

Valletta Summit on Migration

From Policy Coherence to Delivery Coherence

Suggestions for the Valletta Summit Action Plan

September 2015

The Valletta Summit can make a much needed and important contribution to **policy coherence** with a view to addressing the drivers of migration, and more specifically root causes of irregular migration. In addition to achieving greater policy coherence, the Summit should aim at creating **delivery coherence** in establishing a common set of objectives and concrete actions. The commitment to pledging significant financial resources to the implementation of initiatives is stepping up the translation from political agreement to concrete actions on the ground. Beyond the establishment of the migration trust fund the Summit should aim to **extend, upscale and enlarge well-functioning existing initiatives** particularly those based on mutual commitment between partner countries, and place them in a coherent delivery framework.

As outlined in the ICMPD paper on 'A common Political Basis - Cooperation on Migration between Africa and the European Union' over the past decade a continuous common effort has been made to establish shared commitments between partner countries on both continents in the area of migration and mobility. The appeals made within the framework of the Rabat Process, the EU-Africa Partnership and the Khartoum Process have been confirmed in a set of common declarations. The Valetta Summit Action Plan has to build firmly on these existing comprehensive frameworks and focus on refining and concretising key areas **jointly** identified in these frameworks.

The aim of this paper is to address the ways and means in which support could be enhanced, to highlight some key initiatives which, by means of creating synergies with existing frameworks, can support coherent delivery and to identify other factors of success of a comprehensive action plan of Valletta.

I. What have we learnt? Building a solid foundation for sustainable cooperation

The identification of funds and areas of cooperation are important elements for making a difference on the ground. However, stepping up financial resources and broadening areas of intervention alone will prove insufficient. In order to achieve tangible impact it will be equally important to **define how cooperation should be structured and organised** and which instruments and mechanisms should support the achievement of jointly defined results. We therefore recommend including a **dedicated chapter on HOW** cooperation should be structured and organised, focusing among others on:

a) A coherent delivery framework as a bedrock for concrete cooperation

1. Migration dialogues may sometimes be considered lacking specific and tangible practical relevance. However, to launch, conduct and monitor a **dialogue is an operational project in itself**. It demands continuous engagement and interaction from its members and lives of the input and commitment of all participating states and organisations. It can thus be considered as the very foundation and a catalyst for successful operational cooperation. It can serve as an information sharing and stock taking platform as done in the past in the framework of the EU-Africa MME partnership and the Rabat Process. For the coming years such a framework will continue to exist for EU-African relations in the area of migration as the EC made available the necessary funding through the Migration and Mobility Dialogue (MMD) project.
2. **A solid monitoring system** of the Valletta commitments may benefit from a design which reflects the collaborative spirit of the declaration and both reviews and renews

the common commitments in all areas of action. Continuous reflection among partners on the issues at stake can support the dialogue as such and leave behind the notion of monitoring being merely a bureaucratic exercise. The establishment of such a solid monitoring and reporting system for the Valetta commitments could be supported through the existing EU-Africa Dialogue initiative: the MMD.

b) A long-term commitment to cooperation instruments

1. Long term cooperation has to be backed by long term commitment **to specific instruments**. In order to respond to various needs (small-scale, large-scale, confidence building, broad technical cooperation) **different instruments of different scope** have to be available over a longer period of time. Also, project structures can be costly in their establishment and it takes time to establish the trust and partnerships required to generate ownership and sustainability of the envisaged activities and outcomes.

The Valletta Summit will announce the **availability of unprecedented financial means in the form of a trust fund**, which can only be commended. When the conditions are ripe for large scale projects 'Thinking BIG' can bring about significant change. At the same time, a **comprehensive architecture of cooperation instruments** should service to both small and large scale needs. Employing successful pilot projects as a starting point can be beneficial in several ways: it diminishes the risk of project failure and further strengthens its impact as it can be built on the lessons drawn from previous initiatives.

c) A basis for delivery coherence: selected initiatives implemented by ICMPD

Essential parts of a **comprehensive architecture of instruments** for cooperation exist already and can be used **for immediate action** directly following up to the Valletta summit. These programmes can be upscaled and adapted if need be, but should run over a significant period of time in order to keep the momentum. Most of these programmes/ facilities operate on a **demand driven basis** and thereby underline the ownership and commitment of the respective African partner country. The following examples are derived from selected initiatives currently implemented by ICMPD.

- **MMD facility/ small scale actions:** Ad hoc requests of engagement/ deployment of expertise directly related to dialogue; this follows the experience of the technical assistance facility deployed within the Rabat process;
- **MMD facility/ flagship actions:** medium sized capacity building in direct relationship to dialogue;
- **Migration EU Expertise Programme (MIEUX):** flexible response to short and mid- term needs in all areas of migration management based on a demand-driven approach; **50 requests for action (each comprising various activities) have been received from African countries since 2009.** Many countries who already benefitted from MIEUX's support have requested a complimentary action to further pursue the road towards strengthened capacities.
- **Support to Free Movement of Persons and Migration in West Africa:** This substantial support project (€25M) for the ECOWAS Commission and the ECOWAS MS alike focusses on lifting barriers to mobility within the ECOWAS zone; it deals with **integrated border management, trafficking in human beings and labour migration**. The initiative has established a Demand Driven

Facility aiming at the operationalisation of flagship initiatives on the level of the ECOWAS Member States. This comprehensive support package for sub-regional free movement **should be extended to and replicated for other Regional Economic Communities in Africa;**

There are other good examples of initiatives executed by other partners, too, that could be included in the follow up to the Valletta Summit.

In order to **enhance delivery coherence** in practice the following **guiding principles** should thus be considered:

- Establishing true partnerships with the partner country in the planning, implementation and evaluation of initiatives for successful change management;
- Building support on the basis of existing commitments and mechanisms;
- Giving preference to triangular or South-South cooperation particularly in the area of capacity development;
- Where possible, targeting long term financial engagement.

II. **Where do we come from? Looking back and charting the way ahead in key thematic areas for cooperation**

- a) **Integrated Border Management (IBM)** has been one of the key areas for knowledge exchange within the Rabat process over the past years. A number of cooperation projects are ongoing, including the recently started, EU funded and ICMPD implemented **€2M border management project in Tunisia**, as well as the ongoing, **\$3.8 Japanese funded, 'Border management and border communities in the Sahel' project**, where ICMPD has partnered with UNDP for implementation.

In order to achieve greater impact **an IBM flagship initiative of min. €100M in West Africa should be established** focusing on the concept of 'corridors' and combining security, mobility, economic and good governance aspects.

- b) Support for **sub-regional mobility and migration** responds to both African and European interests. The **€25M support project for the ECOWAS Commission and its Member States** should serve as reference project in this regard and should be replicated in other Regional Economic Communities. The AUC efforts for **pan-African labour mobility** should be duly considered as well.

- c) **Effective Diaspora engagement** represents a key success factor of the Valletta Summit. Good examples and successful initiatives could serve as basis for reinforced action:

1. The EU funded **MIEUX programme** has supported African countries in reaching out to their diasporas, building institutional capacity and integrating the topic in national migration and development strategies. Support has been provided to **Malawi, Burundi, Ghana, Togo, Benin and Côte d'Ivoire**. The most recent request was received from the **Democratic Republic of the Congo**.
2. The **EUROMED Migration III** programme put a distinct emphasis on the potential of the highly qualified diaspora.
3. The African diaspora's **Africa-Europe Development Platform** forms part of the Migration and Mobility Dialogue initiative and continues its efforts to consolidate

the African diaspora's role in national and regional development processes and projects.

- d) **Trafficking in Human Beings** is a key focus area for joint commitments with numerous initiatives launched. The € 25M support project for the ECOWAS Commission and its MS can serve as a reference project for this area. In the framework of this support project, an initiative on **strengthening the capacities of Niger** in implementing ECOWAS' policies relating to combatting trafficking in human beings on both national and regional levels has just been launched. The importance of **national and transnational referral mechanisms of victims** has to be underlined in the context of this form of organised crime which transcends borders.
- e) **The area of return and reintegration** remains a politically sensitive area for cooperation when it comes to return in the context of readmission procedures. Pilot projects can help to establish common ground. Activities should be accompanied by a **(forced) return monitoring mechanism** inspired by similar efforts at EU level.

III. **A comprehensive approach: targeted thematic areas for inclusion and action**

- a) **Civil Registry:** Functioning Civil Registry systems are key in delivering effective public services. Their singular importance in creating functioning migration management systems and capacities needs to be underlined. The Valletta Summit should consider launching a flagship initiative aiming at the creation of coherent and robust Civil Registry systems in key African partner countries. The implementation of the Rabat Process Support Project has shown that the discussion on civil registry needs to be broadened and cannot be limited to the topics of return and readmission. Civil registry is essential to **ensuring mobility and orderly migration** and is the basis for obtaining travel documents and operationalising free movement protocols such as established within ECOWAS. Synergies with the 11th EDF should be sought in this respect.
- b) **Private sector inclusion:** In order to support the private sector and its key role in creating employment and the important role of migrants and members of diaspora communities in this regard a specific action should strengthen the link between both. Measures should be implemented to finance and support migrant entrepreneurs, diaspora startups and transnational SMEs and encourage the establishment of international diaspora business networks.
- c) In the area of **remittances** smarter financial products should be developed and **financial literacy and inclusion** of migrants and their families strengthened, such as IFAD's 'Financing for Remittances' project (EU co-funded). Pre-departure training and post arrival assistance is also highly relevant in this regard.
- d) **Asylum and International Protection:** More and more host countries are changing their policies with regard to the labour market integration of asylum seekers and refugees. Investing further in **processes for the recognition of education and professional qualifications** of asylum seekers and refugees would represent a

strong joint commitment, and could contribute to creating better conditions for the successful integration of recognised refugees.

IV. Finishing touches: Complementing elements for consideration and contextualisation

- a) With the recent adoption of the **Sustainable Development Goals (SDG)** it would be relevant to make reference to the latter particularly under the 'Guiding Principles for a Political Statement'. Point 2 'Shared responsibility' already contains similar wording to SDG target 10.7 and would benefit from a closer reference and more similar wording.
- b) The bullet point with regard to **diaspora** (section 1) could be reformulated as follows:

"Support partner countries to promote inclusive **diaspora engagement** and dialogue, as well as outreach and protection to migrant communities, recognising migrants' and diaspora's manifold contributions to sustainable development. Support will be given to African diaspora in Europe to further consolidate, enable and enhance their role in national and regional development processes and projects. Further reflections on involvement of European diaspora in Africa will be pursued. Civil Society Organisations and government agencies will also be encouraged to cooperate with professional diaspora communities (recruitment policies, capacity building and training, diaspora initiatives).

 - *Specific actions: Support the development of comprehensive diaspora engagement policies and outreach programme through e.g. upscaling of initiatives launched within the MIEUX programme; Continue political and financial support for the consolidation of the **Africa-Europe diaspora development platform**; Implement measures to directly support diaspora development actions at local and national level;"*
- c) Section 4 on the prevention of and **fight against migrant smuggling and trafficking in human beings** is presently very much focused on counter smuggling efforts. A **balance** between both should be aspired to and areas of intervention foreseen which accommodate the complexity of trafficking in human beings. For instance, the **particular vulnerability** and resulting specific needs of victims of trafficking should be underlined.
- d) The adequate language on **social rights and integration of workers**, including the role of social partners (especially with regard to the implementation and evaluation of migration policy priorities and integration of workers) should be included in the outcome document.
- e) In the thematic area of **International Protection and Asylum** the bullet point on 'centres' gives priority to persons rescued at sea. Language should be broadened in order to better reflect international commitments and a much more complex reality with regard to potential beneficiaries of such centres.
- f) **Geographic balance**: Whereas reference is made to North and East Africa, **West Africa** is not mentioned so far.