



## **Rabat Process Individual analysis report 2018**

Preparation for the Senior Officials' Meeting - November 2018 - Ethiopia

**Final version**

### SECTION 1: INTRODUCTION

Migration is a key component of EU-African cooperation, and will continue to be for a long time. It is part of the broader framework of the Joint Africa-EU Strategy adopted in 2007. In 2014, the EU-Africa Summit adopted a Declaration on Migration and Mobility. In 2015 the Malta Migration Summit adopted the Joint Valletta Action Plan (JVAP) that relies on the Regional Processes for its follow-up. In 2017, during the EU-AU Summit in Abidjan, new commitments were made. The principle of shared responsibility was reiterated in the Summit was translated through the monitoring of resettlement through the Emergency Evacuation Transit Mechanism in Niger, a case of successful cooperation along a migratory route through the creation of a European Union - African Union and United Nations Task Force for tackling the migratory situation in Libya. Moreover, leaders emphasised the need to further invest in youth, to support the mobility of young students, staff and researchers to develop and transfer technology and knowledge and to strengthen links between Africa and Europe.

The Rabat Process dialogue draws upon this dynamic and has strong potential, as its analytical work focuses on the challenges of migration and mobility for specific migration routes, which facilitates the identification of relevant norms and operational measures. Indeed, the Valetta principles of cooperation of were integrated into the new Marrakesh Political Declaration at the 5<sup>th</sup> Euro-African Ministerial Conference in May 2018. The Marrakesh Action Plan is currently aligned with the JVAP and its 5 domains. By supporting its priority actions, informing other regional processes and continuing to carry out its mandate to monitor the JVAP, the Rabat Process is thus articulated in a manner coherent with and complementary to the JVAP.

Since 2017, the rhythm of implementation has significantly accelerated. Protection and assisted voluntary returns from Libya to countries of origin have accelerated; a multidimensional intervention framework is now well established and effective in Niger, in spite of a difficult context. The EU has adopted the concept of pilot projects in the field of legal migration which now need to be implemented. It has also endorsed establishment of procedures between several partners to facilitate the identification and return of irregular migrants which has improved cooperation on readmission. Finally the cooperation among the regional dialogues has been reinforced (Luxor Joint Conclusions, adopted in November 2017 by the Rabat Process, the Khartoum Process and the African Union - Horn of Africa Initiative).



Despite these advances, challenges related to migration and mobility persist. The Valletta Framework experienced many changes. In 2017, the EU adopted a new *Consensus on Development*, representing a new collective vision and action plan for eradicating poverty and achieving sustainable development. At the same time, to mark a new phase in migration management, promoting regional integration in particular, the free movement of persons and the enhancement of the development benefits of migration, the AU revised the framework of the AUC migration policy for Africa (2018-2027). At the global level, in addition to Sustainable Development goal 10.7 “*Facilitate orderly migration and mobility*”, the Valletta partners enthusiastically committed to negotiating Global Compacts on Migration and Refugees. These are certain to influence the role of the regional consultation processes with regards to the monitoring of these Compacts, in addition to their own strategic national frameworks.

Given these developments, the Rabat Process’ partners question the strategic orientations of the Valletta Framework in order to maintain its relevance and ensure effective and useful monitoring for decision-making. Valletta Framework must remain a pragmatic, operational and flexible framework in order to adapt to various contexts, while being able to strengthen and articulate with other Frameworks and Dialogues. Thus, while the 2015 goal of preventing the loss of life at sea and in the desert, and the need for protection from suffering, abuse and various forms of exploitation is still at the heart of this enhanced cooperation, the goal is to also make better use of the possibilities offered by migration and mobility

This individual Rabat Process analysis report 2018, similar to the first one presented at the Valletta Senior Officials’ Meeting in February 2017 in Malta, is first of all a document that informs partners on the progress of the implementation of the JVAP. It is based on the evidence and verified data from the JVAP operational monitoring tool (one of the main recommendations of the SOM 2017). It is also a decision-making support document for the SOM that will take place in Addis Ababa in November 2018. This document reports on the period 2015-2018 with covers the period from 2015-2018 with a special focus on progress made since the 2017 SOM. Its objectives are: (i) to present specific recommendations by JVAP domain for the period 2017-2018; (ii) to analyse the relevance of the instruments that have contributed to the implementation of the JVAP; (iii) to respond to the recommendations of the SOM 2017 report; (iv) to present strategic recommendations to ensure the effective implementation of the JVAP in the light of current developments.

## SECTION 2: ANALYSIS OF PROGRESS MADE IN THE 5 DOMAINS AND RECOMMENDATIONS PER DOMAIN

### **Domain 1 - Development Benefits of Migration and Addressing Root Causes of Irregular Migration and Forced Displacement**

More than 300 initiatives, of which several are cross-cutting, have been reported on under domain one since 2015. This domain is the **largest** at thematic level, both in terms of the number of initiatives and in terms of the diversity of funding, nature of the projects and their scope. Short, medium and long-term initiatives have been reported. As a result, partners are aware that the evaluation of the domain and its results is more time demanding, especially since many challenges endure.

Since 2015, many initiatives, often of regional scale, aim to create synergies between traditional development policies and humanitarian aid, in order to cope with instability and crises by reinforcing **community resilience** at local level. For example, the Assistance Programme for the marketing of livestock in West Africa (PACBAO), which began implementation in July 2016 in Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, Ghana, Guinea, Liberia, Mali and Niger. The objectives of this project are to promote herders' access to profitable markets, thereby making livestock farming more attractive as source of employment and income particularly for young people and women, and to contribute to regional integration and food security in West Africa.

The 3S (Sustainability, Stability and Security) Initiative addresses the root causes of instability in Africa, including migration and conflicts related to the degradation of natural resources. Indeed, according to the United Nations Convention to combat Desertification (UNCCD), 60 million people are at risk of forced displacement over the next ten years due to land degradation, both within and outside the continent. The objective of the "3S" initiative is to provide alternatives to forced migration and radicalisation by focusing on vulnerable groups through job creation for youth, women and returning migrants, strengthening **access to land** and guaranteeing the right to land and improving early warning systems to predict drought and other natural disasters in order to anticipate responses to population movements.

There are also initiatives seeking to create **new employment opportunities** in the traditional sectors of agriculture, pastoralism, fishing and handicrafts, through the implementation of vocational training, the introduction of new technologies and the creation of adequate support structures (support programmes for agro pastoral sector, integrated rural development programmes, development of rural activities and financing of agricultural sector).

Around forty policies and laws of the European and African partners relate to maximising the links between migration and development.

There is a **cross-border dimension** to this. Cross-border communities play a major role in border stabilisation and development. Several initiatives target cross-border economic activities. Within the scope of strengthening the resilience of local populations, projects as LLRD (emphasizing the principle of Combining Aid, Rehabilitation and Development) are yielding tangible results. The LLDR – Burkina Faso project financed by the EUTF, supported 67,606 people to get access to basic social services, principally in the border zones of the North. This programme has also directly supported 7 local development plans.

The fields of action referring to the “**consolidation of the State, the Rule of Law and good governance**” are characterised by policies, legislation and training in matters related to security, rule of law and border control. For example, at the regional level, ECOWAS has actively engaged in a process to update and develop the Regional Policy on Migration (pending adoption) in response to new challenges and in line with the African Union Migration Policy Framework, Action Plan (2018-2027). This commitment to the establishment of appropriate normative and policy frameworks has also been reflected in ECOWAS support to Member States in the development of their national policies and their alignment with the regional framework. In addition, ECOWAS has planned to implement an active integration policy for regular migrants originating from this area and to fight against xenophobia against them.

Around twenty programmes for **social and professional integration** – targeting vulnerable youth at risk of radicalisation and emigration – have been set up in consultation with UN agencies, national authorities (relevant ministries and local administrative bodies) and civil society stakeholders. This was done with the dual objective of developing the skills and employability of young people and reinforcing the capacity of national public and private stakeholders to implement training programmes, which are adapted to economic needs. Moreover, 9 African partners have developed structural plans for “keeping youth in place”, such as the Phoenix Plan for SMEs in Côte d’Ivoire, the national employment policy in Nigeria, youth employment through financing agriculture in Senegal and also the agreement on working youth in Algeria. Finally, 83,000 migrants have been reached to date by information campaigns on migration and the risks related to irregular migration, through EUTF programmes implemented in the Sahel and the Lake Chad region (38,000 through the Youth Empowerment Project and 50,000 through the Employment Development Programme in Senegal).

Around twenty initiatives correspond to the priority area of action related to **promoting the role of the diaspora in their country of origin**. They support their investment and access to financial services, and the creation of exchange frameworks between the diaspora and

consular missions, or between the diaspora and countries of origin. In this regard, multiple institutional structures for monitoring and organising the diaspora have been set up in both countries of origin and host countries (ministerial departments, enhanced structures, and focal points within consular offices).

Despite the efforts made, the partners in the Rabat Process note that some challenges remain:

- The partners underline the difficulties associated with reporting on this very broad domain. To prioritise the issue of root causes and build on the work done within the regional dialogues on migration and development, they would like this domain to be quantifiable and measurable with clear indicators.
- The Rabat Process partners wish to address the question of the relevance of the domain, i.e. the relevance of including anti-poverty actions while other frameworks and development monitoring instruments exist outside the JVAP (Sustainable Development Goals, etc.).

#### **Specific recommendations**

- Considering the other (existing or future) strategic frameworks and instruments for development and poverty alleviation, it is recommended to conduct a strategic reflection on the relevance of maintaining this domain as it stands in the Valletta Framework. Recognising that the causal link between development and reduction of irregular migration is complex, this work will certainly have to be continued and analysed in detail, in synergy with actions already underway in this field. Domain 1 of the JVAP could be refocused on policies and projects that concentrate on the development benefits that regular migration can bring to all countries, while continuing to work on the root causes.
- Systematise the implementation of the approach integrating humanitarian aid and development cooperation.
- Ensure the inclusion of cross-cutting issues such as human rights and gender in the implementation of the JVAP.
- Ensure coherence of/between policies and initiatives with the different levels of governance, regions and actors.
- Strive towards the harmonisation of national laws and regulations between the various policies and strategies in the domain of migration, such as labour migration, integration, diaspora engagement and border control. Enhance coherence between migration policies and other relevant areas, such as education, employment, the economy, social affairs and security, while respecting national competences, and ensure the articulation of these policies in development programmes.
- Strengthen the harmonisation of national legislation/regulation and policies with existing regional frameworks.
- Increase support for initiatives to address the root causes of migration related to climate change, land and natural resource degradation.

- Multiply projects aimed at diversifying sources of income and creating employment opportunities (giving priority to strengthening the professional skills and employability of young people).

## **Domain 2 – Legal Migration and Mobility**

Around thirty initiatives have been reported since 2015. Several initiatives are concentrated across five countries (Cape Verde, Ghana, Gabon, Morocco and Nigeria). The European Development Fund (EDF) and the EUTF are the main instruments that have been reported for this domain. They fund **multi-country as well as regional projects**, such as the regional project supporting the free movement of people and migration in West Africa (ECOWAS support project) and the project for reinforcing professional mobility in West Africa (three-way cooperation benefiting the employment agencies in Cape Verde, Ghana, Mauritania, Senegal and Togo). It should be noted that bilateral financing and private investors have supplemented European Union funding outside of national programs, as is the case of the regional IPDEV II project, (Investors and Development Partners) approved in 2017, which seeks to strengthen the financing and support for Small and Medium Enterprises (SME)<sup>1</sup>.

Initiatives relating to the **improvement and strengthening of systems for issuing civil status documentation**, essential to legal migration, account for a large number of the initiatives reported for this domain. This analysis was already described in the 2017 SOM report, and most of the projects were validated in 2016, such as the programme to support the functioning of the Registry Office in Mali, which will enable 8 million people to benefit from a National Identification Number (NINA). In Senegal, 2 million people will also benefit from biometric identity cards and 11 million people are expected to register with the National Registry Office.

In 2017, the EU launched an initiative to implement **pilot projects in the field of legal migration** by providing financial support to Member States that offer specific opportunities for legal migration, in particular labour migration, to some African countries. These projects include capacity building in third countries, pre-departure measures, effective mobility to the EU and reintegration in countries of origin. In April 2018, the European Commission launched a call for proposals to finance the first legal migration pilot projects.

As far as the legal migration is concerned, the partners applaud the scholarship systems set up for young Africans in almost all European countries. In addition, mobility has become more concrete with the adoption, in December 2017, of the **Erasmus+** programme in the EU. This will benefit 2000 students in Higher Education and 200 young researchers and administrative

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<sup>1</sup> IPDEV II contributes to regional stability and better migration management by increasing economic opportunities. The project, which aims to create a micro-capital investment industry in Africa, will support more than 2000 jobs in sectors as varied as agro-industry, education, health, energy, distribution, etc.

personnel moving from West Africa to Europe. Some thirty additional universities should benefit from this program in the region. The creation and launch of this project is a positive and active response to the recommendations of the SOM of 2017.

Lastly, concerning the questions related to **integration**, corollary of legal migration, some initiatives seek to improve the standards of living and to provide access to legal and safe work in the country of destination. For example, Cameroon's initiative on a "*Technical platform in charge of managing labour migration*", launched in 2016, aims to study the ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. It also proposes ways in which to implement the African Union's Joint Labour Migration Programme and to integrate and coordinate issues linked to labour migration in Cameroon.

Concerning **visa facilitation**, the EU has adopted measures harmonising conditions of entry, stay and residence for employment or study purposes, as well as a set of measures targeting third-country citizens such as highly skilled workers, persons benefiting from a transfer within their subsidiary company, seasonal workers and students and researchers. Rules/Laws on long-term residence and the facilitation of family reunification are also in place. The new rules for students, researchers, trainees and volunteers, adopted in 2016, should be implemented by the Member States by the end of 2018 and should support third-country nationals to obtain a residence permit in the EU and to move within Member States.

Despite these initiatives, the partners agree that results are still **weak** in this domain, which is, however, easily quantifiable. Few initiatives have been put in place to open new channels of legal migration for workers, in particular because it would be necessary to fully address labour market intermediation and mobility issues as well as the links between legal migration and readmission.

Partners also agree on the need to assess the establishment of effective channels for legal migration between the EU and Africa since 2015; good practices in pilot projects in the field of legal migration as well as measures in place in the field of visa facilitation. An analysis of legislative progress is essential in these two areas of action.

#### **Specific recommendations**

- Encourage vocational training, in particular for young people and people in vulnerable and precarious situations, in the countries of origin in line with the needs of the labour markets.
- Work towards effective management of labour migration for the benefit of both countries of destination and countries of origin.
- Continue to support the mobility of students, young professionals and researchers while ensuring that the knowledge acquired will also benefit the country of origin.
- Expand the geographical scope of initiatives for safe, secure and biometric civil-status systems, as a prerequisite for regular migration.

- Pursue, in a spirit of partnership, the ongoing dialogues on visa facilitation, taking into account in particular the commitments made in Valletta regarding readmission.

### Domain 3 Protection and Asylum

Sixty initiatives have been reported, most of which being implemented in Cameroon, Morocco, Niger, Nigeria, Democratic Republic of the Congo and Chad. It is important to be able to report on protection and asylum issues in countries at the forefront of mixed flows, but also in countries that are not. Multi-countries initiatives support, for example, the structural reforms on migration initiated in Morocco since 2015.

Bilateral cooperation UN agencies – in particular the UNHCR – and have been present in this domain. Bilateral cooperation has especially focused on joint initiatives (multiple financing) and management mechanisms delegated to other bilateral partners. NGOs were significantly involved in implementation. For example, in Cameroon, no less than twenty NGOs are engaged in humanitarian activities in 2018.

As regards the **EUTF** (Sahel / Lake Chad window):

- The 2015/2016 period was characterised by rapid and determined responses to prevent loss of human life at sea and on land. Since 2016, the EUTF has validated projects focusing on those countries/regions most greatly affected by issues of protection and asylum, such as Niger (several initiatives), Mauritania, Nigeria (North-East region) and even Mali. The programme entitled “*Strengthening the resilience and independence of refugees, repatriates and persons displaced by instability in North Mali and supporting peaceful coexistence within communities*” will benefit 471,551 people in Mali, Burkina Faso, Mauritania and Niger.
- Since 2018, in accordance with the JVAP priority of building the capacities of the priority regions located along the major migratory routes through, notably, the creation of pilot projects, a regional-scale project (with 13 beneficiary countries) was adopted in cooperation with UNHCR : the initiative is entitled “*Protection and durable solutions for migrants and refugees along the Central Mediterranean Route*”.

**Emergency humanitarian aid** benefitting refugees, displaced persons and local communities in situations of crisis, continues to be fully mobilised. This enables the provision of basic services (education, healthcare and nutrition) and protection (shelter), as well actions aimed at developing the resilience, safety and self-sufficiency of refugees in camps and host communities. These initiatives are often supplemented by more long-term development actions and measures to support countries to comply with the 1951 Convention relating to the status of refugees.



The Rabat Process partners acknowledge positively that the initiatives undertaken provide a **global response** to the humanitarian crisis and thereby meet the recommendations of 2017. For example, the project entitled “*Operation of the UNHCR in the Democratic Republic of Congo 2017*” provides for multi-sectorial aid to refugees hosted in camps. It also promotes alternatives to camps and the development of self-sufficiency by promoting livelihoods for refugees and host communities, and the facilitation of durable solutions for voluntary repatriates in DRC and Congolese refugees in the neighbouring countries. It also covers the monitoring of protection, prevention and response to sexual and sexist violence and the search for durable solutions for the 1.7 million IDPs of the country.

On the **legislative front**, the Rabat Process partners have been undertaking reforms since 2015, particularly through adoption of multi-risk Contingency Plans to respond, in a sustainable and comprehensive way, to the challenges of protection and asylum. Regional and national annual multi-risk contingency plans were adopted to respond to emergency situations, to identify the human and material resources available, and to provide a basis for the work of humanitarian actors and authorities for, notably the provision of shelter, food and essential items. These plans envisage, in particular, the assistance and protection of migrants. In Diffa, Niger, a regional contingency plan was developed in 2015. At a legislative level we can also cite the National Immigration and Asylum Strategy of the Kingdom of Morocco, the National Policy on internally displaced persons in Nigeria, the National Solidarity Policy in Mali, and the drafting of a bill of law on asylum in Mauritania.

UNHCR Emergency Transit Mechanism has allowed the evacuation of 1,536 refugees from Libya to Niger since December 2017, and 312 others have also been evacuated from Libya as part of a national programme implemented by Italy. However, the partners acknowledge that significant challenges remain in this area, in particular due to the nature of the flows. The complex reality of mixed flows often leaves vulnerable people in need of protection on the margins. Another challenge is the evacuation programs. Indeed, the relocation component needs to be improved. As such, international solidarity should be reaffirmed.

### **Specific recommendations**

- Develop and adopt a legal framework for asylum and refugee protection in countries of transit and destination, whilst also strengthening the existing national asylum systems and guaranteeing access to protection and related rights (*non-refoulement*, access to the labour market and education in particular)
- Promote international solidarity and national and regional initiatives, through information campaigns, aimed at taking into account people in need of protection, in particular the most vulnerable, in particular in order to prevent the loss of human life along migration routes.

- Work to ensure the safety of vulnerable people as close as possible to their country of origin.
- Emphasize initiatives that encourage global responses for refugees and have a regional or sub-regional dimension, including by implementing the relevant elements of the action programme of the Global Response Framework for Refugees, as outlined in the draft Global Compact for Refugees.
- Focus on initiatives to strengthen search and rescue capabilities in priority areas along major migration routes, through joint efforts by all parties, to prevent loss of life at sea and on land.

#### **Domain 4 - Prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings**

Around 70 initiatives have been reported since 2015. These initiatives were funded predominantly by European Union instruments (7 instruments are involved – the three main ones in descending order are the EUTF, the DCI and the EDF). At the same time, the partner States remain strongly committed at the bilateral level. Some bilateral projects have taken into account the challenge of destabilisation of local communities such as the “*Community Stabilization Initiatives in Northern Niger*” project (COSINN), which began in November 2017. This project contributes to the stabilisation and immediate recovery of local communities in Niger, by reinvigorating the local economy, improving access to socioeconomic infrastructure, by strengthening social cohesion within communities.

Almost all of the initiatives have been implemented in 6 countries of the Sahel (Burkina Faso, Mali, Mauritania, Niger, Senegal and Chad). Nevertheless, the major countries of departure for the EU in 2017/2018 – such as Nigeria, Côte d’Ivoire and Guinea – are also affected by these initiatives.

Since the SOM of 2017, the States acknowledge and applaud more systematic recourse to regional approaches: support to the Sahel G5; support to CEN-SAD and expansion of the implementation zone to the Gulf of Guinea.

Within the framework of these regional approaches, it should be noted that actions have been launched in order to:

- Develop and strengthen networks. The AFIC (Africa Frontex Intelligence Community) project was put into place in 2010 in order to provide a framework for exchange between Frontex and African countries relating to borders and security. In 2016, AFIC successfully extended its geographical coverage, and henceforth includes the countries of East Africa.

- Improve integrated border management. It should be noted that the GAR-SI-SAHEL (Rapid Action Groups - Monitoring and Intervention in the Sahel) programme – which aims to create autonomous intervention units to intercept networks of smugglers in Mauritania, Burkina Faso, Mali, Niger and Senegal, and contribute to security and stability – is currently being made operational.
- On 16 March 2018, Niger brought together in Niamey, the Ministers of Interior and Foreign Affairs of 13 countries in the region and Europe, as well as the European Union, the United Nations, the African Union, the G5 Sahel and CENSAD, who adopted a joint declaration on the fight against the smuggling of migrants and trafficking in human beings. This ministerial meeting was followed by a first workshop in Niamey, on 18 and 19 June 2018, bringing together the internal security forces and the judicial authorities of these participants. A permanent commitment monitoring mechanism has been established, led by UNODC.

At **legislative and institutional level**, further progress towards creating, updating and ensuring coherence between legislative frameworks took place. As such, 25 countries undertook actions in the legal and institutional field through a total of 124 initiatives. To date, this is the second main point on which Rabat Process partners concentrated their efforts after the priority relating to “prevention”.

On 4 December 2017, the EU adopted a Communication aiming to strengthen the EU action to combat trafficking in human beings. By making prevention its cornerstone, the 2017 Communication sets out new concrete actions in line with three priorities: (i) disrupting the traffickers’ business model and untangling the trafficking chain, (ii) providing better access to and realising the rights for victims and (iii) intensifying a coordinated and consolidated response, both within and outside the EU. The 2017 Communication includes other concrete cross-cutting actions to support the fight against trafficking in EU and third countries, including actions that take particular account of the gender dimension of the phenomenon, high-risk groups and high-risk sectors through multiple funding components.

Efforts observed at the 2017 SOM in the domain of **prevention** – targeted information and awareness-raising campaigns – have been continued and stepped-up. In partnership with UN agencies and diaspora organisations, the partners have noticed a greater reliance on evidence and targeted data, including that created by research, as well as adequate and reliable information about legal migration options. It should be noted that international organisations and NGOs also operate in the domain of protection.

**Actions related to police and judicial co-operation and the collection and sharing of information and intelligence**, which were still insufficiently advanced in February 2017, have been the object of particular efforts. For example, the Joint Investigation Team (JIT) Project

that aims to strengthen the fight against criminal networks involved in migrant smuggling and trafficking of human beings, has begun to yield results. In particular, the JIT established a mixed team of French, Spanish and Nigerien officials in Niger. Owing to continuous peer-to-peer dialogue, training and mentorship, the operational abilities of the Nigerien police forces and the judicial capacities have significantly improved. In one year of implementation, 137 people were arrested, 114 cases were filed and 126 cases were presented before a judge. 11 national networks (networks operating only in Nigerien territory) and 12 international networks (networks with international links identified in the course of the proceedings) were disbanded. 38 vehicles were also seized.

Lastly, the partners applaud the 10 or so initiatives offering economic alternatives to populations in regions severely affected by human trafficking and smuggling. In Niger, the "rapid economic Impact Action Plan" – PAIERA – funded by the EUTF, offers economic opportunities to individuals and groups by developing income-generating activities, supporting the agricultural sector and creating employment opportunities.

#### **Specific recommendations**

- Ensure the protection of unaccompanied minors and develop actions to ensure sustainable solutions
- Increase capacity building and training to improve integrated border management.
- Encourage and support States to set up national services dedicated to the fight against human trafficking and smuggling, as well as the protection of victims.
- Continue police and judicial cooperation to combat the smuggling of migrants and trafficking in human beings, and strengthen regional cooperation both in border management and territorial control.
- Strengthen actions seeking to provide protection, or assistance to migrants, victims of trafficking and smuggling in situations of vulnerability.
- Strengthen actions to provide protection or assistance to migrants who are victims of trafficking in human beings and smuggling of migrants in vulnerable situations.
- Strengthen and develop information campaigns in countries of origin and transit to combat the various forms of irregular migration and related risks. Evaluate the effects and impact of the actions carried out.
- Assess the role of relevant International Organisations in the implementation of the JVAP and their needs so that they can better support local partners.

## Domain 5 – Return, Readmission and Reintegration

In the SOM 2017 report, the Rabat Process partners expressed the need to pay more attention to this priority domain of action, and reconfirmed their commitment to the principle of shared responsibility. More than 20 initiatives have been reported for the Rabat Process region since 2015. Two-thirds of these initiatives focused on the main departure countries to the EU (Côte d’Ivoire, Mali, Morocco, Nigeria and Senegal).

The partners observed significant progress in line with the **“voluntary return and reintegration” priority**, with half of the initiatives undertaking corresponding to this priority. These actions, funded by the EU or bilaterally, were mostly adopted in 2017 and are currently being implemented. The flagship initiative in the field of voluntary return and reintegration is the EU-IOM initiative, adopted in December 2016 (EUTF). In 2017 it supported the voluntary return of 29,493 migrants, most of whom originated from Libya (14,731) and Niger (12,738), and also provided assistance to 40,207 migrants in the following areas (for the 3 EUTF regions):

- 40,009 received support on arrival and immediate aid
- 25,971 people received counselling related to social reintegration and underwent vulnerability screening programmes
- 6,387 people benefited from general support for reintegration (training, medical assistance, psychosocial support)
- 4,924 people received additional aid for reintegration (i.e. support in the implementation of projects)

In the field of **sustainable reintegration**, partners welcome the many bilateral cooperation projects that have supported local communities to better integrate returning migrants, including vulnerable migrants, and that have included an integration through employment component, including business management training.

In the **field of return**, bilateral cooperation has resulted in the establishment of several Standard Operational Procedures (SOPs). In addition, and despite some difficulties, several European countries have been able to deploy immigration liaison officers in a spirit of partnership and confidence. These ILOs provide support to consular missions on the identification of fraudulent documents and offer technical advice on long-stay visas. They also work in close collaboration with the authorities in charge of immigration and the borders, by providing advice and training in the relevant domains and by serving as a point of contact to facilitate return procedures.

As regards the African partners, some countries increased the issue of consular *laissez-passer* documents. The partners of the Rabat Process agree on the need to pursue and to increase

this positive trend for a tangible and sustainable improvement of practices in matters of readmission.

Lastly, the partners note the cross-cutting nature of some initiatives, especially in cooperation with Morocco, as mentioned above. These multi-dimensional initiatives ensure support for the structural reforms undertaken at country level in the domain of migration. Such initiatives include identification missions, cross-border actions to assist both victims of human trafficking and people benefiting from voluntary return; migration and border management; the facilitation of the return and sustainable reintegration of migrants as well as actions supporting the private sector and job creation.

#### **Specific Recommendations**

- Ensure the sustainability of local and national reintegration actions by involving all relevant actors
- Strengthen cooperation between countries of origin and transit of illegal immigration and countries of destination, in particular through the adoption of practical arrangements or formalised agreements on return and readmission.
- Strengthen the capacity of competent authorities in countries of origin in the processes of identification, issuance of travel documents and collection of migration information. In order to prevent documentary fraud, strengthen the exchange of information, experience and know-how on document security, including travel and identity documents.
- Strengthen the role of intergovernmental and non-governmental organisations in the field of reintegration. They have a key role to play in programme design and implementation through sharing the results and analyses of their research and work, through their participation in various formal and informal field consultations and meetings, and through their access to beneficiary populations.

### SECTION 3: PROGRESS OF THE MAIN INSTRUMENTS

In 2017 and 2018, the EUTF focused on activities at national and regional level. 58 new programmes were approved in the three regions of the EUTF, bringing the total number of programmes approved at September 2018 to 165, including four cross-cutting programmes operating in several regions. With more than €2 billion euros contracted, the rate of implementation of the EUTF for Africa improved considerably in 2017-2018. As of 31<sup>st</sup> December 2018, 89 new programmes have been approved for the Sahel/Lake Chad window, for a total amount of €1.5 billion. In the first half of 2018, 9 new programmes were approved for this window for a total amount of €208 million, as well as a new cross-window programme under the EU-IOM Joint Initiative for a total amount of €115 million.

The EUTF has been - beyond bilateral and national financial efforts - the main European funding instrument for the JVAP initiatives and an essential tool for pooling resources. The EUTF helped to improve the consistency and coordination of the initiatives financed by different donors and was able to respond with greater speed and flexibility than other, more conventional aid instruments. In 2017 and 2018, owing to an intense dialogue and an enhanced partnership with the implementation partners, the EUTF was able to continue to reduce the period between the identification, formulation and approval of initiatives. Through intense dialogue and strengthened partnership with implementing partners, the EUTF mechanism has helped to reduce implementation delays in a number of initiatives between 2017 and 2018. In addition, the dialogue with partner countries and local, national and regional actors has improved. Efforts have been made to involve partner countries in the decision-making process and in the formulation of the EUTF strategy for Africa, including the adoption of operational frameworks for each region.

In 2017, the three operational windows of the EU Trust Fund for Africa increased their respective efforts to put in place processes and systems to improve the monitoring and evaluation functions of the Fund. AKVO - Real Simple Reporting (RSR), a shared and publicly-accessible monitoring platform that integrates all projects and logical frameworks, was created to improve the monitoring and reporting system. It sets out specifically the expected and actual results, outputs and impact of the EU Trust Fund for Africa programmes according to the specific indicators of each action. This platform also provides a view of the results obtained for the EUTF as a whole through the macro-indicators of the EUTF common to all three windows. Of the 165 programmes that have already started via the EUTF, some results are already tangible. However, it is still too early to judge the real effectiveness and impact of the actions implemented through the instrument.



The expected conclusions and recommendations on the performance of the EUTF instrument should make it possible to better evaluate this tool. In addition, despite the progress made in the various windows, some challenges remain. They generally refer not only to the ownership of the EUTF by partner countries, particularly in implementation, but also to the complementarity of the various intervention instruments and the agencies' capacity for absorption and rapid contractualisation. In addition, the remaining resources of the EUTF would fall short of the increasingly important priority needs identified in each intervention window. The predictability and sustainability of EUTF resources could thus be an important challenge in the implementation of the JVAP.

The contribution of other sources of funding, including other European Union programmes, bilateral funding from EU Member States and from African partners was crucial in the implementation of the JVAP.

To achieve the goals of domain 1, an additional European instrument, the External Investment Plan (“EIP”) will play a key role, although differently and on a longer-term basis. The EIP, launched in September 2017, was created to stimulate investment in Africa and in the Neighbourhood of the European Union, and introduces a new approach for eradicating poverty by creating decent jobs and by enabling inclusive and sustainable development. With a contribution of 4.1 billion euros from the European Commission, the EIP should lead to the mobilisation of more than 44 billion euros of investment by 2020. The EIP and new European Fund for Sustainable Development (EFSD) have attracted considerable attention. Thirteen (13) partner institutions responded to the EIP's invitation to propose investment programmes in five priority areas of the EDF guarantee. After examining the proposals, the European Commission recently gave the green light to a set of 12 financial guarantee tools worth around 800 million euros. This will mobilise 8 to 9 billion euros of public and private investment in Africa and neighbouring countries. A second set of additional guarantee tools is expected in October/November 2018 and the first guarantee agreements should be signed before the end of 2018. In addition, last year the EU agreed to invest almost 1.3 billion euros in over 52 projects in Africa and in the European Neighbourhood Policy under the EIP. The EU contribution approved in 2017 will release a total of around 10.6 billion euros in public and private investment.



## SECTION 4: GENERAL RECOMMENDATIONS FOR THE SOM

On the basis of the Individual Analysis Report of the Rabat Process, the partners of the Rabat Process issue the following recommendations for the 2018 SOM in Ethiopia:

### Under operational recommendations:

#### **1. The need to maintain and strengthen the linkages between the JVAP and the various strategic frameworks of existing regional processes.**

From this perspective, the partners of the Rabat Process make the following specific recommendations:

- The need to take into account the harmonisation of the Marrakech Action Plan with the 5 areas of the JVAP.
- While preserving their regional identity and particularities, increase cooperation and engagement between regional processes and operationalise the joint Luxor conclusions.

#### **2. The need for a coherent, inclusive and balanced implementation of the JVAP.**

In this regard, the partners of the Rabat Process specifically recommend the following:

- The articulation of implementation strategies with intra-African and regional integration logics (role of the Regional Economic Communities and the African Union);
- The promotion of transnational projects that respond to the common challenges of regional sub-areas (Sahel countries; Lake Chad region countries);
- The inclusion of all African countries, including those facing structural migration challenges but not at the forefront of migration flows;
- Strengthening ownership, through inclusive planning at all levels of the process (design, identification, formulation, implementation and evaluation of projects), and on the basis of an understanding of political, social and economic realities and dynamics at national, but also local/sub-regional levels;
- Maintaining and strengthening the balanced approach to the implementation of the JVAP with equal attention (in terms of initiatives and policies) to be paid to each of the 5 areas.

#### **3. The importance of having comprehensive and coherent policies**

Include policies that are participatory, context-specific, multisector and implemented in a holistic and coordinated way. All stakeholders should be involved in monitoring, evaluation

and policy formulation. The roles and responsibilities of stakeholders should be clearly integrated into national strategies to ensure coherence, effective implementation and review after their evaluation. The proper implementation of policies requires government intervention at the appropriate level, in coordination with other levels and development partners in accordance with the principles of added value and subsidiarity.

#### **4. The need for effective monitoring of the Valletta Framework**

In this regard, the partners in the Rabat Process wish to draw lessons from the JVAP monitoring and reporting tool for the next SOM 2018 and specifically recommend the following:

- The need to identify monitoring indicators for each domain. This would not only make better use of the cross-sectional data collected but also enable global reporting (global pacts, ODDs);
- The need to continue efforts to feed the JVAP monitoring and reporting tool and to communicate data;
- The need to adapt the JVAP monitoring and reporting tool according to needs and lessons learned.

#### Under the strategic/policy recommendations:

##### **1. The need to conduct a strategic reflection on the scope of Domain 1.**

Addressing the root causes of migration involves a wide range of actions in the fields of development cooperation, diplomacy, peacekeeping operations, economic exchanges, etc. All these dimensions must continue to be taken into account in the context of the JVAP.

However, the partners of the Rabat Process wish to make the following strategic recommendations:

- Make a clearer distinction between areas of action that fall within the migration issue itself and those already covered by other competences, in particular in the context of development cooperation. This would avoid duplication and facilitate the monitoring and implementation of actions undertaken under the JVAP. Indeed, addressing the root causes of migration involves a wide range of actions in the areas of development cooperation, diplomacy, peacekeeping operations, economic exchanges, etc. All these dimensions must continue to be taken into account in the context of the ACAP.

## **2. The need to update the JVAP:**

The JVAP remains a relevant framework and covers all areas of migration. To take into account the changing context of development priorities, the JVAP must remain an open and dynamic framework. In this respect, the partners recommend the following:

- Update the objectives of the JVAP by ensuring greater articulation and coherence with the MDGs of Agenda 2030 and those of the Global Compact for Safe, Orderly and Regular Migration and the Global Compact for Refugees;
- The need to develop an update schedule and to mandate a specific team for this purpose;
- The need to develop a schedule of priorities with comparable indicators by domain in order to answer impact questions and improve monitoring. This timetable should be consistent with and complementary to the implementation of the Marrakech Plan;
- The need for better prioritisation of activities/projects according to the short, medium and long term.

## **3. Recognise the momentum of political dialogue on migration issues**

- Recognise the added value of regional dialogues on migration in a global context.

## **4. With regard to the predictability and sustainability of funding**

Addressing the root causes of irregular migration and building sustainable migration management systems requires sustainable, flexible and timely financial instruments. The partners make the following recommendations:

- Include in the JVAP the tools and instruments available for its implementation;
- Develop policy messages on proven instruments.

## **5. Develop a calendar** clearly outlining the next steps to respond to the joint recommendations of SOM 2018.

## ANNEX I

### THE IMPLEMENTATION OF THE PRIORITY ACTIONS OF THE JOINT VALLETTA ACTION PLAN IN THE RABAT PROCESS REGION

#### **DOMAIN 1<sup>2</sup>: DEVELOPMENT BENEFITS OF MIGRATION AND ADDRESSING ROOT CAUSES OF IRREGULAR MIGRATION AND FORCED DISPLACEMENT**

	<b>Projects</b>	<b>Policies and legislations</b>	<b>Total</b>
<b>Domain 1</b>	299	20	319

**Priority Action 1** : Launch projects to enhance employment opportunities and revenue-generating activities in regions of origin and transit of migrants in East, North and West Africa to enhance the professional skills and employability of young people, including the AU/NEPAD skills initiative, access to digital technologies, support to micro, small- and medium-sized enterprises in the formal and informal sectors and increased access to finance

- 51** Initiatives listed in the database have contributed to the realisation of this priority action
- 50** Projects developed or implemented
- 1** Policies and laws drafted

- Rabat Process implementation countries: **20**
- Europe: **3**
  - West Africa: **11**
  - Central Africa: **2**
  - North Africa: **4**

Initiatives examples:

National investment policies; projects for strengthening the competitiveness of businesses in the departure areas; private sector development programmes; support for the development of professional skills

**Priority Action 2** : Launch projects linking relief, rehabilitation and development in peripheral and most vulnerable areas characterised by instability, forced displacement and irregular migration, providing a targeted response to tackle the main determinants of vulnerability (poverty, marginalisation, exclusion, destitution) and targeting populations at risk (especially youth)

<sup>2</sup> [1] Data on the initiatives include policies, legislations, projects and programmes pertaining to a single Domain 1. Initiatives that pertain to more than one Domain and/or Dialogue are not included in order to avoid double counting. Only published initiatives are included. The timeframe is from the on-set of the JVAP. This rule applies to all entries across 5 Domains. Data extracted on 21 September 2018.



**26** Initiatives listed in the database have contributed to the realisation of this priority action

Rabat Process implementation countries: **12**

- West Africa: **9**
- Central Africa: **2**
- North Africa: **1**

Initiatives examples:

Conflict management programmes; projects for improving food security; programmes responding to the impact of population movements; initiatives related to access to education

**Priority Action 3** : *Operationalise the African Institute on Remittances to serve as a focal point for all stakeholders in African remittances, a centre of excellence on African remittances as regards research, advocacy and private sector engagement; and a hub through which technical assistance and capacity building regarding remittances would be provided to African Union Member States' organisations (central banks, ministries, banks, and non-bank financial institutions)*

**2** Initiative listed in the database has contributed to the realisation of this priority action

**2** *Forums on the Commitment of the Diaspora* have been organised by the African Institute for Remittances with the support of the Rabat Process, contributing to making the African Institute for Remittances a major focal point for the parties concerned by remittances in Africa.

**Priority Action 4** : *Facilitate responsible private investment in African agriculture, agri-business and agro industries and boost intra-African trade and exports of agricultural products through agricultural finance initiatives and by working with like-minded organisations, with immediate effect, with a view to contributing to rural economic transformation, taking due note of the African Union's Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods*

**20** Initiatives listed in the database have contributed to the realisation of this priority action

Rabat Process implementation countries: **14**

- West Africa: **13**
- North Africa: **1**

**17** Projects developed or implemented

**3** Policies or laws drafted

Initiatives examples:

Support to entrepreneurship and agribusiness in rural areas; programmes for supporting the implementation of agricultural policies; sustainable agricultural development projects; rural development programmes



## DOMAIN 2 : LEGAL MIGRATION ET MOBILITY

	Projects	Policies and legislations	Total
Domain 2	19	11	30

**Priority Action 5 :** *Double the number of scholarships for students and academic staff through the EU supported Erasmus+ programme in 2016 compared to 2014*

2 Initiatives listed in the database have contributed to the realisation of this priority action

Initiatives examples:

Granting of education scholarships for students originating from certain partners countries of the Rabat Process; internships in foreign countries

**Priority Action 6 :** *While respecting the national selection and admission procedures, launch pilot projects that pool offers for legal migration (e.g. for work, study, research, and vocational training) by some EU Member States or associated countries to selected African countries as an element of the comprehensive logic of the Action Plan*

2 Initiative listed in the database has contributed to the realisation of this priority

Initiatives examples:

Project enhancing professional mobility; information sessions; training in foreign countries

**Priority Action 7:** *Organise, in the framework of the Rabat and Khartoum processes and the Migration and Mobility Dialogue, workshops on visa facilitation*

1 Thematic meeting on the facilitation of visas organised as part of the Rabat Process in Cidade Velha (Cape Verde) in November-December 2016, in which more than 28 partner countries participated and by the end of which 20 recommendations were issued.

### DOMAIN 3 : PROTECTION AND ASYLUM

	Projects	Policies and legislations	Total
Domain 3	66	4	70

**Priority Action 8:** Regional Development and Protection Programmes in the Horn of Africa and North Africa should be up and running by mid-2016. Their aim is to address the protection and developmental needs of people suffering long-term displacement and their host communities. The programmes will focus on durable solutions, enhancing protection capacities of hosting countries, and creating development and livelihood opportunities for displaced populations and host communities, including in areas such as income generation, jobs, and education

5 Initiatives listed in the database have contributed to the realisation of this priority action

Initiatives examples:

Strengthening institutional capacities in the area of asylum and raising awareness on the dangers of irregular movement in Morocco

**Priority Action 9:** Carry out trainings and improve the quality of the asylum process, in close cooperation with UNHCR and with the support of EASO, in countries of origin, transit and destination.

5 Initiatives listed in the database have contributed to the realisation of these two priority actions

3 Countries of implementation in the region of the Rabat Process (North Africa)

Initiatives examples:

Programmes for accessing education for populations living in camps or in host communities; national migration and asylum strategies; humanitarian response plans; national solidarity policies; training on the integration of migrants; operations for the protection of refugees and asylum-seekers

**Priority Action 10 :** Develop targeted projects to improve resilience, safety and self-reliance of refugees in camps and host communities in countries most affected by forced displacement in close coordination with host countries, international organisations

1 Initiative listed in the database has contributed to the realisation of these two priority actions: Preparatory and Early Start-up support for the integration of returnee, refugee and displaced populations, including supporting the needs of the host communities in the Diffa region of Niger.

**DOMAIN 4: PREVENTION OF AND FIGHT AGAINST IRREGULAR MIGRATION, MIGRANT SMUGGLING AND TRAFFICKING IN HUMAN BEINGS**

	<b>Projects</b>	<b>Policies and legislations</b>	<b>Total</b>
<b>Domain 4</b>	55	17	72

**Priority Action 11:** *Establish or upgrade national and regional anti-smuggling and anti-trafficking legislation, policies and action plans in countries and regions of origin and transit of migration. Identify single national contact points for anti-smuggling and trafficking activities to enhance cooperation, including with counterparts in EU Member States and associated countries and in Europol*

**13** Initiatives listed in the database have contributed to the realisation of this priority action, of which **7** are policies and laws

Rabat Process implementation countries: **8**

- Europe: **1**
- West Africa: **4**
- Central Africa: **1**
- North Africa: **2**

*Initiatives examples :*

Support for the development of legislation against the smuggling of migrants and the trafficking of human beings and to provide protection and assistance to victims and witnesses

**Priority Action 12 :** *Implement projects focused on strengthening institutional capacities to fight against the smuggling of migrants and trafficking in human beings networks, both in origin and transit countries located along the West Sahel routes, and raise awareness on this problem among the populations concerned*

**7** Initiatives listed in the database have contributed to the realisation of this priority action

Rabat Process implementation countries: **6**  
(West Africa)

*Initiatives examples :*

Training in matters of the fight against the smuggling of migrants; programmes for reinforcing border control

**Priority Action 13 :** *Set up a joint investigation team in Niger against migrant smuggling and trafficking in human beings networks, as a pilot project to be potentially replicated in other countries or regions at their request*

*Initiatives examples :*

Establishment of the Joint Investigation Team (JIT) which aims to strengthen cooperation between the countries of destination and transit in matters of the fight against criminal





networks of smugglers and traffickers of human beings. A joint team made up of French, Spanish and Nigerian leaders was created in Niger. This initiative, after a year of working in the field, led to the arrests of **137** suspects, the seizure of **38** vehicles and the dismantling of **23** national and international networks of migrant smuggling and human being trafficking.

**Priority Action 14** : *Organise information campaigns in countries of origin, transit and destination, to raise awareness of the general public and potential migrants and victims on the dangers of trafficking in human beings and smuggling of migrants, their recruitment processes, including through public broadcasting services programmes aimed at informing the general public and potential migrants about the migratory situation in Europe*

**5** Initiatives listed in the database have contributed to the realisation of this priority action.

Rabat Process implementation countries: **5**

- West Africa: **2**
- Central Africa: **2**
- North Africa: **1**

Initiatives examples :

Awareness campaigns on the risks of illegal migration in Cameroon.

**DOMAIN 5 : RETOUR, READMISSION AND REINTEGRATION**

	<b>Projects</b>	<b>Policies and legislations</b>	<b>Total</b>
<b>Domain 5</b>	18	7	25

**Priority Action 15:** *Strengthen the logistical and operational capacity of authorities of countries of origin to respond in a timely manner to readmission applications, including through missions by immigration officials from African countries to European countries in order to verify and identify nationalities of irregular migrants who are not in need of international protection with a view to being returned. Such identification missions will take place in the first quarter of 2016 with at least 10 African countries on a voluntary basis*

- |  |   |          |
|--|---|----------|
| 7 Initiatives listed in the database have contributed to the realisation of this priority action | Rabat Process implementation countries: | <b>7</b> |
|  | • West Africa:                          | 5        |
|  | • Central Africa:                       | 1        |
|  | • North Africa:                         | 1        |

Initiatives examples:

Setting up a modern, integrated and more efficient civil status system that supports the compilation of population statistics in accordance with international norms and standards.

**Priority Action 16 :** *Launch projects in countries of origin to support the reintegration of returnees into their communities aiming at capacity building for authorities and civil society organisations involved in the return and reintegration processes in their field of competence, in particular by integrating the returning migrants in the local community, labour market and social system*

- |  |   |          |
|--|---|----------|
| 6 Initiatives listed in the database have contributed to the realisation of this priority action | Rabat Process implementation countries: | <b>5</b> |
|  | • West Africa:                          | 2        |
|  | • Central Africa:                       | 1        |
|  | • North Africa:                         | 2        |

Initiatives examples :

Reintegration initiatives in partnership with the national employment agencies; programmes aiding in return and reintegration.