



Rabat Process
Euro-African Dialogue on Migration and Development



Meeting on
Migrants in a crisis context

24-25 April, 2014

Hôtel Concorde Montparnasse, Paris, France

Summary of debates and conclusions of the co-chairs

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SUMMARY OF DEBATES

The third thematic meeting of the third phase of the Euro-African Dialogue on Migration and Development (Rabat Process) which took place on 24 and 25 April 2014 in Paris, has provided stakeholders and observers of this dialogue with a forum to discuss the issue of migrants in a crisis context.

During the opening remarks of the **first session**, the co-chairmen, Mr Luc Derepas, Director General of the Directorate-General of Foreigners in France at the French Ministry of Interior, and Mr Sanoh N’Faly, Director for the Free Movement of People Department at the Economic Community of West African States (ECOWAS) Commission, underscored the special importance of the subject of migrants in a crisis context for the whole region defined by the Rabat Process, given the difficulties that have been encountered, particularly with regard to cooperation on operations managing the movements of populations, temporary hosting, and the search for a sustainable solution, including the reinforcement of the contribution of the diaspora during a crisis and during reconstruction and the recovery period following the crisis. The co-chairmen have particularly emphasized the much-needed cooperation between the stakeholders at the local, regional and global level, as well as the sharing of good practice standards between Europe and Africa in a context of crisis. The co-chairmen also drew attention to the importance of 2014 for the Rabat Process, since it will be marked by events that are of the highest importance, as for example a Senior Officials Meeting (SOM) in Rabat on 26 and 27 June 2014, and the fourth Euro-African Ministerial Conference on Migration and Development in Rome on 27 November 2014, under the Italian Presidency of the European Union (EU).

Mr Ralph Genetzke, Head of Mission in Brussels for the International Centre for Migration Policy Development (ICMPD) then summarised the state of play of the Rabat Process Support Project. Along with the traditional activities for deepening on the dialogue by organising meetings and improving in channels of communication, certain new activities are being performed in the context of development, knowledge and good-practice sharing. The aforementioned activities consist of the production of national user guides for migration data (currently implemented in four national pilot programmes, in Burkina Faso, Mali, Ghana and Senegal) and the publishing of a series of infographics on good practices, such as migration cross-border cooperation between Mali and Burkina Faso. Mr Genetzke then recalled that the increasing operational capacity of dialogue also works through short-term technical assistance, currently provided to the ECOWAS Commission and Congo, and through the monitoring of the





Madrid Roadmap, analysing the initiatives in partner countries contributing to the implementation of the Dakar Strategy ten objectives.

Session 1 of the meeting also informed on the state of play of the conditions of migrations in crisis contexts in the region of the Rabat Process and the related channels of response.

Ms Anja Klug, Senior policy officer at the European office of the United Nations High Commissioner for Refugees (UNHCR), started by recalling the definition of the term "crisis". She indicated that UNHCR prefers the term "emergency", defined as *"a situation where the lives and well-being of refugees and persons who are likely to be the subject of UNHCR concern would be in danger unless immediate and appropriate actions are taken, requiring an extraordinary response and exceptional means"*. Ms Klug defined several scenarios in accordance with the impact of crises among the nationals leading to refugee movements and internal displacement, a population being faced with a temporary absence of governance and public services. She defined these categories according to the impact on national and non-nationals in the host countries. Moreover, Ms Klug insisted on the necessary collaboration and cooperation between host governments, the United Nation system, national and international NGOs and governmental partner agencies. She explained that this collaboration must base itself on well-defined responsibilities for each stakeholder taking part in the operations, and that it must rest on an appropriate multi-level coordination structure to avoid gaps and the overlapping of efforts. Ms Klug then presented the involvement of UNHCR in crisis situations. Primarily, part of UNHCR's involvement includes, for example, the implementation of contingency plans, inter-agency fast-response technical mechanisms and steering committees. During the crises, UNHCR gives priority to the immediate needs of persons in transit in accordance with their status. In the long term, UNHCR carries out an in-depth reflection on the option of return as well as facilitating integration in the host country. Finally, Ms Klug reported on the international efforts to take into account the situation of non-nationals that have been affected by a crisis, as symbolised by the 2013 Declaration of the United Nations High Level Dialogue on Migration and Development, the project on migration crisis of Georgetown University as well as the efforts to develop guidelines related to this matter.

Mr François Goemans, specialist in emergency and post-crises intervention at the International Organization for Migration (IOM), presented the operational framework of IOM for managing migration in a context of crisis. This framework covers both the prevention and readiness phases of post-crisis situations, based on fifteen assistance sectors, which are linked to the international crisis response systems. The IOM representative paid special attention to the situation in the Central African Republic (CAR). In this case, he focused on the implementation





measures for assisting at-risk communities and the various categories of persons affected by the crisis, among which are internally displaced persons, evacuees and refugees. He also discussed the problems faced in accessing displaced persons in certain regions and the problems of isolated minorities in some urban centres, which highlights the need for protection by third countries or an internal displacement towards a more secure area. Mr Goemans provided some information on the regional impact of the crisis in the CAR, in particular with regard to the management of returnees, the establishment of emergency consulates as well as competition in the access to natural resources. Mr Goemans then indicated that the IOM had established a population tracking system to try to facilitate the management of population movements in contexts of crises, given the urgent need to anticipate to the impact of these movements.

Ms Monica Zanette, coordinator for the MTM dialogue and the interactive migration map on migration (i-Map, www.imap-migration.org) at ICMPD, then gave a presentation on the lessons learnt from the experts meeting on the topic of population movements resulting from crisis situations, held in Istanbul in November 2013 as part of the Migration and Transit in the Mediterranean (MTM) dialogue. One of the lessons to retain from the MTM dialogue is the strong pressure exerted on those countries that are geographically close to the respective crisis and particularly on humanitarian efforts and solidarity in hosting displaced populations, which notably translated into the use of an open-door policy. The second lesson to be retained is the need to reinforce the prevention and readiness in such cases through a global (exhaustive) legislative and political framework, early warning systems and contingency plans. The third lesson referred to short-term needs and the imperative of adapting responses to the individual needs of persons. The long-term responses are equally varied and include both the reinforcement of humanitarian assistance, the implementation of efficient coordination mechanisms between national and local authorities, the return of populations as well as local integration. Furthermore, Ms Zanette raised the question of risks linked to the involvement of criminal groups and the need to improve police cooperation. The fourth lesson addressed the need for a concerted approach and strong coordination, especially with local authorities, as well as the need to share responsibilities between the northern and southern countries to manage the impact of migration during crises. Ms Zanette noted that the Istanbul meeting concluded with the proposal of innovative ideas, such as the implementation of a reserve of international experts on crises and a crises fund.





The debate then dealt with the regional approaches to population movements in a crisis context.

Mr Rodrigo Ballester, International Relations Officer at Directorate General for Home Affairs of the European Commission (DG HOME), raised a certain number of questions on the role of various stakeholders, in particular the countries of origin, transit and destination, the diaspora and the private sector. He then described how the four pillars of the Global Approach to Migration and Mobility (AGMM) are relevant elements in facing population movements in a crisis context. The question of coordination between the stakeholders constitutes a central aspect of the EU framework for crisis management. Mr Ballester then came back to the role and added value provided to the coordination plan by the *task force* on the Mediterranean, which allows for a horizontal work method within the EC with a cooperation between the different directions and is based on concrete provisions. Likewise, he underscored the importance of the early warning mechanism of the Dublin III system, which is based on three phases: early alert (data gathering), crisis prevention, and crisis management. The Regional Protection Programmes were also cited as useful tools in a crisis context. To conclude, Mr Ballester listed key themes which the Rabat Process might address: the importance of prevention, rapid reaction mechanisms, types of response according to the causes of the crisis, regional cooperation, integration of the migration dimension in crises contexts, coordination between the stakeholders, the involvement of the private sector, the role of the diasporas, the link between short and long-term (i.e. between the humanitarian responses and development) and specificities of the return policy.

Mr Pierre Siméon Athomon-Dong, head of the Electoral Unit at the Secretariat for the Economic Community of Central African States (ECCAS), subsequently pointed out that the management of populations in crises contexts remains primarily the responsibility of countries and especially that of the host country. He then referred to sustainable solutions, in particular to the question of resettlement. He called on the countries to show increased flexibility in this matter and to reinforce responsibility sharing between the countries. Finally, he proposed that the ECCAS should be considered as a participant in the Rabat Process in the same way as ECOWAS.

This intervention was followed by Mr Sanoh N'Faly who summarised the current extent of the migration crises in the ECOWAS region. He illustrated his presentation with three cases: Côte d'Ivoire, Niger and Mali. The crisis in Côte d'Ivoire in 2002 had a regional dimension and led to significant population displacements. Since 2006, a massive return of temporarily displaced persons has been observed. Concerning Niger, Mr Sanoh N'Faly recalled the defining economic and political attributes of the crisis. With regard to the Malian crisis, he insisted on the lack of a coordination platform between international stakeholders (such as UNHCR and IOM) and existing regional frameworks. These crises in West Africa have revealed a pattern of





"migratomania", or the massive departure of persons in a crisis context followed by return. As such, support for reintegration, though often difficult, is crucial. Mr Sanoh N'Faly has finally called for the implementation of a coordination and monitoring platform to anticipate and manage population movements in crises contexts in the region of the Rabat Process at the ECOWAS level, in a concerted and coherent approach.

During the discussion session following these presentations, the participants emphasised:

- The importance of support programmes for return and reintegration, given the desire to return as soon as possible of persons displaced by the crisis;
- The need to evenly apply the geographic scope of action of international institutions;
- The need to develop crises prevention mechanisms;
- The need to specify the definition of the concept of crisis in order to be able to discern good practices;
- The necessity of regional but also bilateral cooperation as well as the distribution of care provision during population movements in crisis contexts and the need to involve international institutions in this shared work;
- The awareness of states regarding their obligation in terms of the management of migration flows;
- The role of the private sector in finding sustainable solutions in crisis contexts;
- The need to develop migration policies that take into account crisis situations, and therefore, knowledge about migration realities.

The **second session** focused on the management of population movements in crisis contexts.

Mr Christopher Hein, Director of the Consiglio italiano per i rifugiati (CIR), presented the support document for this session. He discussed the impact of crisis situations on population movements in accordance with the geographic magnitude of the crisis (zone, country, neighbouring and distant countries) and the categories of displaced persons (migrants, refugees, asylum seekers). The main and recent crisis situations in the Rabat Process region (Côte d'Ivoire, Central African Republic, Democratic Republic of Congo, Egypt, Libya, Mali and Tunisia) as well as their consequences on the population movements were introduced. Mr Hein then presented the relevant regional and international legal frameworks for population movements in a crisis situation (Geneva Convention of 1951, the Organization for African Unity Convention of 1969, the Kampala Convention of the African Union of 2009, etc.). Subsequently, Mr Hein evoked the duties of countries in crisis (freedom to leave the national territory, protection for populations, return and re-settlement programmes), the duties of neighbouring countries (principle of non-refoulement, humanitarian assistance and temporary protection,





temporary facilities, integration), as well as the duties of distant countries (facilitation of family reunification, etc.). The role of regional and international organisations was also addressed (humanitarian assistance, training, collaboration mechanisms, etc.). Finally, good practices were mentioned as an intrinsic part of the principle of cluster-approach responsibility as adopted by the Permanent Inter-Agency Committee of the United Nations in 2006, whose purpose is to avoid gaps and duplication in the actions of the various agencies, and the establishment of a rapid response team by ECOWAS to deal with the crisis in Mali.

Working Group:

After that, the two working groups engaged in discussions. The first working group dealt with the admission and temporary protection of displaced people in a crisis context. The second group concentrated on managing return in the country of origin and other durable solutions. These working groups were supported by two experts: Ms Anja Klug from UNHCR (group 1) et Mr Patrice Quesada from IOM (group 2).

Working group 1: admission and temporary protection of displaced persons in a crisis context

The first working group started with a presentation of the experience in Niger. Mr Heinikoye Bouba, Director of Nigeriens living abroad of the Ministry of Foreign Affairs, Cooperation, African Integration and Nigeriens Abroad. He presented the Nigerien experience with regards to the hosting and the temporary protection of migrants in a crisis context, by using the case of Nigerien nationals who have been evacuated following the CAR crisis. After having specified the context of the crisis in the CAR, he described the measures taken by the Nigerien government to bring home its citizens. These measures included the creation of a crisis committee, the distribution of tasks, the sending of a technical team to Bangui as well as securing nationals from Niger and the mission, among others.

Mr Mohamed Kamel Aloui, Director of Mobility and Foreigners living in Algeria of the Ministry of Foreign Affairs, presented the approach, which his country took during the Libyan crisis. Since the 15th of February 2011, Algeria received 35,411 refugees coming from Libya, belonging to 41 different nationalities. Most of them were workers for border oil companies. When the crisis erupted, the Algerian government began to secure its borders while simultaneously securing the situation of the refugees. To this end, military personnel, doctors (18 of them working in 3 refugee camps) and equipment (lorries, fire extinguishers, etc.) were deployed. The local authorities opened schools, youth hostels, sports centres and other buildings to shelter the persons who fled in the wake of the Libyan crisis. Furthermore, air and road transport was organised to evacuate Algerians from Tripoli to Algiers. Mr Aloui highlighted the





efforts made by Algeria to welcome the refugees (22,000 refugees since the start of the crisis) under the most favourable circumstances possible: no visas were required, instead residence permits with automatic 90-day renewals were issued; a halt to refoulement procedures as well as the assistance provided by diplomatic networks in the case of persons that arrived without national identity. Furthermore, the schooling of 1,216 Syrian children in Algeria was guaranteed as well as free care provision.

The debates of group 1 were summarised as follows:

- With regards to responses to population movements, the debates outlined the existence of immediate responses (such as the evacuation and opening of borders to persons coming from dangerous areas, the provision of assistance for immediate needs, etc.), mid-term responses (such as asylum, temporary protection, the accounting of property left in haste, and the return to the country of origin of migrant workers) and long-term responses (voluntary return, the integration in the host country with a residence visa/the granting of nationality and resettlement in a third country).
- Good practices in cooperation and coordination at the national level (inter-ministerial coordination, and cooperation at the local level) as well as between partners (cooperation with and between national and international NGOs, international organizations and the importance of cooperation between the various countries) were identified.
- On the issue of preventive measures, the participants insisted among other things on consular registration and the establishment of structures that can plan ahead for crises.
- Many challenges and problems were brought to light: Reconciling the need for protection with national security requirements; meeting the challenges posed by the reintegration of nationals after their return to the country of origin; the particular situation of mixed flows that include nationals of different nationalities; the question of vulnerable persons; the need to harmonize asylum legislation with the occurrence of new situations; a protection framework to help migrants who have fled a crisis situation and are asking for assistance in a third country; difficulties in defining the content and services in the face of the complexity of the situation regarding temporary protection.





Working group 2: the management of return in the country of origin and other durable solutions

The second working group focussed in return and other sustainable solutions. Mr Timothée Ezouan, Director of the Humanitarian Affairs and NGOs sector and Director of Asylum Service, Refugees Assistance and Stateless persons at the Ministry of Foreign Affairs of Côte d'Ivoire, presented the experience of his own country in this area. He described how, since the 2002 crisis, 240,000 persons have returned and that there are still 600,000 persons waiting for a voluntary return to be reintegrated by 2015. Mr Ezouan underscored the fact that in order to undertake this return campaign, Côte d'Ivoire has established a solid legal framework in this domain. This includes, notably, the ratification of the Geneva Convention of 1951, the Convention of the Organisation of African Unity of 1969, the Kampala Convention of 2009, the ECOWAS Protocol on the free movement of persons, tripartite agreements with the HCR and host countries, the law of 2004 on the integration of foreigners, a decree to establish the centre for refugees and stateless persons, regulation on the creation of a national commission to determine eligibility and an appeals commission. He then stressed the need to distribute tasks and to clarify the roles of the stakeholders (states, international stakeholders and civil society). Mr Ezouan noted that Côte d'Ivoire has created a number of consultation frameworks at different levels (national committee established with the government, the private sector, the UN agencies, civil society; departmental security committees to create a legal framework for the security forces at the local level; meetings with Prefects and with the population). Finally, Côte d'Ivoire implemented a number of concrete administrative measures to assist reintegration: in the areas of return to employment (self-employment, access to the public service sector, training offered to young returnees, access to professional school entry competitions etc.), re-establishing rule of law, of economics, social welfare (medical assistance and support to help pay medical costs, school materials and the facilitation of the return to school, distribution of seed and agricultural equipment...) as well as special measures for women.

Mr Allassane Diallo, Director of the Directorate for Fomenting Investment and for Projects-General Directorate of Senegalese Living Abroad of the Ministry of Foreign Affairs and Senegalese Living Abroad, presented the case of return of the Senegalese in the Central African Republic. Senegal has been proactive from the earliest signs of crisis, with an immediate visit of the Ambassador of Senegal to Cameroon to assess the situation of the Senegalese in Bangui and to understand their concerns as well as their level of organisation when dealing with the crisis. Subsequently, a delegation was sent to Bangui and a crisis committee to provide security





to the Senegalese in Bangui was established. An important work of taking a census, providing information and communication to facilitate communication with the representatives of the Senegalese from abroad in the sub-region was undertaken. Senegal then organized two repatriation operations of 264 and then 354 persons (Senegalese and other Africans). Various measures to manage the returnees were adopted in the area of health monitoring and medical services, the issuing of administrative documents at the airport, transportation to the community of origin with a financial assistance, educational reintegration upon verification of the level of schooling and equivalences and socio-economic reintegration according to a methodology developed by the IOM. A coordinating committee to manage returnees was created. Mr Diallo noted that in the upcoming 2015 budget a financial package will be dedicated to financial rapid response mechanisms. He concluded his remarks by indicating that the current challenges were rooted in the sustainability of reintegration and the mobilisation of the diaspora and private sector, as well as issues surrounding cooperation with local authorities, which play a significant role.

Mr Rodrigo Ballester presented the experience of the EU in the area of return. He indicated that the EU context is very different from the African one in the area of return. He added that the EU could contribute added value when it comes to the issue of returnees who have already stayed in a third state for a certain amount of time. The voluntary return policy of the EU is part of the greater context of the GAMM. Voluntary return is a political priority and has been the subject of a significant financial package since 2007. Mr Ballester insisted on the importance of associating the reintegration with voluntary return and adopting support measures to avoid the failure of return. He mentioned the need to ensure that the measures were proportional to the duration of time spent away from home. He then listed a certain number of problems facing return, such as the lack of information about migrants, the need to develop quality reintegration and support measures (given the insufficient level of financial aid). In order to sustain self-employment or salaried employment it is important to have significant hosting capacities ready in the return country both at the authorities level and of the civil society and the diaspora (which notably plays a support role in the period preceding return in facilitating the contacts). Mr Ballester concluded by affirming that extensive cooperation between the transit and the destination country (for example, between Morocco and the countries of sub-Saharan Africa) was necessary and that the latter can develop on a model of cooperation mechanisms of certain countries with the EU.

Working group 2 came to the following conclusions:





- The issue of sustainable voluntary return in conditions of dignity must be prioritised, even though in fact there is a distinction made between mass returns and voluntary returns in a post-crisis context.
- The terms of return management must include:
 - Advanced preparations for return, enabling a better response to the varied needs of persons, and the importance of the establishment of a comprehensive legal apparatus and administrative measures covering a wide range of subjects (property, education, access to documentation...). It is also important to include return programmes and the need to plan return as of the early signs of a crisis into contingency plans.
 - A firm and comprehensive legislative framework for emergencies and sustainable return.
 - Support measures to assist return and resettlement (professional re-entry, health care, education, property, family reunification, psychological support, re-establishment of the rule of law...). Approaches centred on budgets targeting quality reintegration programmes are few in number.
 - Measures that appropriately reflect the needs of the returnees (according to their status, the length of their absence, gender, age, historical migration patterns etc.).
 - Early response financing and support for sustainable solutions.
- Among all other stakeholders, the national authorities occupy a central place. Local government, consular services, the diaspora, civil society and the private sector have a role to play as well. Coordination between the stakeholders is facilitated by the implementation of ad hoc committees at various levels, and the establishment of cooperative migration agreements and tripartite agreements (country of origin/UNHCR/host country). A consultation process on the role of the Rabat Process in promoting coordination between stakeholders, the means to support re-integration and the fight against organised crime could be initiated. Moreover, a network of contact points for returnees could be also created alongside the thematic contacts.
- The challenges posed by return include issues related to migrant documentation, migrant information, the hosting capacity of the return countries, sustainability of assistance, financing, resettlement propositions, alternatives to return, organised crime and analysis capacity.

The **third session** concerned the contribution of the diaspora in a context of crisis and post-crisis. Ms H el ene Simon-Lori ere, doctor in geography at the Migrinter Laboratory of the University of Poitiers, presented a support document on this topic. She started by stressing that there has been a growing recognition of the link between diaspora and development. She then





presented the conceptual framework surrounding this issue by proposing the definitions for the concepts of "crisis" (a moment of extreme tension, violent outbursts, conflict and change during which the regulations and the resilience of the system are no longer sufficient or no longer operative) and "diaspora" (IOM definition). She raised various talking points for the working groups such as the contribution of counter-cyclical money transfers and financial support for humanitarian responses during the crisis period, as well as the role of the diaspora in drawing the attention of the international community to a crisis and its participatory role in pacification initiatives. For the post-crisis period, Ms Simon-Lorière set out the following reflection points: the involvement of the diaspora in the post-crisis national debate and elections, the promotion of education for peace, the support to NGOs that participate to the phase of social reconstruction (operations called "truth and reconciliation"), to form new social bonds, to assist for economic recovery by supporting entrepreneurship and the return of migrants to their country of origin in order for them to contribute to the recovery on site. Finally, Ms Simon-Lorière underscored the importance of creating dialogue fora between diaspora and involved countries, as well as taking political measures to enhance the contribution of the diaspora in a context of crisis and post-crisis.

Working Groups:

Two working groups, assisted by expert advisers, addressed in-depth the question of the contribution of the diaspora during a crisis (group 1 – assisted by Ms Khady Sakho-Niang, President of the Forum for International Solidarity Organisations for Migrations - FORIM) and, the contribution of the diaspora to development in post-crisis periods (group 2 – assisted by Ms Simon-Lorière).

Working group 1: the contribution of diaspora during crises

The first working group session was opened by Mrs Khady Sakho-Niang. He first made an assessment of the diasporas: their real proximity, their link with states and/or persons affected by the crisis, their perfect knowledge of the local codes and socio-cultural specificities to take into account before any humanitarian or political intervention, etc. The examples of Mali and Côte d'Ivoire have shown the mobilisation of the diaspora in a context of crisis: political mobilisation through demonstrations and reports, economic mobilisation through remittances and also mobilisation during the end-process as the crisis resolves and reconstruction starts. The multiple channels of the intervention by diasporas was highlighted, in addition to their influence on the emergence of new models of governance, provided by their diverse and transnational experience. Furthermore, Ms Sakho-Niang brought up the fact that diasporas





maintain immediate and ongoing relationships that contribute during periods of emergency as well as during the reconstruction and development periods. Ms Sakho-Niang recalled the need to support diaspora initiatives to provide greater coherence to the manifold channels of engagement. This support may translate into assistance measures addressing the organisation, training and sharing of experiences between diaspora associations in order to reinforce their capacity for action and the efficiency of their interventions. This support also implies the strengthening of dialogue with the countries of origin by creating consultation and dialogue frameworks, systematising the participation of the diasporas in line with the definition of the development strategies and policies in the countries of origin as well as the involvement of the diasporas in mixed committees and other bilateral negotiations. Ms Sakho-Niang then presented FORIM and the experience of FORIM in supporting organisational structures (developing networks, training, partnership/country conventions, etc.) with the aim of increasing the capacity for action of diaspora organizations. The PRA/OSIM initiative, a mechanism to support, co-finance and capitalise development projects, implemented by diasporas in partnership with the Ministry of Foreign Affairs and International Development of France, was mentioned as a good practice.

Mr Seydou Keita, technical consultant for the Malian Foreign Ministry, presented the way in which Mali received the support of the diaspora in a crisis context. The Malian crisis caused the internal displacement of 301,027 persons and another 175,583 persons had fled the country, 75% of whom were women and children. The Malian diaspora (active in 27 different countries) reacted quickly without even waiting any specific request from the government. The diaspora supported the population in Mali with donations and moral accompaniment. Thanks to strong institutional links with the administration (High Council of Malians living abroad), the diaspora contributed € 1,273,719 on the special account opened by the Ministry of Foreign Affairs to collect these contributions. Furthermore, the diaspora raised the awareness of populations and the authorities in the countries of residence about the emergency of the Malian crisis and mobilised against the partition of Mali. The institutional bonds between the diaspora and the government are very strong: there is a special bank account for the contributions of the diaspora to the country, managed by the Ministry of Foreign Affairs. Furthermore, there is the Council of Malians Abroad and the High Council of Malians Abroad. In conclusion, the countries of the Sahel are often concerned by population movements and confronted with their limited capacities to manage these movements. In this respect, a concerted policy for anticipation at the international level is crucial.





Working group 1 came to the following conclusions on the contribution of diasporas in a crisis context:

- The intervention modes of the diaspora are multiple: political mobilisation and raising awareness role with states, development partners including those specialised in emergency, and also with public opinion. In a crisis context, diasporas represent a fantastic human capital that can intervene by knowledge sharing as for sensitive topics such as governance, human rights/temporary hosting of displaced foreigners and fellow citizens. In a crisis context, diasporas can mobilise their economic resource (remittances/donations), and have the capacity to respond quickly and to adapt strategies (humanitarian assistance, the capacity to handover experience) and ensure the sustainability of their intervention.
- The adoption of national measures facilitating the positive contributions of diasporas is essential. For instance, there are measures promoting remittances, structuring the institutional organisation and coordination of the diaspora and its associations abroad, such as the High Council of Malians Abroad, and also the participation of the diaspora to define mechanisms of intervention in crises context that could guarantee transparency. The mechanisms of multi-party coordination involving the diaspora were also subsequently broached (participation in the dialogue and conflict resolution).
- The Working group highlighted challenges and recommendations. They relate especially the selective action of diasporas and the need to support the diasporas (at a financial level, capacity building, etc.), the establishment of political trust in times of conflict, the question of creating a multilateral dialogue on the question of the contribution of diasporas in a crisis context and the idea of better exploiting the available instruments, frameworks, especially diplomatic and consular channels. It shows the importance of cultivating the bond of trust between the State and the diaspora, multiplying initiatives in this direction, knowing the needs of the diaspora and of the families that have stayed behind, etc.).

Working Group 2: Contributions to development made by diasporas in a post-crisis context

The second working group was accompanied by presentations from the viewpoint of the French and IOM experiences. Mr Stéphane Gallet, responsible for the migration and development unit of the French Ministry of Foreign Affairs and International Development, has emphasised France's intention to highlight the contribution of the diasporas to development and their potential for solidarity in a crisis and post-crisis context. To illustrate its plans, it presented the concrete example of the Franco-Malian Mobility and Migration for Development Program (PF3MD). In the context of the crisis in Mali, and taking into account the traditional engagement of the Malian diaspora for the development of its country of origin, an international meeting



took place Montreuil. This meeting aiming at associating the Malian diaspora with the crisis exit process in Mali contributed to identify a diverse field of action for the diaspora. It includes the contribution to economic development (which requires changes in the banking sector, the facilitation of administrative initiatives and access to donor co-financing, communication about opportunities for development, the consultation with diasporas to better mobilise their expertise and economic potential) and the reinforcement of local governance (characterised by the following priorities: contributing to the moral strengthening of political and civil life, promoting the external action of local government, contributing to the development of Mali and representing the interests of the diaspora). In terms of stakeholders, the Montreuil meeting drew attention to the mobilisation of new generations, the mobilisation of women and in general terms, the mobilisation of all Malians abroad.

PF3MD which was defined and based on this meeting, has two dimensions: support to the administration and to the regional governments of Mali in respect of migration and development (which includes a better understanding of the skills and the repartition of the diaspora), and support to diaspora initiatives (with an innovative component on supporting productive investment). Mr Gallet concluded by underscoring that the diaspora has to be involved in both the steering as well as the monitoring of projects, in order to stress the strong link with the diaspora and to what extent it can be mobilised in time of crisis and post-crisis.

Mr. Tauhid Pasha, a specialist in labour migration and the link between migration and development, at the IOM, advised on the essential elements for engaging with diaspora communities, through building an understanding of the characteristics of the respective diaspora communities, defining their potential involvement and formulating targeted outreach strategies. He highlighted the key role of the diaspora in reinforcing capacities in the country of origin through a transfer of their skills, and the necessity for creating a favourable environment (policy, legislation, security), facilitating dialogue and partnership creation. To this end he presented a particular MIDA program (MIDA FINNSOM Health) as an example of a good practice to mobilise the skills of Somali medically qualified diaspora to contribute to the health sector in their country of origin. To conclude, Mr. Pasha raised the question of the high cost of the professional placement programs of the members of the diaspora in their countries of origin as well as the issues to make support measures to the diaspora efficient and sustainable.

Working group 2 came to the following conclusions:





- Given their diversity, it is important to understand the characteristics of the diasporas, and to do so, to implement mechanisms of knowledge and identification (census, mapping of communities).
- The contribution of the diaspora and the momentum of solidarity that the crisis generated must be maintained for the reconstruction phase and continued until the post-crisis development phase.
- The development of local, national, regional and international coordination structures for institutions and the diaspora are essential to allow a joint approach that is organised and efficient. The diaspora should be consulted throughout the cycle of development programmes and projects that are initiated, from the beginning to the implementation and evaluation phases.

This coordination can be established at different levels:

- The representation and participation of the diaspora within local authorities in order to reinforce local governance.
 - The establishment of diaspora fora and inter-ministerial committees on the diaspora.
 - Regional coordination through the intermediary of regional organisations (e.g. ECOWAS).
 - The establishment of international diaspora coordination platforms coming from the same countries of origin.
- It is important to create a favourable environment on the political, legislative and security level, allowing partnerships and direct involvement of the diaspora (access to visas and double nationality, national employment policies of the country of origin promote return).
 - The various forms of diaspora involvement must take into account and be commensurate with the characteristics of the constituting members (youth, women, etc.). It must be particularly taken into account to mobilise new generations, through the promotion of intergenerational dialogue, the consideration of the modus operandi, the professional integration of graduates and the development of solidarity exchanges for a favoured development.
 - In the economic fields, forms of contribution made by the diaspora in the post-crisis phase can be facilitated by a suitable adaptation of the banking sector, simplified administrative procedures, access to the donors' co-financing and reduction of the cost of remittances.
 - The importance of information sharing on investment opportunities was underscored. The diaspora must also be considered for its expertise, allowing to strengthen the contribution of the private sector to the development of the countries of origin.
 - Finally, the working group highlighted the importance of evaluating the impact of development activities and projects implemented in coordination with the diaspora.





In the **fourth session**, Ms Sara Bayes, Head of the Migration and Development Programme at FIIAPP, presented the draft conclusions and recommendations by the co-chairmanship (see the final version here below).

The co-chairman, Mr Jean-Marc Châtaigner, Assistant Director for Globalisation, Development and Partnerships at the French Ministry of Foreign Affairs and International Development, and Mr Sanoh N'Faly from the ECOWAS Commission approved the draft conclusions and recommendations. When closing the meeting, the co-chairmanship recognised the quality of the discussions and the strong participation to the meeting, and once again underscored the relevance of the Rabat Process in developing dialogue and cooperation on sensitive current topics such as migration in a crisis context.





CONCLUSIONS AND RECOMMENDATIONS OF THE CO-CHAIRS

The co-chairs

1. Recognise the complexity and variety of crises as well as their impact on the movements of populations, whether due to political, security-related, economic or environmental issues. Likewise, the co-chairs underscore the strategic role of the diaspora in dealing with crisis and post-crisis situations.
2. Strongly encourage, in view of the regional component of crises, dialogue and cooperation between the key stakeholders to address the migration impact of crises, especially at regional level in the context of migration dialogues such as the Rabat Process.
3. Promote the identification of concrete responses through strategic frameworks that are both flexible and global, while drawing distinctions between the different phases that characterise a crisis. In this respect, the co-chairs underline the importance of contingency plans and prevention mechanisms, including early warning systems.
4. Raise the importance of anticipation by and coordination between local, national and international stakeholders to address the problems generated by movements of populations in a crisis context.
5. Recognise in this sense the importance to render the participation of the diaspora more effective, through the use of available instruments such as national diplomatic and consular coordination networks, while promoting trusted relationships with the country of origin, as well as the importance of implementing initiatives to identify and to take a census of the diaspora.
6. Underscore the experience and good practices of the countries of the Rabat Process in terms of crisis management, recognising the importance of strengthening legislative instruments, especially in the area of asylum. In this respect, the co-chairs congratulate the efforts in this regard shown by certain countries, such as Morocco and Tunisia.
7. Call for solidarity and shared responsibility between the countries and organisations of the Rabat Process in order to improve the handling of population movements in a crisis context.
8. Emphasise the need for effective coordination at all levels and the efforts by certain countries in the region with regard to admission and temporary protection, in particular by





issuing of humanitarian visas. In this context, the co-chairs insist on the importance of bringing special attention to the needs of vulnerable groups during a crisis situation, in particular children and women.

9. Insist on the efforts to be deployed in order to find sustainable solutions and reaffirms that voluntary return in dignity remains the preferable solution, but that it should be combined with accompanying measures (socio-economic, property and rule of law aspects) in order for it to be sustainable and effective. The co-chairs support the idea of creating a network of contact points on return initiatives alongside the thematic networks being developed by the Rabat Process.
10. Underscore the need to support the diasporas financially (together with investment agencies) as well as through capacity-building in order to facilitate their involvement in a crisis context.
11. Enthusiastically welcome and support the activities of the Support Project to facilitate the exchange of information and good practices on the topic of crises through infographics and invite the partner states to request the technical assistance offered by the Rabat Process in order to implement operational activities in the area of migration in a crisis context.

