

MIGRANTS IN COUNTRIES IN CRISIS

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



Consultation Report

MICIC Regional Consultation for the Middle East and North Africa
Valletta, Malta 14-15 March 2016



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1. Executive Summary

The fifth regional consultation of the Migrants in Countries in Crisis (MICIC) Initiative, which covered the Middle East and North Africa, was held in Malta on 14 and 15 March 2016. It was attended by more than 80 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 14-15 March 2016 the fifth regional consultation of the Migrants in Countries in Crisis (MICIC) Initiative was held in Malta. This consultation covered the Middle East and North Africa and was hosted by the Ministry of Home Affairs and National Security and the Ministry of Foreign Affairs of Malta and co-chaired by the Philippines and the United States. It was attended by over eighty delegates representing ten Middle East and North African 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. The consultation focussed in particular on addressing the risks of trafficking in human beings, building the capacities of local actors to better meet the needs of migrants, and the role of financial service providers.

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 the Middle East and North Africa. 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 consular emergency plans, building the capacities of local actors to better address the needs of migrants in times of crisis, and the role of service providers, with a focus on financial services, 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, and consular protection.

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

3.1 Practices

Countries of origin

- **Improving consular outreach to nationals abroad.** Warden systems use nationals abroad to disseminate information to other nationals abroad, including through pre-established networks. This can be done through warden systems that disseminate

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/>.

information through community leaders to other nationals abroad, with such leaders requested to take care of a certain number of people, to inform them of crisis situations and associated information, including contingency plans. A well organised and efficient warden system can be essential for a consular post to ensure protection of its nationals abroad in times of crisis. In the United States, the Consular Section Chief is responsible for management of the post's warden system, including periodic testing, updating warden contact information, and recruitment of wardens to ensure adequate coverage of the consular district, and periodic meetings and/or conferences with wardens. Wardens assist consular sections in disaster preparedness by alerting U.S. citizens to emergency situations and passing on information from the post or Department. Because of privacy concerns, they must sign a Memorandum of Agreement committing them to safeguard names and other identifiers of U.S. citizens to notify in cases of emergency.

- **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.
- **Improving cooperation among governments.** Regional consultative processes can assist in strengthening multilateral cooperation and developing pre-established cooperation mechanisms. Lessons learnt in the case of joint evacuations of European, US, Canadian, Australian and Gulf citizens during the Lebanese crisis in 2006 highlight the need for cooperation agreements and procedures. Whilst evacuations were conducted with relative success, it was clear that pre-established cooperation agreements and procedures would have gone a long way in avoiding many of the delays and inefficiencies faced.
- **Strengthening regional cooperation on crisis preparedness.** Regional coordination is essential for effective crisis mitigation. To enhance the regional architecture for crisis management, standard operating procedures, and capacities in early warning and crisis response, a joint initiative between the League of Arab States and the EU established a crisis management platform, which provides a pan-Arab early warning and crisis response system that facilitates timely and efficient responses to natural and man-made disasters, covering the areas of prevention, mitigation and recovery.
- **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.
- **Monitoring and regularly updating contingency plans.** Up to date contingency plans are essential for enabling an effective and organised response in times of crisis. Demonstrating the benefit of good planning and preparation, Malta shared their

experience in activating a crisis centre within an hour in order to evacuate 180 Maltese nationals and assist in the evacuation of 30,000 migrants from 108 different countries over the course of 12 days during the Libya crisis in 2011.

- **Improving preparedness through coordination among government agencies.** National resilience can be strengthened through improved coordination and unified efforts among government agencies. In order to increase the level of coordination among concerned state institutions and unify their efforts Jordan established a National Centre for Security and Crisis Management. The centre works on national level by applying streamlined interagency coordination mechanism across government departments, the private sectors and NGOs including international humanitarian aid agencies.
- **Ensuring the provision of consular services in times of crisis.** Recommendations for improving consular services included the provision of 24-hour online registration systems; means to boost outreach to citizens abroad in creative ways; the development of cooperative consular structures that facilitate access to services when no physical representation is available in the country in crisis; and the dissemination of information to migrants on the diplomatic and consular representations available to them in times of crisis.

Countries of destination

- **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), working to build their capacities 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 and may be the only ones able to access migrants in times of need. Another issue of importance is the need to facilitate links and partnerships between local NGOs and other NGOs outside of the country that can provide resources and best practices.
- **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. Additionally, lessons learned in Malta during evacuations from Libya highlighted that emergency service providers can benefit from training on stress management and personal care during emergencies in order to prevent burnout in protracted emergency situations.
- **Collecting and sharing data on migrants as a group.** Collecting up-to-date data on migrants via local networks and diaspora groups, as well as through the use of social media of great advantage. 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.
- **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.

Countries of transit

- **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. Additionally, vulnerability indicators related to migrants' vulnerabilities related to gender, age, health status, as well as contextual vulnerabilities should be included in contingency plans.

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.
- **Building capacity of local actors to better cater to migrants in times of crisis.** Local actors are vital actors that can enable trust building, improve communication and increase outreach to migrants, particularly those in an irregular situation. In this respect, the Danish Refugee Council provided examples from its Training of Trainers programme for Libyan local actors, highlighting how local actors' capacities can be strengthened to improve their ability to provide assistance in times of crisis that compliments the efforts already underway by States, particularly in terms of access to migrants in hard to reach places.
- **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

- **Keeping detailed records of employees work locations and sharing this information in times of crisis.** Migrant workers may be working in remote locations, such as oil fields, that are difficult to locate and access in times of crisis. To improve preparedness, employers can keep up to date records and maps of employees and share this information with evacuation and emergency service providers during a crisis.
- **Ensuring employees have access to identification documents in case of emergency.** In times of crisis, migrants need immediate access to their identification documents in order to gain access to assistance and evacuation.

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.

3.2 Considerations, Challenges, and Lessons

- **Mainstreaming the specific vulnerabilities of migrants when developing DRR, including DRM, and contingency plans.** 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.
- **Improving migrants' access to financial services.** Discussions highlighted the complexity of coordinating thousands of remittance corridors due to the different regulations in the various countries of origin and destinations and the challenges in improving migrants' access to financial services. In times of crisis, these challenges are compounded as financial flows may be restricted due to increased security measures and migrants might have lost the necessary identification documents to access such services.. This touched on the recurring and cross-cutting issue of how a lack of identification documents impacts migrants' vulnerability and access to protection and services in times of crisis.
- **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.
- **Building 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 MICIC EU-funded project 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, integrated border management, movement plans, relocation and evacuation plans, consular surge plans, exit points, alternate evacuation routes, and logistics.

4. Emergency Phase

Discussions at the consultation regarding the emergency phase centred around three key topics: (1) cooperation in the area of border management in times of crisis (2) evacuation of migrants during crisis (3) and assistance to vulnerable migrants in times of crisis. The key role played by border management agencies in times of crisis and the importance of having in place established cooperation procedures with neighbouring countries to ensure a quick and efficient response emerged strongly from the discussion. Inspired by the expert's presentations in the plenary sessions, the debates highlighted the importance of preparedness including the increasing registration of migrants and risk-mapping related to locations of migrant populations, so as to be able to rapidly and efficiently respond in a coordinated manner. Once more it was reiterated that the priority is to save lives and to ensure migrants have non-discriminatory access to emergency assistance and protection, regardless of status. Also, the need for close coordination among government agencies and governments of countries in the region, as well as relevant actors such as international organisations and migrant associations was deemed to be vital. The importance of paying attention to the specific vulnerabilities and needs of different types of migrants and their specific circumstances emerged several times throughout discussions.

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

- **Establishing a monitoring and coordination structure at national level.** Establishing a national structure that monitors the crisis and coordinates action between the various ministries and stakeholders involved at the emergency phase. To address the issue of migrants in the still ongoing crisis in Libya, the Secretary of Labour in the Philippines instituted in June 2014 the Libya Crisis Quick Response Team to monitor the development of the crisis and to be ready to intervene to protect their citizens where necessary. Additionally in light of the number of South Korean migrant workers in Libya at the time of the crisis, the South Korea's Ministry of Land, Infrastructure and Transport set up a taskforce to cope with the crisis and to support the evacuation of their migrant's workers in cooperation with private companies.
- **Ensuring the identification of nationals.** Assessing and verifying the identity of nationals and in particular those who do not possess relevant documents due to a range of reasons such as loss, confiscation, damage etc. During the crisis in Libya, Morocco withdrew its diplomatic staff from Libya to Tunisia, and provided assistance to Moroccans from the Libyan Tunisia border. Other countries reported also providing their consular services at the border.
- **Engaging embassies and consulates.** Engaging embassies and consulates in establishing a strong connection with their nationals in the country and supporting them including their evacuation in case of a major crisis event in the country. Diplomatic efforts by the Egyptian Embassies in Beirut and Damascus successfully exempted between 3,000 and 4,000 Egyptians who had irregularly entered Lebanon during the Lebanon crisis from paying a fine of USD 1,000. During the Lebanon crisis, these two embassies also coordinated the evacuation of around 14,000 people back to Egypt. In addition, a hotline and a "crisis management group" were established by these embassies.

- **Setting up a national emergency coordination structure.** Setting up a national emergency coordination structure that can coordinate the response to the crisis. In response to the crisis in Libya, the Council for the Moroccan Community Abroad (CCME) created a crisis unit comprised of representatives of several ministries.
- **Facilitating and coordinating evacuation and departure of migrants.** Facilitating and coordinating evacuation procedures and departure of migrants among the several stakeholders involved in the process to increase an efficient and effective use of the available transport means and avoid delays and congestions. During the Lebanon crisis, coordination efforts among Russia, Moldova and Romania allowed for the joint evacuation of 1,400 Russians, 1,100 Romanians, 400 Ukrainians and 150 Moldovans. In wake of the Yemen crisis in 2015, coordination among Jordan and Saudi Arabia resulted in the evacuation of Jordan nationals to Saudi Arabia.
- **Releasing emergency funds for humanitarian assistance.** Releasing funding promptly and adequately is keen to the functioning and the success of the humanitarian operations during the crisis. During the crisis in Libya the United Kingdom provided funding through the Department for International Development (DFID) to the International Committee of the Red Cross (ICRC), which supplied humanitarian assistance to people affected by the conflict in Libya, including migrant workers.

Countries of destination

- **Raising awareness of risk of trafficking in human beings.** Migrants in particular without documents and stranded might become easy victims of traffickers. During the conflict in Lebanon in 2006, the Lebanese Ministry of Justice and Caritas Lebanon produced a trilingual booklet in Sinhalese, Amharic and Tagalog to caution domestic workers against possible traffickers. These booklets were distributed to migrant workers at the borders as they left Lebanon.
- **Establishing a coordination structure at national level.** Establishing a national structure that coordinates action between the various ministries and stakeholders involved at the emergency phase. Lebanon: The Higher Relief Council (HRC) was the main body established to coordinate crisis response activities during the 2006 Lebanon war. As a result, cooperation between local and international NGOs and international aid agencies, in terms of delivering health care, food and nutrition, water and sanitation, logistics, protection, shelter and common services were significantly improved.
- **Facilitating exit.** Waiving restrictions to exit, including by offering free exit visas. In 2013, the Syrian Government facilitated the departure of Filipino migrants by waiving their exit visa fees, in part due to the lobbying of the Philippines government on behalf of their nationals. Lebanon: In 2006, the Government declared an amnesty for all irregular migrant workers on the condition that they leave the country and not return for at least five years. This helped irregular migrants stranded at the borders to leave the country, but it might have also worked as a deterrent to leave the country during the crisis because of the five years non-return clause.

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. During the 2011 crisis in Libya, Tunisia and Egypt kept their borders open, despite the fact that both countries were experiencing domestic unrest at the same time. This has been considered an important factor in helping fleeing migrants to reach safety and meeting their immediate humanitarian needs. During the 2006 Lebanon crisis, Syria also kept its borders open, which has similarly been highlighted as a positive factor in assisting migrants.

- **Implementing contingency plans in cooperation with all relevant national agencies and local border communities under the guidance of a strong command centre.** A speedy organisation of the State's response through multiple ministries to implement contingency plans as soon as possible is vital. Border guards play a key role in this framework. It is important to give them clear instructions with regard to statuses and non-discriminatory access to territory. The reactions of both Tunisia and Egypt following the crisis in Libya in 2011 are good examples in this sense. The situation was unlocked in both countries when strong command centres were put in place. These countries also provided water tanks, access to schools, and land to set up camps immediately and facilitated evacuations of migrants by other States and actors.
- **Training and capacity building of border authorities and other relevant ministries involved in receiving migrants.** Training border authorities and other relevant ministries is key to allow them to be prepared when receiving migrants and aware of the possible vulnerabilities. Since 2012 bodies dealing with security have supported Tunisia to strengthen its capacities e.g. organizing Personal Support Specialist (PSS) courses to train border authorities and people working at the border to help people arriving with particular needs. Officers are trained by different organisation in different topics. The Tunisian government has a three steps approach to deal with migrants and other people arriving at the border from Libya: 1. welcoming the person crossing the border independently from the nationality. 2. By using different tools and in cooperation with UN people are divided according to their nationalities and lack of documentations (refugees are identified, third country nationals, etc). 3. Returning Tunisians, Libyans and other nationals with valid documents can cross the border without problems; other undocumented non-Tunisian nationals are supported in coordination with representatives from migrant Embassies and international organizations present at the border.
- **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.

Private sector

- **Facilitating and coordinating evacuation and departure of migrants.** In the case of the 2006 Lebanese crisis, Lebanese placement agencies contributed to the evacuation of migrant workers. Many employers called these agencies to either inform that their maids had fled, or require assistance for their passage to the embassy and further evacuation. In the case of the Libyan crisis, international oil companies were among the first to pull out their international staff. Eni, Wintershall, BP, Royal Dutch Shell, Repsol, OMV and Statoil repatriated staff as early as 21 February 2011. Others who were repatriating their staff were Polish state-owned gas company PGNiG, Canadian Suncor Energy, Arabian oil company Nafoora, Chinese state-owned China National Petroleum Corporation and others. South Korean companies such as Hyundai Engineering & Construction Co. (Hyundai E&C) and Daewoo Engineering & Construction Co. (Daewoo E&C) also pulled out migrant workers from areas most affected by the civil war in Libya. Recruitment agencies: In the context of the crisis in Libya, over 100 Nepali migrants were evacuated and their salaries compensated by their recruitment agency.

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. During the 2006 Lebanese crisis, Caritas Lebanon and the Red Cross played a particularly important role in facilitating the departure of migrants at departure and reception points, including in transit areas such as Cyprus. NGOs played a key role in assisting displaced people during the crises in Lebanon and Libya. Caritas Lebanon, the Red Cross and the Zakat Foundation of America provided housing, transport, food and treatment to displaced individuals. Doctors without Borders provided free medical treatment to those affected by the conflict within Libya. With regard to the ongoing crisis in Yemen, the Danish Refugee Council (DRC) registers newly arrived migrants and provides them with humanitarian assistance at seven registration and information centres in Yemen.
- **Increasing capacity of local actors to respond to the needs of migrants in times of crisis.** Following the eruption of conflict in 2014 all international actors were forced to evacuate from Libya. In order to continue working to build the capacity of local actors, the Danish Refugee Council provided different training programs that took place in Tunisia for Libyan local NGOs, or Training of Trainer programs that could be replicated in Libya.

Regional stakeholders

- **Providing humanitarian assistance.** During the Libyan crisis, the League of Arab States (LAS) has been very active in providing immediate relief and support to people fleeing the country as well as local communities. A delegation from LAS and UNHCR visited the Libyan-Egyptian and Libyan-Tunisian borders on 14-24 April 2011 to assess the situation of migrants and refugees on both sides of the borders and to study their needs and the humanitarian organisations' responses to those needs. The mission's work included a series of direct interviews with migrants and refugees and relief staff at the borders and in refugee camps. The Organization of the Islamic Conference (OIC) was among the first to respond to the needs of displaced people from the Libyan crisis. It produced regular situation reports from the beginning of the crisis and launched several appeals to its Member States to assist with evacuation of displaced people fleeing into neighbouring countries. On 1 March 2011, the OIC Secretary General called upon Member States to assist the Tunisian Government by providing transport to return displaced people to their countries of origin. OIC also organised a fact finding mission to assess the humanitarian conditions in affected border areas in Egypt and Tunisia, which was the basis for further appeals and action. In addition, OIC coordinated concrete evacuation operations and was involved in the distribution of relief items to people in refugee camps at the Tunisian-Libyan border.
- **Calling for solutions at political level.** On 23 February 2011 the African Union released a roadmap outlining the steps required to end the Libyan crisis. The latter called for the "protection of foreign nationals, including African migrants living in Libya". Due to the rapid escalation of the conflict in Libya and the intervention of the NATO, the roadmap was not used; still it represents an important example of how in case of a conflict the African Union included the protection of migrants and non-nationals in the priority list to solve the conflict.

- **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.
- **Pooling resources and enhancing cooperation.** From the beginning of the Libyan crisis in March 2011, IOM and UNHCR joined forces to coordinate evacuation efforts and set up the Humanitarian Evacuation Cell at the central level. This close working relationship has been lauded as a model to be followed in allocating responsibilities during a crisis. One of the main objectives was to “decongest the borders to prevent the crisis overflowing to neighbouring countries”. The Cell is currently hosted by IOM and is in place to also deal with other crisis situations.
- **Quickly releasing emergency funds for humanitarian assistance.** In 2012, following lessons learnt from the Libya crisis, the Migration Emergency Funding Mechanism was established to facilitate IOM’s rapid response and intervention during natural or man-made crisis situations. At the end of June 2015, the UN Central Emergency Response Fund (CERF) provided USD 8 million to the World Health Organization (WHO) to deliver life-saving medicines. This disbursement is part of a larger USD 25 million allocation to support life-saving assistance for people affected by the crisis in Yemen without distinction in terms of status. Other CERF-funded assistance includes providing fuel, emergency supplies, clean water, sanitation services and nutrition programmes.

4.2 Considerations, Challenges, and Lessons

- **Need to improve the systems for identifying migrants.** Regarding the issue of border management in times of crisis, challenges were discussed on how to fulfil humanitarian needs and ensure the safety of migrants fleeing crises by keeping borders open, while balancing this need with security concerns.
- **Need to take into account the specific needs of the most vulnerable migrants.** The specific needs of the most vulnerable migrants should be considered even during emergency interventions, including the ones of children who can be victims of trafficking or gender-based violence. In order to do that it is important to be able to understand those vulnerabilities and identify the ones that can immediately be addressed.
- **Need to run anti-trafficking operations in emergency situations and raise-awareness of migrants about this issue.** Among the forms of trafficking reported affecting also non-Syrians in the country are sexual exploitation, slavery and forced marriage. Former domestic workers from Ethiopia, Sudan and Malaysia trying to go to Gulf Cooperation Council countries (GCC) are reported to be captured, trafficked to Syria, and forced into prostitution.
- **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.
- **Need to address security issues specific to the region.** As the scope of the MICIC initiative is dealing with natural disasters and armed conflict, this consultation highlighted the challenge in finding a balance between the need to assist and protect migrants in times of crisis with concerns related to increasing and complex security threats in the region.

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.

The post-crisis phase was discussed at the conference under three overarching themes: (1) addressing the risks of trafficking in human beings in the post-crisis phase (2) measures to reduce the socio-economic impact of migrant returns and, (3) measures to support the contribution of migrants to recovery. Research presented during the consultation show that existing forms of trafficking can be exacerbated and increased with new routes and new traffickers emerging in times of crisis. From the discussions was highlighted both the need to fight human trafficking, translating the international convention into national law and enforcing it and the need to address migrants' vulnerability at this phase, including those having been trafficked and abused, in particular in the post crisis phase. Participants stressed the importance of recognising the positive contributions of migrants towards recovery. Too often they are perceived as a liability in public or political discourse. Discussions particularly highlighted the role of migrants as actors and agents of change and the importance of encouraging the economic empowerment of returnees to reduce the socio-economic impact of their return.

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 and destination

- **Registering returning migrants.** Local and regional authorities in Chad set up welcome committees for returnees from Libya and were carrying out registration as a prelude to other activities. The Government worked with IOM at the transit centre to register returnees, but not all returnees remained in the region. At the end of April 2015, the Lebanese High Relief Commission (HRC) launched a project in cooperation with IOM to register and profile Lebanese returnees from Syria. During the first week, 3,708 individuals were registered at eight different centres across the country. The first phase of registration for these returnees showed that they had material assistance needs. Most had been living in Syria for decades and came with few belongings.
- **Providing immediate assistance to returnees.** The Government of Bangladesh provided returnees from Libya one-time cash assistance in the amount of 50,000 Taka (USD 600).
- **Adopting a holistic approach to return.** The sustainable reintegration of migrant workers is vital to accruing the multiple benefits of international migration and to ensuring the appropriate utilization of their remittances, skills and other resources. Including return migration as part of a comprehensive migration management approach is crucial for both countries of origin and destination. In order for successful reintegration to occur, three elements need to be considered: (a) opportunities to become self-sufficient, (b) access to social networks and (c) psychosocial health. Following the expulsion of 163,018 Ethiopian migrants from the Kingdom of Saudi Arabia in 2013, the ILO in collaboration with the Ministry of Labour and Social Affairs of Ethiopia designed and are implementing a project called “Support to the Reintegration of Returnees in Ethiopia”. In order to address these problems and support returnees to establish decent and sustainable livelihood, this holistic programme focuses on providing psycho-Social Support to returnees, local level awareness raising, economic empowerment, and building national capacity to manage return and reintegration.
- **Offering return and reintegration support.** The Government of Senegal instituted, with the help of IOM and other agencies, a national committee to organise the reception of Senegalese workers returning from Libya. The Government of Niger issued an order for support to be provided to returnees from Libya in the form of food distribution, seed supply, distribution of livestock, and the transfer of money.
- **Allocating necessary funding to support and reintegration of returnees.** During the Libya crisis the Government of Bangladesh obtained a World Bank loan of USD 40 million to reimburse IOM for its expenses in repatriating 10,000 Bangladeshi migrants from Libya. The majority of the loan was allocated to providing livelihood support and reintegration assistance for returnees.
- **Recognising and incentive the contribution of migrants to recovery.** Lebanon shared several examples of important contributions of diaspora to recovery. Lebanese and Syrian diaspora collaborated in restoring the country after the war in 2006. In Cote d'Ivoire, Lebanese Diaspora played an important role after the 2011 crisis to relieve the humanitarian situation and to support the policy of the Lebanese government to boost economic development and investment.
- **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. The contribution of migrants to Tunisia's economy and society is of paramount importance. Remittances of Tunisians living abroad amount to 5 % of the GDP, their contribution is of essential importance to keep the economy going, in particular in light of the problematic situation of the Tourism industry. Tunisia has developed a National Strategy for migration, including aspects on good governance of migration, and diaspora engagement.

Country of transit

- **Assisting vulnerable migrants:** Migrant domestic workers accompany the Syrian families and were taken to Jordan by their employers (especially Indonesian women). The Jordan government assisted them in getting their documents and also assisted the evacuation of Indonesian women that were still Syria at the beginning of the crisis.
- **Supporting evacuated migrants to return to their home countries:** Jordan accepted 10 of thousands of migrant workers fleeing from Iraq after the invasion; more than 200,000 people were evacuated and returned home with the help of IOM and international organisations (Egypt, Sudan, India, Sri Lanka and Philippines).
- **Intensifying counter trafficking measures.** Examples of good practices by governments in the region on this topic are the ratification of the Palermo convention by Algeria and Jordan's specific committee dedicated to fighting trafficking. Additionally, important recommendations were presented to include counter trafficking measures in contingency planning.
- **Translate international conventions into national law to fight trafficking in human beings.** Without the legal framework in place combatting trafficking persecuting the traffickers is not feasible. Algeria not only has ratified the Palermo convention and additional protocol and but it has also integrated them in the legal system. In 2009 the law against trafficking in human beings was introduced and a centre to protect the victims of trafficking was created, recently a centre for women domestic workers has also been created in the country.

Private Sector

- **Remitting unpaid salaries.** One of the main fears facing migrants when leaving due to the severe crisis affection the host country is the fear of losing their jobs, their savings and the eventual salaries not yet paid. A Chinese company operating in Libya remitted unpaid salaries for its Bangladeshi workers directly to the Bangladesh Government's Bureau of Manpower, Employment and Training.

International Organisations

- **Providing immediate assistance to returnees.** At the Somali ports of Bossaso and Berbera, the World Food Programme (WFP) biometrically registers vulnerable Somalis and Yemenis returning from Yemen and provides them with electronic transfer cards known as System for Cash Operations (SCOPE) cards, which have a cash value that can be redeemed in shops across Somalia. The biometric data acts as their personal signature, validating each transaction. The SCOPE cards will also enable vulnerable people to be enrolled in WFP's programmes, including in-kind transfers and nutrition interventions, once their needs have been assessed.
- **Offering return and reintegration support.** The Regional Assisted Voluntary Return and Reintegration for Stranded Migrants (RAVEL) programme run by IOM provided return and

reintegration assistance to 715 stranded migrants in Libya and Egypt and assisted 841 migrants from Niger, Mali and Ghana. IOM Ghana has initiated projects to support returnees from Libya, aimed at income-generation and increasing awareness on the hazards of migration.

- **Reducing the socio-economic impact of migrant returns.** The International Labour Organisation (ILO) is running a reintegration programme in Ethiopia focusing on female domestic migrant workers returning from Saudi Arabia. ILO works with Ethiopian Labour ministries to encourage economic empowerment of returnees by including in their reintegration programme financial support, business and entrepreneurship training, mentorship, coaching and psychosocial support.
- **Compensation of migrants affected by the crisis.** The United Nations Compensation Commission (UNCC) was created in 1991 as a subsidiary organ of the UN Security Council with a mandate to process claims and pay compensation for losses and damage suffered as a direct result of Iraq's unlawful invasion and occupation of Kuwait. Among the claims submitted by individuals who had to depart from Kuwait or Iraq were awarded compensations 298,668 Egyptians migrants, 101,257 migrants from India, 80,547 migrants from Sri Lanka, and many others migrants for a total of more than US\$3.1 billion in compensation for over 850,000 successful claimants.

Diasporas and migrants

- **Contributing to recovery.** Diaspora members and migrants supply manpower to support recovery and reconstruction efforts following a crisis. They also support economic recovery by funding recovery projects, increasing remittances, and channelling information on reconstruction programmes (through social media and online diaspora radios). Lebanese and Syrian diaspora played an important role in restoring the country after the war in 2006. In Cote d'Ivoire, Lebanese Diaspora played an important role after the 2006 conflict to relieve the humanitarian situation and to support the policy of the Lebanese Government to boost economic development and investment.

5.2 Considerations, Challenges, and Lessons

- **Need to create a definition to identify who are vulnerable persons among migrants.** There is not a precise definition of what is meant as a vulnerable person, references are made in the EU Asylum Directive but this is not exhaustive. The Asylum Directive refers to minors, unaccompanied minors, disable, elderly, pregnant women, parents with minors, trafficked persons, persons required urgent medical assistance, people victims of violence, abuse and rape, etc. One person can be in more than one category and when identifying the vulnerabilities it is important to take into account the particular context and the situation in which the individual found herself.
- **Need to tackle the security issue.** In a post crisis phase people need to be channeled in a more long term scenario. It is important to be able to identify and help migrants, but it is vital to know what can be done to separate the ones that really need to be helped from the ones belonging to international criminal organizations.
- **The post crises phase as the time to tackle migrants' vulnerabilities that were not addressed during the evacuation.** In the chaos of an emergency response there may not be the opportunity to recognize the vulnerabilities of migrants or to recognize victims of trafficking. Once the crisis is over or migrants have been evacuated and/or returned to

their country of origin and are in a safe place it might be the best time to tackle these issues including documenting what happened to victims of trafficking and abuse and providing adequate compensation.

- **Recognising migrants' contribution to recovery in the post-crisis phase.** International organisations, governments from countries of origin, civil society and migrant associations play an important role in raising awareness of the positive role of migration in post-crisis reconstruction and advocating with governments of host countries to acknowledge this role and facilitate migrant contributions through inclusive policies.
- **Need to implement measures to tackle forced labour from the demand side:** make sure that trafficked migrant workers are not employed by public services for country post crisis reconstruction. Forced labour is also very common and responds to a demand of cheap labour in some sectors, and in case of crisis when borders are under constraints there is a room for traffickers to meet that demand for labour.
- **Impunity for human traffickers at the national and the international level:** Lack of persecution at the national and the international level, despite countries have signed the Palermo protocol convention. If there is impunity economic incentives for becoming traffickers in a crisis situation will increase the number of people engaging in this crime. Economic incentives for traffickers during crisis seem to increase and therefore not only the number of people increased but it also translated in the Opening up of new routes for traffickers and smugglers given the insecurity created by the conflict in the country Yemen.

6. Cross-Cutting Topics

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

- **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.
- **Importance of coordination** at all phases and at all levels, including in the area of data-collection and data sharing. The two basic principles of Integrated Border Management (IBM) - coordination and cooperation - need to be elaborated on further by including more stakeholders that play a role in border management.
- **The pre-crisis phase is the most important phase in view of the crucial importance of preparedness.** 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 identification of nationals.** A lack of identity documents presents an important challenge in providing assistance at all phases of a crisis.
- Taking into consideration the particular needs of migrants to ensure effective evacuations. This may include pre-registration by embassies and consulates of their citizens, coordination in advance and constant dialogue between embassies and local authorities on possible scenarios and the means to address them, in order to avoid chaotic ad hoc solutions in times of crisis.
- 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.

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:

- As the scope of the MICIC initiative is dealing with natural disasters and armed conflict, this consultation highlighted the challenge in finding a balance between the need to assist and protect migrants in times of crisis with concerns related to increasing and complex security threats in the region.
- 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.
- **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.

Key capacity building needs:

- Developing integrated border management systems, on health and security issues, as well as referral mechanisms;
- Designing and implementing programmes for contingency planning, including scenario planning, drills, and risk and vulnerability mapping with particular consideration given to changing security threats in the region;
- Improving data collection mechanisms and keeping up-to-date data on migrants;
- 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;
- Providing targeted assistance to vulnerable migrants; and
- Strengthening regional consular cooperation.

8. Annexes

- ***Agenda***
- ***Final List of Participants***

Agenda

Migrants in Countries in Crisis (MICIC) Initiative Regional Consultation for the Middle East and North Africa 14-15 March 2016 - Malta

AGENDA

14 March 2016

8:30 – 9:00 Registration

Opening Ceremony

Chaired by Chantal Lacroix, Programme Manager, ICMPD

9:00 – 9:05 Welcome remarks by the host
Hon. Carmelo Abela, Minister for Home Affairs and National Security, Malta

9:05 – 9:10 Welcome remarks on behalf of the MICIC co-chairmanship
Terrence Flynn, Deputy Chief of Mission, U.S. Embassy in Malta

9:10 – 9:15 Welcome remarks by the European Commission
Sami Zeidan, International Aid and Cooperation Officer, Directorate General for Development and Cooperation, European Commission

9:15 – 9:45 Coffee break
➤ *Official photo*
➤ *Briefing of chairs, moderators, discussants 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 of the MICIC Secretariat, IOM

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

10:15 – 10:25 Presentation on terminology and concepts
Sumbul Rizvi, Head of Unit Asylum and Migration, Division of International Protection, UNHCR

10:25 – 10:45 Presentation of the regional discussion paper
Alessandra Bravi, Research Officer, ICMPD

10:45 – 11:15 Plenary discussion

Workshop Session 1: Pre-crisis Phase

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

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 expert 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: Consular emergency plans in the pre-crisis phase

Presenter: Anna Catania, Chief Information Officer, Ministry for Foreign Affairs, Malta

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

WG 2: Building the capacities of local actors to better address the needs of migrants in times of crisis

Presenter: Susanna Zanfrini, Senior Protection Manager for Libya and Tunisia, Danish Refugee Council

Moderator: Megan Pilli, Project Officer, ICMPD

WG 3: The role of service providers in the pre-crisis phase, with a focus on financial services

Presenter: Nogay Kanpolat, Regional Director Southeast Europe, PAKAF, Pakistan and Afghanistan, Western Union

Moderator: Sami Zeidan, International Aid and Cooperation Officer, Directorate General for Development and Cooperation, European Commission

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

12:10 – 13:40 Lunch

13:40 - 15:00 Working Groups discussion

15:00 – 15:30 Coffee break

Plenary Session: Reporting from the Working Groups

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

15:30 – 15:50 Presentation of the outcomes of the three Working Groups of Workshop Session 1 (7 minutes each)

15:50 – 16:20 Plenary discussion

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

Chaired by Chantal Lacroix, Programme Manager, ICMPD

16:20 – 16:35 Presentation of the input of the civil society organisations to the MICIC regional consultation
Linda Al-Kalash, General Manager, Tamkeen Fields for Aid

16:35 – 17:00 Plenary Discussion

17:00 – 17:15 Closing of the first day by the session chair

15 March 2016

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

Workshop Session 2: Emergency Phase

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

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 – the case of Libya

Presenter: Lotfi Ben Sghaier, Head of Border Police Directorate, Ministry of Interior, Tunisia

Moderator: Nisreen Rubaian, Senior Protection Officer, UNHCR Libya

WG 2: Evacuation of migrants during crisis – the case of Lebanon

Presenter: Joumana Tabet, retired General from the Directorate General for the Security General, Consultant in political and security issues, ICMPD expert, Lebanon

Moderator: Amelia Marzal, Representative and MENA focal point for Migration, International Federation for Red Cross and Red Crescent

WG 3: Assistance to vulnerable migrants in times of crisis

Presenter: Katrine Camilleri, Director, Jesuit Refugee Service, Malta

Moderator: Mark Camilleri, Policy and Interinstitutional Relations Coordinator, European Asylum Support Office (EASO)

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

9:55 – 10:00 Breakout into working groups

10:00 – 11:20 Working Groups discussion

11:20 – 11:50 Coffee break

Plenary Session: Reporting from the Working Groups

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

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 Suzanne Sheldon, Director, Office of International Migration, Bureau for Population, Refugees and Migration, U.S. Department of State

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: Addressing the risks of trafficking in human beings in the post-crisis phase – the case of Iraq and Syria

Presenters: Claire Healy, Research Officer, ICMPD, on the Assessment of the Impact of the Syrian War and Refugee Crisis on Trafficking in Persons (AIS-TIP), and Sarah Craggs, Migrant Assistance Regional Thematic Specialist, IOM Regional Office Cairo, on the study on “Addressing Human Trafficking and Exploitation in Times of Crisis: Evidence and recommendations for further action to protect vulnerable and mobile populations”

Moderator: Joseph Sammut, Member of Parliament, Maltese Delegation to the Parliamentary Assembly for the Mediterranean

WG 2: Measures to reduce the socio-economic impact of migrant returns – the case of Ethiopia

Presenter: Aida Awel, Chief Technical Adviser on migrant domestic workers, Addis Ababa Office, International Labour Organization

Moderator: Janette Uhlmann, Senior Program Officer, Center for Mediterranean Integration, World Bank - Marseille Office

WG 3: Measures to support the contribution of migrants to recovery – the case of Lebanon

Presenter: Haytham Jomaa, General Director of Emigrants and Diaspora, Ministry of Foreign Affairs and Emigrants, Lebanon

Moderator: Linda Al-Kalash, General Manager, Tamkeen Fields for Aid

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 – 16:50 Coffee break

Plenary Session: Reporting from the Working Groups

Chaired by Suzanne Sheldon, Director, Office of International Migration, Bureau for Population, Refugees and Migration, U.S. Department of State

16:50 – 17:10 Presentation of the outcomes of the three Working Groups of Workshop Session 3 (7 minutes each)

17:10 – 17:40 Plenary discussion

Final Plenary Session: Conclusions and Closing Remarks

Chaired by Julien Simon, Regional Coordinator for the Mediterranean, ICMPD

17:40 – 18:00 Summary of discussions
Julien Simon, Regional Coordinator for the Mediterranean, ICMPD

18:00 – 18:15 Closing Remarks

- On behalf of the co-chairmanship, *Secretary Imelda M. Nicolas, Chairperson of the Commission on Filipinos Overseas*
- *European Commission, Sami Zeidan, International Aid and Cooperation Officer, Directorate General for Development and Cooperation, European Commission*
- On behalf of the host, *Neville Aquilina, Director-General, Global Issues, International Development and Economic Affairs, Ministry for Foreign Affairs, Malta*

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: the pre-crisis, emergency and post-crisis phases. 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: Consular emergency plans in the pre-crisis phase

Consular authorities traditionally play a crucial role in assisting and protecting migrants caught in countries in crisis. Their implication is particularly important at the pre-crisis phase in terms of planning, mapping the presence of migrants, preparation of cooperative arrangements with authorities of the host country and other relevant stakeholders, information-sharing (including with migrants themselves) and developing a communication and social media strategy. This working group will explore options to further enhance the role of consular authorities in the various above-mentioned areas of intervention.

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 existing practices/arrangements that consular authorities carry out to advance preparedness and outreach to migrants? How to further strengthen consular contingency plan in this regard?*
- *What are the practical barriers to consular assistance to migrants caught in countries in crisis?*
- *How can regional cooperation be further improved in the area of consular contingency planning to better protect and assist migrants in countries in crisis?*
- *What are the key capacity building needs in the area of consular crisis management?*

Working Group 2: Building the capacities of local actors to better address the needs of migrants in times of crisis

Local actors, including civil society organisations, work closely with migrants at community level by providing information and guidance at the pre-crisis phase. They also play an important role during the emergency phase by providing humanitarian assistance and the post-crisis phase by supporting the reintegration of migrants. As such, their role is crucial in all phases of a crisis and complements the efforts of national authorities and international organisations. Therefore, building on their capacities is essential to reinforce their work and prepare them to better assist migrants in case of crises. This working group will discuss efforts to build the capacities of local actors and explore options for enhanced cooperation between international organisations and governments to that end.

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:*

- *Are you aware of capacity building programmes geared at better addressing the needs of migrants in times of crisis at local level?*
- *What are the key components of these programmes? What are their shortcomings?*
- *What concrete measures can be put in place to improve the quality and access to capacity building activities for local actors?*

Working Group 3: Role of service providers in the pre-crisis phase, with a focus on financial services

One of the main challenges for migrants and their families when a crisis occurs is access to savings and money transfer services. These financial vulnerabilities can be mitigated at the pre-crisis phase through a variety of strategies aimed at increasing migrants' access to financial products and services and improving financial literacy. Financial service providers can play a role in this area by promoting innovative savings products allowing migrants to access their savings in times of crisis or by developing online financial services aimed at facilitating the flow of remittances and providing training financial services and manuals for financial literacy. This working group will discuss the role of financial service providers in putting in place services and tools that help migrants in times of crisis to access their savings and money transfer services.

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 services are currently available to migrants and/or remittance recipients and how have you seen their application in times of crisis?*
- *How might partnerships between financial service provider, banks and mobile operators be used to increase migrants' access to financial services?*
- *What challenges do migrants and remittance recipients face in accessing financial services and how can these be mitigated?*
- *What are the key cooperation needs in this area?*

Workshop Session 2: Emergency Phase

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

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: Evacuation of migrants during crisis – the case of Lebanon

During the emergency phase, saving lives is the top priority. Helping migrants reach safety through evacuation is an essential part of the response. However, evacuating migrants meets challenges, such as obtaining clearance for flights and getting migrants scattered across a country in crisis to the evacuation points, and requires specific measures, such as setting up trained rescue teams, defining priority criteria and securing evacuation points. This working group will look into concrete examples and recommendations to enhance the efficiency of migrants' evacuation operations. Special attention will be paid to the role of countries 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 were the main challenges faced when evacuating migrants from countries in crisis in the past?
- How to improve regional and international coordination in this field?
- Which practices could be replicated and/or improved to boost the efficiency of such evacuation operations? Please consider the specific role of countries of destination.
- What are the key capacity building needs in this area?

Working Group 3: Assistance to vulnerable migrants in times of crisis

In times of crisis, unaccompanied and separated migrant children, women, irregular migrants, stateless migrants and disabled migrants are more vulnerable than other migrants and require particular and tailor-made support. Providing assistance to these vulnerable groups raises significant challenges ranging from reaching out to them to addressing their specific needs and preventing abuses as they are at risk of trafficking in human beings as well as other forms of crime and discrimination. This working group aims to both explore the specific needs of vulnerable migrants 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:

- Are you aware of good practices to identify vulnerable migrants and address their particular needs in times of crisis?
- What were the obstacles in providing assistance to vulnerable migrants during past crises?
- How can emergency interventions further account for vulnerable migrants? What specific measures should be taken in this regard?

Workshop Session 3: Post-crisis Phase

Working Group 1: Addressing the risks of trafficking in human beings in the post-crisis phase – the case of Iraq and Syria

In crisis situations and in the immediate aftermath of a crisis, efforts should be dedicated to combatting trafficking in human beings. This type of crime can increase due to the higher levels of vulnerability of migrants in such contexts. This working group will assess how to improve responses to trafficking in human beings in crisis situations, with a focus on the post-crisis phase.

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 should be the key components of anti-trafficking operations in post-crisis situations to ensure the comprehensive protection of migrants?
- How to enhance regional and international cooperation in this area, including between humanitarian and development actors / humanitarian and anti-trafficking actors?
- What are the key capacity building needs in this area?

Working Group 2: Measures to reduce the socio-economic impacts of migrant returns – the case of Ethiopia

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 have severe impacts on the already scarce resources and the saturated labour market as well as problems regarding 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 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 in the past over the short, medium and long terms?
- What measures have been adopted following past crises to manage the socio-economic implications of a sudden mass departure of migrants / a mass return of your own nationals?
- How can regional and international cooperation be strengthened to mitigate the negative socio-economic impacts of mass returns of migrants on development?

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

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

List of Participants

Migrants in Countries in Crisis (MICIC) Initiative
Middle East and North Africa Regional Consultation

14-15 March 2016 – Malta

Liste des participants

Initiative Migrants en pays en crise (MICIC)
Consultation régionale pour le Moyen-Orient et l'Afrique du Nord

14-15 Mars 2016 – Malte

لائحة المشاركين

مبادرة المهاجرون في بلدان الأزمات
الاستشارة الإقليمية لمنطقة الشرق الأوسط وشمال أفريقيا
14 - 15 آذار/مارس 2016 - مالطا

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