



Consultation Report

MICIC Regional Consultation for Latin America and the Caribbean
San José, Costa Rica, 17-18 February 2016



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Drafted by ICMPD

International Centre for Migration Policy Development (ICMPD)
Gonzagagasse 1
A-1010 Vienna
Austria
www.icmpd.org

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1. Executive Summary

The fourth regional consultation of the Migrants in Countries in Crisis (MICIC) Initiative, which covered Latin America and the Caribbean, was held in San José on 17 and 18 February 2016. It was attended by 90+ delegates, including representatives of countries of origin, transit and destination, as well as international and regional organisations, civil society and the private sector.

Over the course of two days, perspectives of a broad range of stakeholders were presented covering countries of origin, transit and destination. The consultation provided delegates with an opportunity to exchange good practices and knowledge on how to better assist and protect migrants caught in countries experiencing natural disasters or conflicts during the pre-crisis, emergency and post-crisis phases.

This report details the practices, considerations, challenges and lessons learnt pertaining to a specific phase of a crisis, as well as cross-cutting topics and issues for further consideration that were highlighted during this regional consultation.

2. Introduction

On 17-18 February 2016 the fourth regional consultation of the Migrants in Countries in Crisis (MICIC) Initiative was held in Costa Rica. This consultation covered Latin America and the Caribbean and was hosted by the Ministry of Foreign Affairs and Worship of Costa Rica and co-chaired by the Philippines and the United States. It was attended by over ninety delegates representing twenty Latin American and Caribbean states as well as other key stakeholders including international and regional organisations, civil society organisations, academia, and the private sector.

Following the format of the previous consultations, the three phases of a crisis were discussed: the pre-crisis phase, emergency phase, and post-crisis phase. New relevant topics addressed in this consultation included the use of consular crisis management systems, the role of financial products for migrants, and measures to support the contribution of migrants to recovery. While crisis situations in the region pertain mainly to natural disasters, criminal violence situations were also considered as particularly important to the region.

The MICIC initiative, a state-led global initiative co-chaired by the Philippines and the United States, launched in 2013 following the United Nations High Level Dialogue on International Migration and Development, aims to improve the ability of governments and other stakeholders to prepare for, respond to, alleviate suffering, and protect the dignity and rights of migrants caught in countries experiencing conflicts or natural disasters. The ultimate goal of the initiative is to produce a set of voluntary, non-binding principles, guidelines, and effective practices that identify roles and responsibilities of states and other States and other stakeholders to enable them to save lives, increase protection, decrease vulnerability and improve responses.

The development of the principles, guidelines, and effective practices will draw on the outcomes of six regional consultations and several other stakeholder consultations. The regional consultations are fully funded by the European Union as part of a complementary

project on “Migrants in Countries in Crisis: Supporting an Evidence-based Approach for Effective and Cooperative State Action” implemented by the International Centre for Migration Policy Development (ICMPD)¹. The regional consultations seek to (i) raise awareness of the MICIC initiative and issues at hand; (ii) gain the perspectives of consulted states and other stakeholders on addressing the protection and assistance of migrants in countries experiencing crises, including on policy options, operational responses, and effective practices (and based on research input where relevant); and (iii) generate an inventory of guidelines and practices that will inform the preparation of the ultimate principles, guidelines, and effective practices under the MICIC initiative.

This report presents key findings stemming from the MICIC Regional Consultation for Latin America and the Caribbean. The regional consultation was punctuated by three workshop sessions targeting the pre-crisis, emergency and post-crisis phases that allowed participants to engage actively in discussions as well as to share their experiences, concerns, and suggestions. The report is organised according to the same three phases and also presents cross-cutting topics and recommendations for the way forward as suggested during the regional consultation.

This report should be read in conjunction with the general MICIC Background Paper as well as the Regional Discussion Paper prepared for this consultation. The final agenda of this regional consultation as well as the list of participants are provided in the attached annex².

3. Pre-Crisis Phase

Interventions, policies, and structures to assist and protect migrants during the emergency phase of conflicts and natural disasters are best set up in times of peace, before a crisis occurs, with migrants being incorporated into and involved in disaster and crisis management planning. The Sendai Framework for Action 2015-2030, adopted at the UN World Conference on Disaster Risk Reduction in Sendai in March 2015, underlines the need for a holistic approach to disaster risk reduction (DRR). In particular, it suggests including migrants in the design and implementation of DRR policies, plans and standards.

Key areas discussed include registration of migrants, the development of alert systems and contingency plans, the creation of emergency teams, the establishment of relations with the migrant community, particularly at local level, the importance of incorporating MICIC-related issues and themes into other agendas, policy frameworks, the development of partnerships at all levels as well as multi-lateral and bi-lateral agreements on civil protection, information exchange, and consular protection.

In addition, attention was drawn to the importance and the implications of the terminology used when discussing and addressing the needs of migrants, in particular irregular migrants. The concept of “illegal” migrant could have adverse consequences on access to assistance and protection.

Pre-crisis practices, considerations, challenges, and lessons canvassed during the two-day consultation are enumerated below.

¹ More information at www.icmpd.org/MICIC

² These materials as well as information on past and forthcoming consultations and the MICIC Initiative more generally, are available on the MICIC Initiative website: <http://micicinitiative.iom.int/>.

3.1 Practices

Countries of origin

- **Targeting emergency information for nationals abroad.** In Chile, the Ministry of External Relations (MRE) recently developed an initiative for Chileans who are living or traveling overseas, 'Chile Goes with You', which includes a webpage providing guidance on the dangers of natural disasters and security threats, alongside more general information regarding consular contact details in case of an emergency.
- **Establishing consular crisis management systems.** The establishment of consular crisis management systems at the pre-crisis phase plays a central role in ensuring both swift and effective mobilisation of actors and instruments in case of emergency so as to support nationals abroad caught in a conflict or a disaster. Mexico, Peru, Chile, Dominican Republic, Costa Rica, Colombia, Paraguay, and El Salvador demonstrated that such systems may include the registration of short-term travellers or long-term nationals residing abroad, communication tools to inform about security and evacuation measures as well as procedures to meet specific needs in times of crisis – e.g. in case of hospitalisation, imprisonment or loss of identity documents.
- **Coordinating with local government and using diverse information channels to reach out to migrants and provide life-saving information.** In the days before Hurricane Sandy struck the United States in 2012, Mexican consulates on the East Coast of the US were in constant communication with the US federal and local emergency response authorities. Information and recommendations were broadcast and updated on social networks and by local mainly Hispanic media and Mexican associations. Information such as the location of shelters and official helplines run by the US government and civil society organisations was posted on consular websites, which also provided Mexican nationals in need of assistance with emergency contact details for each consulate.
- **Pooling consular resources to protect unrepresented migrants.** The consular network of Pacific Alliance Countries allows Colombian, Peruvian, Mexican and Chilean migrants who are affected by a disaster to have recourse to the consular representation of any one of those countries as if it were their own.
- **Improving consular services for nationals abroad.** Chile produced special instructions covering all three phases of the crisis response for Chilean consular representations dedicated to dealing with emergencies that affect Chileans outside the country.
- **Improving migrants' awareness of consular services and the importance to register, including via new technologies.** A number of countries have developed innovative tools for consular registration, communication, and alerts via twitter or mobile phone apps. Local radios, community TV channels could also be used to reach migrant communities. Mobile teams from consulates and embassies can tap into local networks and reach out to migrants.
- **Improving bilateral cooperation with countries of destination.** Improving bilateral cooperation with countries of destination, including neighbouring countries, through agreements and memorandums of understanding (MoUs). Agreements and MoUs are useful to regulate data sharing on migrants at bilateral level and to build relationships with counterparts and responsible institutions. They are particularly helpful for countries that do not have consulates or embassies all over the world.

- **Strengthening regional cooperation.** In the absence of consular representation in countries in crisis, it is important to establish consular agreements so that embassies of other countries can provide consular support to migrants in times of crisis. It is also important for consular offices to have the flexibility to move to where they are needed in times of crisis. For example, Mexico, following the Nepal earthquake, temporarily moved their staff of the Indian consulate to Nepal so they could better assist their nationals. Colombia has concluded consular cooperation mechanisms, including Bolivia, Chile, Ecuador and Peru.
- **Contingency planning.** Establishing, testing and regularly updating contingency plans to address the protection and assistance of nationals abroad in the event of crises. Ensuring contingency plans, including procedures for establishing surge consular capacity, are developed at the local level with the engagement and buy-in of all relevant stakeholders (country of origin, transit, and destination, service providers, employers, and migrants etc.) and in coordination with central government actors. In this context, conducting crisis drills to test the effectiveness of the contingency plans is also essential. In the Philippines, as a standard operating procedure all embassies and consulates are mandated to formulate and regularly update every 6 months an extensive crisis contingency plan that consists of key information on the country, including a country profile, political and security profile, risk assessment, political climate and potential threats to stability, data profiling of Filipinos in country including contact information, diaspora mapping, crisis management organisation, movement plans, relocation and evacuation plans, exit points, alternate evacuation routes, and logistics.

Countries of destination

- **Protecting the rights of migrants at all times.** Promoting, respecting, and protecting the rights of migrants at all times to facilitate their inclusion, mitigate their vulnerabilities and empower them to better protect themselves and their community in the event of a crisis. In 2015, the General Directorate of Migration (DGM) of Paraguay with the support of the International Organization for Migration (IOM) developed a migration policy that recognises the need for the protection of human rights of migrants in crisis situations.
- **Collecting and sharing data on migrants as a group.** The group underlined the importance of collecting up-to-date data on migrants via local networks and diaspora groups and through the use of smart tools such as web applications and social media. This data includes information on migrant profiles (including sex, age, status and job) and contact details. While respecting data protection laws, speedy procedures are required to regulate data sharing in times of crisis.
- **Facilitating individual registration.** Developing innovative and user-friendly registration systems, including for irregular migrants, in order to reach out to them in times of crisis.
- **Including migrants in emergency preparedness and contingency planning.** Systematically factor migrants into DRR, civil protection, and other preparedness measures to ensure they are not excluded from services offered to nationals. Preparing lists of facilities where migrants could be accommodated in case of crisis is particularly useful. This work is best conducted in close cooperation with migrant organisations, local authorities and local partners, churches, and employers' associations. Costa Rica has drafted a protocol on natural disaster preparedness, which serves as a guide for civil servants that includes instruction for following a humanitarian approach, disseminating information on consular services, and incorporating existing protocols on assisting unaccompanied minors. Through the Technical Evaluation Committee (CAT) they ensure

the provision of humanitarian assistance to all persons, including migrants.

- **Including tourists in crisis preparedness.** Tourists represent an important group of migrants in Latin American and Caribbean countries. In Mexico, an Attention Centre Group has been established to give timely and effective attention to the requests and needs of national and foreign tourists within an orderly recovery process. State-level Operational Plans for Civil Protection also attribute responsibilities for assisting migrants-particularly tourists-in natural disasters to local government institutions.
- **Ensuring migrants have equal access to assistance and protection in times of crisis.** In Colombia, the law regulating disaster response establishes the principle of equality as a general principle of protection, and states that all persons, regardless of nationality, should receive the same humanitarian assistance in times of crisis. Mexico has put in place a federal preparation and response strategy in the event of a disaster called *Plan Sismo*. This establishes the necessary federal channels to respond to offers of international aid and requests for help in locating and protecting foreigners in affected zones.
- **Improving bilateral cooperation.** There are several practices of bilateral cooperation between neighbouring countries in the region. The National Office of Emergency of the Interior Ministry (ONEMI) of Chile and the National Institute of Civil Defence (INDECI) of Peru established a bilateral protocol on tsunami, earthquake, and bomb drills, which include migrants. Additionally, Ecuador and Colombia have coordinated to conduct drills in preparation of a possible eruption of the Cerro Negro de Mayasquer Volcano.
- **Including migrants in emergency and rescue services.** Integrating migrants into professional and voluntary emergency and rescue services constitutes a concrete way to better adapt communication channels and services in a way that takes into account language and culture of migrant communities and shares knowledge between relief services and migrant communities. In Ecuador, Cuban migrants have experience in the management of disasters and were involved in preparing evacuations during the eruption of the Cotopaxi volcano.
- **Training staff working in emergency services.** Providing culture-sensitive trainings for preparedness and emergency personnel that addresses the specific needs of migrants in times of crisis.
- **Disseminating information about emergency procedures and contacts to migrants.** Effective practices to reach out to migrants include the translation of information into languages spoken by the migrant population, the use of novel forms of communication including ones that are not language-based such as cartoons. Training sessions in schools or at workplaces and booklets and brochures also represent valuable information-sharing vectors. Chile, through the National Emergency Office (ONEMI), launched campaigns to promote a 'culture of prevention', including one that is specifically directed to foreign tourists called 'Safe Tourism'. Periodic campaigns have been launched in areas with a high presence of tourists to inform tourists in Chile about the importance of being prepared in the event of a natural disaster. These have largely involved the distribution of leaflets and information sheets in English and in Spanish explaining the precautionary measures to be adopted in the event of a natural disaster and in preparation for such an eventuality. Moreover, in Chile official manuals about how to respond to earthquakes and tsunamis have been translated into English and French with the help of the Canadian embassy. One manual contains specific recommendations directed towards the representations of foreign governments in Chile.
- **Linking with civil society organisations in ordinary times to facilitate cooperation in**

times of crisis, in particular at local level. Engaging with civil society organisations (CSOs), in particular diaspora associations, at all levels and empowering them in ordinary times to facilitate their engagement in crisis situations. It is also important to create networks and partnerships between CSOs and local authorities, as they are amongst important groups dealing directly with migrant populations.

- **Working with local authorities.** Local administrations generally work more closely with affected populations than the central government, and can be included in institutional cooperation from the beginning in order to make use of their possibility to reach out to migrants. The notion of local citizenship, giving access to all residents irrespectively of their migration status, to all services is essential.
- **Mapping of migrants and high-risk areas.** In order to provide assistance in times of crisis it is crucial to have up to date information on where migrants are located. Mexico conducts mapping activities to identify regions of the country that are prone to risk and where migrants located. The mapping includes categories for temporary and permanent migrants, residents, students, and tourists. These maps can be used to inform migrants where shelters are located, educate people about consular offices and shelters before emergencies arise. Jamaica also highlighted the need for mapping areas of migrants and high risk.
- **Establishing a legal framework regulating migration.** Adopting a legal framework that regulates the admission, stay, status, and exit of migrants escaping countries in crisis. Uruguay for example has a migratory board, made up of various ministries and civil society organisations, and has included in its plans a budget proposal on the costs of regularising irregular migrant workers from Brazil. The Dominican Republic, through law 169-13 allows for the regularisation of migrants. Under this provision 288,000 migrants from Haiti have been regularised.

Countries of transit

- **Establishing special measures for the protection of transit migrants.** Mexico has put in place a range of special measures for the protection of transit migrants, including dedicated medical units and institutional support in certain States and migrant shelters run by civil society with government aid.
- **Creating multiple protection mechanisms to accommodate the needs of different categories of migrants.** Adopting legal provisions to create protection mechanisms that can accommodate the needs of diverse categories and profiles of migrants during times of crisis, including mixed-migration families and dual citizens. These categories should be based on clear concepts and definitions.
- **Factoring migrants into contingency planning.** Having a pre-planning that includes potential future inflow of migrants that should be prepared in coordination with all relevant ministries and migrants already in the country. This plan should elaborate on the capacities of institutions as well as migrants themselves.
- **Addressing the needs of the most vulnerable migrants.** The region faces particular challenges when it comes to addressing the needs of vulnerable groups of migrants, in particular **unaccompanied children**. This is further compounded by the fact that, Latin America, in particular Central America is a region where transit migration is an important phenomenon. Within this context, vulnerable migrants must be considered from the preparation phase so that effective assistance can be provided in times of crisis.

Civil society

- **Disseminating crisis management related information.** Migrant and other civil society organisations have better networks and connections and can reach migrants even in the most remote areas to raise awareness about emergency procedures and contacts.
- **Improving financial literacy of migrants and their families.** Improved access to financial services and literacy can empower and positively impact the resilience of migrants and their families. In order to reach all migrants in need, creative and non-traditional delivery channels for distribution of products, via community based organisations, employers and churches and other channels are essential. In the case of distributing financial products to populations that may have limited experience or limited trust in the products there is often a greater role for the delivery channel of helping migrants to use products appropriately, providing information and financial education to make sure that migrants are not subject to manipulation or misinformation from service providers. In the Philippines, Catholic churches assist in bringing the families of Filipino migrant workers into the formal financial sector. As a result of the close connection that the churches and civil society organisations have with the communities, they can build on the trust they have established with migrants to reach previously unbanked populations with limited experience with formal financial services, and offer complimentary financial education to make sure migrants and their families understand the products they are buying and ensuring that the products are used effectively, particularly in times of crisis.
- **Supporting social inclusion and protecting the rights of migrants.** Supporting social inclusion and protecting the rights of migrants in ordinary times in the country of destination to facilitate their inclusion in crisis management plans and address root causes of vulnerability in crises.

Private sector

- **Increasing resilience of migrants through the use of financial products.** Financial vulnerabilities of migrants and their families can be mitigated through a variety of strategies aimed at increasing migrants' access to financial products and services (e.g. loans, saving programmes, micro-credits, micro-insurance) and improving financial literacy. The private sector can play a role in this area by promoting transnational savings products, developing innovative financial and insurance products aimed at protecting the flow of remittances after a negative shock, or in developing new remittance technologies through partnerships between banks and mobile operators, for example. Savings products, such as prepaid cards can allow migrants to build resilience by accumulating money in their host and home countries that can be accessed before, during, or after a crisis. For financial products to be relevant in a crisis situation they should be made accessible across borders so that savings accumulated in the country of destination are accessible in country of origin or transit. One example of a practice is that of Paraguayan banks offering savings accounts for remittance senders and their families in the country of origin, which allows families to divert remittance money into savings that can be accessed later.

International community

- **Improving regional and international cooperation.** Improving cooperation at regional and international levels, especially in the area of statistics on migrants or to conduct risk mapping and assessments to eventually be able to efficiently assist migrants caught in conflicts and natural disasters.

- **Using creative communication channels to raise awareness and improve integration of irregular migrants.** IOM in Central America produces radio soap operas transmitted via community radio stations, about the integration of irregular migrants, particularly focusing on those living in high-risk areas.
- **Including migrants in existing platforms for emergency response.** The Caribbean Disaster Emergency Management Agency (CDEMA) is a regional inter-governmental agency for disaster management in the Caribbean Community (CARICOM), providing the following services: Training for Disaster Management Personnel; Development of model training courses and products including audio-visual aids; Institutional Strengthening for Disaster Management Organizations; Development of model Disaster Legislation for adaptation and adoption by Participating States; Development of model policies and guidelines for use in emergencies; Contingency Planning; Resource mobilization for strengthening disaster management programmes in Participating States; Improving Emergency Telecommunications and Warning Systems; Development of Disaster Information and Communication Systems; and Education and Public Awareness.

3.2 Considerations, Challenges, and Lessons

- **Taking into account the specific vulnerabilities of migrants when developing DRR, including DRM, strategies.** Because of their non-citizen status, migrants are characterised by specific forms of vulnerabilities such as the lack or limited knowledge of local languages, transport systems, escape routes and national institutions and authorities responsible for crisis response. This is why migrants require specific measures, which might differ from the assistance offered to citizens in times of crisis. Gaps in terms of respect and protection of migrants' rights, such as their human and labour rights, in ordinary times will be exacerbated during a crisis. Migrants who are in a difficult financial situation before a crisis might find it impossible to pay exit visas to get out of the country when a crisis occurs. Migrants who do not know the language of their host countries will lack information regarding the best ways to stay safe when a disaster happens.
- **Facilitating the engagement of civil society organisations.** Consolidating relations with civil society organisations and building their capacities in ordinary times to support their contribution in the event of a crisis. Migrants, diaspora, and civil society need recognition as partners, as actors, as stakeholders. Their important and valuable contributions have been made clear in previous crisis situations. Governments should map migrant, diaspora, and civil society actors and identify key leaders, stay abreast of their activities, and maintain contacts. A sense of trust should be developed between migrants, diaspora, and civil society organisations and the government. Platforms and dialogues are important in this regard.
- **Keeping up-to-date data on migrants.** Keeping up-to-date data on migrants to build up a clear picture of the migration population in the country, including both regular and irregular migrants and including vulnerability profiles, especially in areas that are prone to crises. The region has overall low registration rates with mostly voluntary systems. Maintaining accurate data on migrants is a challenge in the region for various reasons. Some migrants leave and do not unregister when doing so. Migrants can be documented but still irregular when their migration-related or other documents have expired or when they do not have appropriate non-migration documents, such as work permits. Particular efforts should be paid to collect data on migrants' children who are mostly not registered.
- **Incentivising migrants, including irregular migrants, to register and facilitating their**

registration. The first question to address is why most migrants do not register. It can be because i) they do not see the added value, ii) they do not know how to register and are not aware of registration systems, iii) the process is too complex and forms are too long. All these reasons should be addressed. A strategy would then be to take advantage of other administrative processes and technological tools available to encourage the migrant community to register. Additionally, offering services in ordinary times (such as regular SMS updates on services available at the consulate) can encourage the registration of migrants in case of an emergency situation.

- **Facilitating migrants' access to financial services.** The regulation of financial products and their distribution is challenging from a regulatory standpoint, especially where they involve a cross-border element and where they serve irregular migrants who often lack the identification documentation required. Governments can play a role in improving migrants' access to financial products by offering subsidies or financial education in the country of origin or the country of destination. They can also provide clarity on regulations, particularly on how they pertain to migrants and their families.
- **Building trust with migrant communities.** Migrants sometimes are not willing to trust and collaborate with any kind of governmental agency or financial institutions, including at local level, even for protection purposes. Developing collaboration with community leaders and CSOs involved in migration, development and relief issues as well as a transparent decision-making process can help build trust, gather more accurate information about migrants, and provide better services to them.
- **Upgrading the capacity and preparedness of public institutions.** Building national capacities in the areas of crisis and migration management. The capacities of civil protection authorities should be strengthened in terms of cultural sensitivity and awareness of staff as well as recruiting staff proficient in the languages spoken by the main migrant groups present in a given locality. It is important to recall that, as of mid-2016, the EU-funded project that complements the global MICIC Initiative will provide demand-driven tailored capacity building support to states, aiming to enhance their preparedness in addressing the specific needs of migrants in countries in crisis and their vulnerabilities.
- **Consular Preparedness and emergency planning.** Establishing, testing and regularly updating contingency plans to address the protection and assistance of nationals abroad in the event of crises is crucial. Planning may include key information on the country, including a country profile, political and security profile, risk assessment, political climate and potential threats to stability, data profiling of nationals in country including contact information, diaspora mapping, crisis management organisation, movement plans, relocation and evacuation plans, consular surge plans, exit points, alternate evacuation routes, and logistics.

4. Emergency Phase

At the emergency phase, the humanitarian imperative prevails. The speed of the response can be crucial. The priority is to save lives and to make sure migrants have non-discriminatory access to emergency assistance and protection, regardless of status. In this respect, practices and mechanisms that require the provision of identity and status documents, as part of emergency service provision should be dispensed. Attention should be paid to the specific vulnerabilities and needs of different types of migrants and their specific

circumstances. For example, during conflicts and disasters some migrants are not able to leave the country experiencing the crisis because i) they do not have the legal or financial means to do so, ii) they lack the required information to do so, iii) they are refugees or asylum seekers and, as such, cannot safely return to their home countries. Some migrants are also unwilling to leave the country for various reasons: they may be dependent on income to sustain themselves and their families at home; or they fear that leaving may mean they cannot return to the country of destination.

Practices, considerations, challenges, and lessons relating to the emergency phase that were canvassed during the two-day consultation are enumerated below.

4.1 Practices

Countries of origin

- **Coordinating with other governments to ensure efficient evacuations.** Following the 2015 Nepal earthquake, the Colombian consulate liaised with other governments to locate Colombians in the country and coordinated with local radio stations to broadcast messages to urge them to contact the consulate. They also coordinated with the Spanish government to include Colombians in their evacuations.
- **Ensuring the identification of nationals.** A lack of identity documents presents an important challenge in providing assistance, such as temporary protection status for migrants arriving spontaneously at the border. Suriname stressed the importance of cooperation with the consulates and embassies of the country of origin in assessing and verifying the identity of nationals and in particular those who do not possess relevant documents.

Countries of destination

- **Improving coordination and use of humanitarian visas.** Ensuring that displaced migrants can receive protection in another country requires international collaboration between border agencies as well as with humanitarian actors, and may include institutionalised information exchange and joint operations. Humanitarian visas may be granted to particularly vulnerable migrants who do not qualify for refugee protection. Depending on national regulations, these visas may be granted at consular offices in the country in crisis, in other consulates abroad or upon arrival in the country. Peru recently established humanitarian visas in order to respond to situations of vulnerable migrants, with Decree 1236 from September 2015. The humanitarian visas are granted for 183 days with the possibility of extension and can be granted in Peru or abroad in case of an internationally recognized crisis. Following the 2010 earthquake, the National Immigration Council (CNIg) of Brazil created a special humanitarian visa for Haitians. This visa can be issued to Haitians that live in Haiti and have no criminal record. There are no requirements regarding educational or professional qualifications or employment contract. The visa is valid for five years and is limited to 1,200 Haitian families a year. Panama and Suriname also grant temporary permits for humanitarian reasons that are not already addressed in protection mechanisms dealing with refugees and asylum seekers.
- **Facilitating exit.** Waiving restrictions to exit, including by offering free exit visas. Such decisions may need to be made at central or high levels of government, as legal impediments to departure might not be waived under local laws.

Countries of transit

- **Helping migrants reach safety and access assistance and protection.** Helping migrants reach safety and access assistance and protection through various measures, including:
 - Keeping borders open and providing access to territory to everyone on a non-discriminatory basis.
 - Maintaining flexibility, openness, strong command centres and coordination through planning.
 - Making use of available technology such as WhatsApp, Viber, Facebook, Twitter, SMS and Googledocs to communicate with migrants in times of crisis.
 - Waiving entry and exit restrictions.
 - Facilitating access of embassy staff based in capital to border points to facilitate their assessment of nationals.
 - Offering multiple forms of international protection including humanitarian visas.
 - Having in place identification and referral systems.
- **Tailoring assistance and protection.** Offering assistance and protection tailored to the specific needs and vulnerabilities of migrants based on their status, age, gender, and other vulnerabilities or circumstances, etc.
- **Strengthening regional cooperation.** The issue of transit is particularly relevant for countries in Central America. Special consideration should be given to the use of humanitarian visas issued in countries of transit and the broader implications and needs for regional cooperation in dealing with special status for migrants in crisis.
- **Establishing humanitarian corridors.** Costa Rica set up a humanitarian corridor in order to allow migrants a dignified way of transportation and travel, and to reduce uncertainty and vulnerability. This practice highlights the need for cooperation with countries affected by a certain migration crisis in the same corridor and the granting of humanitarian visas.

Civil society

- **Providing assistance and facilitating rescue.** Civil society organisations have a better understanding of the vulnerabilities of migrants and have many tools already on the ground. They have a role to play not only in providing assistance but also in helping with the identification of migrants in need of assistance and protection, providing information to migrants, and facilitating access to migrant communities. They can act as first responders, as was the case in Haiti.
- **Improving communication channels in times of crisis.** Following the floods in the north of Chile in 2005, civil society organisations such as the Chilean Catholic Institute on Migration (INCAMI) and the Jesuit Migration Service (SJM) acted as intermediaries between migrants and authorities. Within days following the Haitian earthquake INCAMI met with and registered Haitians residing in Santiago and, through the Chilean consulate in Haiti, helped them to receive news of their family members in Haiti.

Employers and recruitment agencies

- **Providing shelter and emergency relief to migrant workers in times of crisis.** During Hurricane Stan in 2005, some coffee plantation owners in southern Mexico organised the

building of shelters for their Guatemalan migrant workers during the most critical days of the disaster and its aftermath.

International community

- **Deploying experts and relief goods and services.** Deploying skilled teams of personnel composed of multi-sectorial experts to countries transit and destination to support national efforts. Sending trained experts on providing psychological support to victims is essential, and highlighted as a common practice within the *Cascos Blancos* programme in Argentina.

4.2 Considerations, Challenges, and Lessons

- **Involving migrants in rescue.** Involving migrants in rescue and relief to overcome barriers related to language, outreach and trust and drawing on their adaptive capacity. Migrants often communicate within their own community through community networks rather than official state-lead communication channels.
- **Avoid criminalising migrants.** During the emergency phase, the priority is to save lives and ensure access to life saving protection and assistance. In this context, actors involved in rescue as well as authorities should implement a 'firewall' that dispenses with or waives mechanisms and structures that make such relief dependent on status and the presentation of identity and legal status documents. Humanitarian aid should be neutral and non-discriminatory. Fear of discrimination, criminalisation, and other forms of enforcement might limit the extent to which migrants come forward and reach out for life-saving assistance and protection. Consideration should be given to the uniforms worn by emergency service providers, as is the case in the US, where some migrants believed the Federal Emergency Management Agency (FEMA) was an immigration authority. Work has also to be done to build trust and change the mind-set of migrants (in the sense that they should not be afraid of reaching out for help) and local communities and authorities (in the sense that they should not exclude migrants from rescue operations).
- **Need to take into account the specific needs of the most vulnerable migrants** during emergency interventions, including children who can be victims of trafficking or gender-based violence. General recommendations were made to: ensure female consular representatives are available to assist female migrants during times of crisis; utilize local and informal networks to access migrants in need, particularly migrant female domestic workers who may be isolated and vulnerable; have special reception centres in place for children.
- **Locating irregular migrants.** Irregular migrants are often invisible. Civil protection authorities do not know where they are actually located. National authorities and international rescue agencies should tap into local actors, civil society and diaspora organisations, and informal networks to locate, assist and protect irregular migrants.
- **Implementation of multi-sectorial cooperation mechanisms.** Coordination among countries in the region and among international organisations and rescue agencies should be improved, in particular in the area of evacuation. The principles, guidelines, and effective practices developed by the MICIC Initiative will be helpful in this sense. It is also important to further analyse how existing regional initiatives addressing crises can further integrate specific measures to ensure the protection of and assistance to migrants caught in countries experiencing conflicts and disasters and the identification of sustainable solutions for them.

- **Need to further coordinate with local actors at the emergency phase.** Global, regional, and national level discussions dominate the debate. Local authorities, civil society and micro level structures should also be considered in tools and policies.
- **Consider alternative communication channels.** Crises take place in parts of the world without optimal connectivity, which can present challenges that will impact how governments communicate with their citizens. Generally, text messaging is a capability that is more robust when telecommunication networks are under pressure.
- **Need to address security issues specific to the region.** Latin America is currently home to countries with some of the highest homicide rates in the world. This tendency is most acute in Honduras, El Salvador, and Mexico. While none of the countries in Latin America are affected by armed conflict, the severity of the crisis caused by the violence is commensurate with armed conflict and the prevalence of violent organised criminal groups has a direct impact on the situation of migrants in those countries. In light of the high levels of organised crime, security considerations present a particular challenge in the region and should be addressed with preventative measures.
- **Need for awareness raising and strengthening regional cooperation.** Capacity building for national authorities is needed to raise awareness at local and state level on the issuance of humanitarian visas to migrants in countries in crisis or fleeing countries in crisis. Additionally, in view of the non-existent legislation on humanitarian visas in many of the countries in the region, there is further need to integrate this issue into national laws. Strengthen regional cooperation, particularly in light of the large transit movements in the region. Humanitarian visas are already being discussed in several regional bodies such as the South-American Conference on Migration. Other regional bodies could provide the opportunity for sharing experiences and lessons learnt and for systematising and standardising protection.

5. Post-Crisis Phase

Efforts to address post-crisis implications are needed to reduce the negative impacts that being caught in a country experiencing a conflict or natural disaster can have on migrants, their families and home and host communities. Planning for return and reintegration as well as for other long-term needs of migrants caught in countries in crisis are essential components of recovery plans.

At the post-crisis phase, challenges concern not only the migrants themselves but also the countries of origin, transit and destination. Some countries may receive a high number of returnees and require support towards reintegration. Mass returns of migrants may have negative impact at community level, in particular where local authorities are unprepared or unable to assist returning migrants.

Practices, considerations, challenges, and lessons relating to the post-crisis phase that were canvassed during the two-day consultation are enumerated below.

5.1 Practices

Country of origin

- **Adopting a holistic approach to return.** Addressing return of nationals through a developmental and comprehensive perspective that covers both immediate support and long-term solutions for migrants and local communities. Such programmes help avoid tensions between returning migrants and local communities that also have their own vulnerabilities. They are ideally multi-sectorial and include job placement/creation and the provision of social services. Re-emigration should also be considered as returning migrants may want to re-immigrate for professional or other reasons. Programmes should consider the needs of migrants and local communities. Awareness-raising campaigns about the existence of such programmes help boost their efficiency and up-take. Paraguay has implemented a programme to support entrepreneurial repatriates that enables nationals to submit project proposals and receive training and subsidies. Participants match subsidies up to 20% with their own capital. Paraguay also offers returning nationals tax exemptions on machinery for production, cars and furniture, immediate access to education, Paraguayan nationality to children born abroad, and subsidies for repatriation. Mexico has limited pre-requisite criteria for access to schools for returning children migrants who were born in the US and Uruguay has programmes in place facilitating access to universities for returning migrants. Costa Rica created a fund dedicated to policies and programs for reintegration of returned migrants. For its part, El Salvador adapted its programme from basic welcome and orientation at entry points in airports and land borders to a full programme providing comprehensive support for the reintegration of migrants.
- **Strengthening inter-institutional cooperation.** Effective reintegration of returned migrants necessitates coordination between various ministries and agencies. Many countries stress the need for inter-institutional cooperation and many have established mechanisms to that end to provide returned migrants with all required services from documentation delivery and residence permits, to healthcare, housing, education and reintegration in the labour market. This collaboration was strengthened in many countries like Mexico, Chile and El Salvador through a policy of decentralisation of public services and creation of committees or one-stop-windows comprising officials from local administrations and different ministries.
- **Supporting the contribution of diaspora to recovery.** Redefining the approach and relationship with diaspora to support their contribution to recovery in terms of supporting returning migrants and addressing impacts on countries of origin. This can be facilitated by providing innovative private investment schemes for the diaspora in the area of social security and encouraging the portability of social security and online financial products and services. “Building Societies” of Jamaica are owned and operated by Jamaican diaspora members. In partnership with branches abroad, they offer government bonds, connect with pensions in the country of origin, use local currencies and offer simplified savings and investment products geared towards caring for families left behind in case of the migrant’s death.
- **Addressing areas of special needs of returning migrants.** El Salvador established a psychological follow-up programme for returned migrants, victims of trafficking, and those suffering traumas related to crises. Chile provides special services and reintegration programmes geared towards migrants with disabilities.
- **Coordinating with migrant associations to aid in reconstruction efforts.** The Mexican Army provided emergency assistance on US soil, such as after Hurricane Katrina in 2005,

with the Mexican authorities soliciting economic support from Mexican migrant associations in the US to contribute to reconstructing Mexican homes destroyed in the disaster.

Countries of origin and destination

- **Adopting mutual recognition agreements.** Adopting agreements that provide a framework for facilitating mutual recognition of studies and diplomas between the countries of origin and destination to ease the access of migrants to professional and vocational jobs when returning home after a crisis.
- **Applying consular discretion on a humanitarian basis.** Some countries in the Americas recognise that a disaster on their territories can create obstacles for migrants in complying with immigration law requirements (e.g. attending a scheduled interview), or even remove the basis for legal stay in the country (e.g. death of a spouse or parent in the case of a dependent). In response, these countries provide immigration officials at the pertinent level with sufficient discretion to take these humanitarian grounds into consideration when determining such matters of law. Similarly, Latin American governments may relax the requirements for regularisation, as happened in the aftermath of Hurricane Stan in 2005 when Mexico temporarily allowed Guatemalan workers present in southern Mexico since 1 January 2002 to apply for regularisation based on a consular document rather than the identity document normally required.
- **Coordinating with countries of origin to protect and support the return of trafficked migrants.** Countries in Latin America may serve as the country of origin, destination, or transit for trafficking victims. For instance, Colombia was not only a country of origin for trafficking with victims transported to other Latin American countries, Asia and Europe, it was also a transit country and a country of destination - for mainly indigenous women and girls from Ecuador. In the case of migrants, as well as providing access to immediate aid, the regulating Decree 1069 of 2014 requires that the authorities ensure return to their countries in coordination with their consulates. Colombian authorities also have discretion to grant foreign trafficking victims temporary permission to remain in the country during the investigative process on a case-by-case basis. Special protection measures for underage victims also exist.

Country of transit

- **Supporting return and readmission.** Supporting voluntary return and readmission in the country of origin.

Civil society

- **Working with local organisations.** The efforts of governments to support the reintegration of returned migrants' needs to be done in coordination with local actors. El Salvador and the Dominican Republic reinforce their work with local civil society organisations to provide more effective and comprehensive assistance for returned migrants.

International Organisations

- **Supporting returning migrants.** IOM, with funds from the US, has a programme to

provide support for Haitians returning from the Dominican Republic, including a number who left Haiti due to the 2010 earthquake. It provides training on how to start a small business, grants for small business development and on-going support for up to three months.

Diasporas and migrants

- **Contributing to recovery.** Diaspora members and migrants themselves contribute to recovery in the post-crisis phase by supplying manpower to support recovery and reconstruction efforts, funding recovery projects, increasing remittances, and channelling information on reconstruction programmes (through social media and online diaspora radios). Migrants play an important role in the reconstruction of countries of destination following a crisis. The case of Mexicans in the USA who aided in reconstruction efforts following Hurricane Katrina in 2005, demonstrates how migrants and their communities are affected by crisis, but also contribute to reconstruction in meaningful ways.

5.2 Considerations, Challenges, and Lessons

- **Need for cultural awareness and sensitivity,** particularly in cases when dealing with the deceased migrants or family members of migrants. Governments and humanitarian service providers should be trained on the culture and specific vulnerabilities of migrant populations in need of assistance.
- **Particular attention should be given to the needs of migrants who were born abroad** as they may face specific challenges in 'reintegration' related to language barriers and cultural differences.
- **Need to build capacities at local level.** Capacities in terms of infrastructure (schools, hospitals, etc.) should be developed in municipalities to facilitate the reintegration of migrants returning in mass. Job-orientation, skill validation practices, job matching support, and vocational trainings should also be offered to migrants in their municipalities.

6. Cross-Cutting Topics

Key horizontal elements enabling effective preparation, response, and recovery measures by all stakeholders that should be strengthened include:

- **Importance of coordination** at all phases and at all levels, including in the area of data-sharing.
- **The pre-crisis phase is the most important phase.** It is essential to have emergency structures and procedures in place in ordinary times to ensure proper assistance and protection of migrants in the event of a crisis.
- **Migrants and diaspora can be very resourceful** and able to advocate for themselves and their contribution to relief and recovery should be supported. Furthermore, migrants can play a vital role in the collection and sharing of emergency related information, and should be included in government contingency planning.

- **Need to make use of new technologies** and social media to reach out to migrants, both in ordinary times and in times of crisis, to ease their registration process and facilitate the collection of information on migrant profile and location.
- **Ensuring the registration of migrants**, both in countries of origin and destination, to include them in contingency plans and to facilitate the delivery of assistance and protection in case of crisis. The registration of returning migrants in the country of origin is also essential to provide reintegration support.
- Throughout a crisis, **special focus should be paid to the most vulnerable persons**, in particular victims of trafficking and domestic violence, women, children, elderly, and disabled persons. Domestic workers are also a group of particular concern due to their isolation. There is a need to tap into the huge existing informal networks of communication to further boost outreach.
- **Programmes to combat domestic violence**, including empowering women through vocational training to alleviate economic dependence on perpetrators of violence. These programmes would also benefit children living in abusive homes.
- **Building trust** among all stakeholders, including between migrants and authorities, in particular at local level. Building trust also represents a way to improve cultural sensitivity and understanding.

7. Issues for further Consideration – Outlook and Conclusion

Recommendations as well as key issues for further consideration, which could be explored in future MICIC consultations as well as capacity building activities, include the following:

- Need to further consider all types of migrants in situations of crises including students, tourists, migrants that are victims of trafficking or gender based violence, and mixed-nationality migrant families, for example.
- As the scope of the MICIC initiative is dealing with natural disasters and armed conflict, this consultation highlighted the need to address issues related to high levels of extreme violence and gangs in the region and their impact on migrant protection.
- Need to consider the issue of the transposition of the MICIC initiative principles, guidelines, and effective practices into national emergency plans.
- **Develop peer-to-peer exchanges of knowledge and best practices.** Knowledge and expertise sharing forums are fundamental. The information that will be shared during the MICIC consultations should also be transmitted to other regional forums concerned with this urgent topic.
- Need to further consider how improved access to financial services can increase migrants resilience, and the role of governments in regards to financial services, in particular supporting pilot programmes, incentivizing financial products, offering products themselves, clarifying regulations and increasing financial literacy of migrants.

Key capacity building needs:

- Designing and implementing programmes for contingency planning, including risk and vulnerability mapping;
- Keeping up-to-date data on migrants and building national capacities in the areas of crisis and migration management;
- Incorporating all types of migrants, such as students, tourists, victims of trafficking or gender based violence, and mixed-migration families into contingency plans, civil protection, and other preparedness measures to ensure they are not excluded from services offered to nationals;
- Improving migrants awareness of consular services and the importance to register;
- Raising awareness of protection issues, humanitarian visas, human trafficking and smuggling, medical and psychological needs of migrants;
- Building links between civil society and governments and improving methods of outreach to migrants and diaspora;
- Training on cultural sensitivity in humanitarian assistance to migrants;
- Developing consular crisis management systems; and
- Strengthening regional consular cooperation.

8. Annexes

➤ ***Agenda***

➤ ***Final List of Participants***

Agenda

17 February 2016

8:30 – 9:00 Registration

Opening Ceremony

9:00 – 9:05 Welcome remarks on behalf of the MICIC co-chairmanship
Secretary Imelda M. Nicolas, Chairperson, Commission on Filipinos Overseas

9:05 – 9:10 Welcome remarks by the European Union
Pelayo Castro Zuzuarregui, Ambassador, Head of the EU Delegation to Costa Rica

9:10 – 9:15 Welcome remarks by the host
Alejandro Solano Ortiz, Vice Minister of Foreign Affairs and Worship, Costa Rica

9:15 – 9:45 *Coffee break*

- *Official photo*
- *Briefing of chairs, moderators, presenters and rapporteurs*

Plenary Session: Setting the Scene

Chaired by Chantal Lacroix, Programme Manager, ICMPD

9:45 – 10:00 Presentation of the MICIC Initiative
Michele Klein Solomon, Director, MICIC Secretariat, IOM

10:00 – 10:15 Presentation of state of play of regional consultations
Chantal Lacroix, Programme Manager, ICMPD

10:15 – 10:25 Presentation on terminology and concepts
Juan Carlos Murillo, Senior Legal Officer and the Head of Regional Legal Unit, UNHCR Americas Bureau, San José

10:25 – 10:45 Presentation of the regional discussion paper
David J. Cantor, Director, Refugee Law Initiative, School of Advanced Study, University of London

10:45 – 11:15 Plenary discussion

Workshop Session 1: Pre-crisis Phase

Chaired by Luis Serrano Echeverría, Head of Institutional Planning, General Direction of Migration and Immigration, Costa Rica

11:15 – 11:25 Introduction by the session chair

In this session, participants will be divided into three parallel working groups on specific sub-themes. The work in groups will start following three experts' presentations in plenary to introduce the topics and launch the discussions. More detailed instructions concerning the working groups, as well as guiding questions, can be found below.

Topics of the Working Groups:

WG 1: The inclusion of migrants in natural disaster preparedness strategies

Presenter: Mercedes Correa Campos, Head of Consular Emergency Unit Services, Directorate General for Consular Affairs and Immigration, Ministry of Foreign Affairs, Chile

Moderator: Michele Klein Solomon, Director, MICIC Secretariat, IOM

WG 2: Consular crisis management systems at the pre-crisis phase

Presenter: Steven Grant, Director – Business Development, WorldReach

Moderator: Secretary Imelda M. Nicolas, Chairperson, Commission on Filipinos Overseas

WG 3: The role of financial products for migrants in the pre-crisis phase

Presenter: Emily Zimmerman, Research Associate, EA Consultants

Moderator: Megan Pilli, Project Officer, ICMPD

11:25 – 12:10 Expert presentations (15 minutes each)

12:10 – 13:45 Lunch

13:45 - 15:10 Working Groups discussion

15:10 – 15:40 Coffee break

Plenary Session: Reporting from the Working Groups

Chaired by Luis Serrano Echeverría, Head of Institutional Planning, General Direction of Migration and Immigration, Costa Rica

15:40 – 16:00 Presentation of the outcomes of the three Working Groups of Workshop Session 1
(7 minutes each)

16:00 – 16:30 Plenary discussion

Plenary Session: Input from civil society organisations to the MICIC regional consultation

Chaired by Chantal Lacroix, Programme Manager, ICMPD

16:30 – 16:45 Presentation of the input from civil society organisations to the MICIC regional consultation
Carol Girón, Scalabrini International Migration Network

16:45 – 17:15 Plenary Discussion

17:15 – 17:30 Closing of the first day

18 February 2016

8:30 - 9:00 Arrival for the 2nd day/registration

Workshop Session 2: Emergency Phase

Chaired by Michele Klein Solomon, Director, MICIC Secretariat, IOM

9:00 – 9:10 Introduction by the session chair

In this session, participants will be divided into three parallel working groups on specific sub-themes. The work in groups will start following three experts' presentations in plenary to introduce the topics and launch the discussions. More detailed instructions concerning the working groups, as well as guiding questions, can be found below.

Topics of the Working Groups:

WG 1: Humanitarian visas and protection of migrants in times of crisis

Presenter: Juan C. Méndez, Adviser to the Nansen Initiative, Seconded to the Government of Costa Rica, NORCAP/NRC, National Commission on Risk Reduction and Emergency Response

Moderator: Agueda Marin, Regional Specialist on Counter Trafficking and Assisted Voluntary Returns, IOM San José

WG 2: Evacuations of migrants during crises

Presenter: Mariano Goicoechea y Garayar, White Helmets Commission, Ministry of Foreign Affairs and Worship, Argentina

Moderator: Juan Carlos Murillo, Senior Legal Officer and the Head of Regional Legal Unit, UNHCR Americas Bureau, San José

WG 3: Assistance to irregular migrants during emergencies

Presenter: Kathya Rodriguez Araica, General Director of Migration and Immigration, Costa Rica

Moderator: David J. Cantor, Director, Refugee Law Initiative, School of Advanced Study, University of London

9:10 – 9:55 Expert presentations (15 minutes each)

9:55 – 10:20 Coffee break

10:20 – 11:50 Working Groups discussion

Plenary Session: Reporting from the Working Groups

Chaired by Michele Klein Solomon, Director, MICIC Secretariat, IOM

11:50 – 12:10 Presentation of the outcomes of the three Working Groups of Workshop Session 2 (7 minutes each)

12:10 – 12:40 Plenary discussion

12:40 – 14:00 Lunch

Workshop Session 3: Post-crisis Phase

Chaired by Secretary Imelda M. Nicolas, Chairperson, Commission on Filipinos Overseas

14:00 – 14:10 Introduction by the session chair

In this session, the participants will be divided into three parallel working groups on specific sub-themes. The work in groups will start following three experts' presentations in plenary to introduce the topics and launch the discussions. More detailed instructions concerning the working groups, as well as guiding questions, can be found below.

Topics of the Working Groups:

WG 1: Return and long term reintegration of migrants – focus on individual level

Presenter: Ever David Medina Benítez, Director of Communications Office, Secretariat of Development for the Repatriated and Conational Refugees, Paraguay

Moderator: Lara Kinne, Research Project Manager, Office of the Senior Vice President for Research and Institute for the Study of International Migration, Georgetown University

WG 2: Socio-economic impacts of migrant returns on development – focus on community and national levels

Presenter: Francisco José Masís Holdridge, Consultant, Inter-American Development Bank

Moderator: Bernhard Perchinig, Senior Research Officer, ICMPD

WG 3: Measures to support the contribution of migrants to recovery

Presenter: Javier Maupone-López Aguado, Director, Protection Policies' Information, Secretary of Foreign Affairs, Mexico

Moderator: Ann Touneh Dandridge, Office of International Migration, Bureau of Population, Refugees, and Migration, US Department of State

14:10 – 14:55 Expert presentations (15 minutes each)

14:55 - 15:00 Breakout into Working Groups

15:00 – 16:20 Working Groups discussion

16:20 – 16:45 Coffee break

Plenary Session: Reporting from the Working Groups

Chaired by Secretary Imelda M. Nicolas, Chairperson, Commission on Filipinos Overseas

16:45 – 17:05 Presentation of the outcomes of the three Working Groups of Workshop Session 3
(7 minutes each)

17:05 – 17:30 Plenary discussion

Final Plenary Session: Conclusions and Closing Remarks

Chaired by Chantal Lacroix, Programme Manager, ICMPD

17:30 – 17:45 **Summary of the discussions by the host**

17:45 – 18:00 **Closing Remarks**

- *Co-chairmanship – Robin Matthewman, Deputy Chief of Mission, US Embassy in San José*
- *Host – Kathya Rodriguez Araica, General Director of Migration and Immigration, Costa Rica*

INSTRUCTIONS FOR WORKING GROUP PARTICIPANTS

This annex provides the guidelines for discussions in the working groups of the three Workshop Sessions.

Objective of the working groups: The objective of the working groups is to discuss and analyse specific sub-themes relevant to the protection of migrants in countries in crisis, identifying priorities for action as well as gaps and needs in terms of cooperation at the national, regional and international levels. Participants are asked to exchange good **practices** in their country and/or field of expertise. Where good practices do not yet exist, they are invited to suggest concrete proposals on how to address one or more of the challenges identified in the guiding questions.

Expected outcomes of the working groups: Participants are expected to define **concrete action points and recommendations** to address the challenges pertinent to the sub-theme of their respective working group. The outcomes of the working group will feed into a set of non-binding, voluntary guidelines and effective practices that the MICIC Initiative endeavours to produce. These guidelines will lay out the roles and responsibilities of States (origin, transit and destination), and other stakeholders, including employers and recruiters, international organisations and civil society, with a view to improve their ability to prepare for and respond to the needs of migrants caught in countries experiencing crises.

Guidelines for the working groups:

- There are three workshop sessions dedicated to the three phases of a crisis; pre-crisis, emergency and post-crisis. Each workshop session is discussed in three parallel working groups tackling three different sub-themes of the phase.
- For each workshop session, three expert presentations corresponding to the three different sub-themes that are to be discussed in the parallel working groups are delivered in a plenary session to launch the discussion. Plenary presenters will act as discussants in their respective working group.
- Following the plenary expert presentations, participants are divided into three working groups, composed of 20-30 participants. Participants are invited to sign up for their working groups prior to the consultation. The composition of the working groups change from one workshop session to another in order to maximise opportunities for exchange among participants and to enrich the debate.
- Each working group is facilitated by a moderator, supported by a discussant and a rapporteur.
- The working group moderators, together with the discussants, ensure that the discussions are aligned with the issues and guiding questions identified below, and that the focus is on concrete solutions. They will also provide responses to questions raised by participants and contribute to the preparation of the presentation of the outcomes of their respective working group in the plenary session.
- Each working group will have a rapporteur who has been selected prior to the consultation. The rapporteurs or the moderators present the summary of their working group in the plenary sessions.
- With the support of the organiser, the results of the nine working groups will be compiled and presented by the host during the final plenary session.

Workshop Session 1: Pre-crisis Phase

Working Group 1: The inclusion of migrants in natural disaster preparedness strategies

Over the past few years, Latin America and the Caribbean have been confronted with storms, recurrent floods and others disasters. In response, many countries have elaborated policies and measures addressing natural disaster preparedness. However, migrants' needs are rarely included in policy making at the national and regional levels. In addition to this, gaps remain in institutional capacity and in translating policies into action when it comes to assisting and protecting migrants in countries in crisis. This working group explores options to include and take into account international migrants when developing national emergency contingency plans and strategies to prepare and respond to natural disasters.

Guiding questions – *Please share examples of existing practices, innovations, or ideas in relation to the following questions, keeping in mind the possible differences between natural disasters and conflicts:*

- *In which ways do your policies and measures for natural disaster preparedness take into account international migrants?*
- *What underlying risk factors and vulnerabilities of migrants need to be considered to improve natural disaster preparedness?*
- *What measures have already been put in place to reach out to migrants and ensure that their voices are included in policy making?*
- *What are the training and capacity building needs in the areas of preparedness and provision of assistance to migrants should a crisis arise?*

Working Group 2: Consular crisis management systems at the pre-crisis phase

The establishment of consular crisis management systems at the pre-crisis phase plays a central role in ensuring both swift and effective mobilisation of actors and instruments in case of emergency so as to support nationals abroad caught in a conflict or a disaster. Such systems can include the registration of short-term travellers or long-term nationals residing abroad, communication tools to inform about security and evacuation measures as well as procedures to meet specific needs in times of crisis – e.g. in case of hospitalisation, imprisonment or loss of identity documents. This working group will delve into preparedness options at consular level to ensure efficient and cost-effective services to address the needs of nationals abroad in the event of a crisis.

Guiding questions – *Please share examples of existing practices, innovations, or ideas in relation to the following questions, keeping in mind the possible differences between natural disasters and conflicts:*

- *What measures have been established at consular level in your country to assist and protect nationals abroad in times of crisis?*
- *What challenges do consular services face at the pre-crisis phase to put in place crisis management systems?*
- *What role can new technologies play in this context?*
- *What are the key capacity building needs in this area?*

Working Group 3: Role of financial products in the pre-crisis phase

In the pre-crisis phase, financial vulnerabilities of migrants and their families can be mitigated through a variety of strategies aimed at increasing migrants' access to financial products and services (e.g. loans, saving programmes, micro-credits, micro-insurance) and improving financial literacy. The private sector can play a role in this area by promoting transnational savings products, developing innovative financial and insurance products aimed at protecting the flow of remittances after a negative shock, or in developing new remittance technologies through partnerships between banks and mobile operators, for example. This working group discusses the role of financial products in preparedness for migrants both in the country of origin and in the country of destination.

Guiding questions – *Please share examples of existing practices, innovations, or ideas in relation to the following questions, keeping in mind the possible differences between natural disasters and conflicts:*

- *What financial products are currently available to migrants and/or remittance recipients and how have you seen their application in times of crisis?*
- *How might public private partnerships be used to increase migrants' financial literacy and their access to financial products?*
- *What are some of the challenges that migrants and remittance recipients may face in accessing financial products and how can these be mitigated?*
- *What are the key capacity building needs in this area?*

Workshop Session 2: Emergency Phase

Working Group 1: Humanitarian visas and protection of migrants in times of crisis

Central America's past experiences with internal and cross border displacement in disaster contexts are helpful in identifying potential protection needs of migrants that may arise during displacement to other countries in the event of a crisis. Ensuring that displaced migrants can receive protection in another country requires international collaboration. Cooperation between border agencies as well as with humanitarian actors in this area is also important and can include institutionalised information exchange and joint operations. This working group will discuss how the use of humanitarian visas responds to the gaps that arise when migrants are displaced in disaster contexts, taking stock of existing practices, and exploring possible areas to foster cooperation in this field.

Guiding questions – *Please share examples of existing practices, innovations, or ideas in relation to the following questions, keeping in mind the possible differences between natural disasters and conflicts:*

- *Can you outline examples of the use of humanitarian visas in the protection of migrants in times of crisis?*
- *What options and challenges exist in your country to grant temporary stays and visas to migrants fleeing disasters or conflicts on humanitarian grounds?*
- *How can admissions for the disaster-displaced migrants be implemented more systematically within the region?*
- *What are the key capacity building needs in this area?*

Working Group 2: Evacuations of migrants during crisis

During the emergency phase, saving lives is the top priority. Helping migrants reach safety through evacuation is an essential part of the response and these operations can be strengthened through the coordination between countries of origin, destination, and transit, as well as international and civil society organisations, and the private sector. Challenges such as access to migrants in disaster or conflict zones and lack of comprehensive data on migrants residing in the country can hinder evacuation planning and implementation. These challenges require specific measures, such as setting up tailored communication channels to reach migrants and inform them of evacuation options. This working group will look into concrete examples, lessons learnt, and recommendations to enhance the efficiency of evacuation operations when it comes to migrant evacuation operations.

Guiding questions – *Please share examples of existing practices, innovations, or ideas in relation to the following questions, keeping in mind the possible differences between natural disasters and conflicts:*

- *What are the main challenges faced when evacuating migrants from countries in crisis?*
- *Which practices could be replicated and/or improved to boost the efficiency of evacuation operations?*
- *Are there positive/negative examples in previous evacuations of coordinated efforts between countries of origin and destination, international and civil society organisations, and the private sector?*
- *What are the key capacity building needs in this area?*

Working Group 3: Assistance to irregular migrants during emergencies

In times of crisis, migrants require a wide array of assistance, including life-saving goods, facilities and services. The needs of migrants vary according to the context and the type of migration. This working group aims to both shed light on the specific needs of irregular migrants in countries in crisis and identify measures to address these needs. Special attention will be paid to vulnerable groups that represent a high portion of irregular migrants, migrants in transit, undocumented workers, migrant women and children, as well as victims of trafficking and smuggled migrants.

Guiding questions – *Please share examples of existing practices, innovations, or ideas in relation to the following questions, keeping in mind the possible differences between natural disasters and conflicts:*

- *What good practices exist that take into consideration of irregular migrants in times of crisis?*
- *What were the greatest obstacles in providing assistance to irregular migrants residing in your country during past crises?*
- *How can emergency interventions further account for irregular migrants? What specific measures should be taken in this regard?*
- *What are the key capacity building needs in this area?*

Working Group 1: Return and long-term reintegration of migrants - focus on individual level

Planning for return and reintegration as well as other long term solutions for migrants caught in countries in crisis are essential components of recovery plans. Most countries have developed programs to manage the process of return and reintegration of their nationals. However, such programmes need to be further tailored to post-crisis contexts and countries often lack adequate resources to effectively implement them. In addition, other forms of long term solutions need to be offered to migrants caught in crisis, such as re-deployment to a safe area in the country of destination or relocation in a third country. Focusing on the individual level, this working group aims to define options to develop programmes and implementation means in order to address the immediate, medium and long term needs of returning migrants.

Guiding questions – *Please share examples of existing practices, innovations, or ideas in relation to the following questions, keeping in mind the possible differences between natural disasters and conflicts:*

- *What migrant return and reintegration programmes exist in your country and how can these be adapted to accommodate their specific needs in a post-crisis context?*
- *What steps can be taken to improve the coordination of various stakeholders (governments, employers and employees, international organisations, NGOs and CSOs) in fostering the social and economic reintegration of returning migrants?*
- *What are good practices in re-deployment programmes that relocate migrants to a safe area in the country or to a third country?*
- *What are the main capacity building needs in this area?*

Working Group 2: Socio-economic impacts of migrants' returns on development - focus on community and national levels

Sudden mass returns of migrants in the aftermath of a crisis can have tremendous socio-economic effects on the development of countries of origin, transit and destination depending on the situation of the country. Such returns can severely impact food insecurity and create land and property challenges as well as problems regarding access to basic services, which may be a source of further or repeated displacement. Focusing on the community and national levels, this working group aims to identify forward-looking measures as well as cooperation mechanisms to reduce such adverse impacts on development.

Guiding questions – *Please share examples of existing practices, innovations, or ideas in relation to the following questions, keeping in mind the possible differences between natural disasters and conflicts:*

- *What have been the key socio-economic impacts of mass returns of migrants after a crisis over the short, medium and long terms?*
- *What measures have been adopted following past crises to manage the socio-economic implications of sudden mass departure of migrants or mass return of your own nationals? i.e. How have labour shortages in countries of destination been addressed?*
- *How can regional and international cooperation be strengthened to mitigate the negative socio-economic impacts of mass returns of migrants on development?*
- *What are the key capacity building needs in this area?*

Working Group 3: Measures to support the contribution of migrants to recovery

The positive contribution of migrants to recovery, which depends on the prevailing conditions in the country of destination, is often overlooked within broader national/regional plans. Migrant workers who remain in the country throughout the crisis or come to help after the peak of the crisis can play a considerable role in rebuilding efforts. They can account for a large part of the recovery workforce in migrant-dense areas. This working group explores the potential of migrants' engagement in post-crisis recovery and rehabilitation processes and aims to highlight the means to better frame and support its constructive role.

Guiding questions – *Please share examples of existing practices, innovations, or ideas in relation to the following questions, keeping in mind the possible differences between natural disasters and conflicts:*

- *In which areas have contributions from migrants to recovery been most significant in the past?*
- *How can the contribution of migrants to recovery be supported at the post-crisis phase both at national and regional levels? What measures can the country of destination adopt in this context? Consider the following approaches:*
 - *Confidence building and protection measures*
 - *Migration and development policy framework (including measures to recognise migrants as a development partner and integration policy)*
 - *Measures to build the capacities of migrants organisations*

Final List of Participants

**Migrants in Countries in Crisis (MICIC) Initiative
Regional Consultation for Latin America
17-18 February 2016 • San José, Costa Rica**

| GOVERNMENT DELEGATES | | | | |
|-----------------------------|---------------------------|------------------------------|--|--|
| NO | COUNTRY | NAME | INSTITUTION | DESIGNATION |
| 1. | ARGENTINA | Monica GARCÍA | Dirección General de Asuntos Consulares Ministerio de Relaciones Exteriores y Culto | Ministro, Directora de Migraciones Internacionales |
| 2. | ARGENTINA | Ana SAINO | Ministerio de Relaciones Exteriores y Culto | Consejero de Embajada |
| 3. | ARGENTINA | Mariano GOICOECHEA Y GARAYAR | Ministerio de Relaciones Exteriores y Culto | Consejero de Embajada |
| 4. | BELIZE | Maria MARIN MENDEZ | Department of Immigration and Nationality Services | Acting Director |
| 5. | BRAZIL | Luiz MATOS DOS SANTOS | Ministry of Labour and Social Security | Coordinator of Immigration National Council |
| 6. | BRAZIL | Paulo MORALES TAPAJÓS | Ministerio de Relaciones Exteriores | Diplomático |
| 7. | BRAZIL | Hugo URUGUAI BENTES LOBATO | Departamento de Policía Federal | Delegado de Policía Federal |
| 8. | CHILE | Mercedes CORREA CAMPOS | Ministerio de Relaciones Exteriores | Jefe Unidad de Emergencias de Servicios Consulares |
| 9. | CHILE | Franz SCHMAUCK QUINTEROS | Oficina Nacional de Emergencia Ministerio del Interior y Seguridad Pública | Director Regional Onemi Arica y Parinacota |
| 10. | COLOMBIA | Claudia BARON BAQUERO | Unidad Administrativa Especial Migración | Directora Regional |
| 11. | COLOMBIA | Pedro SEGURA BARÓN | Unidad Nacional para la Gestión del Riesgo de Desastres | Coordinador del Centro Nacional Logístico |
| 12. | COLOMBIA | John QUINTERO VALDERRAMA | Ministerio de Relaciones Exteriores | Tercer Secretario de Relaciones Exteriores |
| 13. | DOMINICAN REPUBLIC | Rafael VÁSQUEZ ESPÍNOLA | Dirección General de Migración | Director Control Migratorio |
| 14. | DOMINICAN REPUBLIC | Julian GARCÍA ROMAN | Centro de Operaciones de Emergencias (COE) | Sub-Director |

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|-----|---------------------------|------------------------------|---|---|
| 15. | DOMINICAN REPUBLIC | Rafael GONZALEZ SANTOS | Embajada de la República Dominicana En Costa Rica | Ministro Consejero |
| 16. | DOMINICAN REPUBLIC | Patricia CORPORÁN OSANDO | Ministerio de Relaciones Exteriores | División de Misiones y Acreditaciones Consulares |
| 17. | ECUADOR | Daniel ROJAS MERCHÁN | Secretaría de Gestión de Riesgos | Director de Asistencia Humanitaria, Subrogante |
| 18. | ECUADOR | Lucia RUIZ MANTILLA | Ministerio de Relaciones Exteriores y Movilidad Humana | Directora de Inclusión a la Comunidad Extranjera |
| 19. | ECUADOR | Luis VARESE | Ministerio del Interior | Asesor del Ministro del Interior |
| 20. | EL SALVADOR | Wendy ROGEL DE FUENTES | Secretaria de Inclusión Social / Presidencia de la República | Directora de la División de Asistencia Alimentaria |
| 21. | EL SALVADOR | José ROMERO GUTIÉRREZ | Ministerio de Gobernación y Desarrollo Territorial | Gobernador Suplente |
| 22. | EL SALVADOR | Yessenia LOZANO GALLEGOS | Ministerio de Relaciones Exteriores | Asesora |
| 23. | GUATEMALA | Hieldrich MAZA POLO | Secretaria Ejecutiva de la Coordinadora Nacional para la Reducción de Desastres | Director de Respuesta |
| 24. | GUATEMALA | Jorge MAZARIEGOS VÁSQUEZ | Dirección General de Migración | Coordinador a Central Migración |
| 25. | GUATEMALA | Miriam MAZARIEGOS CARAVANTES | Ministerio de Relaciones Exteriores | Segundo Secretario Dirección General de Asuntos Consulares y Migratorios |
| 26. | GUYANA | Whentworth TANNER | Ministry of Social Protection | Director of Social Services |
| 27. | GUYANA | Dale ALVES | Guyana Police Force | Deputy Chief Immigration Officer |
| 28. | GUYANA | Lucresha BRYAN | Ministry of Foreign Affairs | Foreign Service Officer II |
| 29. | HAITI | Frantz DORSAINVILLE | Ministerio de Asuntos Extranjeros | Director de Asuntos Jurídicos |
| 30. | HONDURAS | Marlen RIVAS CRUZ | Secretaria de Relaciones Exteriores y Cooperación Internacional | Asesora Legal |
| 31. | JAMAICA | Farrah BROWN | Ministry of Foreign Affairs and Foreign Trade | Assistant Director - Economic Affairs Department |
| 32. | JAMAICA | Sophia MITCHELL | Office of Disaster Preparedness and Emergency Management (ODPEM) | Regional Coordinator |
| 33. | JAMAICA | Stacey Ann CLARK | Planning Institute of Jamaica | Programme Manager – Migration Policy Unit |

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|-----|------------------|------------------------------------|--|---|
| 34. | MEXICO | José ROJO OROPEZA | Unidad de Política Migratoria Secretaría de Gobernación | Director de Área |
| 35. | MEXICO | Carlos MENDOZA AGUIRRE | Dirección General de Organismos y Mecanismos Regionales Americanos Secretaría de Relaciones Exteriores | Director para Asuntos Políticos y de Seguridad |
| 36. | MEXICO | Javier MAUPOME- LÓPEZ AGUADO | Secretaría de Relaciones Exteriores | Director de Información de Políticas de Protección |
| 37. | PANAMA | Virna HURTADO ARAÚZ | Ministerio de Seguridad Pública | Jefa del Departamento de Visas Autorizadas |
| 38. | PANAMA | Auristela RODRÍGUEZ BALLESTEROS | Ministerio de Relaciones Exteriores | Jefa del Departamento Consular |
| 39. | PARAGUAY | Letizia ZAYAS SALINAS | Dirección General de Migraciones | Directora de Asuntos Internacionales |
| 40. | PARAGUAY | Gilberto GAUTO RAMIREZ | Departamento de Identificaciones Policía Nacional | Director |
| 41. | PARAGUAY | Ever MEDINA BENÍTEZ | Secretariat for Development of Returnees and Refugees | Head of Communications Office |
| 42. | PARAGUAY | Maria PAREDES DE FLEITAS | Ministry of Foreign Affairs | Migrants Attention Chief |
| 43. | PERU | Carlos VALLEJO MARTELL | Ministerio de Relaciones Exteriores | Director de Protección y Asistencia al Nacional |
| 44. | PERU | Nestor MORALES MENDIGUETTI | Centro Nacional de Estimación, Prevención y Reducción del Riesgo de Desastres (CENEPRED) | Jefe del CENEPRED |
| 45. | PERU | Oscar COELLO SALAVERRY | Instituto Nacional de Defensa Civil (INDECI) | Funcionario |
| 46. | SURINAME | Illigio ORASSIE | Ministry of Foreign Affairs | Head of Consular Section |
| 47. | SURINAME | Rachelle Gione GROENVELD | Department of Foreign Services Ministry of Justice and Police | Subdirector |
| 48. | SURINAME | Angeladebie RAMKISOEN | Ministry of Foreign Affairs | Policy Official |
| 49. | URUGUAY | Myriam COITINHO SANCHEZ | Ministerio del Interior | Directora Nacional de Migración |
| 50. | URUGUAY | María NOGUEIRA CABRERA | Ministerio de Defensa Nacional | Asesora |
| 51. | VENEZUELA | Nabil Mora EMBOY | Consejero Embajada República Bolivariana de Venezuela | |

| NO | INSTITUTION | NAME | DESIGNATION |
|-----------|------------------------------------|---------------------------|--|
| 1. | EUROPEAN UNION | Pelayo CASTRO ZUZUARREGUI | Ambassador Head of EU Delegation to Costa Rica |
| 2. | EUROPEAN UNION | David QUIROS | Delegación UE-CR |
| 3. | COSTA RICA | Alejandro SOLANO ORTIZ | Vice Minister of Foreign Affairs and Worship |
| 4. | COSTA RICA | Kathya RODRÍGUEZ ARAICA | General Director of Migration and Immigration |
| 5. | COSTA RICA | Allan RODRÍGUEZ | Jefe Refugio Dirección General Migración y Extranjería |
| 6. | COSTA RICA | Luis SERRANO ECHEVERRÍA | Head of Institutional Planning Directorate General of Migration and Immigration |
| 7. | COSTA RICA | Gustavo CAMPOS | Jefe Departamento Consular Ministerio de Relaciones Exteriores y Culto |
| 8. | COSTA RICA | Jessica SOTO | Dirección General de Migración Refugio |
| 9. | COSTA RICA | Edgar HERRERA | Dirección General de Migración Refugio |
| 10. | COSTA RICA | Silvia ARTAVIA | Gestión Tráfico Ilícito de Migrantes y Trata de Personas Equipo para Situaciones Especiales |
| 11. | COSTA RICA | Carolina MOLINA BARRANTES | Consejero, Encargada Área derechos humano Dirección de Política Exterior Ministerio de Relaciones Exteriores y Culto |
| 12. | GEORGETOWN UNIVERSITY, ISIM | Lara KINNE | Research Project Manager |
| 13. | ICMPD | Chantal LACROIX | Programme Manager |
| 14. | ICMPD | Bernhard PERCHINIG | Senior Research Officer |
| 15. | ICMPD | Megan PILLI | Project Officer |
| 16. | ICMPD | Badr MOUHCINE | Junior Project Officer |
| 17. | ICMPD | Kathrin MARKOVSKY | Programme Assistant |
| 18. | IOM | Christopher GASCON | Chief of Mission IOM Mexico |
| 19. | IOM | Norberto GIRON | IOM Chile Chief of Mission |
| 20. | IOM | Roland DE WILDE | Jefe de Mision OIM Costa Rica |

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|-----|---------------------------------|-----------------------|---|
| 21. | IOM | Luz TANTARUNA | Regional Emergency & Post Crisis Adviser for the Americas IOM Panama |
| 22. | IOM | Anna PLATONOVA | Senior Regional Specialist, Labour Migration and Human Development IOM Regional Office for Central & North America and the Caribbean |
| 23. | IOM | Agueda MARÍN | Regional Specialist on Counter Trafficking and Assisted Voluntary Returns |
| 24. | IOM | Salvador GUTIÉRREZ | Regional Liaison and Policy Officer |
| 25. | IOM | Dana GRABER LADEK | Regional Project Development Specialist |
| 26. | IOM | John Rivera | |
| 27. | MICIC SECRETARIAT | Michele KLEIN SOLOMON | Director |
| 28. | MICIC SECRETARIAT | Lisa WORTMEYER | Project Officer |
| 29. | THE PHILIPPINES | Imelda NICOLAS | Cabinet-rank Secretary/Chairperson Commission on Filipinos Overseas |
| 30. | UNHCR | Juan Carlos MURILLO | Senior Legal Officer and Head of Regional Legal Unit |
| 31. | UNITED STATES OF AMERICA | Robin MATTHEWMAN | Deputy Chief of Mission US Embassy in San José |
| 32. | UNITED STATES OF AMERICA | Kristen SMITH | Field Office Director in Guatemala U.S. Citizenship and Immigration Services |
| 33. | UNITED STATES OF AMERICA | Ann Touneh DANDRIDGE | Office of International Migration Bureau of Population, Refugees, and Migration |
| 34. | UNITED STATES OF AMERICA | Floria SAÉNZ | Embajada EE.UU, San Jose |

| REGIONAL AND INTERNATIONAL ORGANISATIONS | | | |
|---|--|-------------------------------|--|
| NO | INSTITUTION | | DESIGNATION |
| 1. | ILO | Adriana HIDALGO FLORES | Asesora Técnica Principal Programa de Migración Laboral para el Triángulo Norte de Centro América |
| 2. | INTER-AMERICAN DEVELOPMENT BANK | Francisco MASIS HOLDRIDGE | Consultor |
| 3. | NANSEN INITIATIVE | Juán MENDEZ | Adviser – Seconded to the Government of Costa Rica |
| 4. | WORLD BANK | Luis GUTIERREZ | Operation Officer |
| CIVIL SOCIETY ORGANISATIONS | | | |
| NO | INSTITUTION | NAME | DESIGNATION |
| 1. | GLOBAL COALITION ON MIGRATION | Colin RAJAH | International Coordinator |
| 2. | INTERNATIONAL CATHOLIC MIGRATION COMMISSION | Leila Anna Sophie MARZO | Programme and Events Officer |
| 3. | SCALABRINI SIMS | Carol GIRON | |
| 4. | CIDEHUM | Gabriela RODRÍGUEZ PIZARRO | Presidenta de CIDEHUM |
| ACADEMIA | | | |
| NO | INSTITUTION | NAME | DESIGNATION |
| 1. | SCHOOL OF ADVANCED STUDY - UNIVERSITY OF LONDON | David J. CANTOR | Director Refugee Law Initiative |

PRIVATE SECTOR

| NO | INSTITUTION | NAME | DESIGNATION |
|-----------|-----------------------|-----------------|---------------------------------|
| 1. | EA CONSULTANTS | Emily ZIMMERMAN | Research Associate |
| 2. | WORLDREACH | Steven GRANT | Director – Business Development |