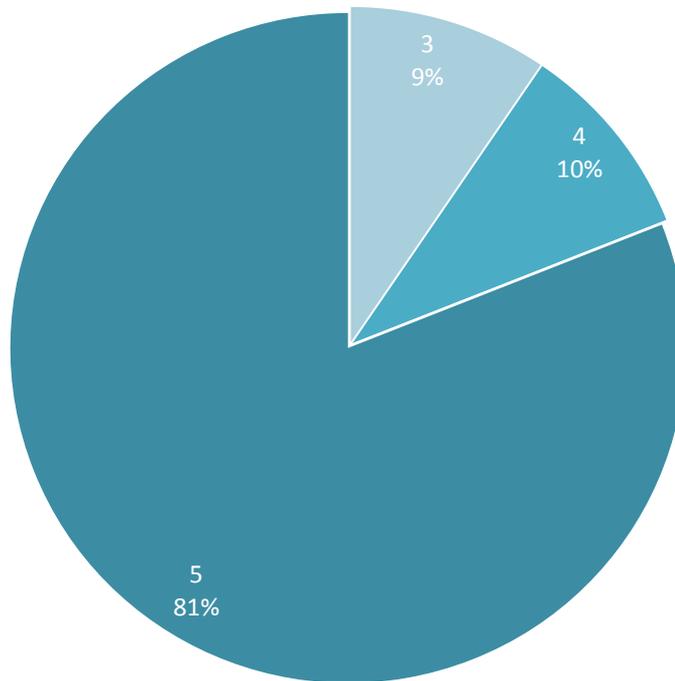
Value	Percent	Count
3	9.5%	2
4	9.5%	2
5	81.0%	17
	Totals	21

Average score out of 5	4.7

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

The time allotted for the activity was sufficient
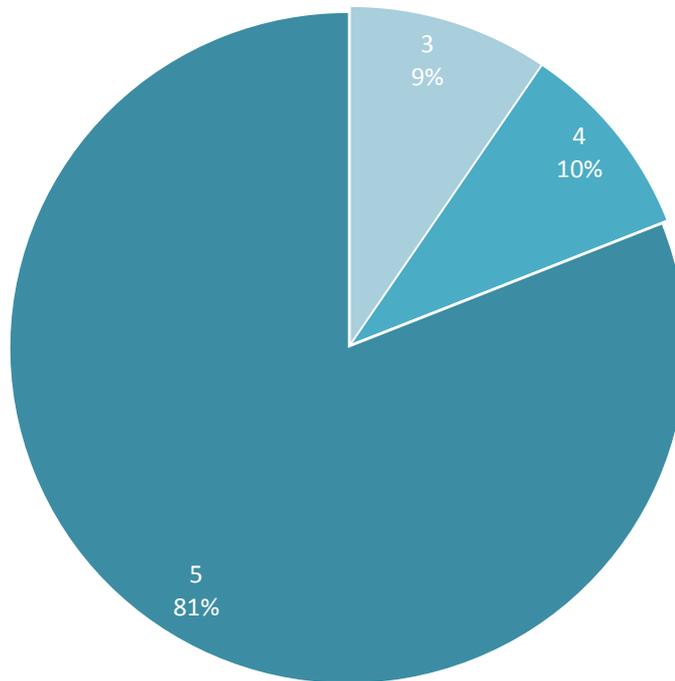
Value	Percent	Count
3	9.5%	2
4	9.5%	2
5	81.0%	17
	Totals	21

Average score out of 5	4.7

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

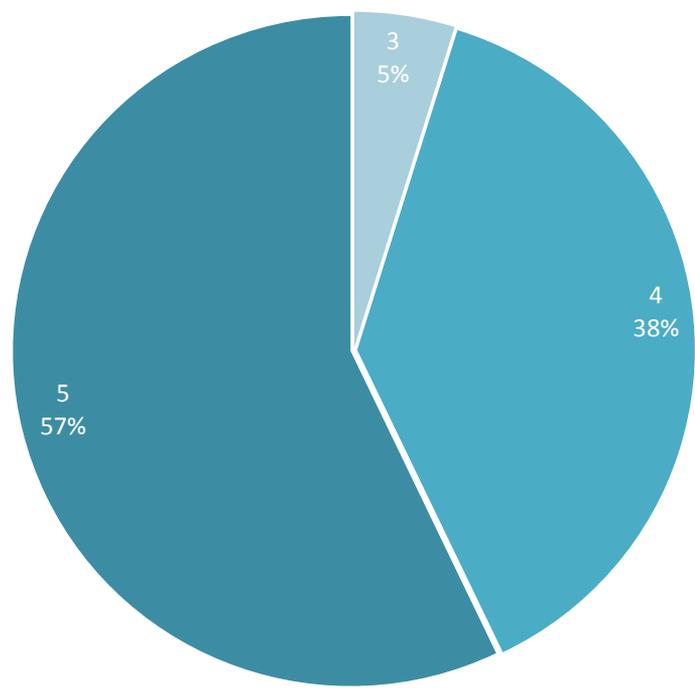**The meeting room and facilities were adequate and comfortable**
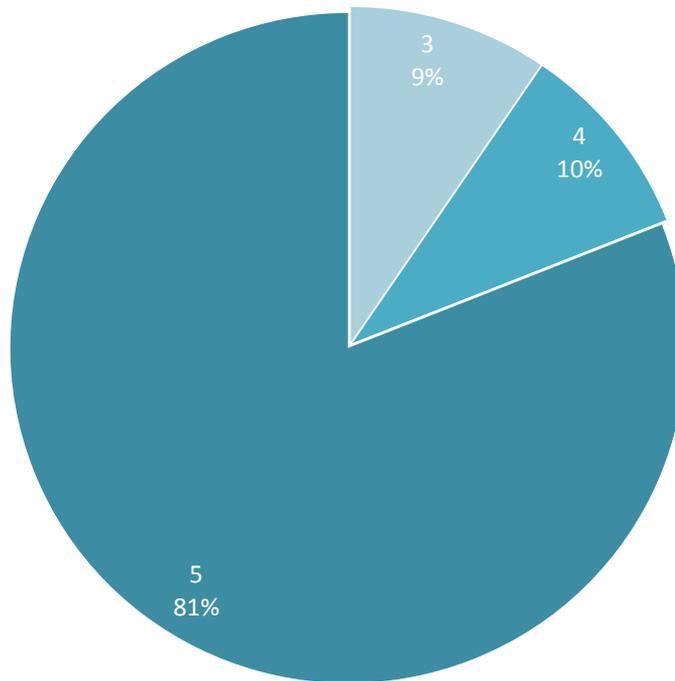
Value	Percent	Count
3	9.5%	2
4	9.5%	2
5	81.0%	17
	Totals	21

Average score out of 5	4.7

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

The activity objectives were met

Value	Percent	Count
3	4.8%	1
4	38.1%	8
5	57.1%	12
	Totals	21

Average score out of 5	4.5

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

The activity provided a platform for EU & China to share some common areas of interest in mixed migration & migrants in crisis situations.
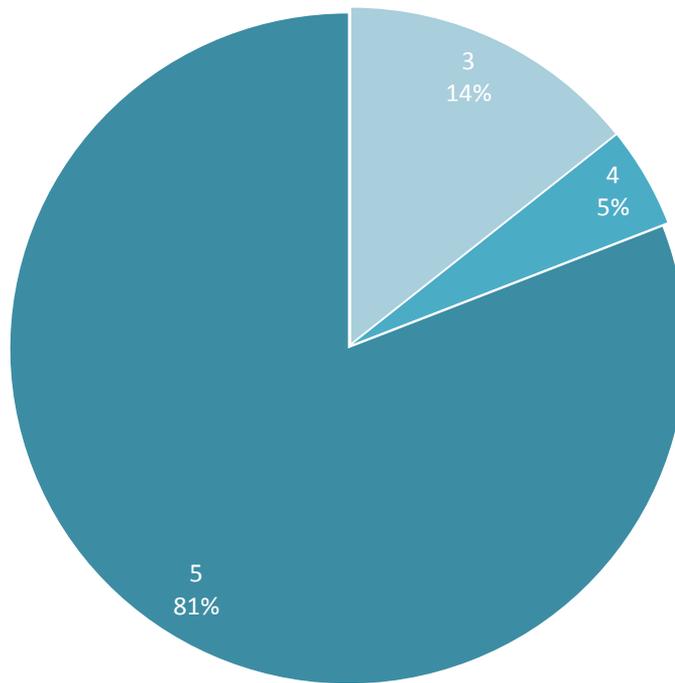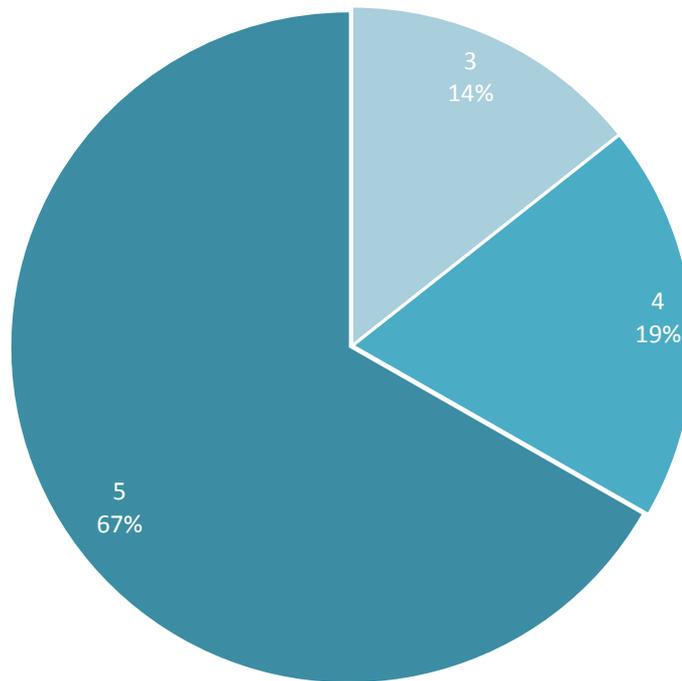

Value	Percent	Count
3	14.3%	3
4	4.8%	1
5	81.0%	17
	Totals	21

Average score out of 5	4.7

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

This activity will facilitate and enhance possible cooperation and exchanges between EU and China in in mixed migration & migrants in crisis situations. s.
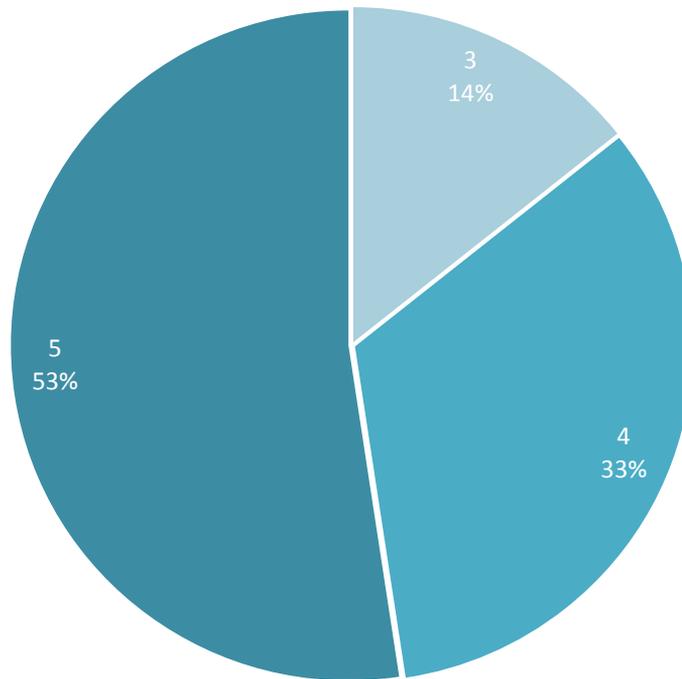

Value	Percent	Count
3	14.3%	3
4	19.0%	4
5	66.7%	14
	Totals	21

Average score out of 5	4.5

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

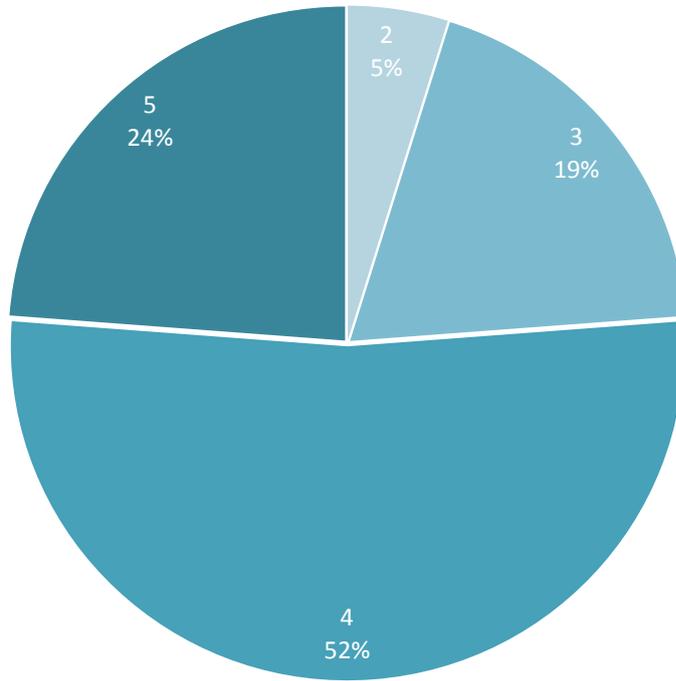**The content of the activity was useful and relevant to your work.**

Value	Percent	Count
3	14.3%	3
4	33.3%	7
5	52.4%	11
	Totals	21

Average score out of 5	4.4

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree

The activity covered all issues necessary to consider when discussing mixed migration & migrants in crisis situations

Value	Percent	Count
2	4.8%	1
3	19.0%	4
4	52.4%	11
5	23.8%	5
	Totals	21

Average score out of 5	4.0

5	4	3	2	1
Strongly agree	Agree	Neutral	Disagree	Strongly disagree