ICMPD

International Centre for Migration Policy Development

MIGRANTS IN COUNTRIES IN CRISIS

Supporting an Evidence-Based Approach for Effective and Cooperative State Action

Report

Regional Consultation for West and Central Africa
8-9 December 2015 – Dakar, Senegal

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1. Summary

The third regional consultation of the "Migrants in Countries in Crisis" (MICIC) Initiative was held in Dakar on 8 and 9 December 2015. This covered the twenty-four countries of West and Central Africa[1] and was attended by around eighty participants, including government delegates, as well as representatives of regional and international organisations and civil society representatives[2].

Throughout the consultation, the pre-crisis, emergency and post-crisis phases were examined[3]. Participants exchanged knowledge on good practices and experiences in protecting and assisting migrants facing situations of conflict or natural disaster - relevant to all three phases.

The following report details the practices, considerations, challenges and key lessons that arose during the consultation's discussions. It provides a cross-disciplinary approach to understanding the pertinent issues at each phases of crisis, as well as highlights the key concerns in need of future attention.

2. Introduction

The third regional consultation of the "Migrants in Countries in Crisis" (MICIC) Initiative took place in Dakar on 8 and 9 December 2015, under the auspices of the Ministry for Foreign Affairs and Senegalese Abroad and in collaboration with the USA and the Philippines. Covering the twenty-four countries of West and Central Africa, the consultation gathered almost eighty participants, including government delegates, representatives of regional and international organisations as well as civil society representatives.

West and Central Africa have been severely affected by conflicts and natural disasters in recent years. In Côte d'Ivoire, Libya, Mali, CAR and Nigeria, countless migrants have found themselves trapped or being forced to flee. All of these crises, some of which are still ongoing, demonstrate the importance of the MICIC Initiative in the region.

The MICIC Initiative is a State-led, global initiative co-chaired by the Philippines and the USA. It was launched in 2013 following the United Nations High-level Dialogue on International Migration and Development. This Initiative aims to improve the capacity of governments and other stakeholders to prepare, respond, alleviate suffering and protect the dignity and rights of migrants who find themselves in countries affected by conflicts or natural disasters. The ultimate goal of the MICIC Initiative is to produce a set of voluntary and non-binding guidelines, principles and common practices by identifying the roles and responsibilities of States and other stakeholders. By doing so, it is anticipated that these guidelines will enable States and other stakeholders to become more effective at saving lives, increasing aid and protection, and reducing the vulnerability of migrants in countries in crisis.

The development of these guidelines, principles and common practices will partly be based upon the results of six regional consultations, in addition to several other consultations with pertinent stakeholder groups. These regional consultations are financed by the European

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[1] Benin, Burkina Faso, Cape Verde, Cameroon, Côte d'Ivoire, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Equatorial Guinea, Liberia, Mali, Mauritania, Niger, Nigeria, Central African Republic (CAR), Democratic Republic of the Congo (DRC), Republic of the Congo, São Tomé and Príncipe, Senegal, Sierra Leone, Chad and Togo.
[2] The complete list of participants can be found in Appendix 2.
[3] The programme of the day for the consultation can be found in Appendix 1.

Union as part of the project "**Migrants in Countries in Crisis: Supporting an Approach Based on the Facts for Efficient and Concerted Action of the States**", which is implemented by the International Centre Migration Policy Development (ICMPD)[4]. The aims of these consultations is to define the issues at hand by consulting States and stakeholders to gather evidence and gain, from their knowledge, an understanding of the best practices previously implemented as well as lessons learned. From the basis of this understanding, solutions will be proposed to better facilitate the international community in effectively handling the circumstances of migrants in countries in crisis.

This report presents the key issues – pertinent for the pre-crisis, emergency and post-crisis phases - that were highlighted throughout the regional consultation for West and Central Africa. Intra-disciplinary themes that arose throughout the discussions as well as future issues to explore in greater detail were also examined.

This report should be read in conjunction with the MICIC Initiative general reflection document and the regional discussion document written for this consultation[5].

3. Pre-Crisis Phase

Key issues discussed on the pre-crisis phase were largely structured around two themes: namely, the pre-emptive inclusion of migrants in disaster preparation strategies and conflict prevention, as well as the development of systems for managing migrants' identity documents.

Based on the above two themes, the consultation broached several key aspects for implementation, particularly those concerning cooperation, partnerships, institutional structures, legislation, protection of migrants' rights, the collection and handling of data on migrants and capacity building.

The practices, considerations, challenges and lessons that emerged from the discussions are detailed below.

3.1 Practices

Country of Origin

- **Collecting Data on Nationals Abroad**. Collecting and maintaining up-to-date data on nationals abroad is crucial to providing timely aid and protection in the event of a crisis. This is conventionally achieved by the systematic registration of nationals abroad in consular files. In Gabon, such a system has been established by utilising birth certificate copies and photo identification. This system proved to be critical in facilitating the evacuations of Gabonese nationals abroad in the event of crisis, as was the case in 2011 in Côte d'Ivoire. In another example highlighted at the consultation, The United States was among the first of nation states to propose the utilisation of new technologies, such as DNA tests, for gathering data on their nationals living abroad; however, this raised issues surrounding the protection of personal data.

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[4] For more information: www.icmpd.org/MICIC
[5] These documents are available on the MICIC Initiative website: http://micicinitiative.iom.int/

- **Issuing and Handling Identification Documents**. The availability of, access to and quality of national identification documents is necessary for ensuring the protection of nationals abroad during times of crisis. A competent system to achieve the aforementioned is therefore required, particularly in rural areas, where the issuing of birth certificates is often difficult. In Mali, access to identification documents has been made free of charge in order to facilitate such processes. Also in Mali, since 1989, local authorities are capable of issuing identification documents, in the absence of a birth certificate, based on a sworn testimony. The next steps Mali will be introducing are those of biometric identification documents in an attempt to curb fraud. In Cape Verde, São Tomé and Príncipe, all births are registered at the hospital and current actions have been undertaken for the collection of digital fingerprints for all nationals – such measures facilitate the issuing of identification documents. In Chad, a process of decentralisation has facilitated the issuing of birth certificates and identification documents.

- **Creation of a Structure to Manage Nationals Abroad.** Many countries in West and Central Africa have created a ministry or diaspora office[6]. Notably, these measures ensure the protection of migrants from various origin countries and implement procedures for their return and reintegration, especially in the event of crisis. Additionally these countries have also established a high council for migrants from various origin countries, which serves as a representative body for maintaining close relations with associations established in the destination country. Cameroon has established a directorate of foreign nationals within the Ministry of Foreign Affairs.

- **Strengthening Links with the Diaspora**. The diaspora can play a key role in times of crisis given their knowledge of the country and their networks. It is therefore in the interest of the government to maintain close connections with the diaspora in peacetimes and to identify their profiles and capabilities, in order to operationalise these resources in times of crisis. Côte d'Ivoire and the Congo have also implemented a return scheme for their qualified nationals and Côte d'Ivoire awards 10,000,000 FCFA to selected members of the diaspora for their contribution to the country's development. In addition to the measures currently being undertaken, stakeholders at the consultation suggested that discussion groups or forums be organised with the diaspora to exchange concerns and potential corrective measures, as they have been in the DRC and Côte d'Ivoire and oftentimes have insights into the local needs. Furthermore,

- **Planning of Consular Methods Available**. Consulates do not always have the sufficient human and financial resources required for the task of mass evacuation of their nationals in the event of crisis. Mali has created a social fund for handling evacuations and deportations, run by the Ministry for Malians Abroad.

- **Adopting Cooperation Agreements with Neighbouring Countries for Consular Representation.** In some contexts, the pooling together of consular services to cover destination countries or nationals who would not otherwise be represented is necessary. Increased cooperation between the country of origin and destination country is essential in such situations, in order to identify migrants who require assistance and then manage their evacuations. Mali is one example of a country who has signed more than twenty agreements with destination countries to help ensure the protection of their nationals abroad in times of crisis.

- **Strengthening Consular Services**. A training curriculum for consular staff was deemed to be essential for the ability of states to protect migrants in times of conflict or natural

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[6] According to the regional reflection document drawn up for this consultation, the countries in question are Benin, Chad, Côte d'Ivoire, DRC, Gabon, Guinea, Mali, Mauritania, Niger and Senegal.

disaster, including identification using new technologies, and effectively implementing evacuation procedures. Understanding and making use of software in the event of an emergency should also be part of this training. Regular simulation exercises should be carried out to ensure that consular staffs are prepared to react. Such simulations are currently conducted annually in American embassies across the world. The United States have invested heavily invested in consular capacity building in order to protect their nationals abroad.

- **Mapping Principal Destination Cities**. In the pre-crisis phase, mapping the destinations of nationals and determining assembly points as well as contact persons is beneficial when a crisis arises. The French embassy in Abidjan divided the city into safety zones with assembly points at the homes of strategically identified persons. Senegal in another country applying the same strategy to certain destination towns for its Senegalese nationals abroad. .

- **System Monitoring of the Transient Movements of Nationals**. Monitoring and locating nationals quickly in the event of a country crisis can be particularly challenging. In anticipation of such situations, France has created the website Ariane, which encourages French citizens, temporarily going abroad, to register on the site and; therefore, be easily located in the case that a crisis erupts at their destination.

Destination Country

- **Protection of Migrants' Rights.** Respecting and protecting the rights of migrants is an essential strategy to coping ethically with issues relating to migration in times of crisis. Non-discrimination and non-criminalisation of migrants in peacetimes, regardless of their status, fosters better visibility of vulnerable migrant populations in the event of crisis. Nigeria's national migration policy, adopted in May 2015 following devastating floods in 2012, contains a section asserting the human rights of migrants, which includes non-discrimination and non-criminalisation.

- **Collecting Data on Migrants.** Keeping up-to-date data on migrants in the country means that their needs can be taken into account more readily in the event of crisis. During the floods in 2012 in Nigeria and during the Boko Haram attacks, Nigeria did not take any specific measures to assist or protect migrants, due to their lacking adequate data on the migrants residing there. National census data of the population can be an effective tool to collect data on non-nationals and should be utilised more within this context. In Mali, local authorities have been instrumental in the context of migrant's visibility, given that they are ideally situated to register the births of migrant's children and monitor the arrival and departure of migrants.

- **Providing Documents to Migrants.** Destination countries should also implement systems to provide residence or identification documents to migrants in the host country. Providing documentation to migrants makes it easier to account for them in situations of crisis. In one example, which was highlighted in this consultation, after an interview process migrants in Gambia (particularly foreign students) receive a "Non-Gambian ID card" indicating their nationality.

- **Adopting National Legislation for Preventing and Managing Risks to migrants.** Given the regions high exposure to crises and the volume of migratory flows, all countries in West and Central Africa should adopt national policies and strategies for preventing and managing risks, taking migrants' needs into consideration.

- **Developing Multi-Risk Contingency Plans Regarding Migrants.** Annual regional and

national multi-risk contingency plans should be adopted in anticipation of emergency situations, as well as being aware of the human resources and materials available and dividing the workload between humanitarian stakeholders and the government, particularly with regard to providing shelter, food and basic necessities. These plans must specifically take into consideration the protection of migrants. In Diffa, Niger, a regional contingency plan has been developed. This document takes into account returning migrants as well as flood victims.

- **Creating an Inter-Institutional Coordination Structure and Dividing Roles and Responsibilities.** Creating an inter-ministerial coordination structure is fundamental to ensuring a coordinated response in times of crisis. Such a structure also clarifies the roles and responsibilities of the different ministries and agencies involved; including whom will manage the evacuation procedures. In Nigeria, the 1999 decree established the *National Emergency Management Agency* (NEMA), which was assigned the task of delegation in the event of crisis. In Difa, Niger, a coordination unit at Governorate level, with topical sub-groups, has been put in place to facilitate a rapid response in the event of emergency. The needs of migrants and flood victims are given special consideration within this framework. In 2014, Cameroon created a National Committee for the protection of migrants and refugees under the aegis of the 'Cameroonian Ministry for Internal Affairs and Decentralisation.' This committee also takes into account the concerns of receiving communities and includes a unit for protecting migrants in times of crisis, which coordinates its actions with UN agencies.

- **Organising Awareness Campaigns.** Awareness campaigns, particularly at a local level, can target information directed towards migrants regarding their risks and their resources in emergency procedures. More generally speaking, they can also raise the host community's awareness of the specific needs of migrants in times of crisis. One example of such initiatives was drawn from Cameroon, where every year they celebrate International Migrants Day, taking into consideration their specific needs and communicating with migrant communities how to access the relevant services and ministries.

- **Creating a Coordination Framework with Key Partners**. Methods and procedures for coordinating with key partners, such as international organisations, UN agencies, transportation authority's and airports must be established in peacetimes in order to effectively mobilise these networks in times of crisis. In the DRC, a coordination department, run by the Ministry of Social Affairs was established with the United Nations, to cope with emergency situations.

Regional Organisations

- **Putting in Place Regional Early Warning Systems.** The Economic Community of West African States (ECOWAS) has developed an 'Early Warning and Response Network' called ECOWARN. The ECOWARN system centres around fifteen national focal points, which collect information on the ground. When there are signs of conflict or catastrophe, a warning is sent to the country concerned, initiating a mandatory response. One warning issued in 2014, before the fall of President Compaoré, failed to resound with the authorities, who instead adopted a "wait and see" position. The Economic Community of Central African States (ECCAS) has also implemented a similar system under the name Early Warning Mechanism of Central Africa (MARAC).

- **Adopting Regional Standards for Protecting Children.** Specific measures are needed to protect children – whom are heightened vulnerable at all times. ECOWAS is currently developing a "Child Protection Action Plan" with the aim of establishing a participatory monitoring mechanism for migrant children.

- **Training on the Needs of Migrant Children in Countries in Crisis**. Emergency trained social workers, psychologists, authorities, and community representatives alike must be trained in coping with the specific needs of children in times of crisis. The training staff themselves must also be educated in the needs of migrant children. Currently UNICEF is working on a training curriculum, which includes a chapter on children on the move.

3.2 Considerations, Challenges, and Lessons

- **Development of National Early Warning Systems and Risk Management.** Based upon the ECOWARN and MARAC regional systems, (the regional early warning systems implemented by ECOWAS and ECCAS respectively), early warning systems should be developed, akin to these examples, and implemented on a national level in all countries in the region. National risk management systems must also be put in place.

- **Difficulties Keeping Consular Registers Up-To-Date.** Encouraging nationals abroad to register with consulates remains a challenge, as they are not always aware of the advantages in doing so. Awareness campaigns and capacity building efforts to increase trust in consular services should be implemented with these goals in mind. Regularly updating such systems is also critical in addressing the difficulty of keeping track of migrants who move often – such as students.

- **Pooling Consular Services at a Regional Level**. A suggestion brought forth from this consultation was that a regional agreement for pooling consular and humanitarian aid services should be adopted at the ECOWAS and ECCAS level. This agreement would allow people from member countries to go to any consulate or regional organisation office for protection.

- **Carrying out Studies on the Specific Needs and Vulnerabilities of Migrants in Times of Crisis and on Motives for Migration.** The specific needs and vulnerabilities of migrants in the midst of conflict or natural disaster are not known in the region and; therefore, demand further inquiry. Motives for migration should also be studied, as they impact on the protection and aid offered to migrants in times of crisis. Because the required efforts can vary according to the situation and motive for migration, research should not aim to generate blanket prescriptions, but instead to allow for dynamic responses. It is therefore necessary to carry out research in these areas in order to base policies and strategies on proven information.

- **The Need to take into Account Stateless Migrants in the Pre-Crisis Stage.** Stateless migrants are a highly vulnerable group whose specific needs should be considered in strategies for preventing and managing crises. Practices and policies that favour stateless migrants, such as the non-registration of births abroad, should be implemented to assist this vulnerable population of migrants. .

- **The Need to Develop Specific Measures and Partnerships for Irregular Migrants**. Identifying and locating irregular migrants is particularly difficult in crisis situations. Incitement mechanisms, particularly in collaboration with migrant associations and informal networks, should be put in place to encourage them to register.

- **The Need to Include Issues Relating to Migrants in Countries in Crisis in Sectoral Policies and Instruments.** The needs of migrants in the event of crisis should be

included in the key sectoral areas, as it is with social security systems, to give them a complete and coordinated response.

- **Need for Financing.** It is necessary to plan adequate financing to enable ongoing and effective actions, which benefit migrants; within ministries, international organisations or civil society.

- **Need to Develop Coordination on all Levels.** Coordination efforts between country of origin and destination, through bilateral and multilateral agreements, as well as with international organisations, civil society organisations and stakeholders from the private sector, need to be fostered in order to ensure a coordinated response in times of crisis. These efforts should include aid and protection for migrants, particularly with regard to identifying and evacuating migrants.

- **Development of Legislation and Institutional Capacity Building for Reducing the Risk of Disaster.** In the African Union, there is legislation on reducing the risks of disaster and risk assessment. Other countries in the region should follow this example to develop national policies and strategies, which take into account the circumstances of migrants. Operational capacities of the Authorities may need to be increased in order to develop such legislations.

- **Capacity Building on Handling Data on Migrants/Nationals Abroad.** The means and abilities to collect, handle and analyse data on migrants/nationals abroad are lacking in West and Central Africa. Significant capacity building work should be implemented, particularly implementing the use of new technologies. This will better account for all of the needs of migrants in countries in crisis.

- **Capacity Building for Border guards.** Border guards must be trained in identifying the need for protection. These training programmes should raise awareness about vulnerable migrant groups (such as children or trafficked people) as well as the difference between migrants and refugees given the disparate needs of these two groups. These trainings should include the use of new technologies for identification, modernising infrastructure and providing cutting-edge equipment to deal with porous borders in the region. The ten point action plan of the UN High Commissioner for Refugees (HCR) [sic: UNHCF], "Refugee Protection and Mixed Migration",[7] is a useful resource for capacity building in this area.

- **Training Media Actors.** Media professionals should be trained to better communicate on issues of migration in times of crisis – in efforts to not propagate erroneous or distorted information in their broadcasts and educate the public to make the appropriate distinctions between categories of victims: internally displaced persons, migrants and refugees.
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- **Training Religious and Traditional Authorities**. Highlighted in this consultation was the common experience that certain vulnerable groups of migrants – distrusting of local authorities – are oftentimes more connected to faith-based organisations then they are to the host country's states and institutions. Given their influence in West and Central Africa, religious and traditional authorities should be trained both in conflict prevention (particularly in cross-border areas) and in emergency procedures, including the services provided by consular posts. They should also be integrated into all networks and strategies for handling emergencies.

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[7] This document can be viewed at http://www.unhcr.org/4742a30b4.html

- **Capacity Building for Civil Society Organisations and Encouraging the Training of Migrant Associations**. These associations play a key role throughout each phase of the crisis cycle. They can be a source of information, as well as aids to identify and assist migrants. Training these societies and organisations is therefore encouraged. Also, their technical and financial capacities should be reflective of any increases in their roles and responsibilities.

- **Strengthening Cooperation for Managing Borders**. Close cooperation in handling borders in peacetime – by mixed patrols, joint operations, joint command centres, and harmonising entry documents – encourages better cooperation in times of crisis. This cooperation should be formalised through agreements or protocols. These agreements should make information sharing a priority at all times. The involvement of local communities in border control is also valuable in times of crisis.

4. Emergency Phase

Discussions at the consultation regarding the emergency phase centred around three key topics: (1) cooperation in the area of humanitarian border control, (2) the role of consular and diplomatic services in organising the evacuation of migrants; (3) and assisting unaccompanied and temporarily separated migrant children. Stemming from the plenary presentations made by experts, the debates highlighted the importance of identifying and organising migrants quickly for evacuations, (including migrants without papers) and providing immediate aid without discrimination. Also, the need to implement reception facilities and measures to reunite family members for separated migrant children was deemed to be important. Throughout discussions of these procedures, the talks shed light on the use of social networks and new technologies for communicating in times of crisis.

The practices, considerations, challenges and lessons that emerged in discussions are detailed below.

4.1 Practices

Country of Origin

- **Central Role Played by Consular and Diplomatic Services.** In the event of emergency, consular and diplomatic services in the destination country or neighbouring countries are on the front line to support the assembly and the evacuations of nationals. During the crisis in Côte d'Ivoire, Mali was the only country to maintain its consular representation in Bouaké, which facilitated the evacuation of more than 50,000 Malians, with technical support from the Red Cross and German cooperation. A crisis unit was put in place within the embassy, the government gave two areas of wasteland to assemble Malians and the unit rented buses to transport them to a safe place. Similarly, during the crisis in Libya, Mali was the only country to maintain its embassy in Tripoli. Malian diplomats, with the help of the International Organization for Migration (IOM), provided information to Malians and organised their repatriation to Niamey first, then to Bamako. As they had no diplomatic or consular mission in the CAR, the Malian consulate in Gabon was responsible for chartering planes to evacuate the two hundred or so Malians in the country during the crisis.

- **Assembling Nationals in a Safe Place.** In order to conduct evacuations, it is first

necessary to assemble nationals in a centralised and safe place; oftentimes the embassy. In one example of intergovernmental cooperation, Gambia called upon the Senegalese embassy in Tripoli to temporarily receive their nationals before evacuation during the crisis as the Gambian embassy premises were not large enough to do so.

- **Safeguarding the Airport**. In times of conflict, where evacuations are of high priority, it is necessary to safeguard airports in order to conduct evacuations. In one example highlighted at the consultation, Côte d'Ivoire requested and received help from France to safeguard Bangui airport to evacuate its nationals.

- **Taking into Account Migrants without Identification Documents During the Crisis Phase.** Gabonese consular authorities, located in countries experiencing crisis, carry out questionnaire tests for persons without papers to get Gabonese nationality. If the respondent passed the test, a temporary document is immediately granted, in lieu of a passport, and repatriation to Gabon is organised. Meanwhile, in the past, Mali has conducted identification missions in several reception sites for their nationals abroad to facilitate their repatriation. Migrants returning for Libya and CAR, lacking identification documents, were issued a pass when they arrived at the Chadian border so they could travel to a safe place.

- **Using Social Networks and New Technologies.** Social networks and new technologies can be extremely useful in times of crisis to disseminate information or monitor the status of migrants and other vulnerable populations. The United States shared their experience on the extensive use of Facebook in such situations. France also highlighted how they send SMS alerts to their nationals during a crisis.

Destination Country

- **Offers Immediate, Indiscriminate Aid.** Emergency humanitarian aid should be offered without discrimination on nationality or migration status. The priority is to assist and respond to the immediate needs of victims. Following the devastating floods in Nigeria in 2012, the authorities provided emergency aid to those affected, with no distinction between ethnic groups. A non-discrimination policy has been adopted in the Congo during past emergencies, both in conflict and natural disaster circumstances.

- **Rapidly Categorising the People Affected**. During an emergency, rapidly profiling and categorising the victims is key to accurately assessing their individual needs. With these determined, appropriate measures can be put in place, particularly for internally displaced persons, migrants and refugees. During times of crisis, Nigeria has included a questionnaire for determining nationality on the registration form for catastrophe victims.

- **Establishing a Committee to Handle Emergencies.** Ideally emergency committees should be established in peacetimes for optimal preparedness; however, when such a structure has not been established in the pre-crisis phase, it is necessary to establish a coordination and management committee during the emergency stage. Sierra Leone is one example of a country that effectively established a national response committee during the Ebola outbreak.

Countries of origin and transit countries

- **Decentralising Humanitarian Services.** Decentralising the management units of humanitarian aid into the regional and local levels facilitates a faster reaction and is oftentimes more able to reflect the needs of the local community on the ground. In Niger a decentralised humanitarian aid management unit was operationalised in Diffa to assist migrants returning or in transit. As such, the local authorities in Diffa are closely connected

to the needs of migrants and able to use this knowledge in effectively dealing with migrants in a crisis. Decentralisation in Niger has led to greater accounting for possible cross-border links between local communities and migrants, and has consequently led to increasing local solidarity.

- **Creating Reception Spaces for Migrant Children.** In times of crisis, separated and unaccompanied migrant children need specialised care, particularly in terms of health, nutrition, psychological support and education. Dedicated spaces must be established in countries of origin and transit countries in anticipation of more sustainable, long-term solution. The NGO "SOS Children's Villages" is creating such welcome centres in the region of Diffa in Niger. *Save the Children* has also established listening stations along the migration routes, which are tailored to tend to children.

- **Reuniting Families.** Reuniting families as quickly as possible is critical in times of crisis. In order to do so, sometime the effort of cross-border research is required. One practice being implemented by "SOS Children's Villages", and through their close cooperation with local authorities, is to publish photos of children who have been picked up by authorities and disseminate these images throughout the communities.

- **Assisting in Evacuations**. In countries in crisis, migrant associations play a fundamental role in assembling nationals abroad to facilitate evacuations. Mali, for example, relies heavily upon Malian diaspora associations abroad to lead their evacuation operations. Mali has relied on migrant association abroad for evacuation procedures both in Côte d'Ivoire and Libya. Chadians abroad were also illustrated as an example due to their assembly in groups with an effective hierarchical system, which has facilitated their interventions in the event of crisis.

- **Broadcasting Information and Assisting Migrants Stranded Abroad**. Civil society organisations, particularly diaspora associations, can assist migrants whose family members are in a country in crisis. During the Ebola outbreak, the "*Sierra Leone-UK Diaspora Ebola Response Taskforce*" was created by the Sierra Leonean diaspora in London. This task force supported qualified nationals Sierra-Leoneans residing in London, such as doctors, to return to home to assist Sierra Leone as well as to help Sierra Leoneans stranded in London.

- **Supporting the Organisation of Evacuations**. International organisations traditionally support the evacuation of migrants in countries in crisis. The IOM intervened in several crisis areas in the region to support governments, in the CAR, Libya and Côte d'Ivoire. They provided financial and technical support such as transportation.

4.2 Considerations, Challenges and Lessons

- **Inter-Ministerial Coordination**. If a national crisis coordination structure has not been established during peacetime, coordination in times of crisis can be extremely complicated, even hindering evacuation operations and information sharing. Therefore, discussions at the consultation emphasised the importance of developing inter-ministerial coordination during peacetimes to avoid challenges in the acute phase of crisis.

- **Locating and Identifying Migrants**. In emergency situations, locating and identifying

migrants, and determining their vulnerabilities, can be a considerable challenge if they are not registered with consular services, do not have links with migrant associations, live in remote areas or have discarded their identification documents on purpose.

- **Removing Belongings.** Removing migrants' belongings from the host country experiencing crisis was illustrated as a considerable challenge during the consultation. The country of origin must negotiate with the destination country as to how to get migrants' belongings out of the country for the purpose of customs taxes on items above a cash value.

- **Establishing the Order of Priorities.** To ensure the smooth running of evacuation operations and space limits on flights/buses/boats, an evacuation procedure must be defined in advance, which prioritises the most urgent needs. In practice, this poses particular challenges as a wide range of criteria needs to be assessed and assigned a value, which can oftentimes be contentious.

- **Assisting and Protecting Migrants who do not Want to be Evacuated**. For a range of family, economic or other reasons, some migrants do not wish to be evacuated during a crisis. Assisting and protecting them can; therefore, be particularly challenging. Depending on a variety of factors, different strategies must be established for these migrants and should be done so through consultations with the migrants themselves in order to better define the appropriate responses.

- **Considering those with Dual Nationalities and Mixed Families**. During the organisation of evacuation procedures, persons with dual nationalities and/or mixed families can be especially difficult cases due to the nature of assigning responsibilities and the destination of repatriation. For example, when parents hold different nationalities from those of their children and there is disagreement on the destination of repatriation, evacuating their children becomes increasingly complicated. For those with dual nationality, complications arise when identification documents are out of date or do not include all members of their family, and when there is a risk of losing one of the two nationalities. Increased coordination between the two countries of origin is necessary to facilitate such circumstances.

- **Evacuating People who Need Specific Medical Care**. Some migrants with health problems will require medical care during their evacuation. Pregnant women, especially those who are approaching full term, are one example of a sub-population of migrants with health concerns that can be particularly challenging during evacuations.

- **Emergency Needs of Separated and Unaccompanied Migrant Children**. During a crisis, all those involved in assistance should pay particular attention to the needs of separated and unaccompanied migrant children (in terms of food, shelter, medical and psychological care, and continuing education). Centres for housing separated and unaccompanied migrant children must be systematically established in cross-border zones in times of crisis. Cases of migrant children who have been trafficked or abused should also be quickly identified. Special training should be provided in this area.

- **Identifying the Person Accompanying Migrant Children**. Children rarely travel alone in times of crisis. Particular precautions should be taken in ascertaining the identity and intentions of the person accompanying a migrant child. This person may in fact turn out to be a trafficker or part of a criminal network.

- **Managing Waiting Times**. In times of crisis, migrants and their families awaiting return of their loved ones can undergo extreme stress and may find waiting difficult to manage. Solutions should be addressed to occupy migrants in such times, providing them with

meaningful activities to help reduce their mental preoccupations and stressors.

- **Implementing Agreements**. Establishing agreements for cooperation and pooling resources in crisis situations is sometimes problematic. Again, tailored solutions for the specific crisis context should be implemented to develop cooperation.

- **Emergency Financial Means.** Financial resources need to be mobilised in a timely manner during emergencies for evacuations, particularly to provide means of transport. Developing systems to implement such rapid mobilisation of funds is challenging; however, it is also essential.

- **Working Together to Control Borders**. Border control cooperation has progressed in the region, but is not yet fully developed to respond effectively during times of crisis. In crisis situations, border authorities should cooperate in order to facilitate border crossing and to identify the various vulnerabilities among migrants and refugees. The Ebola outbreak in West Africa demonstrated how restricting freedom of movement did not serve as an effective response to the crisis. From this realisation, ECOWAS urged that borders be reopened between affected countries.

- **The Need to Better Exploit New Communication Methods.** The use of new technologies and social networks should be improved in order to broadcast information as quickly as possible in times of crisis as this would help avoid some of the key challenges highlighted above.

5. Post-Crisis Phase

The post-crisis phase was addressed at the conference under three overarching themes: (1) stabilising cross-border communities during mass returns of migrants, (2) measures to reduce the socio-economic impacts upon returning migrants and, (3) measures supporting the contribution made by migrants and the diaspora in reconstruction and crisis resolution. Discussions particularly highlighted the need to ensure the immediate needs of migrants are met during their repatriation to the capital, the role of traditional and religious leaders in easing tensions that may arise during the post-crisis phase following the mass arrival of migrants, the importance of establishing reintegration programmes and psychological support in collaboration with reception communities, as well as the need to increase the financial and technical capacities of local authorities to ensure adequate assistance to returning migrants.

The practices, considerations, challenges and lessons that emerged in discussions are detailed below.

5.1 Practices

Country of Origin

- **Immediate Reception and Primary Needs**. Once repatriated to the capital, it is necessary to meet the basic needs of returning nationals before they begin their journey to their community of origin. This involves reception, shelter and food rationing. In Mali, the Ministry for Malians Abroad, the Ministry for Civil Protection and the Ministry for Security are responsible for receiving returning nationals for a period of three days before they continue to their countries of origin. Côte d'Ivoire has established reception areas in

Abidjan for migrants returning from the CAR and Libya. These services provide migrants with a small allowance to meet their immediate needs. Côte d'Ivoire has also signed partnership agreements with hotels and welcome centres to ensure temporary accommodation for returning migrants.

- **The Need to Provide Identity Documents to Returning Migrants Lacking Papers**. Beyond an emergency pass, returning migrants who do not have papers must be issued identification documents to allow them access to socio-economic reintegration programmes. These services were critical during the mass return of migrants from Libya and the CAR to Chad, particularly at the local level. In the case of the United States, DNA tests are utilised in such situations to determine nationality and curb fraud.

- **Establishing Reintegration Programmes.** Middle to long-term reintegration programmes should be established quickly to support returning migrants. The Niger government has established such programmes for migrants returning from Libya and the CAR, which function particularly to assist migrants to begin working and to access training (in the field of business management, for example). These programmes are also aimed at returning migrants in remote areas, such as Agadez. Significant work has been done in Niger to decentralise the management of these programmes to be closer to local communities receiving returning migrants. Mali has also established a project to create income-generating activities for nationals returning from Côte d'Ivoire.

- **Supporting Receiving Communities**. In the medium and long term, basic local services, which are oftentimes strained by mass returns of migrants, must be re-established and natural resources must be managed alongside them. Families who receive returning migrants must also be supported to stabilise their means of subsistence. The Chad government has established support programmes for local communities receiving a large number of returning migrants from Libya and the CAR.

- **Easing Tensions Between Returning migrants and local communities**. Mass returns of migrants have been found to sometimes create tension within the local communities receiving them, especially in the case of competition for access to natural resources and land. To ease such tensions, a significant amount of work should be done to mediate, prevent future conflicts and establish community dialogue. In Chad, information campaigns on easing local tensions following mass returns from Libya and CAR, have been developed and targeted towards the local authorities there.

International Organisation

- **Establishing Reintegration Plans** In collaboration with local communities, international organisations are often tasked with establishing or supporting reintegration programmes for returning migrants. For example, the IOM supports the reintegration of migrants returning to Niger by: (1) creating regional action centres, (2) training farmers in preventing future conflicts and (3) creating income-generating activities.

5.2 Considerations, Challenges and Lessons

- **Need for Regional Cooperation to Help Migrants.** Countries in the region should consider cooperation methods for determining what becomes of the migrants who fled crisis areas and to continue to assist them in the post-crisis phase.

- **The Need to Develop Support Plans for Resettlement.** Individual plans for advising and

fully supporting migrants in the post-crisis phase should be systematically implemented to assist their reintegration into their home community or their relocation abroad.

- **Specific Support for Returning Migrants Without Ties**. After spending a long time abroad, some migrants completely lose contact with their home community. Their return and reintegration, which can now be more complicated, necessitates specific support given the potential culture shock and lack of knowledge of their country of origin.

- **Support for Returning Migrant Associations**. Training and supporting returning migrant associations should be promoted to aid the reintegration of migrants.

- **Psychological Support**. Returning migrants, especially children who have suffered sexual abuse on their journey, oftentimes need psychological support after reaching their destination. In many countries there exists no infrastructure for dealing with the psychological needs of returning migrants.

- **Capacity Building of the Authorities in Issues of Return and Reintegration Following a Crisis.** The technical and financial means of the authorities, particularly on a local level, must be increased to establish sufficient and sustainable reintegration measures.

- **Financially Supporting and Coordinating the Return and Reintegration Phase**. A fund for assisting migrants' return and reintegration, as well as a coordination mechanism among them should be created at the level of regional organisations, given the often cross-border nature of the situations in this region.

6. Cross-Disciplinary Topics

Cross-disciplinary aspects facilitating effective preparation, response and recovery were highlighted at the consultation; these include:

- **Considering the Specific Vulnerabilities of Migrant Children**. Migrant children, especially those who have been separated or are unaccompanied, are highly vulnerable in times of crisis. They are often the victims of sexual or other abuses; they may be forced to join armed groups and may not have identification documents. Strategies for preventing and coping with such risks should take individual circumstances into account. Some countries in the region have established ministries especially for children, whose sole responsibilities are to account for the situation of children in times of crisis. Multi-sectoral actions between a large number of collaborators – including civil society organisations, international organisations, social workers and the children themselves – are required to account for all of the children's needs. Standards, concepts and practices in this area should be established on a regional level.

- **Safeguarding Migrants' Belongings**. During a crisis in the destination country, safeguarding migrants' belongings can be difficult. This can also hinder evacuations as some migrants do not want to leave their belongings behind. It is therefore necessary to establish measures to protect these belongings in the pre-crisis phase and to ensure that these measures are applied throughout all phases of the crisis.

- **Cooperating with Traditional and Religious Leaders on a Local Level**. In West and Central Africa, in order to be effective, all actions that aim at responding to the needs of migrants in countries in crisis must be carried out in cooperation with traditional and

religious leaders on a local level.

- **Following-Up, Assessing and Sharing Good Practices and Lessons Learnt from Past Experiences.** In order for aid and protection responses for migrants in countries in crisis to continue to develop their capacities, it is necessary to assess, document and share experiences of previous crises. Recording the practices implemented in the MICIC Initiative system is a step towards this[8].

7. Key Questions to be Dealt with in More Depth – Perspectives and Conclusion

The principal recommendations and questions to be dealt with in more depth in future MICIC Initiative consultations and capacity building activities include:

- **Starting a Dialogue with the Civil Society.** The role of civil society organisations is crucial in the pre-crisis phase, particularly because of their relationships with migrants and their capacity for broadcasting alerts. In addition, these dialogues can support campaigns to increase migrant's awareness of risks and emergency procedures. Links with organisations should be strengthened in the pre-crisis phase, especially migrant associations and the diaspora. A framework for such a dialogue, analysis, reflection and follow-up should be established in the region to support collaboration.

- **Creating Regional and Multilateral Cooperation Frameworks.** Such cooperative frameworks are necessary to better respond to the needs of migrants in times of crisis, given the cross-border or regional nature of the crises in the region.

- **Promoting the MICIC Initiative and Establishing Guidelines**. A concerted and sustained effort should be made to promote the MICIC Initiative in West and Central Africa and to establish its guidelines. To do this, determining regional "winners" would be beneficial.

8. Appendices

- ➢ *Programme*

- ➢ *Complete list of participants*

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[8] The record can be accessed on the MICIC Initiative website: http://micicinitiative.iom.int/connect/share-practice

Migrants in Countries in Crisis (MICIC) Initiative
Regional Consultation for West and Central Africa
8-9 December 2015 - Dakar, Senegal

AGENDA

8 December 2015

8:30 – 9:00	Registration

Opening Ceremony

9:00 – 9:05	Welcome remarks by the United States of America on behalf of the MICIC co-chairmanship *Sandra Clark, Deputy Chief of Mission, Embassy to the Republic of Senegal and the Republic of Guinea Bissau*
9:05 – 9:10	Welcome remarks by the European Union *Joaquín Gonzalez-Ducay, Ambassador, Head of EU Delegation to Senegal, Dakar*
9:10 – 9:15	Welcome remarks by the host *Cheikh Tidiane Thiam, Ambassador, Technical Adviser to the Cabinet, Ministry of Foreign Affairs and Senegalese Abroad*
9:15 – 9:45	*Coffee break* ➢ *Official photo* ➢ *Press conference* ➢ *Briefing of chairs, moderators, presenters and rapporteurs*

Plenary Session: Setting the Scene

9:45 – 10:00	Presentation of the MICIC Initiative *Michele Klein-Solomon, Director of the MICIC Secretariat, IOM*
10:00 – 10:15	Presentation of state of play of regional consultations *Chantal Lacroix, Programme Manager, ICMPD*
10:15 – 10:30	Presentation on terminology and concepts *Simone Ceresa, Assistant Training Officer, UNHCR Dakar*
10:30 – 10:45	Presentation of the regional discussion paper *Marie-Laurence Flahaux, Research Officer, IMI, University of Oxford*
10:45 – 11:15	Plenary discussion

Workshop Session 1: Pre-crisis Phase
Chaired by Camilla Hagström, Head of Sector Migration and Asylum, DG Development and Cooperation, European Commission

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 the guiding questions, can be found below.

Topics of the Working Groups:

WG 1: The inclusion of migrants in natural disaster preparedness and conflict prevention strategies
Presenter: Matthias Ehidiamhen Esene, Programme Officer Migration, National Commission for Refugees, Migrants and Internally Displaced Persons, Nigeria
Moderator: Kennedy Zaro Barsisa, Head of Division - Youth, Employment and Sports, Department of Social Affairs and Gender, Economic Community of West African States, Abuja

WG 2: Migrants' identity document management at the pre-crisis phase
Presenter: Yvonne Cécile Foh, Ambassador – Director of Consular Administration, Ministry of Foreign Affairs, Francophonie and Regional Integration, Gabon
Moderator: Mirkka Mattila, Child Protection Specialist - Civil Registration and Vital Statistics, UNICEF West and Central Africa Regional Office, Dakar

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

12:10 – 13.40	***Lunch***

13:40 – 13:50   Plenary: working group introduction by the session chair

13:50 – 13:55	*Break into Working Groups*

13:55 - 15:10   Working Group discussions

15:10 – 15:40	*Coffee break*

Plenary Session: Reporting from the Working Groups
Chaired by Camilla Hagström, Head of Sector Migration and Asylum, DG Development and Cooperation, European Commission

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 of civil society organisations to the MICIC regional consultation
Chaired by Chantal Lacroix, Programme Manager, ICMPD

16:30 – 16:45   Presentation of the input of civil society organisations to the MICIC regional consultation
Alphonse Seck, General Secretary, Caritas Senegal

16:45 – 17:15   Plenary Discussion

17:15 – 17:30   Closing of the first day by the session chair

9 December 2015

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

Workshop Session 2: **Emergency Phase**
Chaired by Ann Touneh Dandridge, Office of International Migration, Bureau of Population, Refugees, and Migration, United States Department of State

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 the guiding questions, can be found below.

Topics of the Working Groups:

WG 1: Cooperation in the area of border management in times of crisis
Presenter: Commissaire Abdoul Wahabou Sall, Director of Air and Border Police, Ministry of Interior and Public Security, Senegal
Moderator: Fabrice Boussalem, Project "Border Management and Border Communities in SAHEL region", UNDP Dakar (tbc)

WG 2: The role of consular and diplomatic services in organising evacuations of migrants during a crisis
Presenter: Abdoulaye Macko, Technical Advisor , Ministry for Malians Abroad and African Integration, Mali
Moderator: Cheikh Tidiane Thiam, Ambassador, Technical Advisor to the Cabinet, Ministry of Foreign Affairs and Senegalese Abroad, Senegal

WG 3: Assistance to unaccompanied and separated migrant children
Presenter: Benedetta Niederhaeusern, Regional Emergency Advisor, SOS-Children's Villages International - International Office Region West and Central Africa, Dakar
Moderator: Joanna Lyn Rodriguez, Emigrant Services Officer, Office of the Secretary, Commission on Filipinos Overseas, Philippines

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

9.55 – 10:05   Plenary: working group introduction by the session chair

10:05 – 10:10   *Break into Working Groups*

10:10 – 11:30   Working Group discussions

11:30 – 11:50   *Coffee break*

Plenary Session: **Reporting from the Working Groups**
Chaired by Ann Touneh Dandridge, Office of International Migration, Bureau of Population, Refugees, and Migration, United States Department of State

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*	22

Workshop Session 3: **Post-crisis Phase**
Chaired by Michele Klein-Solomon, Director of the MICIC Secretariat, IOM

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 the guiding questions, can be found below.

Topics of the Working Groups:

WG 1: Post-crisis cross-border community stabilisation interventions in the context of mass returns of migrants
Presenter: Youssouf Idriss Bakhit , Deputy Director General, Ministry of Internal Administration, Chad
Moderator: Pamela DeLargy, Senior Advisor, Office of the Special Representative of the Secretary General for Migration, UNFPA

WG 2: Measures to reduce the negative socio-economic impact of returnees
Presenter: Fatou Ndiaye, Programme Manager - Emergency, Transition & Recovery, IOM Niger
Moderator: Oliver Bakewell, Director, IMI, University of Oxford

WG 3: Measures to support the contribution of migrants and diasporas to recovery and conflict resolution
Presenter: Ade Daramy, Chairman and Founder, Sierra Leone - UK Diaspora Ebola Response Taskforce
Moderator: Elvina Quaison, Coordinator of the DEMAC project, AFFORD

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

14:55 – 15:05   Plenary: working group introduction by the session chair

15:05-15:10	*Break into Working Groups*

15:10 – 16:20   Working Group discussions

16:20 – 16:45	*Coffee break*

Plenary Session: **Reporting from the Working Groups**
Chaired by Michele Klein Solomon, Director of the MICIC Secretariat, IOM

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	
17:30 – 17:45	**Summary of the discussions by the host** *Cheikh Tidiane Thiam, Ambassador, Technical Advisor to the Cabinet, Ministry of Foreign Affairs and Senegalese Abroad, Senegal*
17:45 – 18:00	**Closing Remarks** • *On behalf of the MICIC co-chairmanship - Joanna Lyn Rodriguez, Emigrant Services Officer, Office of the Secretary, Commission on Filipinos Overseas, Philippines* • *Camilla Hagström, Head of Sector Migration and Asylum, DG Development and Cooperation, European Commission* • *Cheikh Tidiane Thiam, Ambassador, Technical Advisor to the Cabinet, Ministry of Foreign Affairs and Senegalese Abroad, Senegal*

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 practice 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 had 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 twelve 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 and conflict prevention strategies

Over the past few years, West and Central Africa have been confronted with recurrent floods and others disasters, in addition to acute, violent conflicts. In response, many countries have elaborated policies and measures addressing natural disaster preparedness and conflict prevention. However, migrants' voices are rarely included in policy making at the national and regional levels. In addition to this, gaps remain in institutional capacity and in translating polices 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 both natural disasters and conflicts.

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

- *In which ways do your policies and measures for natural disaster preparedness and/or conflict prevention take into account international migrants?*
- *What underlying risk factors, specifics and vulnerabilities need to be considered to accurately inform natural disaster preparedness and/or conflict prevention as well as collective understanding of where and when migrants need assistance?*
- *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 priority training and capacity building needs required to improve the preparedness, provision of assistance and protection of migrants should a crisis arise in a country?*

Working Group 2: **Migrants' identity document management at the pre-crisis phase**

An effective management system for migrants' identity documents is of great importance in the event of a crisis. It permits the identification of persons, and facilitates evacuation, repatriation and reintegration of migrants. This working group highlights the importance of migrants' identity document at the pre-crisis phase and explores related best practices. It also tackles the issue of non-documented migrants.

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

- *What procedures are in place in your country for managing migrants' identity documents and how do these procedures contribute to better include migrants in emergency planning in the pre-crisis phase?*
- *What challenges does your country face in managing migrants' identity documents?*
- *What measures are undertaken by your country to overcome the issue of non-documented migrants?*
- *What are the key capacity building needs in this area?*

Working Group 3: **Role of employers in the pre-crisis phase**

The private sector, particularly employers, can play an important role in enhancing the protection of migrants in the event of a crisis, especially with respect to preparedness and crisis management. This can be done through locating migrants and organising return and reintegration schemes in advance, just to name a few strategic opportunities. This working group discusses the engagement and efforts of employers in preparedness with respect to migrant workers/employees in emergency plans. It also explores options to leverage core competencies and build partnerships between the private sector and governments / other relevant stakeholders in the pre-crisis phase in order to address the needs of migrant workers.

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

- *Are you aware of good practices in terms of inclusion of migrant workers in companies' emergency plans?*
- *What are i) the core competencies and contributions and ii) the barriers when it comes to engaging the private sector in planning for the assistance and protection of migrant workers in times of crisis?*
- *How could governments and employers increase their cooperation and collaboration to strengthen preparedness and address the needs of migrant workers in countries in crisis?*

Working Group 1: Cooperation in the area of border management in times of crisis

Border management agencies play a key role in the case of an influx of migrants fleeing a country in crisis. Specific response mechanisms (such as facilitating border crossing, screening, and rapid mobile assistance and intervention) are examples of border management tools or practices that assist and protect migrants in crises. Cooperation between border agencies as well as with humanitarian actors in this area is important and can include institutionalised information exchange and joint operations. This working group will take stock of existing practices and explore possible areas to foster cooperation in this field.

Guiding questions – Please share examples of existing practices, innovations, or ideas related to the following questions, keeping in mind the possible differences that may emerge between natural disasters and conflicts:
- *Can you outline examples of good cooperation practices in border management in times of crisis?*
- *How can i) bilateral agreements or MOUs with other countries, and ii) existing regional initiatives improve cooperation in the area of border management in times of crisis?*
- *What are the key capacity building needs in this area?*

Working Group 2: The role of consular and diplomatic services in organising 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. In this context, consular and diplomatic services play a fundamental role in organising evacuations. However, these services often face challenges such as access to migrants in disaster or conflict zones and lack of comprehensive data on migrants residing in the country. This 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 and recommendations to enhance the efficiency of consular and diplomatic services when it comes to migrant evacuation operations.

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

- *What were the main challenges consular and diplomatic services faced when they were evacuating migrants from countries in crisis?*
- *Are there staff specifically trained in your country's consular services dedicated to evacuating migrants?*

- *Which practices could be replicated and/or improved to boost the efficiency of consular services in evacuation operations?*
- *What are the key capacity building needs in this area?*

Working Group 3: **Assistance of unaccompanied and separated migrant children**

Unaccompanied and separated migrant children (USMC) represent a highly vulnerable group whose assistance and protection requires targeted measures, specifically in terms of communication and the stakeholders that need to be involved. In most cases, USMC lack the resources and means that would allow them to move and act in disaster and conflict situation. USMCs are also at risk of child labour, sexual exploitation and abuse, military recruitment, detention and trafficking. This working group aims to shed light on the specific needs of USMC in countries in crisis and identify measures to address these needs.

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 specific vulnerabilities and needs of USMC in disaster/conflict situation?*
- *Are you aware of good practices in terms of measures that address the various needs of USMC?*
- *How can emergency interventions further account for USMC? What specific measures should be taken in this regard?*
- *How can cooperation with national, regional and civil society actors contribute to assisting USMC? Please state good practices for such cooperation.*
- *What are the key capacity building needs in this area?*

Workshop Session 3: Post-crisis Phase

Working Group 1: **Post-crisis cross-border community stabilisation interventions in the context of mass return of migrants**

In times of crisis, cross-border communities often have to deal with massive influxes, be it of members of the local community or migrants from various countries of origin. Rapid increases in population can put pressure on local services, resources and employment opportunities, which can create tensions. The burden placed on cross-border communities' calls for specific measures to strengthen the communities' coping resources and ensure a sustainable integration of returned migrants. This working group will discuss cross-border challenges in the aftermath of the mass return of migrants and highlight measures implemented to achieve cross-border community stabilisation.

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

- *What are the most important aspects for cross-border community stabilisation in post-crisis situations following a mass return of migrants?*
- *How could return migrants be better involved in efforts and measures aimed at cross-border community stabilisation?*
- *What good practices exist for reaching out and involving local communities, in particular the sustainable integration of returned migrants?*
- *What are the key capacity building needs in this area?*

Working Group 2: **Measures to reduce the negative socio-economic impacts of migrant returns**

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. Such returns can severely impact food security and create land and property challenges as well as problems in access to basic services, which may be a source of further or repeated displacement. 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 related to the following questions, keeping in mind the possible differences that may emerge between natural disasters and conflicts:

- *What examples exist of the socio-economic impacts of the mass return of migrants over the short, medium and long term?*
- *What measures have been adopted following past crises to i) manage the socio-economic implications of a sudden mass departure of migrants / a mass return of your own nationals; ii) support the re-deployment of migrants?*
- *How can regional and international cooperation be strengthened to mitigate the negative socio-economic impacts of the mass return of migrants on development?*
- *What are the key capacity building needs in this area?*

Working Group 3: **Measures to support the contribution of migrants and diasporas to recovery and conflict resolution**

The contribution of migrants and diasporas to recovery and conflict resolution is often overlooked within broader national and regional recovery and conflict-mitigation processes. While the involvement of diasporas has been mainly seen from the economic and social perspective of remittances, there is a considerable prospective for the positive impact they can have on fostering peace and economic growth in the aftermath of a crisis. This working group explores the potential of diasporas and migrants' engagement in post-crisis recovery and peacebuilding processes and aims to highlight the means to better frame and support the constructive role of migrants and diasporas at the post-crisis phase.

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

- *In which areas and in what forms have migrant and diaspora contributions to recovery and/or conflict resolution been the most significant?*
- *Are there any programmes within your country that encourage the contribution of migrants and diasporas to recovery and/or conflict resolution?*
- *How can the contributions of migrants and diasporas to recovery and/or conflict resolution be further supported during the post-crisis phase? Consider the following approaches:*
  - *Confidence building measures*
  - *Migration and development policy framework, including measures to recognise diasporas as a partner for recovery and conflict resolution*
  - *Measures to leverage remittance flows for recovery and conflict resolution*
  - *Measures to attract skills*
  - *Measures to build the capacities of diaspora organisations*

Final List of Participants

GOVERNMENTS			
COUNTRY	**First name, NAME**	**INSTITUTION**	**POSITION**
Cabo Verde	Joao Olímpio ALFAMA MENDES	Service national de la protection civile et des pompiers	Commandant national des pompiers
Cabo Verde	Jorge Humberto NOBRE SILVA	Ministère des Relations Extérieures - Direction Générale des Affaires Consulaires et de la Migration	Conseiller d'Ambassade
Cabo Verde	Joana Dinamene QUERIDO DOS REIS BORGES CARDOSO	Direction Générale de l'Immigration	Technicienne supérieure
Cameroun	Christine Sylvie MENDO	Ministère des Relations Extérieures	Chargée d'Etudes à la Direction des Camerounais à l'Etranger
Cameroun	Judith AKAH EWO EPSE NDZE	Division des questions migratoires	Diplomate
Congo	Emery GABI	Ministère des Affaires étrangères et de la Coopération	Chef de la Division Organisations Internationales
Congo	Paul Bernard ONDZE	Direction Générale de la Surveillance du Territoire	Directeur de l'Immigration
Côte d'Ivoire	Tanoe Lucie BOUADI EPSE YOBOUE	Ministère de l'Intérieur et de la Sécurité - Office National d'Identification	Chef du Département de l'Immigration et de l'Emigration
Côte d'Ivoire	Issiaka KONATE	Ministère de l'Intégration Africaine et des Ivoiriens de l'extérieur	Directeur Général des Ivoiriens de l'Extérieur
Côte d'Ivoire	Mohamed Vakaba DIAKITE	Ministère d'Etat, Ministère du Plan et du Développement	Sous-directeur en charge de la régularité des actes juridiques
Gabon	Yvonne Cécile FOH	Ministère des Affaires Etrangères, de la Francophonie, et de l'Intégration Régionale	Ambassadrice – Directrice de l'Administration Consulaire
Gabon	Aimé MFOULA-NGHANGUY	Ministère de l'Intérieur de la République Gabonaise	Conseiller Stratégique et Diplomatique du Directeur Général de la Documentation et de l'Immigration
Gambia (The)	Alagie JALLOW	Ministry of Foreign Affairs	Principal Assistant Secretary
Gambia (The)	Momodou JALLOW	Commission for Refugees	Assistant Protection Officer
Gambia (The)	Karamo K. SANNEH	Immigration Department	Commissioner Irregular Migration Unit
Ghana	Anasthasia BLEBOO-BOAFO	National Disaster Management Organisation	Deputy director in charge of Man-Made disaster
Ghana	Rosemary ABBEY	Ministry of the Interior	Deputy Director
Ghana	McArios Akanbeanab AKANBONG	Ministry of Foreign Affairs and Regional Integration	Deputy Director
Mali	Oumar TOURE	Ministère des Affaires Etrangères	Chargé de Dossier Directions des Affaires Consulaires

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