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EMERGENCY AND POST-CONFLICT RESPONSE (1990–2001)

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SUMMARY

1. Emergency operations have been an integral part of IOM activities since its early years, but after the end of the Cold War they became a more regular part of programme activity and increased in scope and complexity (Annex I). While the movement of people has remained central to these activities, addressing the needs of specific groups such as Internally Displaced Persons (IDPs), ex-combatants, refugees and migratory diaspora before and after movement has prompted the development of innovative programmes which have been supported by a widening donor base (Annex II). The Organization has set up 29 major emergency and post-conflict activities from 1990 to 2001 costing a total of USD 483.3 million to benefit over 8.2 million people. As a result, IOM has developed a proven range of emergency and post-conflict programmes and has become a major partner in international assistance in the Field. Such activity has often led to other non-emergency programmes, particularly in the area of capacity-building (Annex III).

THE HISTORICAL DEVELOPMENT OF IOM'S EMERGENCY AND POST-CONFLICT RESPONSE

The Early Years and the Cold War

2. IOM was founded to help large numbers of people in Europe displaced by the Second World War who required transportation and other assistance to reach countries of permanent resettlement, as well as unemployed or under-employed nationals of Western European countries seeking opportunities abroad.

3. During the Cold War era which followed its founding, IOM developed its expertise in moving large numbers of people under difficult circumstances. After the **Hungarian uprising** of 1956-1957, IOM resettled more than 180,000 Hungarian refugees who had fled to Austria and Yugoslavia; in 1968, the Organization managed the resettlement of 40,000 **Czechoslovak refugees** in Austria; in 1972, it responded to the expulsion of thousands of **South Asians from Uganda** by organizing their emergency evacuation and resettlement; and in 1973, the Organization processed and moved some 31,000 displaced **Chileans** to 50 countries. Finally, from 1975 until 1996, IOM, in cooperation with UNHCR, resettled over one million Indo-Chinese refugees.

4. For all their size and importance, these Cold War emergency operations concentrated overwhelmingly on movement and closely-associated medical and registration activities. This was also true of IOM's substantial response to the **Gulf crisis** in 1990 and 1991, which involved the air evacuation of 214,961 third-country nationals to their countries of origin, and the movement of some 740,000 Kurds, mostly back to their villages.

The Development of IOM Emergency and Post-Conflict Response, 1990-2001

5. From the early 1990s, IOM's response to emergency and post-conflict situations became increasingly complex, reflecting the need to expand pre- and post-movement activity in

situations where local authorities were unable to cope. This in turn reflected the tendency for more and more emergencies to occur in weak States which were further weakened by internal conflicts.

6. In **Afghanistan, return operations**, which began in 1990 following the withdrawal of Soviet forces in 1989, continued at various levels throughout the decade and into the next. During the 1990s, IOM, in cooperation with UNHCR, returned 297,356 Afghan refugees, but the Organization's response also expanded to include two new programme activities: specialized medical care abroad for 1,872 war-wounded Afghan men, women and children resident in Pakistani camps who were unable to find adequate medical treatment locally; and the first successful return of qualified nationals in a post-conflict situation. Some 30 Afghan experts, mostly in the medical field, were identified and returned.

7. IOM's intervention in the **Yugoslav crisis**, which began in 1992, was similarly based on the transportation of displaced people (88,267 between 1992 and 1995), but expanded to meet the needs of displaced people: tracing and family reunification services in cooperation with ICRC and UNHCR; the establishment of the Commission for Real Property Claims to assist displaced people's claims; and the provision of USD 2.8 million in economic revitalization and employment generation in two cantons which had received large numbers of returnees, thereby benefiting both the returnees and those who had stayed. IOM also built on the experience of the Afghan medical programme to not only arrange specialized medical treatment abroad for 2,125 war-wounded people who could not be treated locally, but also to provide USD 4.6 million to improve local medical facilities in order to reduce the need for medical evacuation. 1996 saw the first of many IOM programmes to extend voting rights to members of the diaspora in local elections, both in Bosnia and Herzegovina and later in Kosovo. The kind of diaspora outreach required for these programmes provided the basis for other diaspora service activities, such as the return of qualified persons.

8. Following the armed conflict in **Tajikistan** in the early 1990s, and as a result of a United Nations inter-agency assessment, IOM began in late 1992 to train government officials in emergency migration management. This capacity-building was the primary and initial IOM intervention, while actual movement assistance to almost 2,000 IDPs uncharacteristically followed at a later date, in 1995.

9. The establishment of a national government in **Cambodia** in 1991 prompted IOM to undertake several emergency-response activities, including training of election personnel and monitors; the return of 25 Cambodian experts; and a post-conflict psychosocial programme for psychiatric training and the provision of mental health services at clinics throughout Cambodia. This post-trauma work led, in 1998, to a programme for the psychosocial rehabilitation of 11,500 war-affected children.

10. The October 1992 peace agreement that ended the civil war in **Mozambique** opened the way for major post-conflict activities. Acting as part of the United Nations mission, IOM managed the return and reintegration of 76,188 ex-combatants and 82,710 of their dependants. This activity saw the development and implementation of the first major information and referral service which was to become the core of IOM demobilization programmes in other countries, together with the local provision of flexible and quick-funding reintegration assistance. IOM, in cooperation with other international organizations (IOs), 30 non-governmental organizations (NGOs) and the Mozambique Government, also assisted in the return and reintegration of

124,127 non-combatant IDPs. In an early example of support to elections, IOM registered, trained, transported and paid 32,758 election monitors. These programmes were implemented by means of ten provincial offices, the first of many subsequent local office networks to be used in IOM emergency and post-conflict work.

11. The effects of the 1988 Armenian earthquake, aggravated by subsequent political developments in the region, left **Armenia** chronically weak in managing emergencies, particularly the return of large numbers of refugees. Under the 1992-1993 United Nations Inter-agency Appeal, IOM began a comprehensive capacity-building programme which led to a multi-year micro-enterprise project.

12. In 1993, IOM responded to the conflict in **Georgia** with a similar capacity-building programme and a transportation assistance programme for vulnerable populations.

13. In 1994, the Organization assisted in the movement of more than 10,000 IDPs in **Somalia** before the deteriorating security situation forced a suspension of activities. Thereafter, IDP movements were monitored and the results incorporated in the first complete survey of IDPs in Mogadishu in November 1995.

14. Based on an *ad hoc* inter-agency arrangement on the ground, IOM was put in charge of the Mugunga camp in **Goma**, Zaire (now the Democratic Republic of the Congo) where some 600,000 to 700,000 Rwandan refugees were congregated after the fall of the Rwandan Government in July 1994. This temporary arrangement lasted for some three months, during which IOM launched voluntary return operations to Rwanda in coordination with UNHCR. IOM also assisted in the return of IDPs to their home villages. Until its programme conclusion in 1997, IOM assisted some 1.4 million Rwandan refugees and IDPs, operating between 135 to 225 trucks and buses at various times.

15. In 1994, the mass exodus of Haitians seeking to reach the United States resulted in a US decision to process asylum claims off-shore: on a ship, in **Guantanamo** Naval Base, and in Haiti itself. Some 21,600 Haitians were assisted in movement and document preparation, and 4,460 Haitians who were granted refugee status were processed and moved to the United States.

16. Also in 1994, IOM began multi-year programmes to achieve the socio-economic reintegration of demobilized military and police personnel (some 5,500 persons assisted) and to stabilize rural populations by means of 2,300 small-scale community development projects serving over 115,000 beneficiaries in 80 communes throughout **Haiti**.

17. During the **Chechnya** crisis of 1995, IOM, in addition to providing traditional transportation assistance in an area off-limits to the United Nations, arranged temporary shelter for 3,400 people in converted railway cars and renovated buildings. When local conditions allowed, IOM also assisted in voluntary return. IOM activities included providing temporary shelter, heating for shelters, water and sanitation, relief assistance, medical assistance and capacity-building. The entire programme assisted directly and indirectly 90,577 Chechen IDPs.

18. Following the UN-brokered **Angola** peace accord in 1995, IOM, in cooperation with the United Nations, arranged for the return and reintegration of ex-UNITA combatants (focusing initially on minors) and IDPs (with special attention to vulnerable groups). Medical assistance (partly in coordination with UNICEF) was provided both to individuals and to the areas to which

they returned. The demobilized combatants were assisted through IOM's information, counselling and referral service, received individual reintegration kits, and benefited (as did their communities) from community-based quick-impact programmes.

19. When a peace accord ended the civil war in **Mali** in 1995, IOM, in cooperation with UNDP and ILO, undertook the payment of demobilized soldiers and assisted in their reintegration into civil society. By means of over 200 income-generating projects, some 2,690 ex-combatants and their dependants were assisted.

20. The 1996 peace agreement between the **Philippine** Government and the Moro National Liberation Front prompted IOM, in cooperation with UNDP, to develop and implement a mobile information and referral community assistance service which assisted the peaceful reintegration into civilian life of ex-combatants and dependants in 14 provinces. The project developed detailed information management software, which also facilitated the assistance of other international and national service providers.

21. The end of a 36-year civil war in **Guatemala** in December 1996 opened the way for IOM to prepare arable lands for refugee return and reintegration, survey IDPs for their reintegration needs, and demobilize and reintegrate guerrilla forces and military police. These multi-year programmes began in 1996.

22. The Organization's response to hurricane Mitch in **Honduras** (1998) emphasized the construction of temporary shelter for 6,500 people whose own homes had been destroyed, and for whom the provision of shelter in the country prevented their movement further afield.

23. The **Kosovo** crisis of 1999 required a varied and complex response which drew on many of the Organization's experiences in emergencies earlier in the decade, and involved not only close cooperation with the United Nations and NGOs, but also with the North Atlantic Treaty Organization (NATO) military authorities in the form of the Kosovo Force (KFOR). Movement assistance was at the core. An IOM-designed database for the evacuation of refugees from The former Yugoslav Republic of Macedonia was elaborated to provide essential data service for other organizations and for countries offering Kosovars a safe haven. The evacuation of 74,448 Kosovars to third countries, and the voluntary return of 77,212 from 31 host countries, put IOM operations at the centre of this crisis. At the request of the United Nations and KFOR, the Organization designed and implemented a reintegration programme for former members of the Kosovo Liberation Army who were not absorbed into the police force. Elaborating on the information and referral service used in Mozambique and the mobile information and referral community assistance service implemented in the Philippines, IOM developed the information, counselling and referral service (ICRS). IOM registered over 17,000 former KLA members, and counselled over 10,000 of them to find employment, including in some 200 projects supported by the programme's reintegration fund. Over 4,500 ex-KLA forces were also trained by IOM for positions in the Kosovo Protection Corps, a civil defence body. IOM arranged the medical treatment of 111 Kosovars in 14 different countries, built local medical capacity to limit the need for medical evacuation, and designed and implemented a year-long training programme for counsellors to provide psychosocial support to post-trauma victims.

24. Even before the **East Timor** emergency erupted in late 1999, IOM had organized the referendum on the territory's future among the East Timorese diaspora, except in Australia. After the arrival of the United Nations administration, IOM, in cooperation with UNHCR, began

the return of East Timorese who had fled to West Timor after the violence had broken out. To date, over 150,000 East Timorese have been returned. In addition to movements, IOM designed and implemented the return and reintegration of ex-combatants through a network of district offices, which managed quick-impact programmes to benefit returnees and communities. A modest Return of Qualified Timorese programme was also implemented.

25. In support of the efforts of the Government and civil society of **Colombia** to mitigate the multiple consequences of ongoing internal armed conflict in this country, IOM began in 2000 and 2001 several programmes aiming to improve assistance to war-affected communities and population groups. Among these, IDPs, as well as vulnerable residents in the main cities of reception, are prioritized under a post-emergency programme that develops activities in the areas of income generation, health, education, social infrastructure and community organization. Likewise, IOM is working to build institutional capacity to respond to the medical, educational, legal and reintegration needs of ex-combatant children. At the community level, IOM also supports civil society initiatives to promote peace, build reconciliation, foster dialogue and raise awareness. IOM has established six Field Offices for the implementation of these programmes, which directly benefit more than 200,000 Colombians.

26. To assist vulnerable communities in the north of **Ecuador** and to simultaneously build their absorptive capacity in the event of cross-border movements from the south of Colombia, IOM established three Field Offices in the northern provinces of Ecuador and began activities in 2001. IOM works to the direct benefit of some 100,000 persons to improve living conditions through productive, water and sanitation infrastructure projects, as well as through initiatives to strengthen civil society entities throughout the region.

27. Upon UNHCR's request, IOM took over the voluntary return sea transport of Sierra Leonean refugees in **Guinea** back to **Sierra Leone** in December 2000. The United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) and the Government of Sierra Leone requested IOM to organize the emergency transport of Sierra Leonean IDPs back to their home villages or to places identified by the United Nations Mission in Sierra Leone (UNAMSIL) and the Government as new settlement sites. To date, over 96,000 refugees and IDPs have been assisted. A return and reintegration programme for demobilized combatants has recently been approved for IOM to implement.

28. The January 2001 earthquake in **Gujarat**, India left hundreds of thousands homeless, including migrant workers employed in salt farms. IOM provided emergency shelter to 9,610 of these victims.

29. The deteriorating IDP situation in **Afghanistan** prompted a massive reinvolvement of IOM in that country at the request of the United Nations. During most of 2001, the activity focused on the care and maintenance of IDPs in the west and the north of the country. The Organization also laid the groundwork for assisting in the return and reintegration of IDPs and refugees in 2002, for the return of qualified Afghans to assist in the reconstruction of their country, and for capacity-building at the regional level to assist population return and stabilization.

30. As illustrated above, IOM's growing involvement in emergency and post-conflict response represents an important part of IOM's programmes in the Operational Part of the Budget (see Annex III). This activity, virtually all of which has taken place in the developing world and in countries where IOM had little or no representation, has often led to the development of non-

emergency programmes and continued IOM presence where none had existed before. Emergency and post-conflict activity has contributed significantly to the Organization's growth, through the programmes they generate which often continue beyond the emergency phase. The overhead income from emergency operations forms an integral part of the Discretionary Income and has been important to the Organization during the years of zero nominal growth in the Administrative Part of the Budget.

The Emergency and Post-Conflict Programme Menu

31. Based on its experience in responding to emergency and post-conflict situations, the Organization has acquired expertise in the following programme activities, which are all linked conceptually and operationally to IOM's constitutional mandate to ensure orderly management of migration:

- **Transportation assistance** by air, land and sea, to remove people from danger or to other countries for resettlement and to return them to their homes when local conditions permit.
- **Integration or reintegration assistance** tailored to the needs of specific groups (e.g. IDPs, refugees, ex-combatants, or persons with special and needed qualifications), but which also benefit the larger community.
- **Capacity-building** to provide local administrations with the skills to manage emergency population displacements.
- **Population stabilization activities** (shelter and community-based socio-economic assistance) to reduce the need for people to leave their homes.
- **Diaspora outreach services** for absentee voting and for the return of qualified nationals.
- **Medical assistance** in movements; in evacuation for specialized medical treatment; and in emergency medical capacity-building to limit the need for evacuation.
- **Psychosocial programmes** to address post-conflict trauma.
- **Registration, survey, and processing** of migrants. A Migrant Management and Operational Systems Application (MiMOSA) database programme which captures biodata for individuals and families, and relates this as needed to IOM or other agency programmes, will be fully deployed in all IOM Field Offices by October 2002.

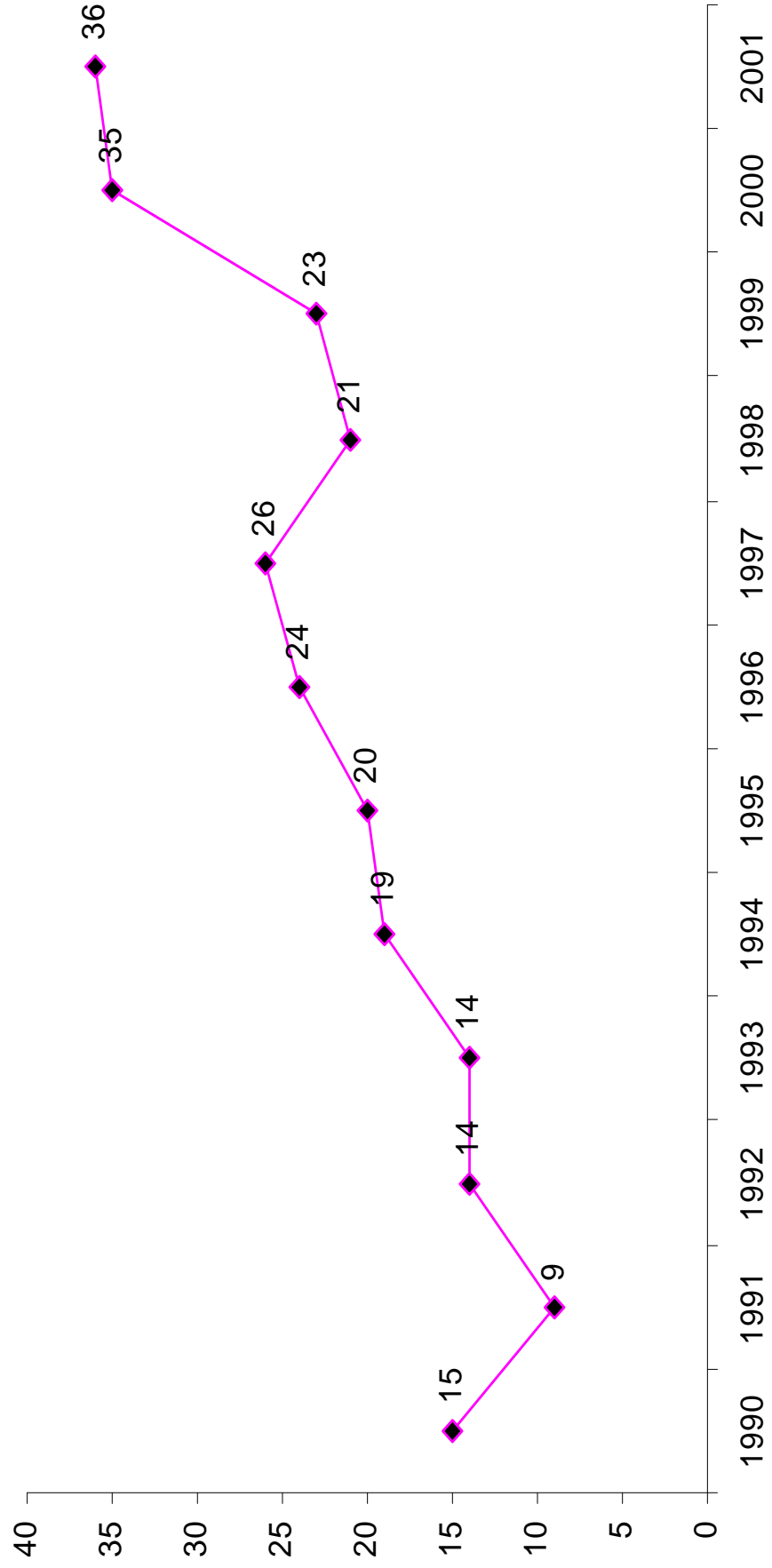
32. IOM is now well-positioned to offer these kinds of assistance in emergency and post-conflict situations all around the world. The Organization's close cooperation with the United Nations system through the Inter-Agency Standing Committee (IASC) and its participation in the United Nations consolidated appeal process (CAP) in response to complex emergencies, ensures that its activities are well coordinated with other organizations and that duplication is avoided. Most importantly, the Organization has acquired the experience and the staff to respond quickly and efficiently to the emergency and post-conflict migration needs of displaced people.

Annex I
IOM Major Emergency and Post-Conflict Interventions
(1990-2001)

| Country / Area | Type of Assistance | Period | Total Funds Received (in USD) | Beneficiaries (Direct and Indirect) | Per Capita (in USD) |
|------------------------|---|-----------|-------------------------------|-------------------------------------|---------------------|
| Afghanistan | Return transport, medical evacuation, return of qualified nationals | 1990-1999 | 16.1 million | 299,978 | 53.8 |
| The Gulf (GEP 1) | Return transport, medical | 1990-1991 | 70.0 million | 214,961 | 325.6 |
| Northern Iraq (GEP 2) | Return transport, medical | 1991-1992 | 38.0 million | 740,415 | 51.3 |
| Former Yugoslavia | Evacuation, return, reintegration, resettlement, family reunification, medical evacuation, return of qualified nationals, capacity-building, property commission, economic revitalization | 1992-2001 | 43.8 million | 457,680 | 95.8 |
| Mozambique | Transport, demobilization and reintegration, refugee repatriation, assistance to IDPs, medical, logistics, community health care | 1992-1996 | 39.0 million | 500,262 | 78.0 |
| Tajikistan | Capacity-building, return, assistance to IDPs | 1992-1998 | 2.2 million | 34,557 | 63.7 |
| Armenia | Capacity-building, technical cooperation | 1993-1999 | 2.8 million | 30,000 | 93.3 |
| Georgia | Capacity-building, assistance to IDPs | 1993-1999 | 3.8 million | 40,300 | 94.3 |
| Soma | Camp management, transport, logistics | 1994-1995 | 3.4 million | 239,547 | 14.2 |
| Rwanda | Return transport, logistics, assistance to IDPs | 1994-1997 | 14.1 million | 1,409,076 | 10.0 |
| Cambodia | Community mental health, assistance to widows of soldiers | 1994-1999 | 1.8 million | 132,000 | 13.6 |
| Guantanamo | Offshore processing of asylum seekers | 1994 | 2.1 million | 26,317 | 79.8 |
| Haiti | Reintegration of demobilization military personnel, communal governance, IDP assistance | 1994-1998 | 22.2 million | 220,500 | 100.7 |
| Somalia | Assistance to IDPs | 1995-1996 | 0.3 million | 10,000 | 30.0 |
| Chechnya | Evacuation, shelter, heating, relief, medical, water and sanitation, return, capacity-building | 1995-1996 | 4.3 million | 90,577 | 47.5 |
| Azerbaijan | Capacity-building, technical cooperation | 1995-1999 | 1.4 million | 30,000 | 46.7 |
| Angola | Demobilization, return and reintegration, IDP survey and assistance, community health care | 1995-1998 | 25.8 million | 276,348 | 93.4 |
| Mali | Demobilization and reintegration, micro-projects | 1996-1997 | 0.6 million | 13,450 | 44.6 |
| Bosnia and Herzegovina | Out-of-country voting, in-country voting | 1996-1999 | 7.5 million | 614,174 | 12.2 |
| Guatemala | Census and survey, demobilization and reintegration, shelter, social services, rural development, strengthening local capacities, assistance to IDPs | 1996-2001 | 18.1 million | 382,840 | 47.3 |
| Philippines | Mobile information and referral service, community assistance | 1998-1999 | 1.1 million | 25,000 | 44.0 |
| Honduras | Shelter, water, sanitation, emergency kits, logistics | 1998-1999 | 5.6 million | 59,000 | 94.9 |
| Kosovo | Registration, evacuation, return and reintegration, demobilization and reintegration, medical evacuation, capacity-building, information and referral, psychosocial post-traumatic response, municipal and assembly elections | 1999->>> | 111.3 million | 1,450,562 | 76.7 |
| East Timor | Out-of-area voting | 1999 | 1.3 million | 6,220 | 210.9 |
| Timor (East and West) | Return transport, return of qualified nationals, demobilization and reintegration, community assistance projects, border management | 1999->>> | 17.0 million | 274,820 | 61.7 |
| Colombia | Peace initiatives, demobilization and reintegration (child soldiers), information, psychosocial response, IDP assistance, assistance to host communities | 2000->>> | 7.2 million | 167,997 | 42.9 |
| Guinea / Sierra Leone | Refugee return, assistance to IDPs | 2000->>> | 5.8 million | 96,422 | 60.2 |
| Gujarat (India) | Emergency shelter | 2001 | 0.5 million | 9,610 | 52.0 |
| Afghanistan | Assistance to IDPs, return, reintegration | 2001->>> | 16.2 million | 350,000 | 46.3 |
| | | | 483.3 million | 8,202,613 | 58.9 |

Note: Some projects are still ongoing. Although all funding has been received, number of beneficiaries would still increase.

Annex II
Number of Donors Contributing to IOM's Emergency and Post-Conflict Programmes
(1990 – 2001)



**Comparison between IOM's Emergency and Post-Conflict Programmes against its Overall Operations Expenditures
(1990 – 2001)**

Upper Line – Overall IOM Operations
 Lower Line – IOM Emergency and Post-Conflict programmes (including both major and minor interventions)

