



THIRD EURO-AFRICAN MINISTERIAL CONFERENCE ON MIGRATION AND DEVELOPMENT

WE, the Ministers and High Representatives of the following countries: GERMANY, AUSTRIA, BELGIUM, BENIN, BULGARIA, BURKINA FASO, CAMEROON, CAPE VERDE, CYPRUS, THE CENTRAL AFRICAN REPUBLIC, CONGO, IVORY COAST, DENMARK, EGYPT, SPAIN, ESTONIA, FINLAND, FRANCE, GABON, GAMBIA, GHANA, GREECE, GUINEA, GUINEA-BISSAU, EQUATORIAL GUINEA, HUNGARY, IRELAND, ITALY, LATVIA, LIBERIA, LIBYA, LITHUANIA, LUXEMBOURG, MALI, MALTA, MOROCCO, MAURITANIA, NIGER, NIGERIA, NORWAY, NETHERLANDS, POLAND, PORTUGAL, DEMOCRATIC REPUBLIC OF THE CONGO, CZECH REPUBLIC, ROMANIA, UNITED KINGDOM, SENEGAL, SIERRA LEONE, SLOVAKIA, SLOVENIA, SWITZERLAND, SWEDEN, CHAD, TOGO, TUNISIA; and the European and African Commissioners in charge of migration, development and foreign relations,

MEETING in Dakar on 23 November 2011 in the presence of Algeria attending as an observer at the invitation of the Republic of Senegal, within the framework of the Third Euro-African Ministerial Conference on migration and development,

BEARING IN MIND the Declaration and Action Plan adopted on the occasion of the First Euro-African Ministerial Conference on Migration and Development in Rabat on 10 and 11 July 2006, and the Declaration and Cooperation Programme adopted on the occasion of the Second Euro-African Ministerial Conference on migration and development held in Paris on 25 November 2008,

CONVINCED that international migrations represent a challenge and an opportunity, to the extent that their harmonious and efficient management can contribute to the economic growth of the partner countries and enable people to achieve what they aspire to,

REAFFIRMING the interest shared by both European and African partners in a close and operational partnership, adopting a global and balanced approach, within a spirit of shared responsibility and solidarity,

REAFFIRMING the fact that migration must be organised in compliance with respect for the basic rights and dignity of migrants,

BEARING IN MIND the rights of the refugees and asylum seekers, whose international protection must be guaranteed pursuant to existing international legal instruments,

HAVING REGARD TO the goals of the partner countries in terms of managing migration issues, as defined in particular by the ECOWAS Common Approach to Migration and

Development, the European Union (EU)'s Global Approach to Migration, the Stockholm Programme for the 2010-2014 period and the European Pact on Immigration and Asylum,

BEARING IN MIND the need to ensure close coordination and the promotion of synergies between the Rabat Process and the Africa-EU Partnership on Migration, Mobility and Employment, as well as with other migration dialogue processes, in particular:

- the work of the meetings of the Global Forum on Migration and Development;
- the EU-ACP dialogue on migration and development; and
- the regional and sub-regional action and cooperation frameworks, as well as the multilateral instruments, involving migration matters, such as the "5+5" process, the European Neighbourhood Policy, the Union for the Mediterranean/Euromed, and the Dialogue on Mediterranean Transit Migration,

CONSIDERING the emerging exercise which has been established to evaluate the implementation of the Paris Cooperation Programme,

WELCOMING in this context the significant progress made by the Rabat Process in organising legal migration, combating irregular migration, strengthening the synergies between migration and development, and a better reciprocal understanding of migration issues and shared interests and concerns,

BEARING IN MIND the need to adapt migration policy to the development of the migration situation between the various partner countries,

CONSCIOUS of the evolution of the West African migratory route and the interdependence between the different African migration routes,

BEARING IN MIND the Paris Declaration on aid effectiveness of 2 March 2005 and the Accra Action Programme adopted at the third High Level Forum of 4 September 2008 to ensure coordination between the partners,

WE REAFFIRM the will to reinforce our cooperation, based on a balanced approach between the three pillars of the Global Approach to Migration, namely organising legal migration, combating irregular migration, and strengthening the synergies between migration and development,

WE REAFFIRM the importance and value of the Rabat Process as the preferred framework for dialogue for the implementation of this cooperation between the countries of origin, transit and destination for migration from West and Central Africa,

WE CONFIRM the relevance of the Paris Cooperation Programme as a reference framework for multilateral, regional and bilateral actions undertaken by the countries and institutions which are Parties to the Rabat Process,

WE AGREE to expand the implementation of the Paris Cooperation Programme and in order to achieve this we agree to adopt the Dakar Strategy for the period 2012-2014.

THE DAKAR STRATEGY

The Dakar Strategy is based on the fact that the Rabat Process has established a solid and fruitful dialogue between the countries involved in the West African migratory route. This framework has made possible the development of enhanced cooperation through the implementation of numerous bilateral, sub-regional, regional and multilateral initiatives.

The three-year cooperation programme for 2009-2011, adopted in Paris, has demonstrated its relevance and should be expanded in light of the current situation. The implementation of the Strategy for the years 2012-2014 should be based on the following elements:

- I. **Five principles** which reflect the spirit of the Rabat Declaration;
- II. **A framework for cooperation and dialogue**, based on the three pillars of the Rabat Process, which is that of the Paris Cooperation Programme;
- III. **Ten priority objectives** in respect of which the partners undertake to implement a number of actions; and
- IV. **The means** for implementation, follow-up, effective assessment and concrete results.

This Strategy is based on in-depth consultations undertaken within the framework of the Rabat Process, and the assessment of the implementation of the Paris Cooperation Programme. It is also based on the conclusions of the joint presidencies of the experts' meetings on vulnerable groups (Rabat, 27-29 July 2010), social rights of migrants (Rabat, 30 April-1 May 2011) and civil registry (Warsaw, 9-10 May 2011), as well as the results of the experts' seminar on the Promotion of the Role of the Diaspora in Development Actions (Bamako, 23-25 March 2010). Other existing frameworks for dialogue on migration issues among partner countries are also factored in.

The aim of this strategy is an open and mature dialogue on migration challenges, accompanied by concrete initiatives structured around ten objectives, with a follow-up mechanism to ensure implementation.

I- FIVE IMPLEMENTATION PRINCIPLES

FIRST PRINCIPLE: WORKING DIALOGUE

The Rabat Process must continue to be a process based on dialogue which is orientated towards action. Meetings and in particular regular seminars between experts help advance the dialogue. Proper follow-up on the conclusions of these meetings is necessary to ensure that they are actually implemented in a practical manner, producing tangible results.

SECOND PRINCIPLE: A FLEXIBLE AND BALANCED APPROACH

The Rabat Process is adapted to the development of migratory movements and the needs of the partner countries. The success of the Rabat Process rests on a balance between the three pillars of the process: organising legal migration, combating irregular migration, and reinforcing the synergies between migration and development.

THIRD PRINCIPLE: A COHERENT DIALOGUE

The Process represents the main framework for regional dialogue within the Global Approach to Migration between the countries of origin, transit and destination, with regard to migration from West and Central Africa, and monitors the consistency of intergovernmental

policies. From this point of view, it is the driving force behind initiatives implemented at bilateral, subregional, regional and multilateral levels by the European Union, regional organisations and the European and African States which are members of the Rabat Process.

FOURTH PRINCIPLE: COMMITTED PARTNERS

The Process is intergovernmental and is open to a certain number of partner organisations. Civil society, migrant associations, social partners, private sector and local and regional authorities have a crucial part to play in implementing the actions. The steering committee, currently consisting of Belgium, Burkina Faso, Equatorial Guinea, France, Italy, Morocco, Senegal Spain, the European Commission and ECOWAS, is responsible for directing and driving the process. It consults with the other States and organisations by means of a network of focal points.

FIFTH PRINCIPLE: A SHARED RESPONSIBILITY

The partnership's intention is to manage migratory movements between countries of origin, transit and destination in the best way possible and in a spirit of shared responsibility. The partners act to implement the Paris Cooperation Programme on a voluntary basis according to the specific nature of their situation as regards migration and the ensuing priorities. The partners have also made a commitment to achieve ten priority goals.

II- A FRAMEWORK FOR COOPERATION AND DIALOGUE

The Paris Cooperation Programme remains valid. It will be required to serve as a cooperation framework for the implementation of the process for the years 2012-2014.

PILLAR 1 - ORGANISING LEGAL MIGRATION

Legal migration represents an opportunity for the economic and social development of the countries of origin and destination, and an opportunity for the migrant in terms of human development, and the acquisition of resources and skills. In order to ensure that these opportunities are fully beneficial to everybody, the needs of the labour market of the destination and origin countries must be factored in, along with the migration candidate's skills. The partners must also be aware of the shifting demographics of Africa and the high level of movement within the sub-region itself. In this context, the provision by the EU of 25 million euros to facilitate the free movement and management of migration in West Africa is greatly welcomed.

The partners reaffirm their wish to boost the creation of opportunities for legal migration, to assess the needs of the partner countries with a view to defining migratory policy, to adapt existing legal frameworks to facilitate opportunities for legal migration, and to support opportunities for legal intra-African migration. These actions include the implementation of circular migration programmes, exchanges projects, the simplification of long-stay visa formalities for workers and students, the improvement of social protection of migrants, the promotion of decent work and support to upgrade the capacities of the partner countries. The partners reaffirm their wish to re-orientate institutional cooperation between their countries in order to boost opportunities for legal migration, to develop information on legal migration opportunities, and to work to develop networks of migration observatories.

PILLAR 2 – FIGHT AGAINST IRREGULAR MIGRATION

It is in the interests of the destination, transit and origin countries to work together to reduce irregular migration and to combat the criminal networks involved in migrant smuggling and human trafficking. Thanks to cooperation between the partners, substantial progress has been possible within the framework of the Rabat Process. This must be further strengthened and it must also function in compliance with fundamental rights, the principles of international law and the relevant international commitments.

The partners reaffirm their wish to set up a coordinated management and operational cooperation framework designed to combat irregular migration, to back the efforts of African countries in their fight against networks involved in irregular migration and trafficking in human beings and smuggling of migrants as well as to receive irregular migrants on their territory and to increase awareness in origin countries of the risks and consequences inherent in irregular migration. The partners reaffirm their wish to improve the quality of civil registration systems and to combat document fraud, to boost border control and the campaign against human trafficking and migrant smuggling, including by the promotion of the concept of integrated border management and the development of relevant legal frameworks. Readmission is an important tool in managing migration. The partners reaffirm their commitment to upgrade the effectiveness of readmission procedures and to improve aid in the area of return and reintegration.

PILLAR 3 – STRENGTHENING THE SYNERGIES BETWEEN MIGRATION AND DEVELOPMENT

Migration represents an opportunity for development for both countries of origin and destination. The initiatives implemented by the partners in mobilising the diaspora and lowering the cost of remittances should be welcomed. Partners must continue to work towards greater consistency between migration and development policies.

The partners reaffirm their wish to support economic and social development and employment policies in the countries of origin by reinforcing and drawing on the understanding of the connection between migration and development, by supporting the economic growth and development of the countries of origin, and by encouraging alternatives to the 'brain drain'. They reaffirm their wish to facilitate the lowering of the costs of remittances, and contribute to securing them, particularly within the framework of partnerships with the African Remittances Institute and the World Bank, and to improve the use of remittances for the benefit of the economic and social development of the countries of origin. They recognise the transnational dimension of diasporas, their role in the economic, social and cultural development of their countries of origin, and the necessity to protect the free movement of skills.

III- TEN PRIORITY OBJECTIVES

The partners are committed to achieving ten priority objectives designed to reinforce the implementation of the Paris Programme. These priorities are founded on the three pillars of the Process. One goal cuts across all three as it refers to methodological aspects. To achieve these goals, the partners will specifically implement a series of actions from among those listed below.

PILLAR I - ORGANISING LEGAL MIGRATION

Objective 1: To facilitate exchanges between the various parties involved in mobility

Action 1.1: Maintain an open dialogue on mobility between the authorities in the origin, transit and destination countries, within the context of a global approach to migration issues

Action 1.2: Encourage regular contact between social partners in origin and destination countries, and between social partners and authorities, including consultation with them on the implementation and assessment of migration policy priorities

Action 1.3: Encourage the establishment of networks and exchanges between labour administrations, employment agencies, employer organisations, as well as trade unions and higher institutions

Action 1.4: Bolster opportunities for cooperation with the private sector, including promotion of internal mobility within multinational companies

Objective 2: To provide national and regional institutions with the means and capacities to implement mobility policies

Action 2.1: Support opportunities for legal intra-African migration by upgrading the capacities of regional organisations and their Member States in order to ensure the effective implementation of protocols related to free movement and residence, including by the establishment of regional integrated border management programmes

Action 2.2: Strengthen institutional capacities regarding management of labour demand and supply, and vocational training, as well as links between migration management institutions, and employment and human resources policies

Action 2.3: Encourage, in countries of destination, the provision of opportunities for study and work based on the labour market situation, including by the establishment of circular migration schemes

Objective 3: To guarantee that migrants' rights and integration are respected

Action 3.1: Ensure that legal migrants enjoy employment conditions, access to social security, family reunification, and freedom of movement and of establishment, to which they may be entitled in the destination countries by virtue of the applicable national, regional or international regulations

Action 3.2: Reinforce policies on integration, non-discrimination and diversity management, and exchange best practices regarding these policies in Africa and in Europe

Action 3.3: Upgrade the capacities of the social security institutions in the countries of origin as a necessary condition for the development of the social rights of migrants

Action 3.4: Boost cooperation between the States, agencies and appropriate institutions of the European Union, the Maghreb countries, and West and Central Africa, with a view to guaranteeing equality of treatment in terms of social security and encouraging the portability of social entitlements

Action 3.5: Guarantee to refugees respect for their rights, as defined by the United Nations Convention of 1951 relating to the Status of Refugees, its Protocol adopted in 1967 and the Convention of 1969 of the Organisation of African Unity governing the specific aspects of refugee problems in Africa

PILLAR 2 – FIGHT AGAINST IRREGULAR MIGRATION

Objective 4: To improve border management, the efficiency of readmission procedures and return conditions of irregular migrants

Action 4.1: Strengthen technical support to countries of transit and destination in Africa, in terms of border management, the rescue of illegal migrants and their return to their countries of origin

Action 4.2: Continue the efforts undertaken in order to establish efficient readmission systems between all partner states and reinforce cooperation within the framework of Article 13 of the ACP-EU Cotonou Agreement

Action 4.3: Ensure that irregular migrants subject to return decisions are treated with dignity and full respect for their basic rights

Action 4.4: Set up programmes for voluntary return and socio-economic reintegration, and make sure that these, and existing programmes, are monitored and their follow-up ensured

Objective 5: To reinforce the protection for vulnerable groups

Action 5.1: Based on the essential approach of the best interests of children, work on the question of unaccompanied minors in a coordinated manner in four areas: awareness-raising, prevention, protection and the assisted return and sustainable resettlement of minors in safe and human conditions and dignity in their country of origin

Action 5.2: Upgrade national and regional anti-human trafficking policies and cooperation in matters of prevention, prosecution of traffickers and the protection of victims of trafficking and their families

Action 5.3: Guarantee the protection of the basic rights of the person in mixed movement management, incorporate the special nature of the question of gender and respect for access to international protection and the principle of ‘non-refoulement’ of asylum seekers and refugees.

Action 5.4: Strengthen local capacity for the determination of refugee status, and management of secondary movements of asylum seekers and refugees, including through regional protection programmes

Objective 6: To render civil registers secure and to streamline their management

Action 6.1: Define and implement communication strategies to promote civil status registration and to raise awareness of the importance of using civil registration

Action 6.2: Support the use of biometrics and information technologies in order to facilitate the management and sustainability of civil status registers, and protect the unique and authentic nature of documentation and its accessibility for those with a right to access

Action 6.3: Extend the cover of birth certification, particularly in rural zones, by upgrading infrastructures, and using new information and communication technologies, or other innovative solutions such as partnerships, with the health and education services

Action 6.4: Remove the obstacles to registration procedures, to launch registration campaigns and to ensure that civil status registration is free of charge so that it is accessible to all

Action 6.5: Train and raise the awareness of civil status officers and agents, and fight against all failures in the services concerned

PILLAR 3 – STRENGTHENING THE SYNERGIES BETWEEN MIGRATION AND DEVELOPMENT

Objective 7: To adopt an inclusive approach to matters of migration and development

Action 7.1: Intensify South-South cooperation via the exchange of experience and best practices between Rabat Process States and other regions

Action 7.2: Support partnership projects between local authorities, civil society and the private sector and integrate migration into local development policies

Action 7.3: Develop policies, which are sensitive to both the increasing numbers of migrant women and the social impact of migration on migrants, their families, and both their communities of origin and host communities

Action 7.4: Take into account migration issues in all development policies

Objective 8: To improve the mobilisation of migrant remittances to the benefit of their country of origin

Action 8.1: Design and implement actions aiming at reducing the cost of remittances

Action 8.2: Facilitate information and transparency on banking services, and access to them by migrants and their families

Action 8.3: Encourage the mobilisation of remittances for the purpose of productive investment while recognising their private nature

Objective 9: To realise the potential for migrant engagement with countries of origin

Action 9.1: Further strengthen the relationship with the diaspora via legislative, political, cultural or economic initiatives

Action 9.2: Promote productive and sustainable return programmes, mobilising the private sector, and measures for recognition of qualifications and work experience acquired in the country of destination

Action 9.3: Facilitate the mobilisation of qualified expertise from the diaspora, including the descendants of migrants, for economic and social development actions which will benefit the countries of origin

Action 9.4: Support migrant associations' capacities to implement local solidarity-based development programmes set up by migrant organisations in the country or region of origin, and promote successful models and associative experiences on migration and development

Action 9.5: Facilitate circular migration initiatives designed for migrants wishing to temporarily return to their homelands, without prejudice to their right of residence in the destination country

HORIZONTAL OBJECTIVE

Objective 10: To base policy consistency and coordination on acquiring and sharing information

Action 10.1: Boost dialogue and information exchange between the various national institutions responsible for migration issues in order to guarantee policy consistency

Action 10.2: Work out the development and composition of migratory movements via the systematic collection of data and the use of instruments such as migration profiles

Action 10.3: Support analysis and research as central elements in the development of migration policy

Action 10.4: Evaluate the impact of projects and policies put into effect in the area of migration

Action 10.5: Ensure that the authorities and agencies involved exchange information and good practices by means of institutional twinning platforms and portals such as “I-MAP”, through the establishment of contact points set up on a sector-based logic, such as the network of immigration liaison officers, and other information tools such as the Rabat Process website

IV- PLANNING, FOLLOW-UP AND ASSESSMENT

All partners commit to reflect the priorities of the Rabat Process in the development of their national strategies on migration and development, and in other existing multilateral dialogues. They commit themselves to seeking the resources required for the implementation of ongoing actions and those defined in the Dakar Strategy. Furthermore, partners agree on the need to ensure that the evaluations of the Paris Cooperation Programme must inform the dialogue and to strengthen mechanisms to monitor the dialogue, evaluate outcomes and identify obstacles impeding implementation.

The partners will meet in Spain during the second quarter of 2012 to define concrete new priority initiatives aimed at supporting the existing actions and allowing the successful achievement of the objectives set in the Dakar strategy and to identify funding sources. The drawing up of a sequenced roadmap will make it possible to regularly monitor actions implemented and to effectively plan future activities. The steering committee will guide future activities related to consultation, assessment and the coordination of actions with the active contribution of the national contact points and the assistance of a support project. This exercise will make it possible to maximise synergies between the actions implemented, measure their impact and optimise the use of resources.

WE, Ministers, High Representatives and European and African Commissioners in charge of migration, development and foreign relations, agree to meet again in 2014, on the expiry of this strategy.