



Power of humanity

Council of Delegates of the International
Red Cross and Red Crescent Movement

27–28 October 2024, Geneva

Migration Strategy for the International Red Cross and Red Crescent Movement 2024–2030

DRAFT ELEMENTS OF RESOLUTION

November 2023

EN

Original: English

Document prepared jointly by the International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC) in cooperation with the other members of the Migration Leadership Group (23 National Red Cross and Red Crescent Societies) and in consultation with the Global Migration Task Force (including 43 National Red Cross and Red Crescent Societies)

DRAFT ELEMENTS OF RESOLUTION

Migration Strategy for the International Red Cross and Red Crescent Movement 2024–2030

BACKGROUND

The draft elements of the proposed resolution “Migration Strategy for the International Red Cross and Red Crescent Movement 2024–2030” seek to provide an outline of the possible substance of individual paragraphs, without providing a definitive draft text. Each paragraph is followed by a rationale explaining why it would be useful to include such a paragraph in the resolution.

This document is being shared for consultation with the members of the Council of Delegates of the International Red Cross and Red Crescent Movement in order to gather a first round of comments and feedback and to gain an initial understanding of whether the proposed approach would be acceptable and garner consensus.

When providing comments and feedback on this document, please consider the following questions:

- Do you agree with the proposed elements for the preambular and operative paragraphs of the proposed resolution?
- Are there any elements that are missing or should be included in the resolution?

Detailed comments on the wording of the draft elements of this resolution are not expected at this stage. There will be an opportunity to comment on specific wording at a later stage, once the draft zero of the resolution is available.

INTRODUCTION

In line with its core mission to alleviate human suffering, protect life and health and uphold human dignity, the International Red Cross and Red Crescent Movement (the Movement) has long been active in addressing humanitarian needs that arise in the context of migration, including related to the safety, dignity, rights, empowerment and well-being of migrants. Many migrants, regardless of the reasons for leaving home (including armed conflicts or other situations of violence, persecution, human rights violations, poverty, disasters, the effects of climate change, the desire to be reunited with family members abroad or a combination thereof), endure great hardship and face countless risks, harm and discrimination throughout their journey. This includes when travelling along land and sea-based routes, in transit and destination countries and, for some, upon return to their country of origin. It is these migrants in situations of vulnerability, along with their families and impacted communities, that are at the heart of the Movement’s engagement on migration.

The Movement’s approach – as it has evolved throughout the years and as consolidated in the 2009 IFRC Policy on Migration, the IFRC Migration Strategy 2018–2022 and other relevant frameworks, such as the Movement Restoring Family Links Strategy and the IFRC Strategy 2030 – is based on a deliberately broad description of “migrants” encompassing all people who leave or flee their home to seek safety or better prospects, usually abroad, irrespective of status, and

who may be in distress and need protection or humanitarian assistance. This includes, among others, refugees, asylum seekers, stateless migrants, labour migrants and migrants in an irregular situation.

The Movement's unparalleled global network of National Societies and its purely humanitarian approach in line with the Fundamental Principles set it apart from other actors working with and for migrants. As a result, the Movement is well placed to navigate an increasingly politicized operating environment and to bridge assistance and protection gaps along migratory routes, through responses that are prompted, first and foremost, by migrants' specific needs and vulnerabilities and that are also informed by and seek to ensure relevant legal obligations and migrants' rights. The complementary mandates, roles and specific strengths of its components, including the role of National Societies as auxiliaries to their governments in the humanitarian field, enable the Movement to enhance assistance and protection for migrants during large-scale humanitarian emergencies, where internal displacement and cross-border movements may intertwine, in situations of armed conflict and other violence and in peacetime. They also enable it to help create the conditions for migrants to be included and make positive contributions to countries of origin and destination and societies at large. This allows the Movement to complement and strengthen collective action, support States in the implementation of relevant legal obligations and commitments and contribute to the implementation of the humanitarian objectives of global frameworks applicable to migration, such as the Global Compact for Safe, Orderly and Regular Migration, the Global Compact on Refugees and the 2030 Agenda for Sustainable Development.

The commitment and added value of the Movement in the field of migration has been repeatedly affirmed through resolutions and high-level dialogues at past Statutory Meetings. At the 2022 Council of Delegates, recognizing the need to ensure a shared commitment and a clear focus across the Movement to address pressing humanitarian priorities in the field of migration, the Movement adopted Resolution 9 mandating the Movement Migration Leadership Group to develop the first ever Movement Migration Strategy for adoption in 2024.

Based on this resolution, between February and September 2023, a broad consultation process, comprising two rounds of global, regional and thematic consultations, was carried out under the overall lead of the Migration Leadership Group to discuss and gather input on the content and structure of the future Movement Migration Strategy. The process was facilitated by the Global Migration Lab and supported by the Global Migration Task Force and the Regional Migration Networks. The strategy development process also benefitted from the technical expertise of a Movement Strategy Working Group and the advice provided by a Lived Experience Advisory Committee bringing together National Society staff/volunteers involved in migration-related activities and with a lived experience of migration in situations of vulnerability. Furthermore, a Future Foresights report will be compiled by the Global Migration Lab, whose analysis of emerging and future trends is informing the development of the Strategy and its priorities. The draft Strategy, as finalized by the Migration Leadership Group, will be submitted through this resolution to the 2024 Council of Delegates for adoption. The Migration Leadership Group and the Global Migration Task Force will each have a role in steering, monitoring and supporting the implementation of the Strategy.

Preambular paragraphs (PP)

PP1

The first preambular paragraph of this resolution could express deep concern about the suffering of migrants, including refugees and asylum seekers, along migratory routes across the world and the threats to which they are increasingly exposed during their journey on land or at sea and in countries of transit and destination, including due to restrictive migration-related laws, policies and practices.

Rationale

The purpose is to emphasize the urgent and longer-term humanitarian needs related to migration that underlie the commitments articulated in the Strategy. Whatever the reasons for leaving their

country, migrants can become vulnerable at different stages of their journey. Many of them face life-threatening circumstances and endure hardships that affect their physical and mental well-being. Others die and/or go missing, leaving their families to grapple with a plethora of challenges (psychological, social, economic, legal, administrative). Risks and harms arise in different contexts – along land and sea-based migration routes, at borders, in places of settlement in transit and destination countries, in camps, in detention and upon return to countries of origin – and are influenced by each migrant’s specific characteristics and experiences, conditions of vulnerability and resilience, including age, gender and disability.

PP2

The second preambular paragraph could recognize that when migrants’ humanitarian needs are addressed, their rights protected and their social inclusion supported, they are able to thrive and make positive contributions to countries of origin, transit and destination and societies at large.

Rationale

The purpose is to acknowledge the benefits that safe and dignified migration can bring for individuals and entire communities in countries of origin, transit and destination.

PP3

The third preambular paragraph could underline that States have the primary responsibility to ensure that all migrants can enjoy, without discrimination, the protections afforded to them under international human rights law and other relevant bodies of international law, including the specific protection refugees, asylum seekers, stateless persons and others are entitled to, and to address the protection and assistance needs of migrants in situations of vulnerability and could also recall the importance of engaging States on their responsibility through humanitarian dialogue and advocacy.

Rationale

The purpose of this preambular paragraph is to recall that migrants are protected under different legal frameworks and to underline that the vulnerabilities of migrants can be reduced when States uphold their legal obligations and address the protection and assistance needs of migrants. It is also an implicit reminder that the Movement’s work with and for migrants cannot replace state action.

PP4

The fourth preambular paragraph could recall the respective and complementary mandates, roles and responsibilities of the components of the International Red Cross and Red Crescent Movement (the Movement), based notably on the Statutes of the Movement, resolutions of the International Conference of the Red Cross and Red Crescent (International Conference) and the Movement Coordination for Collective Impact Agreement (Seville Agreement 2.0), including the auxiliary role of the National Red Cross and Red Crescent Societies in providing support to their respective public authorities in the humanitarian field. It could also recall the commitment from States, as expressed at the 2011 International Conference, to ensure that relevant laws and procedures are in place to enable National Societies to enjoy effective and safe access to all migrants without discrimination and irrespective of their legal status.

Rationale

The purpose is to recall that each Movement component plays a part in contributing to the Movement’s migration-related humanitarian response, according to their respective mandates, roles and responsibilities, and to highlight, in particular, the role of National Societies who are at the centre of this issue and, as local actors, support and empower migrants through the different areas of their work on migration, acting as auxiliaries to their respective governments in the humanitarian field.

PP5

The fifth preambular paragraph could acknowledge the important work carried out by the Movement to alleviate human suffering and bridge protection and assistance gaps along migratory

routes, in line with its Fundamental Principles, and highlight the need to further enhance the Movement's strong and coherent positioning and coordinated principled action to address pressing migration-related humanitarian challenges, respond effectively to emergencies and ensure longer-term support and the inclusion and well-being of migrants, leveraging the complementarity between the different Movement components and the links with other aspects of the Movement's work.

Rationale

The purpose is to highlight the Movement's long-standing engagement and added value in the field of migration and recall the rationale for developing a Movement Migration Strategy in light of the evolving global context.

PP6

The sixth preambular paragraph could recall and reaffirm past resolutions on topics relating to migration adopted by the International Conference (including Resolution 21, 24th International Conference, Manila, 1981; Resolution 17, 25th International Conference, Geneva, 1986; Resolution 4, 26th International Conference, Geneva, 1995; Resolution 1, Annex, Declaration "Together for Humanity", 30th International Conference, Geneva, 2007; Resolution 3, 31st International Conference, Geneva, 2011; and Resolution 4, 33rd International Conference, Geneva, 2019) and by the Council of Delegates (including Resolution 9, Budapest, 1991; Resolution 7, Birmingham, 1993; Resolution 4, Geneva, 2001; Resolution 10, Geneva, 2003; Resolution 5, Geneva, 2007; Resolution 4, Nairobi, 2009; and, in particular, the "Movement Call for Action on the Humanitarian Needs of Vulnerable Migrants", adopted by Resolution 3, Antalya, 2017; and the "Movement Statement on Migrants and our Common Humanity", adopted by Resolution 8, Geneva, 2019) as well as the Policy on Migration adopted by the International Federation of Red Cross and Red Crescent Societies (IFRC) in 2009 (which was also welcomed by the Movement in Resolution 4 of the Council of Delegates, Nairobi, 2009), the IFRC's Global Strategy on Migration 2018–2022, the IFRC Strategy 2030 and the Movement's Restoring Family Links (RFL) Strategy 2020–2025, which is to be extended to 2030.

Rationale

The purpose is to emphasize that the Migration Strategy builds on existing key Movement policy and strategic documents.

PP7

This preambular paragraph could recall the 2022 Council of Delegates Resolution 9 "Towards a Movement strategy on migration" and express appreciation for the work carried out by the Movement Migration Leadership Group, with the support of the Global Migration Lab, the Global Migration Task Force and Regional Migration Networks, to develop the Strategy through a Movement-wide consultation process.

Rationale

The purpose is to recall the mandate entrusted to the Migration Leadership Group by the Council of Delegates to develop the first ever Movement Migration Strategy and to acknowledge that the text submitted to this Council of Delegates is the result of a transparent, inclusive and participatory process benefitting from the Movement's collective experience and expertise.

Operative paragraphs (OP)

OP1

The first operative paragraph could adopt the Migration Strategy for the International Red Cross and Red Crescent Movement 2024–2030, annexed to the proposed resolution.

Rationale

The adoption of the Strategy is the primary purpose of this resolution.

OP2

The second operative paragraph could call on National Societies, the IFRC and the International Committee of the Red Cross (ICRC) to take the necessary measures within their respective organizations and cooperate and coordinate efforts to disseminate and implement the Strategy, in accordance with their respective mandates, roles and responsibilities, seizing and enhancing opportunities for cross-border cooperation and support to achieve greater consistency and quality of action and services along migratory routes, while leveraging the proximity and knowledge of National Societies at the local level.

Rationale

The purpose is to ensure that the Movement commitments set forth in the Strategy are translated into concrete action, thus making a difference for migrants, their families and communities in countries of origin, transit and destination.

OP3

The third operative paragraph could ask the Migration Leadership Group to champion the Migration Strategy, steer its implementation and mobilize external support for it, including with the support of technical bodies such as the Global Migration Task Force, notably in terms of providing the necessary technical guidance, tools and analysis to assist the Movement in implementing the Strategy and assessing progress towards achieving its objectives.

Rationale

The purpose is to acknowledge the important role that the Migration Leadership Group can play in promoting the Migration Strategy both within and outside the Movement, fostering internal buy-in and ownership of the Strategy and mobilizing external support for its implementation, and to welcome the supporting work of the Global Migration Task Force and other relevant technical bodies.

OP4

This operative paragraph could recommend working across the different Movement workstreams that are relevant to the implementation of the Movement Strategy in order to maximize collective impact and, to this effect, encourage the Migration Leadership Group and the Global Migration Task Force to coordinate efforts with other relevant platforms, including, respectively, the RFL Leadership Platform and the RFL Strategy Implementation Group, to ensure the synergies needed in the implementation of the two strategies are achieved.

Rationale

The purpose is to ensure that the implementation of the Movement Strategy benefits from the efforts and learnings of the various Movement workstreams that are relevant to the protection and assistance of migrants and that all these workstreams mutually reinforce each other. The purpose is also to specifically highlight the importance of synergies between the Migration and RFL workstreams. A similar operative paragraph on the need for coordination in the implementation of the two strategies will be included in the 2024 Council of Delegates resolution that will extend the term of the Movement RFL Strategy to 2030.

OP5

The fifth operative paragraph of the resolution could invite the Migration Leadership Group to report to the 2026 Council of Delegates on the results achieved by the components of the Movement through the implementation of the Migration Strategy 2024–2030, drawing on the expertise and support of the Global Migration Task Force and other relevant technical bodies.

Rationale

The purpose is to encourage adequate monitoring and evaluation of the implementation of the Migration Strategy and to keep the Council of Delegates informed on the matter.

TEXT OF THE MIGRATION STRATEGY WILL BE ANNEXED TO THE DRAFT ZERO VERSION OF THE RESOLUTION IN APRIL 2024.