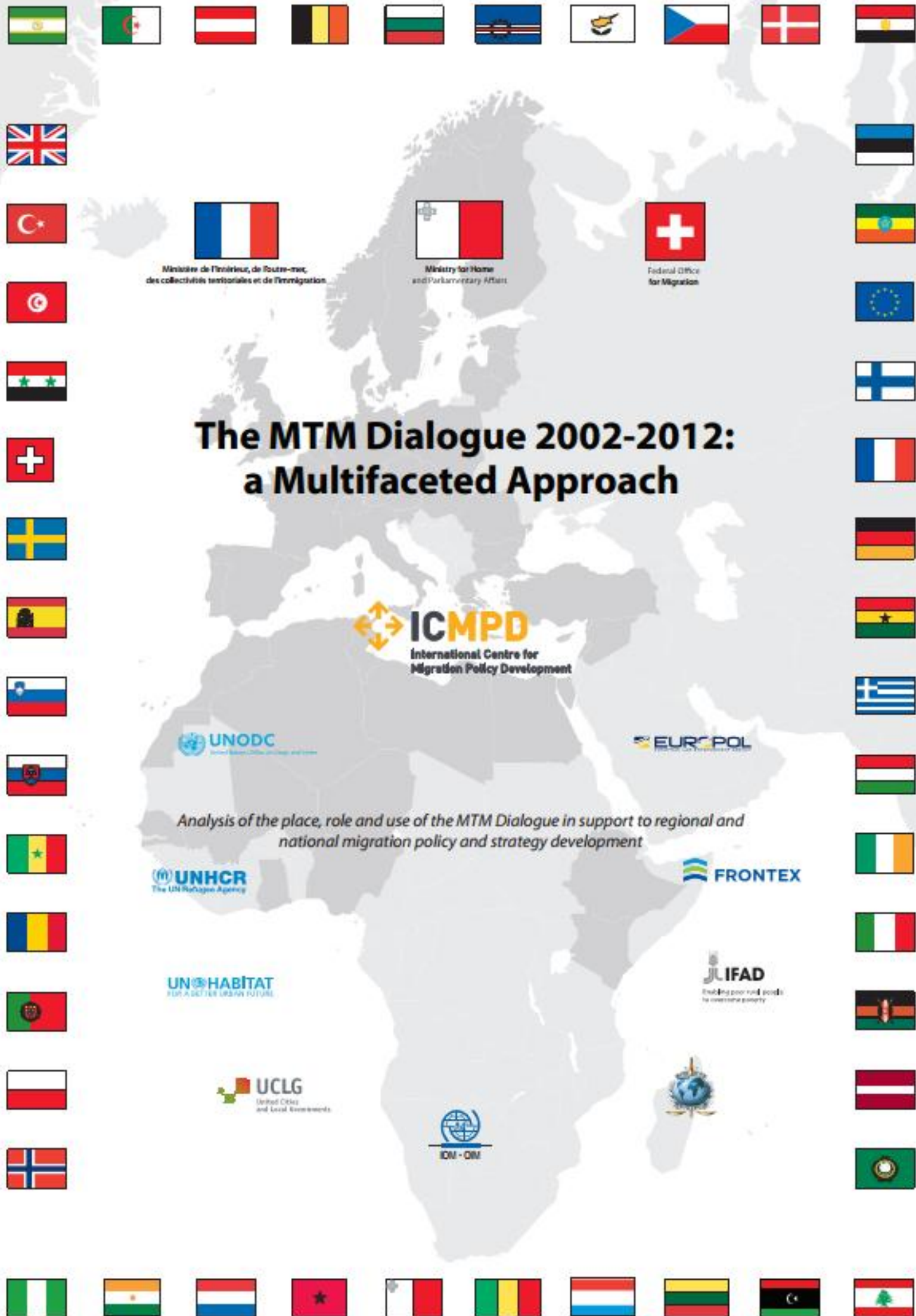


# The MTM Dialogue 2002-2012: a Multifaceted Approach



*Analysis of the place, role and use of the MTM Dialogue in support to regional and national migration policy and strategy development*



Ministère de l'intérieur, de l'outre-mer,  
des collectivités territoriales et de l'immigration

Ministry for Home  
and Parliamentary Affairs

Federal Office  
for Migration

## Table of Contents

<b>Table of Contents .....</b>	<b>2</b>
<b>Foreword.....</b>	<b>Error! Bookmark not defined.</b>
<b>Acknowledgements.....</b>	<b>Error! Bookmark not defined.</b>
<b>EXECUTIVE SUMMARY .....</b>	<b>4</b>
<b>1. Introduction .....</b>	<b>5</b>
1.1 <i>Background</i> .....	6
1.2 <i>Methodology of the exercise and its aims</i> .....	7
<b>2. The place of the MTM Dialogue in the international context and its four phases.....</b>	<b>9</b>
2.1 <i>The international context of the MTM Dialogue</i> .....	9
MTM Partner States .....	9
MTM Partner Agencies .....	10
MTM Observers and ad-hoc partners.....	11
Legal and Policy Framework .....	11
Relations with other forums .....	11
2.2 <i>Exploratory Phase: 2002-2003</i> .....	14
International context.....	14
MTM strategic approach and core issues.....	14
Main results .....	15
2.3 <i>Consolidation Phase (2004-2005)</i> .....	15
International context .....	15
MTM strategic approach and core issues .....	15
Main results .....	16
2.4 <i>Project Phase (2006-2008): ‘Moving Forward Together’</i> .....	16
International context.....	16
MTM strategic approach and core issues.....	17
Main results .....	19
2.5 <i>A Dialogue in Action (2009 – ongoing)</i> .....	19
The International context .....	20
MTM strategic approach and core issues.....	20
Main results .....	22
<b>3. The role and use of the MTM Dialogue: Technical instruments.....</b>	<b>25</b>
3.1 <i>Informal meetings: the core of the Dialogue</i> .....	25
3.2 <i>Linking Emigrant Communities for More Development: an innovative approach</i> .....	28
3.3 <i>The i-Map: an instrument in progress</i> .....	30
3.4 <i>Technical Assistance Projects</i> .....	37
3.5 <i>Analysis activities and reporting</i> .....	38
<b>4. The role and use of the MTM Dialogue: Ownership process.....</b>	<b>40</b>

4.1 *Government Participants* ..... 40

4.2 *Interagency cooperation* ..... 41

4.3 *The MTM Secretariat* ..... 42

**5. Concluding remarks**..... 44

5.1 *Lesson learnt* ..... 44

5.2 *Main opportunities and challenges*..... 45

    Irregular and mixed migration ..... 45

    Migration and development ..... 45

    City-to-City Dialogue ..... 46

5.3 *Steps forward* ..... 47

**List of acronyms** ..... 48

**Summary of Discussions** ..... 50

## EXECUTIVE SUMMARY

Over the past decade, migration has evolved into one of the most important issues on the European, Mediterranean and sub-Saharan political agendas. Due to its impact on various policy fields, e.g economics, politics, social policy, and security, there is a growing need to address its opportunities and challenges effectively at local, national, and regional level. As a result, an interregional approach has emerged to support the development of policies and agreements that can harness the benefits of migration in a constantly evolving environment.

These interregional approaches aim to strengthen cooperation between states and to promote domestic accountability for more policy coherence. It has manifested itself through the increase of bilateral and regional agreements and the use of high-level political forums to enhance cooperation between states affected by migration. The EU-Africa Partnership on Migration, Mobility and Employment (MME), the Rabat Process, the Union for the Mediterranean/EUROMED, and the 5+5 Dialogue have become some of the most pertinent frameworks for dialogue and consultations.

The MTM Dialogue framework has managed to create its unique path in tackling migration issues. It focuses on two main Pillars: that of 'Irregular and Mixed Migration' and of 'Migration and Development'. Since its inception in 2002, it has evolved into an important consultative platform that has forged synergies between states for better migration management in the Mediterranean region and beyond.

This platform provides support to officials in countries of origin, transit, and destination along the migration routes in Africa, Europe, and the Middle East, and aims to enhance the quality and intensity of their cooperation on migration issues. It has prepared the ground for innovative approaches and has led to a more systematic dissemination of information. With the increased interest in the MTM Dialogue, it has progressively expanded its thematic areas of engagement and geographic coverage. It now encompasses 45 countries throughout Europe, North Africa, the Middle East, and sub-Saharan Africa (Partner States) as well as 9 International Organisations (Partner Agencies). To maximise exchange and dissemination of information, the MTM Dialogue's working languages are Arabic, English, and French.

The objective of the MTM is to facilitate dialogue and build trust between Partner States and Partner Agencies through which follow-up activities, such as the implementation of targeted short- and medium-term projects, can be identified. The Dialogue is accompanied by informal meetings, which are crucial for exploring new ways to cooperate between migration officials from countries of origin, transit and destination, and experts from international agencies. Furthermore, new avenues for cooperation and exchange of information between government officials and international agencies are sought in order to expand and strengthen their networks.

One of the flagship instruments supporting the Dialogue is the Interactive Map on Migration (i-Map), which fosters information-sharing and mutual understanding and cooperation among participating countries. The i-Map hosts various regional i-Maps and can be adapted to any regional cooperation framework.

The MTM Dialogue uses an action-oriented approach. The platform's main role is to provide technical support to regional and national migration policies and strategy development. It achieves

results through various ways and means: assessment activities, information sharing mechanisms, analysis, dissemination of information, promotion and development of knowledge-based policies, sharing of perceptions, policies, good practices, priorities and needs with counterparts, promoting and implementing projects and training activities, developing innovative tools, and identifying new opportunities and challenges.

Numerous targeted assessments and reports are produced in the framework of the MTM Dialogue. Furthermore, specific programmes and technical cooperation activities are also implemented in the spirit of this *Dialogue in Action*.

At the core of the MTM Dialogue's actions are the Partner States' concerns and needs. Therefore, the platform is service-oriented to ensure that the ownership of this process remains with the partners. Their active participation and expertise flow into the Dialogue and contribute to an inclusive debate that brings significant value-added to MTM Partner States.

Despite the absence of a 'classical' mandate for political dialogue and its dependence on project-related funding, the MTM Dialogue has proven continuity of action over the past decade. Unlike other dialogue frameworks with rotating presidencies, the MTM Secretariat has managed to keep the momentum and to avoid 'dormant stages' and the inherent loss of momentum, not least thanks to its informal nature and the use of the Chatham House Rules<sup>1</sup>. The MTM Dialogue's decade-long existence is an achievement in itself. The Secretariat's role and cumulative years of experience have been instrumental in progressively building trust among partners.

At the occasion of the Dialogue's 10<sup>th</sup> Anniversary and its commemorative event in Malta in May 2012, this working paper aims to feature the platform's unique and special place, role, and use for national and regional migration policy and strategy development. It does so by describing the MTM Dialogue's place in the international context, achievements, and challenges in the course of its evolution. Its evolutionary path is characterized by four phases starting from an originally simple dialogue framework (2002) to an action-oriented platform (2012). The working paper then explores the role and use of the platform in providing specific technical instruments and in fostering ownership. In conclusion, it draws on some lessons learnt from past and on-going activities that can help to charter the road ahead. This working paper thus aims to contribute to a constructive MTM Dialogue for the years to come by highlighting opportunities and challenges in the field of migration management.

## 1. Introduction

---

<sup>1</sup> Chatham House Rules: participants are free to use the information received. But at the same time, the identity and affiliation of the speakers and participants are not revealed, they remain anonymous. In the MTM Dialogue framework, due to its intergovernmental nature, the name of participants are communicated. However, the Secretariat records what is said, not who says it.

## 1.1 Background

The MTM Dialogue was initiated in 2002 as a technical dialogue to support regional cooperation on transit migration in the Mediterranean area. The MTM Dialogue is supported by an *ad hoc* Secretariat in the International Centre for Migration Policy Development (ICMPD), which fosters a participatory approach and brings together Partner States and Partner Agencies for decision-making.

The informal meetings in February 2003 in Valletta and in June 2003 in Alexandria set the ground for the MTM Dialogue. They represented crucial milestones in defining the aims of the initiative and in identifying possible future activities between Partner States. The following conclusions were reached at these informal meetings:

- Firstly, that the quality and intensity of regional cooperation on migration issues can be enhanced with the continuation of the dialogue and exchange of information between officials of different countries. To that end, an informal process should be created to assist Partner States with their obligations at multilateral and bilateral level. This process should be non-binding for all Partner States and should not overlap with other initiatives;
- Secondly, that the main areas of concern and intervention of the MTM platform should be represented by two Pillars. One with respect to irregular migration with a focus on human trafficking and smuggling of migrants; and the other in the context of migration and development to address the root causes of migration;
- Thirdly, a group of committed Partner States decided that the initiative should be continued and be named 'Mediterranean Transit Migration Dialogue' or MTM Dialogue. At first, the EU funded this initiative.

Over the years, the platform has continued to benefit from financial support and engagement of Partner States and has gained importance in the international arena. With migration issues high on the political agenda of the European Union and a growing attention also by North African and sub-Saharan states, the MTM platform increasingly expanded its areas of engagement and its geographic coverage.

The MTM has managed to create its own specific and flexible approach to foster regional dialogue. As summarised by one of the interviewed stakeholders<sup>2</sup>,

*'Over time it has become a platform for collecting and sharing updated information and a strategic consultative framework for improving the management of migration along the main routes between Africa and Europe' (interview 10).*

Ten years after its foundation, the MTM Dialogue has become an engine in driving forward a mutually beneficial cooperation between Partner States in the field of migration. Today, it is an **informal consultative platform** for migration officials of countries of origin, transit, and destination along the main migration routes between Africa and Europe. Arabic, English, and French are its

<sup>2</sup> A total of 13 participants and stakeholders have been interviewed for this exercise.

working languages. The MTM Dialogue encompasses 45 Partner States from Europe, North Africa, the Middle East, and sub-Saharan Africa, and 9 Partner Agencies.

## 1.2 Methodology of the exercise and its aims

The main purpose of this analysis paper is to examine the relevance of the MTM Dialogue in the international context and to build on the discussions that took place at the occasion of its Tenth Anniversary. It draws on lessons learnt and on-going activities, and shows how the development of regional and national migration policies and strategies has progressed throughout the years.

This exercise consisted of an extensive desk review and analysis of meeting outcomes and other activities within the MTM Dialogue's ten-year existence. A total of 13 in-depth, semi-structured interviews with MTM participants were<sup>3</sup>. The panel of interviewees were carefully chosen to represent the multifaceted approach of the MTM. Geographic and thematic criteria as well as the individual's backgrounds were taken into consideration for the selection of the interviewees. In that way, it was possible to get various perspectives from countries of origin, transit, and destination. Respectively, they consisted of representatives from Northern (1), Southern (2), and Eastern European Partner States (1), as well as sub-Saharan African (1), North African (1), and Middle Eastern Partner States (1). The selection of respondents from international agencies (3) was made in respect of the long-term/short-term involvement of their organisation in the MTM and their engagement in Pillar I or II. The list of interviewees also includes stakeholders (3) with sufficient institutional memory of the MTM Dialogue. Donors and the so-called 'beneficiaries' were also interviewed. Overall, all respondents needed to have professional experience in activities relating to irregular migration (4), migration and development (4), or both (5).

At the occasion of the MTM's Ten-Year Anniversary in Valletta, Malta, on 22 May 2012, additional samples were taken from participants and observers to the MTM. This one-day event focused on current migration perspectives and trends, the structure and role of the MTM, and the future direction that it should take. The various working sessions addressed:

### MTM 10<sup>th</sup> Anniversary Meeting Valletta, Malta, 22 May 2012



1. A retrospective: 10 years of MTM Dialogue;
2. Partner States' perspectives on the role of major intergovernmental dialogues on migration;
3. The views of Partner Agencies on the current *status quo* and future opportunities and

<sup>3</sup> 9 interviews were conducted on the occasion of the MTM i-Map Expert Meeting on Migration and Development held in Rome, 29-30 March 2012. 5 interviews were conducted by phone.

Lastly, this paper will formulate some concluding remarks and highlight a number of opportunities and main challenges for the MTM Dialogue in the coming years. The analysis should provide a better understanding of the added-value of the MTM Dialogue so that its impact can be leveraged for the benefit of the MTM Partner States and Agencies.



## 2. The place of the MTM Dialogue in the international context and its four phases

This chapter will first look at the MTM in the context of regional migration policy and strategy development. The following sub-chapters describe in more detail the MTM evolution in four phases, namely:

1. The **Exploratory** phase (2002-2003);
2. The **Consolidation** phase (2004-2005);
3. The **Project** phase (2006-2008); and
4. The **Dialogue in Action** phase (2009-ongoing).

Each of these phases will be explored in light of its place in the international context, the specific MTM methodology applied, and the main outputs achieved.

### 2.1 The international context of the MTM Dialogue

The specific function of the MTM Dialogue is to support, at technical level, interstate and interregional cooperation along the migration routes in Africa, the Middle East, and Europe. The interagency approach is central to the MTM methodology, which helps to avoid duplication and overlapping activities. The MTM guiding principles fully respect and promote international legal and policy frameworks. Furthermore, the MTM programme is designed in a way to ensure that synergies are created with the most relevant formal intergovernmental cooperation frameworks.

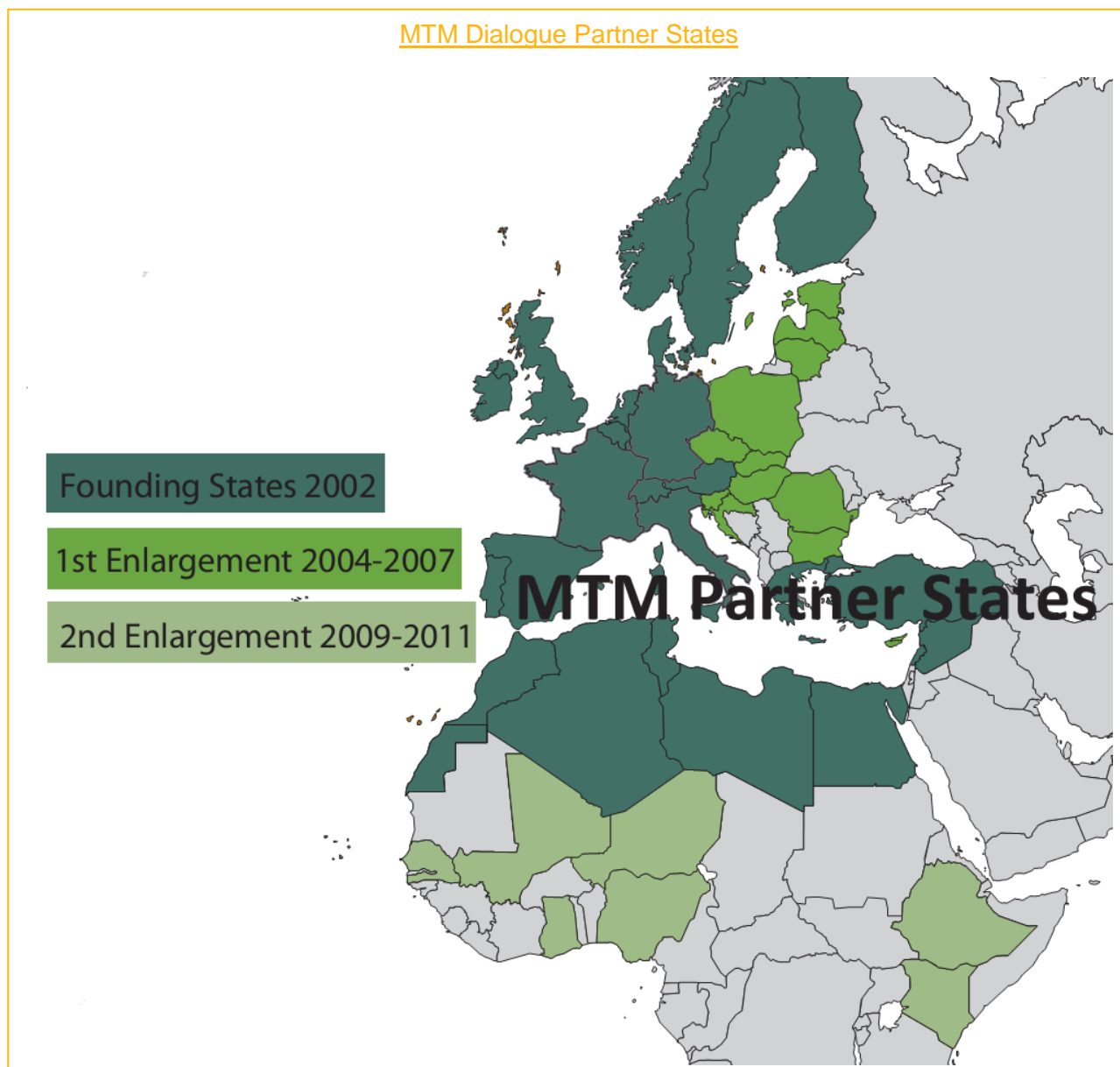
#### ***MTM Partner States***

In 2002, the MTM consisted of following 27 MTM Partner States:

- Algeria, Cyprus, Egypt, EU 15 Member States, Lebanon, Libya, Malta, Morocco, Norway, Switzerland, Syria, Tunisia, and Turkey.

Over the years the following countries joined the Dialogue:

- 2004: Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, and Slovenia
- 2006: Croatia
- 2007: Bulgaria and Romania
- 2009: Cape Verde, Ethiopia, Ghana, Mali, Niger, Nigeria, and Senegal
- 2011: Kenya



The MTM's expansion came as a result of EU enlargement (2004-2007) and the request of MTM Partner States to strengthen upstream cooperation. For that reason, key countries further along the main migration routes were later invited to join the MTM (2009-2011). Not all Partner States have an active role or even participate in the MTM Dialogue.

### ***MTM Partner Agencies***

In order to provide MTM Partner States and their representatives with the most relevant expertise, the Secretariat has quickly managed to build up a network of experts for assistance. In that way, Partner States can participate with evidence-based knowledge in the technical discussions of the MTM Dialogue. The Secretariat's partners are relevant international organisations that operate in various fields: on migration and refugee issues (IOM and UNHCR), on security and stability (EUROPOL, Frontex, Interpol, and UNODC), on international development and cooperation (IFAD and IOM), and on migration and urban development issues (UCLG and UN-Habitat). It is also

important to underline that the European Commission, although not an MTM Partner Agency *per se*, has been instrumental to the MTM. The European Commission helps in defining the MTM's working programme and supports the implementation of its activities.

MTM Partner States and Partner Agencies as well as the European Commission are the main donors of the MTM Dialogue<sup>4</sup>.

### **MTM Observers and ad-hoc partners**

The League of Arab States has been an MTM observer since the inception of the Dialogue<sup>5</sup>. Others, such as the African Union Commission, Australia, Caritas, the Council of Europe, DCAF, DIIS, IOPCR, MARRI and SECI Regional Centres, the OSCE, and more recently the EASO, have participated as observers or have partnered on an ad-hoc basis for specific initiatives.

### **Legal and Policy Framework**

The MTM articulates its debates around existing policies and legal frameworks that have been established by states as well as with other agencies and entities. One of its primary tasks is to promote the application of the relevant international legal instruments in the field of human rights, refugee protection, human trafficking, and smuggling of migrants. Moreover, the MTM follows the main European Union and African Union policy guidelines, such the 'EU Global Approach to Migration and Mobility' (GAMM - 2005 and 2011) and the 'African Common Position on Migration and Development' (2006).

### **Relations with other forums**

*'With respect to other forums, the MTM platform is much more practical, and also because of its size. With this format, the exchange of information happens even at the informal level. It is a really useful place to circulate information (...). After a few times, you gain the confidence of the other participants, and you know who you are going to meet next time. The same participants will come, and you know you will have the opportunity to ask them about recent developments in their countries (interview 3).*

Since its inception, the MTM has developed and nurtured synergies with other relevant international agencies and intergovernmental initiatives in the Mediterranean area and beyond<sup>6</sup>. In

<sup>4</sup> Throughout the Dialogue's development, MTM activities have received various forms of funding from numerous committed states and donors. By end of 2012, these supporters are: Austria, Belgium, Caritas, Cyprus, Denmark, Egypt, Ethiopia, European Commission, Europol, France, Frontex, Greece, IFAD, Interpol, Italy, Lebanon, Libya, Malta, Morocco, the Netherlands, Norway, Poland, Portugal, Senegal, Slovenia, Sweden, Switzerland, Syria, Tunisia, Turkey, UNHCR, and the United Kingdom.

<sup>5</sup> At the occasion of the MTM 10th Anniversary Event, the League of Arab States presented its request, through its Arab Expatriate Department, to become an MTM Partner Agency in the field of migration and development and mobility.

<sup>6</sup> The MTM Secretariat participates in the biannual Global Meeting of Chairs and Secretariats of intergovernmental dialogues on migration. Furthermore, the MTM cooperates closely with the GFMD through

2002, two high-level, inter-ministerial political forums were established in the Mediterranean region: the **Barcelona Process/EUROMED**<sup>7</sup> and the **5+5 Dialogue**<sup>8</sup> in which the ICMPD participated on an *ad-hoc* basis<sup>9</sup>. When the MTM was launched in 2002, it was the first inter-governmental dialogue in the Mediterranean region to exclusively address migration issues.



Over the last decade, the international environment for migration policies has become increasingly complex. For that reason, the MTM has actively expanded its scope of action with various actors. One of the key milestones of the MTM has been its linkage to the **Rabat Process**<sup>10</sup>. The Rabat Process was launched in 2006 in view of promoting interregional cooperation on migration issues in the countries along the routes from Western Africa to Europe. It is a high-level, inter-ministerial forum that supports the implementation of numerous bilateral, sub-regional, regional, and multilateral initiatives, as well as the organisation of three inter-ministerial conferences. The Rabat Process has been successful in constructing a friendly environment for dialogue between political leaders that is conducive to joint project implementation and political engagement.



At the MTM's 10<sup>th</sup> Anniversary event, a delegate from a leading country, who participates in both the Rabat Process and the MTM, highlighted the complementary nature of the two platforms. They differ significantly in their approaches towards migration issues. The Rabat Process facilitates international cooperation at the political level and acts on the basis of a three-year action plan, while the MTM is informal and project-based, and remains at the technical and non-political level. Moreover, currently two of the three thematic areas of the Rabat Process (legal migration, irregular migration, and migration and development) are also addressed by the MTM. The geographic coverage of the two initiatives partially overlaps but do not coincide: the MTM covers a wider area and it is more concentrated on the Mediterranean region.

The MTM plays a supportive role with respect to the Rabat Process: due to its technical approach, it prepares the field for relevant initiatives that may occur in the framework of the inter-ministerial forums or at the multilateral, bilateral, and national level.

---

the organisation of regional workshops in line with the agenda of the GFMD Chair e.g. on the contribution of migrant associations to development, Taroudant, Morocco, September 2011; and the Rabat Process through its progressive integration in the i-Map platform.

<sup>7</sup> The Barcelona Process/EUROMED promotes economic integration and democratic reform. It is a framework for political, economic, and social relations between the European Union, its 27 Member States, and 16 Southern and Eastern Mediterranean countries. It addresses the issues and goals set out in the Barcelona Declaration (1995).

<sup>8</sup> The 5+5 Dialogue is a high-level dialogue that has instituted mechanisms for informal exchanges of information in support of regional cooperation on the Western side of the Mediterranean region. It tackles different thematic areas, such as security and stability, economical integration, and regional migration. It includes 5 countries of the South-Western Mediterranean regions and 5 of the North-Western shores.

<sup>9</sup> ICMPD was part of the EuroMed Migration II project (2008-2010) and leads the consortium of the EuroMed Migration III (2011-2014). Furthermore, the MTM Secretariat has participated in various EuroMed Workshops e.g. the EuroMed Police II Workshop, Lyon, March 2010, or the EuroMed Statistics II Workshop, Vienna, October 2010. In addition, ICMPD, notably through the MTM Secretariat, actively participates in the preparation of the 5+5 Senior Official Meetings and Ministerial Conferences since 2004.

<sup>10</sup> See the web site at: <http://www.dialogueafricainmd.net/web/the-rabat-process>.

*'The translation of MTM consultations into concrete projects has not always been simple, and it is not always measurable', yet 'the MTM's continued efforts have nevertheless helped to anticipate and prepare the ground for some of the relevant initiatives in the interregional area' (interview 9).*

The relevance of the MTM for the Rabat Process is mentioned in the Dakar Declaration document (2011), which lists the MTM as an international instrument for cooperation<sup>11</sup>. The MTM helps to understand regional trends and its corresponding challenges. As a consequence, new solutions and targeted initiatives can be developed, good practices and information shared, and disseminated as well as proven methodologies applied to increase the knowledge and common understanding on migration.

In line with the Rabat Process, the MTM has supported initiatives to reduce irregular migration. More recently, the MTM has invested its efforts in creating an environment conducive to the participation of migrants, in particular those living in the diaspora. The intention is to include them in the development of their own countries. The MTM keeps abreast with developments on the Africa-EU Migration, Mobility and Employment (MME) Partnership on matters relating to legal migration. Similarly, it links up with the Global Forum on Migration and Development (GFMD) for issues on migration and development.

The **MME Partnership**<sup>12</sup> was launched during the 2<sup>nd</sup> Africa-EU Summit of Heads of State and Government in Lisbon in 2007. It aims to provide specific and comprehensive responses to the issues of migration, mobility, and employment, and to contribute in creating more and better jobs for Africa. Migration flows can be better managed through the concerted efforts of senior officials at the ministerial level. The MME Partnership thus aims to ensure the implementation of relevant international agreements and declarations at highest level on the basis of the Tripoli Declaration on Migration and Development.



The **GFMD**<sup>13</sup> is a voluntary, informal, non-binding, and government-led process, which is open to all Members States and Observers of the United Nations. It aims to advance the understanding and cooperation on the interlinked topics of migration and development and to elicit practical and action-oriented outcomes. The GFMD has a global geographic coverage, to which around 160 Member State representatives and UN Observers as well as over 30 international organisations, academia and civil society



<sup>11</sup> Specifically, it outlines '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 (MTM)'; see the Dakar Declaration, Rabat Process, November 2011 [http://www.dialogueuroafricanmd.net/web/uploads/cms/Dakar-strategy\\_Ministerial-declaration-migration-and-development\\_-EN.pdf](http://www.dialogueuroafricanmd.net/web/uploads/cms/Dakar-strategy_Ministerial-declaration-migration-and-development_-EN.pdf)

<sup>12</sup> See <http://www.africa-eu-partnership.org/migration-mobility-and-employment>

<sup>13</sup> See <http://www.gfmd.org/en/>

organisations participate. Its Annual Summits, which have been taking place since 2007, do not produce negotiated outcomes or normative decisions.

## 2.2 Exploratory Phase: 2002-2003

### *International context*

One of the initial goals of the MTM was to find its specific role and place in the context of the broader international framework. This first phase (2002-2003) served to define a methodology of action. In the early years, cooperation on migration issues in the Mediterranean region remained largely at the bilateral level. At the time, the European Community was legitimately focusing on issues deemed of higher priority as it was in the last stages of the progressive integration of Eastern European countries in its regional policy and legal frameworks. Some Mediterranean Partner States had already concluded Association Agreements, which provided a formal framework for discussions on migration and related issues, yet they did not have any regional and multilateral agreements. For this reason, the MTM Dialogue created an informal process to 1) support existing multilateral<sup>14</sup> and bilateral cooperation initiatives that would not overlap; 2) complement these initiatives with technical expertise, and 3) provide an opportunity to explore new thematic areas, and specifically, the issue of transit migration.

### *MTM strategic approach and core issues*

The constructive exchange of information is a precondition for finding mutually beneficial solutions. The MTM has made use of such mechanisms to increase the awareness of problems and to foster dialogue.

*'It is not easy to exchange information: in the first meetings, delegates of different countries were suspicious at one another. Migration is a sensitive issue, and to find a way to debate on irregular migration issues proves to be challenging for delegates of countries with different cultures, perspectives, and needs. However, the technical and practical orientations of the discussions, the concrete approach proposed, and also the involvement of several delegates as chairpersons, were key elements facilitating reciprocal understanding and a constructive ground for debate'.*

Although some meetings tackle specific thematic areas, overall the dialogue centres around two main areas: irregular migration and migration and development. To create a level-playing field for all actors involved, the meetings are co-chaired by one delegate of a European state and by one from an Arab state. International agencies are also invited to participate, which facilitates the creation of new partnerships between stakeholders.

<sup>14</sup> Notably the Barcelona Process/EUROMED and the 5+5 Dialogue, as previously mentioned.

*'The MTM has helped to bring about a progressive change of atmosphere at these meetings'.  
(interview 9)*

The League of Arab States as well as the UNHCR have actively participated in meetings. It has reconfirmed the importance of the MTM in tackling issues of asylum and the protection of migrants.

### **Main results**

The MTM Dialogue is launched and a group of Partner States commit financial resources. The Alexandria Consultations Action Plan, which sets up the foundations of the Dialogue, is adopted.

## **2.3 Consolidation Phase (2004-2005)**

### ***International context***

The MTM experienced major changes in the years 2004 and 2005 affecting mostly the Mediterranean region. This happened on two fronts: on the one hand, the EU launched the Global Approach to Migration and Mobility and the EU New Neighbourhood Initiative in December 2005, indicating that a shift has occurred towards the Southern Neighbourhood and Africa. On the other hand, migration issues became more important in Mediterranean and African countries.

A new phase in migration management seemed to emerge with a strong emphasis on international mobility for development and its benefits for countries of origin, transit, and destination. Unlike previous approaches that mostly focused on security aspects, migration flows are then seen from a different angle through which beneficial outcomes for all countries can be achieved. Notably, the African Union endeavoured to develop an African common position on migration and development. In April 2006, Algeria hosted the first African Union expert meeting on migration and development. The MTM Secretariat was invited to attend the debate. In preparation to this meeting, the MTM Secretariat started to develop specific methodologies that addressed the Partner States' identified priorities and its scope of intervention.

### ***MTM strategic approach and core issues***

During the informal meetings in Istanbul and Vienna (2004), and the MTM Conference in Copenhagen (2005) titled *'From 'More Development for Less Migration' to 'Better Managed Migration for More Development'?*, new perspectives on migration were presented. Partner States started defining their priorities for cooperation and areas of intervention, such as data collection and exchange, technical and in-kind assistance, capacity building, and the creation of a network with emigrant communities. In the rather stagnant international context where migration was still low on the political agenda, the MTM Dialogue proved to be at the forefront of innovation-driven dialogue for migration and development. Copenhagen became a crucial milestone in setting the

agenda on migration. The United Nations General Assembly had its first-ever plenary session on migration issues<sup>15</sup> in September 2006.

According to a Southern European delegate, *'for the experts of different countries it is of outmost importance to move on the basis of knowledge. Knowledge brings about reciprocal respect and cooperation. The basis of our work is dialogue, where different partners exchange their views and plan for action: otherwise it is a monologue'* (interview 2).

### **Main results**

In this time period, the MTM became known as an intergovernmental platform for inter-governmental exchange at the technical level on matters relating to migration in the Mediterranean region. Furthermore, the MTM Secretariat developed its first partnerships.

*'MTM meetings contribute to a better understanding of challenges on migration management issues'*, (interview 4)

In the field of irregular migration, the MTM platform supported cooperation for capacity building, specifically to:

- Reinforce capacities to control irregular migratory flows;
- Strengthen the legal and procedural capacities for asylum matters; and
- Increase capacities to support voluntary returns.

A first MTM technical cooperation project was implemented in Lebanon, which aimed at supporting voluntary repatriation of irregular migrants in detention centres to their home countries<sup>16</sup>.

In the field of migration and development, following milestones were achieved:

- The idea of creating a catalogue for concrete policy actions was born; and
- A report was published jointly with the Danish Institute for International Studies.

## **2.4 Project Phase (2006-2008): 'Moving Forward Together'**

### **International context**

<sup>15</sup> The UN 'High Level Dialogue on International Migration and Development' took place in September 2006, see <http://www.un.org/migration/> (accessed 30/5/2011)

<sup>16</sup> E.g. Project Liban between UK Home Office, the Directorate General of the Security General of Lebanon, UNHCR, and ICMPD.



In 2006, EU-Africa migration gained momentum in the political arena: the EU Commission identified the Africa-Europe migratory flows as a priority for the year. Leading states were intensively involved in the preparation of the Rabat and Tripoli Inter-Ministerial Conferences on Migration and Development. Difficulties at the regional level nonetheless remained high and additional resources were needed to make progress.

Moreover, following the challenging situation of Ceuta and Melilla in December 2005, there was a pressing need to improve the management of irregular migration, in particular with regards to developing a balance between securing the borders and upholding human rights standards. At the end of this period, the EU Council conclusions of December 2008<sup>17</sup> noted that important challenges in the field of migration remained to be addressed. The need to consolidate technical and administrative capacities of various partners and the lack of evidence-based methodologies were just some of the challenges specifically underlined in the EU Council conclusions.

### ***MTM strategic approach and core issues***

In the period 2006-2008, the MTM platform predominantly focused its work in the area of irregular and mixed migration. While international attention was directed towards the area of migration and development, e.g the Rabat Process<sup>18</sup> or the first EU-Africa Ministerial Conference on Migration and Development<sup>19</sup> (both in 2006), the EU and Partner States decided to focus on the areas of irregular and mixed migration. The first broad MTM Dialogue initiative in the area of irregular and mixed migration was launched and included the active participation of Partner States<sup>20</sup>.

**Europol and Frontex** became the first MTM Partner Agencies in 2006. They cooperated with the MTM Secretariat in organising two meetings (in Beirut and Brdo) with the aim of elaborating a solid assessment of migration flows and trends in the Mediterranean Region. The meetings respectively addressed threat assessments and risk analysis, and challenges for migration management systems. On the basis of this joint assessment by MTM Partner States, supported for the first time by MTM Partner Agencies, the MTM platform launched its first comprehensive project. This project, titled '*Towards Comprehensive Response to Mixed Migration Flows*', was implemented in partnership with ICMPD, Europol, and Frontex, and with the collaboration of **UNHCR**. This regional initiative was also an opportunity to further promote the newly launched UNHCR 10-Point Plan of Action on refugee protection and mixed migration (2006). In this context, the MTM adopted

**MTM Meeting, Brdo, 2006**



<sup>17</sup> See at <http://www.european-council.europa.eu/council-meetings/conclusions> (accessed 30/5/2011)

<sup>18</sup> The Rabat process is launched in July 2006.

<sup>19</sup> Organised in November 2006 in Tripoli, the Conference was a first step towards what was to become the Africa-EU Migration, Mobility and Employment Partnership (MME).

<sup>20</sup> Partners who financed this phase were: Belgium, Cyprus, France, Malta, Italy, Lebanon, Libya, the Netherlands, Norway, Poland, Portugal, Slovenia, Sweden and Switzerland, UK, Europol, Frontex and Interpol.

the concept of mixed migration, which included all types of migrants. It was also more representative of the growing reality regarding the composition of migration flows.

In 2006, the Stability Pact, MARRI Centre, and SECI Centre were invited to present the model for regional cooperation for the Southern European region. As a result of the constructive exchange of information between Partner States through informal meetings, **four core technical areas of cooperation** were identified **in the field of irregular and mixed migration**. They were:

- Apprehensions and interceptions;
- Combating smuggling and trafficking;
- Reception and detection; and
- Readmission and return.

**Protection of vulnerable groups** became a cross-cutting issue for all the four technical areas. In 2007, four different expert meetings (in Antwerp, Limassol, The Hague, and Warsaw), attended by numerous Partner States' experts, addressed each one of the identified core areas. In order to better promote the transfer of knowledge and best practices, sub-regional bodies were also invited to these MTM meetings. The use of concrete examples, such as the management of mixed migration through enhanced coordination between various administrative bodies, helped to set the basis for a more action-oriented dialogue. These meetings were then followed by visits to relevant structures and bodies, e.g. to reception and detention centres (Antwerp 2007), to official border crossing points and green border management areas (Warsaw 2007) as well as to the Europol (The Hague 2007) and Frontex Headquarters (Warsaw 2007).

MTM Meeting, Antwerp, 2007



*'Sharing and reciprocal understanding was the pre-requisite to build up an effective dialogue on migration issues' (interview 10).*

The availability of qualitative information and analysis on migration issues as well as the knowledge on management systems are the foundations for cooperation.

Pillar II, 'Migration and Development', is reactivated in Geneva (2008) following the first Global Forum on Migration and Development (Brussels, July 2007). MTM Partner States agreed that the Global Approach to Migration and Mobility (GAAM) and issues of migration and development shall be reflected in the i-Map.

**Interpol** and **UNHCR** officially became MTM Partner Agencies in 2008.

## Main results

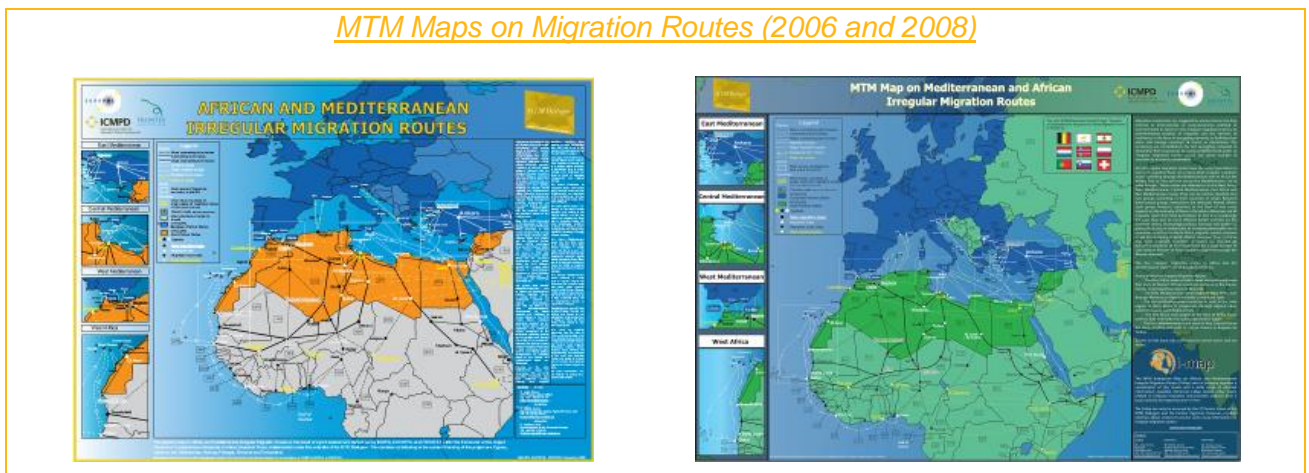
The MTM Secretariat compiled all inputs from the many partners who were involved in the informal consultations. Concretely, the MTM Secretariat:



- Elaborated the **Arab and European Partner States Working Document on the Joint Management of Mixed Migration Flows**. The working document includes a chapter on challenges, recommendations, and next steps. It was presented to Partner States at the Geneva meeting in January 2008. This was a crucial milestone in the five years of the MTM Dialogue's existence.
- Published the first and second **MTM Maps on Migration Routes** (2006 and 2008 - published on a biannual basis);



### MTM Maps on Migration Routes (2006 and 2008)



- Launched the first **Interactive Map on Migration: i-Map**. This innovative instrument helps to collect and to exchange information on migration issues in order to facilitate an evidence-based, technical dialogue.

During this phase, the contribution of Partner Agencies and their expertise helped further develop the MTM methodologies. First discussion guides were drafted. Furthermore, new concepts such as local or regional snap-shot assessments (CAVENA and EAMRI projects) or institutional rapprochement and long-term cooperation building projects (MAREMCA project) were elaborated.

After the MTM Dialogue demonstrated that it is able to achieve tangible results through the systematic exchange of information among its Partners, it then moved on to its next phase in order to translate knowledge and information-sharing into action.

## 2.5 A Dialogue in Action (2009 – ongoing)

### ***The International context***

From 2009 onwards, the dialogue on migration issues among African countries expanded at both bilateral and multilateral levels, helping to strengthen the cooperation between North African and West African countries. The dialogue with European countries is improved through specific frameworks such as the 'Mobility Partnerships' and dialogues on migration, mobility and security, which was launched after the uprisings in some North African countries. North African states started to reach out to European and sub-Saharan African countries and increasingly became involved in cooperation activities and projects for the management of mixed migration flows. The largest migration flows are, in fact, intraregional and thus focus increasingly on South-South cooperation. As people flee from war and political persecution, in the search for international protection, some migrants undertake the treacherous route to Europe by sea, which is increasingly moving 'eastwards'. The high human toll during these escapes raises alarm and clearly demonstrates the need to better safeguard border controls and to develop effective strategies against human trafficking and smuggling. It is still a major challenge that needs to be resolved through concerted efforts from both Europe and African states. Just as important is the development of strategies to nurture the positive impacts of migrants on development and to expand the opportunities for legal migration. In light of this realization, new initiatives were formed for a better migration and development approach.

*'For African delegates it is an opportunity to have their voices represented at technical level and to formulate and discuss their own perspectives on how to cooperate' (interview 10).*

### ***MTM strategic approach and core issues***

During this phase 'Dialogue in Action', the MTM expanded considerably and became a pivotal actor in the international arena. Three key elements are worth highlighting:

- Extension of the consortium base of MTM Partner Agencies;
- Geographic enlargement of MTM Partner States; and
- Thematic expansion of the MTM agenda.

The consortium of partners was enlarged with such international organisations as the **IOM** (2009), **UNODC** (2009), **IFAD** (2011), **UCLG** and **UN-Habitat** (2012) joining the MTM, thus strengthening the pool of expertise.

The geographic coverage of the MTM Dialogue was expanded after the Paris Expert Meeting (2008). This helped the upstream cooperation and allowed for a technical discussion between the key countries situated along the main migration routes.

In addition, non-exhaustive criteria were developed for the states interested in participating at the MTM. These criteria are:

- Geographical continuity;
- Will and interest of the states in question to join and commit to the MTM Dialogue;
- Institutional capacities and abilities of potential states to provide or give access to the information needed in order to provide essential contributions to the i-Map;
- A certain level of activity already needs to take place in the country; and
- Sufficient trust of current Partner States towards the Partner States interested in joining.

As a result, **Cape Verde, Ethiopia, Mali, Niger, Senegal, Ghana, Nigeria** (2009), and **Kenya** (2011) joined the MTM.

Moreover, Partner States also decided to expand the thematic coverage of the Dialogue by reactivating Pillar II on 'Migration and Development' and by re-establishing a balance between the two Pillars. The i-Map was further developed to include the thematic area 'Migration and Development'. With time, the i-Map grew into an important tool for both Pillars of the platform. During this phase, the methodology for the collection of information was improved and a far more advanced and completely revamped i-Map platform was launched. Concurrently, assessment activities were conducted for both Pillars.

From 2009 onwards, the Dialogue gained traction and became an action-oriented platform that started implementing significantly bigger projects. Pillar I of the MTM continued to promote innovative approaches and to further explore certain thematic issues. The new Partner States from the sub-Saharan region are included in the consultations, and activities for the collection, processing, and dissemination of updated information are continued with increased speed.

The second MTM i-Map Expert Meeting took place in Damascus (2009). This two-day meeting promoted exchanges of experiences and discussions on irregular migration. It focused on more specific issues, such as the identification of new routes and hubs, changes on irregular migration routes, the volume and composition of flows, the challenges in institutional responses, the difficulties in border controls in remote areas, the identification of migrants, and the cooperation with embassies for issuing travel documents for returnees. As a result, a greater common understanding of the situation with regard to irregular and mixed migration flows was created. Certain Partner States engaged in significant efforts to strengthen their legislative and administrative framework, especially in matters relating to smuggling and trafficking and victim protection, as well as their practices in identifying those in need for international protection.

[MTM i-Map Expert Meeting on Irregular and Mixed Migration, Athens, 2010](#)



 i-Map MTM i-Map Expert Meeting, Athens, 29-30 November 2010

The MTM i-Map Expert Meetings have followed a logical evolution over the years, where Partner States have gained a better understanding of the importance for collecting, processing, sharing information, and turning this into concrete action. In that spirit, the 4<sup>th</sup> MTM i-Map Expert Meeting held in Athens in 2010 focused on practices and experiences with regard to the translation of strategic information into operational activities.

Similarly, for Pillar II, Partner States, Partner Agencies and Observers continued exchanging information regarding methodologies and results of projects in their regions. One of these fruitful discussions took place at the 5<sup>th</sup> MTM i-Map Expert Meeting on ‘Migration and Development’ held in The Hague in 2011. One of the outcomes of this meeting was the establishment of initiatives to collect data and information at international and interagency level. Examples of such initiatives were presented, e.g. regarding the progress of GFMD, the JMDI website *migration4development.org*, EADPD and IOM’s ‘Migration profiles’ and ‘World migration report’, as well as IFAD’s *RemittancesGateway.org*. Academic institutions were also invited to join the discussions and to engage in specific activities. Some country initiatives were also presented, such as the one in Mali, Italy, Tunisia, or Senegal. These initiatives are in relation to diaspora outreach, decent work, labour market governance, capacity building, social protection, and labour migration.

MTM i-Map Expert Meeting on Migration and Development, The Hague, 2011



*They allow me to broaden my knowledge and to get new ideas on phenomenon that I did not know in detail (...). This is in my view the only international dialogue on migration where we participate with our expert qualities, where we exchange ideas about concrete experiences and the real problems we encounter in our job. Participating improves my knowledge at the operational level; it is unique in this sense. Other forums are usually political and we do not get to discuss technical problems’ (interview 5).*

### **Main results**

The fourth phase of the MTM allowed to build capacities of MTM Partner States and to translate knowledge into practice. Concrete outcomes were:

- **Updated methodology** for the collection of information in both Pillars;
- Introduction of **MTM national focal points**;
- Implementation of **several assessment and capacity building projects** at national, sub-regional, and regional level; and
- Launch of a significantly improved **new i-Map**, including the **i-Map News Centre**.

## New i-Map Platform Launched in March 2012

The screenshots display the i-Map platform's user interface. The top-left screenshot shows the main dashboard with navigation tabs (HOME, PROFILES, VISUALISATIONS, NEWS CENTRE, CALENDAR, LINKS) and a search bar. The top-right screenshot shows a detailed profile for Morocco, including a table of indicators and their values.

Topic	Indicator	Data	Source
Population	Total (2004)	29,911,709	High Commission Office for Planning (HCP) (PP), for time-series please refer to UNCLD (04)
	Growth rate % (2004)	1.38%	HCP (PP)
Fertility rate (per 1000)	Total (2004)	16.78	HCP (PP)
	For 15-19 year olds (2004)	2.5	HCP (PP)
Mortality rate (per 1000)	Total (2004)	n/a	n/a
	Under-15 years (2004)	31.2%	HCP (PP)
15-59 years (2004)	Total (2004)	40.7%	HCP (PP)
	Total (2004)	40.7%	HCP (PP)

The bottom-left screenshot shows a world map with red circles indicating migration data points, and a legend for categories: ALL CATEGORIES, INTERNATIONAL PROTECTION, IRREGULAR MIGRATION, LEGAL MIGRATION AND MOBILITY, and MIGRATION AND DEVELOPMENT. The bottom-right screenshot shows a navigation menu with options like International Organisations, Regional bodies, Migration Dialogues, and Research Institutes.

For **Pillar I**, four important meetings were held respectively in Damascus, London, and Athens (2009 and 2010), and Valletta (2012) to identify challenges, to develop future scenarios in the area of irregular and mixed migration, and to focus on ways and means to ensure complementarities. It helped to create a virtuous circle between the collection and processing of information, policy development, and operations.

According to evidence from interviews, the i-Map had, and still has, an important function of stimulating the collection of information that is essential in promoting the dialogue and in facilitating contacts between experts (interview 5).

Additional activities of the MTM Secretariat include:

- Publication of the 3<sup>rd</sup> and 4<sup>th</sup> **MTM Maps on Migration Routes** (2010 and 2012);
- Elaboration of the **Joint analysis of the 2000-2011 evolution of migration routes and flows in the MTM Region** (drafted in 2010 and updated in 2012);
- Publication of an **Updated joint assessment on mixed migration flows** (2010);
- Implementation of the **STREDECA project** in Lebanon<sup>1</sup> (2009-2010);
- Publication of circa **35 country and routes migration profiles**<sup>1</sup> on MTM i-Map in the area 'Irregular and Mixed Migration' (2013).

Pillar 1: MTM i-Map Outputs: MTM Maps on Migration Routes (2010 and 2012) and Joint analysis of the 2000-2011 evolution of migration routes and flows in the MTM Region



For Pillar II, the following activities took place or are on-going:

- Implementation of the programme '**Linking Emigrant Communities for More Development Programme**' (2009-2013);
- Publication of the '**Inventory of institutional capacities and practices of countries of origin in establishing relations with their emigrant communities and supporting their potential for development**' (2010, foreseen to be fully updated in 2013);
- Implementation of the **AMEDIP project** (2011-2013); and
- Publication of the **AMEDIP 'National Consultations and Registry of Priorities'** (2012);
- Testing of the first '**South-South Expert Exchange Mechanism**', mechanism for peer-sharing and South-South cooperation (2012-2013);
- Publication of the **AMEDIP 'Work Manuals on South-South and South-North Cooperation'** (2013);
- Publication of circa **30 country and thematic migration profiles** under the MTM i-Map in the area of 'Migration and Development' (2013).

The AMEDIP project encourages countries of origin and destination to acknowledge the role of diaspora as development actors and change agents who can enhance strategic dialogue and create synergies.

The following two chapters address the role and use of the MTM platform in supporting the Dialogue and in facilitating trust-building among Partner States. Chapter 3 describes the role and use of specific MTM instruments, such as informal meetings, the 'Linking Emigrant Communities Programme', the MTM i-Map, and other specific projects, including research and assessment activities. Chapter 4 illustrates the different roles of participants in the platform.



### 3. The role and use of the MTM Dialogue: Technical instruments

#### 3.1 Informal meetings: the core of the Dialogue

Informal meetings play an instrumental role as it allows developing new mechanisms for strategic cooperation in a dynamic international environment. Notably, through such informal meetings, the MTM programme has been able to adjust progressively to the changing realities on the ground. The participatory and informal approach grants all participants the opportunity to exchange ideas, to share progress on initiatives, to illustrate trends, and to shape Partner States' action plans and their priorities in regional cooperation frameworks.

*'Here, we are able to discuss technical problems and to discuss solutions: results will be shared at the political level when we are back home' (interview 5).*

Since its first meeting in Valletta in 2003, and until the publication of this paper, there have been 28 MTM meetings hosted by 21 different countries of North Africa, Europe, the Middle East, and sub-Saharan Africa. MTM meetings are held regularly and each one of them gathers between 30 and 100 delegates depending on the type of event, e.g. workshop, expert meetings, conferences, as well as the thematic layer. They last for two days in average. There is no presidency: delegates of Partner States and Agencies, or experts in specific fields, chair the discussions depending on their expertise and commitment. The articulation of each meeting depends on its precise objectives, and often focuses either on Pillar I or on Pillar II. Furthermore, each meeting has a specific goal: some of them are more knowledge-oriented or directed to the dissemination of information, while others aim to plan future initiatives or to explore new activities with potential partners.

According to information collected in interviews with participants and stakeholders, at least six main features are in common for all meetings: they are state-driven and participatory; are knowledge-based; are explorative and informal; and represent a place for exchange and networking. Finally, continuity of these meetings and trust-building are additional key factor assuring their success.

**First, the discussions are state-driven and participatory.** Partner States' concerns and needs are at the centre of all meetings and are approached through a technical angle. Delegates can express their assistance needs, present best practices and project proposals, or request support from the MTM Secretariat, Partner States, or Partner Agencies on concrete issues. All meetings aim to elaborate solutions as concretely as possible and to promote long-term transfer of results and methodologies among and towards countries.

*'The platform is relevant, first of all, for its contents: for the high value of the discussions and the realistic overviews it offers' (interview 4).*

**Second, they are knowledge-based.** In general, the MTM relies on the wide range of information and data available on the i-Map platform to support the various thematic areas addressed during the meetings. Moreover, specific data collection exercises, mappings, and the drafting of research papers take place before the meetings.

*'The platform has provided updated data in the course of the years, it always gives an overview of recent trends at regional level' (interview 5).*

Furthermore, Partner States and Agencies as well as Observers are invited to present their respective work, methodologies, initiatives, and capacities, thus gathering a broad range of expertise around the table. To encourage in-depth discussions, the MTM Secretariat uses discussion guides, which are often jointly elaborated with Partner Agencies. These discussions are a reference for delegates in preparing the issues and possible questions to be addressed during the various working sessions. Experience shows that such an informal forum can contribute significantly to the opinion-forming of state officials and to more formal dialogues and forums. In this regard, it is important to underline that discussions often draw on recent international policy/legal progresses and international instruments.

*'During the meetings, 'you get in touch with different people and perspectives that open your mind' (interview 2).*

*'Information sharing happens at many levels; over time, we are really able to understand the others and their own point of view. What I like most is that South-South cooperation has improved a lot over the years' (interview 1).*

**Third, they are explorative.** The MTM Dialogue is a platform where it is possible to explore and address various areas of concern and to plan for future activities.

*'We always address current issues, and try to anticipate future challenges, by adopting an avant-garde approach' (interview 4).*

In this regard, results of on-going projects and activities are always presented and discussed at the meetings.

On this basis, Partner States and Agencies often identify new challenges, establish cooperation priorities, and decide on the strategic developments of the MTM Dialogue.

**Fourth, the meetings are informal.** Meetings are held under the Chatham House Rule: it means that participants are free to use the information received. But at the same time, the identity and affiliation of the speakers and participants cannot be revealed, they remain anonymous. Participants interviewed confirmed that they are able to effectively share their own views at the MTM.

In addition, the size of meetings supports the informality, allowing participants to better network.

*'It is still a formal setting, but you live it informally: it is true, you can speak openly and thus it is a learning process, you can learn and present your own ideas to the others'* (interview 4).

**Fifth, they are a place for exchange and networking.** The size of the meetings is favourable to relationship-building with new partners, and to promoting exchanges of ideas. The large geographic coverage, together with the specific themes covered at the meetings, allows to build new and effective partnerships and to explore together the feasibility of new technical initiatives at the bilateral or multilateral level.

*'These meetings helped to get in contact with representatives of different ministries from various countries and to start a working relationship with them. I also know that the initial impetus for some bilateral projects happened around the table, or during the coffee breaks'* (interview 7).

**Sixth, they facilitate trust.** Despite the fact that the MTM is project-funded, the Secretariat still manages to regularly organise meetings and to ensure continuity of the MTM activities. This continuity is crucial and one of the key features of the MTM: it is on the basis of this continuity that relationships between participants emerge, and where trust, a precondition of dialogue, is created.

*'The learning mechanism, that means to learn about the perspectives of others, is the most important mechanism for building a dialogue: it reinforces the reciprocal trust, and paves the way for further initiatives'* (interview 8).

The possibility for actors to meet regularly has supported the development of reciprocal understanding.

*'The delegates appreciate the opportunity to meet the same interlocutors several times over the years. It allows us to understand the evolving situation (...). In case of political changes, as in the Arab Spring, the MTM Dialogue allowed to continue the dialogue and to meet new people'* (interview 9).

### 3.2 Linking Emigrant Communities for More Development: an innovative approach



Over the years, the important link between countries of origin and their diaspora has moved to the forefront in the migration and development agenda. There is a growing acknowledgment of the role of remittances, and other forms of transfers, for the development of countries of origin. The African Union, for instance, has examined deeply rooted historic reasons for this phenomenon and has even called the African diaspora ‘the 6<sup>th</sup> African region in the world’.

As early as in 2004, within the MTM framework, Partner States identified strengthening the linkages with the expatriate communities abroad with the country of origin as a priority.<sup>21</sup> Shortly after that, at the occasion of the MTM Copenhagen Conference, delegates defined their priorities in more details: ‘Delegates underlined that the necessary structures to make full use of the expatriate potential were not yet adequately developed. In order to better mobilize this potential, the capacities of responsible administrative structures, such as expatriate ministries, should be strengthened through co-operation’<sup>22</sup>. Against this background, diaspora issues started to become a priority within the migration and development agenda of the MTM. The inclusion of a knowledge-based approach to diaspora in support of policy-making and institutional capacity building is at the heart of the MTM. The ultimate aim is to support states in creating an enabling environment to encourage their diaspora to transfer financial, social, human, and intellectual resources for national development purposes.

*‘Initially we met, and now we are able to talk. Now the EU knows about the challenges and difficulties of the Southern countries; problems are shared with them’ (interview 3).*

In 2009, the MTM launched the programme ‘Linking Emigrant Communities for More Development’, which was implemented in partnership between ICMPD and IOM. The first phase of the programme, and its necessary preliminary step, was to look into how 13 countries of origin in Africa and the Middle East have institutionalized their relationships with their emigrant communities. In 2010, the MTM published the ‘Inventory of Institutional Capacities and Practices’. This inventory maps and analyses information in a comparative fashion, identifies relevant capacities and practices, and



<sup>21</sup> Conclusions by the Chair, first informal meeting of Pillar II, MTM Dialogue, Vienna, 13-14 December 2004.  
<sup>22</sup> Conference Conclusions: From ‘More Development for Less Migration’ to ‘Better Managed Migration for More Development?’, MTM Dialogue, Copenhagen, 27-28 January, 2005.

formulates lessons learnt and future recommendations<sup>23</sup>. In 2011, the MTM launched the second phase ‘Strengthening African and Middle Eastern Diaspora Policy through South-South Exchange’ (AMEDIP) on the basis of this inventory. The aim is to assist Southern MTM Partner States in developing knowledge-based, tailor-made legislations, policies, institutional capacities, and practices directed towards their diaspora. The project facilitates South-South and South-North exchange and cooperation in various diaspora-related fields.

The main strengths of the two projects are in line with the other distinctive features of the MTM Dialogue, specifically:

**Firstly, they are knowledge-based.** All MTM projects are knowledge-based, and so is the programme ‘Linking Emigrant Communities for More Development’. Southern MTM Partner States have gained significant experiences and expertise in outreach policies and programmes towards their diaspora. As previously described, the first phase of the programme consisted of a thorough mapping of institutional capacities and practices. On the basis of that, MTM Partner States consulted nationally in order to elaborate a registry of priorities. This registry not only determines the priorities of participating countries but also identifies capacities or practices of interest in other countries of origin.

For a next phase, a North African delegate suggested to enhance the potential of the MTM by promoting the collection of information related to diaspora not only in countries of origin, but also in countries of destination (interview 1).

**Secondly, they support networking and exchange.** Field missions, the various meetings, and other communication channels have supported the creation of a broad network within the MTM Dialogue. To create the bedrock for a Dialogue in Action, and to ensure that this network can go beyond just communicating and meeting regularly, the AMEDIP project will test another innovative tool: the South-South Expert Exchange Mechanism . The South-South Expert Exchange Mechanism, currently being developed, will facilitate exchanges between MTM Partner States that have similar interests and that may seek cooperation on certain matters. Thus, it will provide Partner States with the necessary knowledge to develop tailor-made, efficient, and effective policies. The mechanism will include short-term exchanges of experts, study visits, capacity building activities, and the development of avenues for cooperation between countries.

*‘Up to now the Dialogue has been really relevant to form partnerships in the sub-Saharan countries. The Dialogue has facilitated it (...). I really appreciate being around the same table with sub-Saharan countries’ delegates and I am going to get the necessary confidence to understand their perspectives’* (interview 1).

<sup>23</sup> The ‘Inventory’ findings are available on the i-Map, Migration and Development layer.

**Thirdly, they enhance regional coherence in policy-making.** Support to the development of policy frameworks on diaspora engagement is present in all aspects of the programme, and will result in the elaboration of two work manuals on South-South and South-North cooperation. Furthermore, the programme and the work manuals promote a transfer of results and methodology to national and regional stakeholders e.g. the African Union Commission. It enables these actors to gain the necessary knowledge and know-how to take over and implement these types of regional cooperation programmes exclusively on a South-South basis.

*'Initially we were not convinced about this 'Inventory' project. But in the end, it proved to be an important exercise at both political and technical level. Different approaches and models have emerged. We have worked on a technical dimension, but it is certain that political developments – which require a longer process - will follow. Through the Dialogue we, the technicians, have started to compare different situations, and now we are able to suggest new tools and tailor-made solutions. We have reached a point in which the political level can follow, meaning that the dialogue can now feed into policy formulation' (Interview 2).*

**Fourth, they facilitate trust.** The engagement of the MTM in diaspora and development issues has been warmly welcomed by Partner States as it seeks to promote a better understanding of the benefits of migration. By balancing the two Pillars, 'Migration and Development' and 'Irregular and Mixed Migration', a common ground for discussions among countries with different priorities and needs can be created.

*'Initially, when I first participated, the thematic areas of the Dialogue mainly related to security issues. Now, with migration and development, it is easier to build confidence: mutual interests prevail, and the relationship North-South has become easier' (interview 3).*

### 3.3 The i-Map: an instrument in progress

The Interactive Map on Migration, the i-Map, is an information portal and platform for exchange of information on migration, which was developed as a response to states' call for **increased information sharing**. It was initially conceptualized<sup>24</sup> as a global instrument capable of hosting various regional i-Maps in full respect of their working cultures, modalities, and languages.



It can be adapted to any regional cooperation framework. The i-Map was first tested in the area of irregular and mixed migration in the MTM region. In fact, in 2006, Arab states still did not have any instrument allowing them to exchange information regularly

<sup>24</sup> Europol and Frontex provided significant input to the initial conceptualisation of the i-Map

with each other on the issue of irregular and mixed migration. The EU, on the contrary, already had developed many ways for exchanging information on an informal or formal basis. The i-Map collects a broad range of information and data on mixed migration flows and the institutional capacities and practices of a given country in relation to its migration management system, and presents them in the form of a country profile. In January **2007, the i-Map was officially launched** as a website. Due to the sensitivity of that type of information and the necessity to maintain a certain level of trust between countries with limited information-sharing culture, access to i-Map is restricted to selected users identified by MTM Partner States and Partner Agencies. The i-Map platform provides users with local, national, and regional irregular and mixed migration related profiles in Arabic, English, and French, as well as with various visualisations of migration routes.

*'The i-Map 'is the only project with **such a high number of international participants around the table** (...). It is really important, even for preventing the duplication of efforts' (interview 11).*

Since its inception, the i-Map platform has evolved considerably. It went through several development phases and it is now implemented through its 3<sup>rd</sup> multi-annual period (2011-2014)<sup>25</sup>. In conjunction with the MTM's enlargement, the i-Map has progressively incorporated a greater number of countries. It has also expanded thematically and has created new tools to strengthen the comprehensiveness of its support to MTM Partner States. The **new i-Map platform**<sup>26</sup>, **launched in March 2012**, includes the MTM i-Map and two other regional i-Maps. The MTM i-Map covers 44 countries (of which 27 EU Member States)<sup>27</sup> and is financially supported by 8 Partner States and the EU. Except for the profiles related to irregular and mixed migration, which has restricted access, the portal and its broad range of information can be seen by anyone.

The i-Map is now an international success. Its capacity to host and to adapt to any regional cooperation framework has led to the inclusion of two other regional i-Maps next to the **MTM i-Map** i.e. the **Budapest Process, Silk Routes i-Map**<sup>28</sup>, and the **Prague Process i-Map**<sup>29</sup>. As of 2013, a fourth regional i-Map will be created through the inclusion of the **Rabat Process i-Map**. In fact, these regional cooperation frameworks have decided to adopt this instrument to improve the management and the comparability of their data, and to make them available to the public. It is an

<sup>25</sup> The i-Map projects are three, respectively: 2006-2008/2009-2010/2011-2014.

<sup>26</sup> Available at: [www.imap-migration.org](http://www.imap-migration.org). In order to improve its performance, an external evaluation of the MTM i-Map – which has become a complex instrument – was commissioned in 2011. As a result, a new, revised version of the i-Map, addressing all recommendations of the external evaluation, was prepared and launched in March 2012.

<sup>27</sup> The target states are: Algeria, Egypt, Ethiopia, Ghana, Kenya, Lebanon, Libya, Mali, Morocco, Niger, Nigeria, Senegal, Syria, and Tunisia; EU-27, Norway, Switzerland, and Turkey.

<sup>28</sup> See <http://www.icmpd.org/Budapest-Process.1528.0.html>. Since 1991, Partner States are: Albania, Afghanistan, Armenia, Austria, Azerbaijan, Bangladesh, Belarus, Belgium, Bosnia-Herzegovina, Bulgaria, Croatia, Cyprus, the Czech Republic, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Ireland, Italy, Kazakhstan, Kyrgyzstan, Latvia, Liechtenstein, Lithuania, Luxembourg, the former Yugoslav Republic of Macedonia, Malta, Moldova, Montenegro, Netherlands, Norway, Pakistan, Poland, Portugal, Romania, the Russian Federation, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Tajikistan, Turkey, Turkmenistan, Ukraine, the United Kingdom, and Uzbekistan.

<sup>29</sup> The Prague Process is a targeted migration dialogue policy process promoting migration partnerships among the countries of the European Union, the Schengen Area, the Eastern Partnership, Western Balkans, Central Asia, Russia and Turkey, see <http://www.icmpd.org/Related-Activities.1619.0.html>.

important tool for users as navigation on the website is by theme, geographic area, or transversal, thus facilitating a comparative analysis.



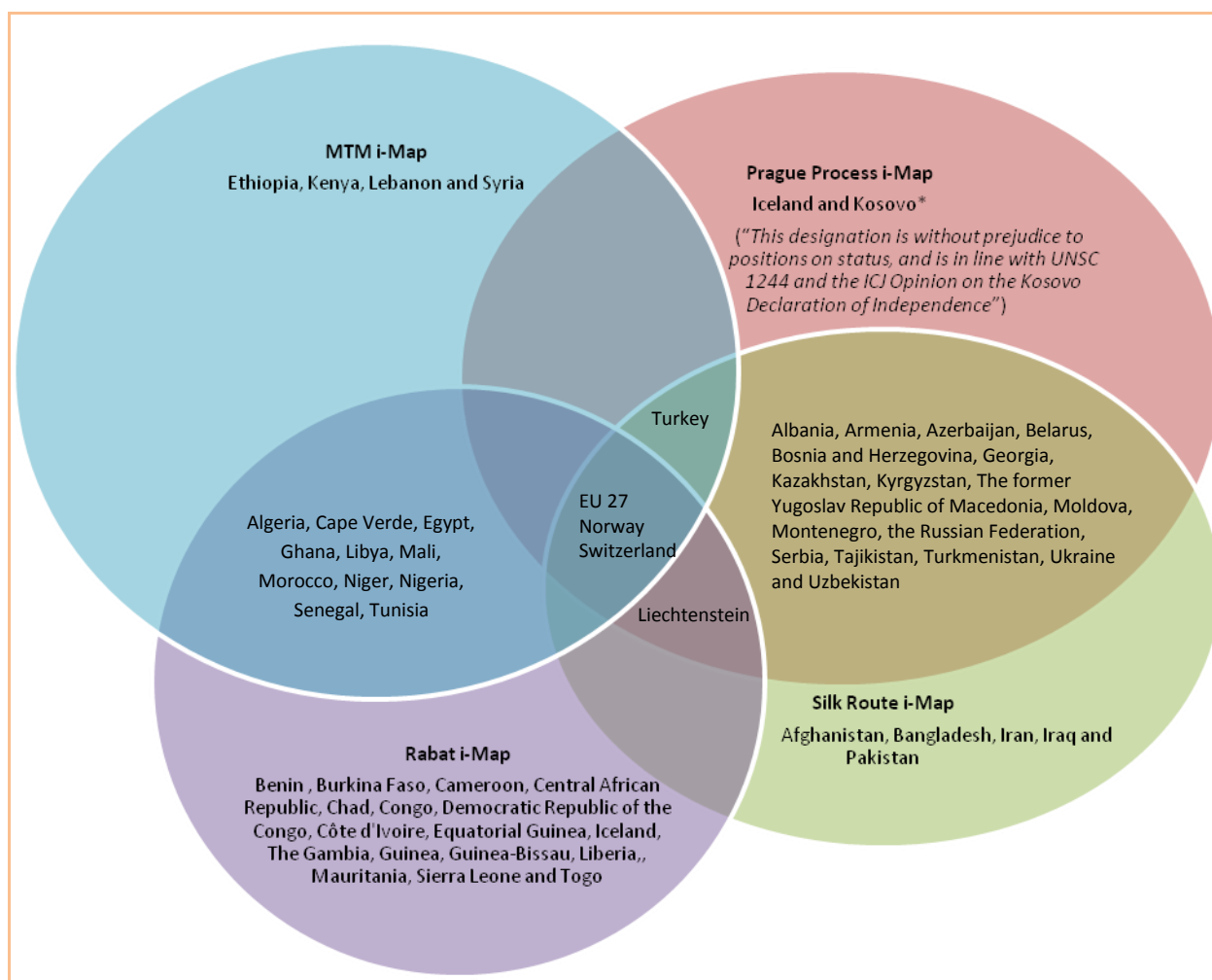
i-Map Countries				
Countries	Budapest Process Silk Routes i-Map	MTM i-Map	Prague Process BMP i-Map	Rabat Process i-Map
Afghanistan	x			
Albania	x		x	
Algeria		x		x
Armenia	x		x	
Azerbaijan	x		x	
Bangladesh	x			
Belarus	x		x	
Benin				x
Bosnia and Herzegovina	x		x	
Burkina Faso				x
Cameroon				x
Cape Verde		x		x
Central African Republic				x



Chad				x
Congo				x
Democratic Republic of the Congo				x
Côte d'Ivoire				x
Egypt		x		x
Equatorial Guinea				x
Ethiopia		x		
EU 27	x	x	x	x
The Gambia				x
Georgia	x		x	
Ghana		x		x
Guinea				x
Guinea-Bissau				x
Iceland			x	x
Iran	x			
Iraq	x			
Lebanon		x		
Liberia				x
Libya		x		x
Liechtenstein	x		x	x
Kazakhstan,	x		x	
Kenya		x		
Kosovo*			x	
Kyrgyzstan	x		x	
The former Yugoslav Republic of Macedonia	x		x	
Mali		x		x
Mauritania				x
Moldova	x		x	
Montenegro	x		x	
Morocco		x		x
Niger		x		x
Nigeria		x		x
Norway	x	x	x	x
Pakistan	x			
the Russian Federation	x		x	
Serbia	x		x	
Sierra Leone				x
Switzerland	x	x	x	x
Syria		x		

Tajikistan	x		x	
Togo				x
Tunisia		x		x
Turkey	x	x	x	
Turkmenistan	x		x	
Ukraine	x		x	
Uzbekistan	x		x	

\*"This designation is without prejudice to positions on status, and is in line with UNSC 1244 and the ICJ Opinion on the Kosovo Declaration of Independence"



The i-Map is surely one of the most relevant MTM achievements and its use is instrumental in strengthening the action of the MTM and its partners in the field of regional and interregional cooperation. As regards to the key features and added-value of the i-Map, the following points can be highlighted:

**First, it creates a knowledge-base for strategic cooperation and programming of operational activities:** data, experiences, practices, opportunities and challenges, gaps and needs, and news

articles are collected and made available on i-Map, providing 24/7 access to a broad range of information. The i-Map is a tool to strengthen Partner States' capacities to cooperate on, and to better manage, migration. At the Athens MTM i-Map Expert Meeting in 2011, participants recognized how access to this information can serve as a basis for the development of legislative, strategic, and policy frameworks. This leads to the establishment of dedicated institutions and to the development of targeted initiatives.

With this tool users can get a broad picture of the migration situation and make use of updated information in a constantly evolving environment with various and significant impacts on migration movements.

*'At the beginning of the Dialogue, some countries had no figures at all. On this basis, they were not able to compare their situation to those of other participants, and to identify their needs and priorities. They started to collect and to compare information and statistics for the i-Map. (...) Of course, if you provide figures, the others may better understand the situation in your country. One of the main results of the MTM platform has been its ability to demonstrate how the figures can be collected, and then disseminated'* (interview 11).

The same is valid for Pillar II. It is important to mention that the development of the 'Migration and Development' section of the i-Map led to the identification of national focal points, the preparation of on-site information collection missions, the creation of networks of communication among different actors, and the identification of needs.

*'The i-Map collection of data for the Pillar II has been a precondition in my country for policy formulation because it has promoted the development of a national network. Contacts have been developed with representatives of different ministries, including labour, youth, social research, national solidarity, and new issues have been jointly addressed'* (interview 1).

**Secondly, it promotes a progressive collection of reliable sets of data.** In countries where data are not publicly available, or where collection of data is not done in a systematic and structured way, the MTM Secretariat sends questionnaires to MTM Partner States. The type of information and data to be collected has been agreed upon within the MTM framework. In this regard, the questionnaires are also meant to assist Partner States in identifying what and how information could be collected. Data and information provided by states are then compiled in a structured way and previously agreed upon i.e. profile templates (routes, countries, and hubs). Partner Agencies do a quality-check and verify the information under their responsibility e.g. protection and asylum for UNHCR and border management for Frontex, etc. Finally, the various profiles are made available to a large or restricted number of persons depending on the profile, and then the information is shared. A key objective of the i-Map is to support the Partner States in better understanding the geographic and thematic contexts within which their migration policies and actions are implemented.

*'The i-Map project has contributed in several innovative ways: it enhances the dialogue among countries and creates the opportunity for several Partner States, not only to have access to data, but to also generate their own statistics. It is important to note that the Partner Agencies validate the reliability of the data, thus ensuring a quality-check' (interview 13).*

While the use of common definitions regarding data is promoted (definitions used in UN Conventions and protocols), Partner States are still free to use their own interpretation. The profiles indicate when definitions differ. However, the regular repetition of this exercise creates routine for the collection and processing of information at national level, which in the mid- to long-term leads to a step-by-step convergence of terms and definitions.

**Thirdly, it supports access to and dissemination of information.** Progressively, the i-Map has developed three types of profiles: at local, national, and regional level. As of June 2012, there are about 40 profiles for Pillar I: 28 country profiles, divided by 7 sections (general background, detection, smuggling and trafficking, reception, asylum, return, others); 5 routes profiles (Central Mediterranean, East Africa, East Mediterranean, West Africa, West Mediterranean) and 7 hub profiles. For Pillar II, there are 13 country profiles, divided by 7 sections (overview, migration, transnationalism, remittances, return, actors, data availability). The i-Map platform functions as a portal. Each profile contains numerous hyperlinks leading users to relevant sources of information. Currently the i-Map is also used to disseminate updated information such as numerical indicators, newspapers articles, summaries, and selection of articles, first-hand information, reports, policy papers, initiatives, research centres, and upcoming events. The structured presentation of qualitative information as well as the various visualisations of animated maps provide significant benefits for all.

The important role of the MTM at the international level is openly acknowledged: notably, during the 10th Anniversary event, the relevance of the i-Map was highlighted by a representative of an international organisation, who stated that 'at the international level, there is nothing similar to the i-Map'. The Dakar Strategy of the Rabat Process in its section 'Strengthening the synergies between migration and development' strongly recommends the use of the i-Map as a portal for the exchange of information. Specifically, under the heading 'Horizontal objective', action 10.5 states: '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' .

**Fourth, the MTM enhances trust, a participatory approach, and ownership.** The process of evolution and extension of the i-Map is the result of collective work that is always progressing in cooperation and in consultation with Partner States and Agencies. The instrument's structure reflects their identified needs. Basically, a consensus on the architecture of the MTM i-Map, the type of information to be collected, the contribution of Partner States, and the role of Partner Agencies, has already been found. The Expert Meeting of Paris, for the Pillar on 'Irregular and

Mixed Migration’ (2008), and The Hague Meeting, for the Pillar on ‘Migration and Development’ (2011), have been the two milestones in this process for consensus-building. Furthermore, the ownership principle applies to all forums using the i-Map platform. As such, the Budapest Process/Silk Routes i-Map and the Prague Process i-Map follow modalities and structures agreed upon in their respective frameworks, and so will the Rabat Process i-Map.

### 3.4 Technical Assistance Projects

As already indicated, the MTM framework serves as a platform where specific technical cooperation projects can be conceptualized. These **projects may be launched and implemented within or outside the MTM Dialogue**. Financed and endorsed by some of the Partner States, MTM specific projects have been implemented at regional, national and local level within the Dialogue, through the involvement of Partner Agencies.

Some of them have promoted capacity building activities in the field of migrant reception, retention, and return by testing new methodologies. The short-term pilot project, Project Liban, successfully realized between January and April 2004, addressed the flow of migration from/through Lebanon towards the United Kingdom. It marked an important step for the cooperation between transit and destination countries. The project was coordinated by ICMPD in partnership with the Lebanese authorities, the UK Home Office, and UNHCR, and focused on irregular migrants detained in Lebanon who are willing to return voluntarily to their country of origin. With the assistance provided through the project, 145 persons returned to their country of origin. ‘It was a successful operational project that resulted from the MTM Dialogue’ (interview 9).



From January 2009 to August 2010, another project named ‘Strengthening the Reception and Detention Capacities of Lebanon (STREDECA)’ was implemented. It was directed towards the assistance of the Lebanese government in managing mixed migration flows, and focused on irregular migrants and asylum seekers, in particular on the identification and treatment of asylum seekers and vulnerable groups. It also looked at improving the detention and working conditions, respectively for migrants and staff. Jointly funded by the EU, UNHCR, Caritas Lebanon, and ICMPD, it has managed to develop capacities of Lebanese authorities. The project also explored the methodologies necessary to support the development of standard operating procedures (SOP) in specific aspects of migration management in Southern MTM Partner States, which did not previously benefit from such tools.

In Malta, a project named ‘Strengthening Malta’s long-term Return Management Capacities (MAREMCA)’, funded by the EU, was conceptualized within the framework of the MTM in 2009. Its objective was to strengthen the cooperation between Malta and European countries and to engage institutional rapprochement with authorities of countries of origin with the support of the consular

and diplomatic networks of some countries, e.g. the Netherlands and the United Kingdom. It intended to relieve part of the burden on Malta's migration management system by encouraging the cooperation with countries of origin through capacity building activities. The project was realized by some EU countries and by the authorities in some of the migrants' countries of origin, notably Ghana and Nigeria. Another remarkable initiative, to which the MTM contributed to in 2007-2008, is the UK-led 'East Africa Migration Route Initiative' (EAMRI). The MTM conducted the 'Gaps and Needs Analysis' Project along the East Africa migration route. In 2009, the MTM Secretariat also developed the so-called snap-shot assessment methodology through the 'Cape Verde Needs Assessment' (CAVENA).

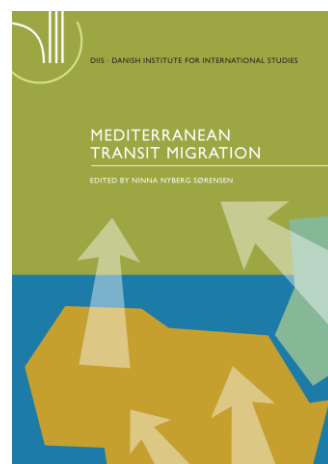
Further initiatives are currently being developed, such as a joint ICMPD-UCLG-UN-Habitat initiative on City-to-City migration management and urban governance, to create a new dimension called *MTM City-to-City Dialogue*. It intends to analyse and to map urban-bound migration flows towards a selected number of relevant Mediterranean cities, to draft city migration profiles and to develop migration and integration roadmaps, including cooperation between cities and states. The initiative emphasizes the urban-bound character of most migration flows and the need for migration planning even at the city administration level. It is a new exploratory issue.

### 3.5 Analysis activities and reporting

As already mentioned, reports, papers, and documents have been produced to support the MTM meetings. They are key instruments in generating a common understanding among Partner States and with Partner Agencies. **Up-to-date assessments, analysis of gaps and needs, mapping of institutional actors, policy guidance, and identification of opportunities and challenges** are usually produced in the framework of the MTM platform. These activities are always supported by a methodological approach that is action-oriented.

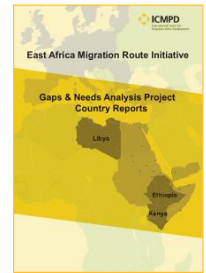
Under Pillar I, some important documents have been published. In 2005, the MTM published the article *'Irregular Transit Migration in the Mediterranean: Facts, Figures and Insights'* (38 p.). A first joint study, elaborated with Frontex and Europol, named *'Joint assessment of Irregular and Mixed Migration flows towards the Mediterranean Region'* (56 p.) was published in 2006. It illustrates irregular and mixed migration flows, analyses modus operandi of smugglers and traffickers, and reviews main border management issues. General recommendations conclude the study and suggest future initiatives. The goal is to prepare the ground for the elaboration of MTM guidelines for the management of mixed migration flows.

Moreover, as a result of assessment activities and expert meetings, the *'Arab and European Partner States Working Document on the Joint Management of Mixed Migration Flows'* (78 p.) was published in 2008. It presents an updated analysis of the situation of irregular and mixed migration in the Mediterranean region. It introduces the main guiding principles to which the Partner States have agreed upon in order to manage flows of mixed migration. It aims to strike a balance between security and human rights issues. Discussions on the challenges, ways forward, and key recommendations are presented as well.



Furthermore, at regional level, an updated version of this study was presented in 2010, which renewed the attention on forced migration issues. In partnership with Partner Agencies, the MTM also produced an e-analysis on the *'Evolution of Migration Routes and Flows Towards and In the Mediterranean Region: 2000-2010'*. Since then, the e-analysis/animation has been updated every year.

Other important assessments in the form of analysis of specific routes have been undertaken in the sub-Saharan region. A detailed study on the migration route from the Horn of Africa towards the Mediterranean, the so-called 'East Africa migration route' was published in 2008 as part of the *'East African Migration Route Initiative, Gaps and Needs Analysis Report'* (114 p.).



The various profiles in the MTM i-Map on 'Irregular and Mixed Migration' dimensions are published and updated regularly. As of 2012, each of the 28 country profiles has in average 40 pages (circa 1120 p.), while the route profiles contain in average 15 pages of information (circa 75 p.) and the hub profiles are in average 12 pages long (circa 84 p.).

For Pillar II, the most relevant documents have supported a more active and knowledge-based regional dialogue and policy-making. A first research compilation jointly elaborated by ICMPD and the Danish Institute for International Studies (DIIS) *'From 'More Development for Less Migration' to 'Better Managed Migration for More Development'?'* (164 p.) was published in 2005. It presented the main approaches to migration and development in Europe. A second important tool, already mentioned, is based on the experiences of 13 African and Middle Eastern countries of origin with their diasporas. It is the ICMPD-IOM *'Inventory of Institutional Capacities and Practices'* (346 p.), which resulted from the project 'Linking Emigrant Communities for More Development' (published in 2010). The latest paper jointly elaborated by ICMPD and IFAD entitled *'Leveraging Remittances'* was presented in Rome in March 2012. In addition, each MTM i-Map 'Migration and Development' profile is in average 40 pages long (circa 520 p.).

Since 2011, each MTM document in the i-Map includes numerous hyperlinks. The hyperlinks facilitate access to the sources of information, thus providing a service portal in addition to papers or documentation produced within the MTM. It is another key feature of the MTM, which provides users with access to information and multiple sources – all through the help of one document.

Finally, it is important to highlight the **virtuous circle between assessment activities and the i-Map**: results of assessment activities feed into the i-Map profiles, and the information in i-Map profiles feeds into planning and implementation of further assessment activities.

#### 4. The role and use of the MTM Dialogue: Ownership process

##### 4.1 Government Participants

The MTM Dialogue is marked by a strong heterogeneity of participants: they are mainly delegates from Arab, European, and sub-Saharan states. All of them are rather senior officials with technical knowledge of the matter or experts with different backgrounds. In Pillar I, delegates are mainly officials from government authorities such as Ministries of Interior, Justice, and Foreign Affairs, or border and police authorities. In Pillar II, the delegates are usually experts from Ministries of Foreign Affairs or Emigration, and Social Affairs, and from development agencies; and, depending on the topic, some researchers. Representatives of international agencies with various mandates and expertise may also participate.

A very note-worthy feature of the MTM is the diversity of **professional and cultural profiles of participants**. For this reason, an important task of the MTM Secretariat is to make all participants feel at ease in the meetings in order to facilitate open discussions. Due to the MTM heterogeneity, each participant may bring in very specific perspectives on migration issues, and this often implies some learning for all participants.

*'Professionals of different sectors, who rarely ever have the opportunity to meet, finally get to compare, in an informal way, their operational tools and instruments at these MTM meetings' (interview 10).*

Furthermore, the geographic expansion of the MTM has opened up even more opportunities to meet colleagues from countries with which they have never been in contact before.

*'The number of participants has increased. Many delegates, especially those from sub-Saharan African states, can now meet new colleagues from other countries, which help them to better understand how procedures work in other countries' (interview 10).*

However, views differ about the beneficial effects of the platform's enlargement.

*'One of the main challenges is to maintain the focus even if the geographical area is enlarged; the higher the number of participating states, the more demanding the dialogue becomes' (interview 9).*

Among the most relevant aspects of the MTM Dialogue is its participative method. Delegates participate fully in the architecture and definition of a common working programme. As a result of



the practical and consultative MTM methodology, a certain sense of ‘ownership’ of the process with participants has emerged, and trust has been created.

## 4.2 Interagency cooperation

Since its inception, the MTM Dialogue has been promoting the **principle of interagency cooperation** and partnership with relevant international organisations. Its partners are some of the most relevant international organisations working in the thematic areas of concern. Europol, Frontex, IFAD, Interpol, IOM, UNHCR, and UNODC, and more recently UCLG and UN-Habitat, have obtained the status of MTM Partner Agencies. Other actors have communicated their strong interest in joining the consortium<sup>30</sup>. The European Commission also plays a key role in the MTM: since its beginning, it is one of the main donors and an active participant.

MTM strongly relies on the active participation of the Partner Agencies and in their sound expertise, which helps to maintain the quality of the technical discussions in the Dialogue. Moreover, their mandate and role contributes in increasing the visibility and credibility of the platform. Partner Agencies participate in selected activities relevant to their respective areas of competence by providing inputs, reviewing outputs, or by validating data and information. They are invited to participate in selected on-site missions and workshops, and in informal meetings to present their methodologies, projects, and instruments. Furthermore, through their offices and networks, they are also involved in scheduling and preparing on-site missions to countries.

On a general level, synergies between the MTM, international organisations, and international forums have constantly progressed and will be further strengthened in the future. The MTM is able to adapt to emerging needs and to raise new issues, to propose innovative methods, and to maintain its role in the international context.

During the 10<sup>th</sup> Anniversary event, the Partner Agencies reiterated their commitment to the MTM by highlighting its relevance.

*‘The Dialogue fulfils not only its role in promoting bilateral and regional cooperation, but also in intensifying relationships between international organisations’.*

Interagency cooperation is at the heart of the MTM Dialogue, and, as such, it will be encouraged to the maximum extent possible. All Partner Agencies are equally visible within the MTM. According to a representative of a Partner Agency, the relationship with the MTM Secretariat is seen as a **win-win situation**.

---

<sup>30</sup> At the occasion of the 10<sup>th</sup> Anniversary Event of the MTM Dialogue, the League of Arab States, through its Arab Expatriate Department, announced its interest to become an MTM Partner Agency for Pillar II activities.

*'Clearly, we complement one another. We join our forces: each one of us does their best. For example, my organisation is good at activities of advocacy and dissemination in the area of migration and development (...). With the MTM, we managed to expand our network, now we are in contact with different partners who we have never met before. We have broadened our horizons. We are able to promote the expertise and specific mandate of the Agency in a new context. It really is a positive experience'* (interview 8).

To summarize above: on the one hand, the MTM and Partner States benefit from the participation of the agencies because agencies contribute through their high standing in the international context and with their expertise in the platform. On the other hand, the Dialogue provides valid working tools and instruments for the use of the Partner Agencies.

*'Concretely, **MTM instruments have proven to be useful** for the crucial, initial phase when programme strategies are being defined and formulated. The MTM's role is essential in the early stages when allotting budget in a thematic area, and in defining the specific geographical areas and objectives, as it provides an occasion to get feedback from the ground'* (interview 12).

Finally, it is worthwhile mentioning that various relevant actors with expertise in the field of interest of the MTM Partner States are invited as Observers to the informal meetings, depending on the issues discussed.

### 4.3 The MTM Secretariat

The MTM Secretariat is based at the ICMPD Headquarters in Vienna. It prepares the programmes and guidelines for the meetings, organises events and field missions, drafts project proposals, and implements projects.

Moreover, the MTM Secretariat coordinates the drafting of the guidance notes and collects the input of various MTM stakeholders and Partner States. It actively cooperates with the relevant ICMPD Competence Centres, notably Migration and Development, Research and Documentation, and Legal Migration and Integration. Cooperation with other dialogue secretariats, e.g. of the Budapest, Prague, and Rabat Processes, especially concerning the development and maintenance of the i-Map platform, is ensured on a regular basis. The Secretariat is also involved in contacting and cooperating with international organisations on particular matters relevant to the thematic areas covered by the actions and, eventually, with representatives of countries who are interested in joining.

The Secretariat progressively adapts its methodologies to the needs of Partner States in a proactive way. For example, to maximise the value of the Partner States' own experiences, and to translate lessons learnt into guidelines for the forthcoming initiatives, the Secretariat identifies good

practices in specific fields and invites them to give presentations on their experiences during the MTM meetings. Furthermore, in accordance with the MTM's philosophy, the level of participation should be rather the same for all countries. However, not all countries are involved in the Dialogue in the same way: some representatives are very active, and thus assume a leading role, while others tend to be more passive. To reduce these differences in the level of participation, the MTM increases its outreach. There are more visits to selected countries, additional information for the migration profiles are gathered, assistance is given for the identification of priorities, and for the dissemination of information on the i-Map, and information exchange is further enhanced.

One of the most time-consuming tasks of the Secretariat is the management of the i-Map platform. It requires continuity as the key stages for the MTM i-Map are manifold. It includes the collection, processing, validation, dissemination, and translation of data and information into action. In this process, stakeholders are asked to provide feedback so that target groups' needs are incorporated.

The Secretariat makes use of innovative methodologies in all its activities, such as through discussion guides for the meetings and the inclusion of hyperlinks into documents. Through the broad inclusion of cooperation partners within and outside ICMPD, the Secretariat continuously improves and strengthens its services to MTM Partner States and Partner Agencies.

For the construction and update of the i-Map, as in most of other activities, the MTM Secretariat relies on the services of a specific group of interpreters and translators. Their services are requested during the meetings and for the translation of all the documents into three MTM languages. This long-term professional relationship with interpreters and translators ensures the highest-level of quality since they know all the specific migration-related vocabulary and terminology.

Last but not least, resource mobilization has a pivotal role in ensuring the continuity of the MTM Dialogue. Funds have to cover both short- and medium-term projects designed to promote concrete activities, including the i-Map and the informal meetings. So far, the MTM Dialogue has received funds from the European Commission, 25 of the Partner States, and 6 international organisations.

To conclude, the Secretariat is key to the MTM's success: with its ten years of experience, it has managed to develop relevant skills, experience, and knowledge for the management of the platform. It ensures continuity for the development of new methodologies and for building on lessons learnt. It has a wide network consisting of 45 countries and relevant international organisations. The MTM's continuity and long-term commitment supports trust-building among partners.

## 5. Concluding remarks

### 5.1 Lesson learnt

In its ten-year long existence, the MTM Dialogue has developed a solid methodological approach and unique structures to promote interstate and interregional cooperation on migration issues.

The MTM is a unique platform that has managed to position itself in the international context. **The platform has elaborated its own instruments, which are auxiliary and complementary to high-level political forums.** Its key features are its informality, its flexibility, and its focus on technical matters: they support the exploratory nature of the Dialogue, thus allowing to increase and to test its scope of action in the field of migration. The Dialogue primarily facilitates the exchange of views and experiences at the technical level while fully respecting the guidance of major political forums e.g. GFMD, Rabat Process, etc.

The MTM uses a bottom-up approach so that field experiences feed into the technical discussions on cooperation in migration between experts of different countries and backgrounds. Pursuant to the discussions, technical cooperation projects are developed to deal with the real issues at stake and to jointly elaborate innovative tools and solutions. In fact, the MTM provides a framework where actions can be discussed and then concretised at bilateral or multilateral level. Moreover, most of the output reports of the MTM Dialogue are disseminated outside of the platform, at political - bilateral or multilateral - level, or in project-related activities.

The MTM has an important role to play for the collection, processing, and dissemination of data and information. The access to relevant and accurate data is instrumental to **enhance collaboration between international actors** and to translate knowledge into practice. It has resulted in the states' abilities to adopt and to apply standards for data. Particularly, with the informal expert meetings, the projects on migration and development, and the i-Map platform, the MTM has managed to disseminate information at multiple levels, involving in this process an increasing number of relevant partners.

The MTM has been useful in finding concrete solution in dealing with the various complex dimensions of migration management. All of the main MTM projects and activities support and strengthen the institutional knowledge and capacities of Partner States. The MTM is service-oriented and assists Partner States in strengthening their engagement by identifying new areas of cooperation with partners and by responding to their specific requests.

The realization of the MTM's strategic relevance has emerged over time. Its specific and long-term methodology, which has been progressively built up over ten years, has demonstrated to be highly effective. In fact, a long-term approach is needed to create trust and a dialogue. Actions in the framework of the MTM have continued over the years and are developed within a tested methodological approach. In this regard, the i-Map has proven to be an essential tool for the MTM. It supports the continuity and institutional memory of the MTM. Moreover, this instrument has demonstrated its flexibility and adaptability in tackling many different issues in various geographical contexts.

Last but not least, the MTM has the capacity to include new partners, states, and agencies, depending on the issues at stake and to stay relevant at international level. Its many success stories may continue attracting new partners in the future. All these characteristics define the MTM as a strategic platform able to adapt to a changing environment and to contribute actively to the development of regional and national migration policies and strategies.

## 5.2 Main opportunities and challenges

At the 10<sup>th</sup> Anniversary event, experts frequently mentioned social changes and economic crisis affecting current migration trends. Sub-regional political crisis in some areas of Africa and the Middle East, together with other adverse factors in the EU, such as the crisis of labour markets and the aging of the population, contribute to continuously changing migration flows. It also affects the direction and composition of migration flows as well as the institutional framework within which they take place. As a matter of fact, interregional complexity is growing, and therefore new tailor-made responses need to be elaborated.

During the 10<sup>th</sup> Anniversary event and at the 7<sup>th</sup> i-Map Expert Meeting in May 2012, discussions on the future orientation and priorities of the MTM Dialogue in this changing environment led to the identification of some new areas for consideration.

### *Irregular and mixed migration*

According to participants, challenges are increasing, especially with regards to the **most vulnerable populations**: asylum seekers and refugees, as well as victims of abuses and trafficking. An increasing number of incidents against migrants have been recorded. Various examples were given, such as the movement from Syria to Lebanon and the difficult situation in Mali and Somalia. The need for further improvement in developing capacities to tackle mixed migration has emerged at the 7<sup>th</sup> i-Map Expert Meeting. It is in line with the Dakar Strategy Action Plan calling for:

- The development of more reliable instruments for the protection of migrants' human rights, especially for those in need of international protection;
- The prevention of the loss of lives at sea: in 2012, the Eastern Mediterranean route is the main (irregular) sea route and it is still a priority area;
- Improvements in the asylum system;
- The identification of migrant remains one of the main challenges for border management; and
- Voluntary return procedures should further focus on the reintegration of migrants on a long-term basis.

### *Migration and development*

Due to the growing importance of intraregional migration routes, the implementation of the South-South Expert Exchange Mechanism is perceived as one of the most important tests for the MTM. The following opportunities and challenges have been noted:

- Increase the focus on intraregional South-South mobility in Africa;
- Strengthen the integration of migration issues into development policies;
- Partner States have expressed interest in comparing their own situation with those of Latin American and Asian countries;
- Increase exchange and cooperation with international agencies;
- Consider labour migration and labour mobility as one of the most relevant factors for regional integration and stability;
- Support decentralized cooperation and the involvement of the private sector, together with the promotion of a development-oriented use of remittances; and
- As for strengthening North-South cooperation, a specific request to collect and share information on African diasporas in destination countries has been made.

### **City-to-City Dialogue**

Moreover, the proposal of a new approach to migration, the 'MTM City-to-City Dialogue' has generated very positive reactions. This proposal has recently been submitted by the MTM Secretariat jointly with UCLG and UN-Habitat. It identifies **urban zones as pivotal areas for the planning and implementation of local migration and inclusion policies**. Due to the increase of migratory flows towards and between cities, further attention is put on capacity building for urban planning. The 'MTM City-to-City Dialogue' is an innovative response to the fact that to a great extent migration takes place between cities of different countries. Particularly, cities are seen as the area where integration and inclusion can be supported best, and where social conflict needs to be prevented. The urban population represented 30% of the worldwide population in 1950, it has increased to 50% in 2000, and it will be as high as 70% or more in 2025. Urbanisation is on the rise especially in Africa, where the continent's population is expected to double in the coming decades. It is thus timely to address the opportunities and challenges emerging from such a situation. A dialogue should be promoted to get different views on migration management at city level and to seek cooperation at various levels: firstly, to entice cooperation between the governments of cities and the governments of states, and secondly, for cooperation among local authorities of cities of different countries.

Finally, some Partner States have expressed their interest to **increase the MTM Dialogue's efforts in specific geographical areas**:

- In **North-East Africa**: in some Partner States, especially after the so-called Arab Spring and the war in Libya, a strong change in the migration paradigm has been recorded, and the need for a more intense dialogue among countries of the region has emerged. As the Mediterranean area requires renewed attention, the MTM has been called to support the regional debate from a technical angle, which should contribute to the redefinition of the regional cooperation framework. The MTM, initiated in 2002 as a Mediterranean platform, has built up a large network and capacities in the region over the years. For this reason, it is now one of the main international platforms able to informally support cooperation mechanisms in this area.
- In **East Africa**: in the Horn of Africa, dialogue on migration is limited, and migration-related problems, such as trafficking and smuggling, are increasing. It has been pointed out that there is a need to improve the knowledge of migration routes. The MTM Dialogue has been invited to support technical cooperation in this region, as concrete efforts and initiatives in that regard could be highly beneficial for future developments. Some initiatives have already been taking place in the past, and the progressive geographical extension could be a new challenge for the near future. Since 2009, the inclusion of sub-Saharan African countries in the MTM has opened new perspectives but also challenges for the MTM.

These two areas of increased attention will provide the MTM with challenging tasks and opportunities in the future. The MTM's capacity to effectively balance cooperation with the Mediterranean and sub-Saharan Africa, even if the scope of activity will not be further enlarged to other geographic regions, will be one of the main challenges in the coming years.

### 5.3 Steps forward

The underlying strength of the MTM in these past ten years has been its ability to address current issues and to anticipate future opportunities and challenges from a technical angle in an innovative and sustainable fashion. The relevance of the MTM Dialogue has increased over the years and aims to do so in the future too. The platform will continue to abide to certain principles, which are to:

- Continue to act in a complementary manner to other relevant international and regional processes;
- Preserve its technical, and non-political nature;
- Continue valuing the trust that has built up over the past 10 years of MTM activities;
- Continue applying a participatory approach;
- Preserve its exploratory nature; and
- Continue to be state-driven and service-oriented.

One of the main achievements of the MTM Dialogue in recent years has been its ability to reach a balance between the two Pillars 'Irregular and Mixed Migration' and 'Migration and Development'. Moreover, the development of synergies and increased complementarities with the Rabat Process

and other regional programmes is on-going. Illustrative of these growing synergies are the adoption of the i-Map platform by the Rabat Process, and the expansion of the MTM thematic coverage to labour migration so as to reflect the structure of the Dakar Strategy more comprehensively.

Finally, to conclude, it is important to recall that the platform has managed to develop a long-term strategy over the past ten years in order to keep a continuum in its work. However, the MTM Dialogue has always been, and probably will remain to be a project-funded initiative, in which all activities need to be planned well in advance. Currently, there are very limited opportunities to organise *ad hoc* events and meetings out of the pre-determined schedule.

In light of the recent developments in the Mediterranean area following the Arab Spring and the war in Libya, the MTM would be able to respond to imminent needs if it had the possibility to implement activities outside of the project framework. In order to increase the service-oriented nature of the MTM Dialogue, and especially to increase its ability to answer to specific requests from Partner States, funding for the Secretariat is needed. The availability of non-earmarked funds would allow to organise, for instance, an MTM Expert Meeting on a specific issue or an *ad hoc* gathering to quickly address migration-related challenges resulting from emergency situations in the region.

## List of acronyms



AMEDIP- Strengthening African and Middle Eastern Diaspora Policy through South-South Exchange  
AU- African Union  
BMP - Building Migration Partnerships  
CAVENA - Cape Verde Needs Assessment  
DCAF – Geneva Centre for the Democratic Control of Armed Forces  
DIIS – Danish Institute for International Studies  
EADPD – European wide African Diaspora platform for development  
EAMRI – East Africa Migration Route Initiative  
EASO – European Asylum Support Office  
EU - European Union  
EUROMED – Euro-Mediterranean Partnership  
GAAM - Global Approach to Migration and Mobility  
GFMD - Global Forum on Migration and Development  
IFAD - International Fund for Agricultural Development  
IOM – International Organization for Migration  
IOPCR – International Organisation for Peace, Care and Relief  
JMDI – Joint Migration and Development Initiative  
MAREMCA – Malta Return Management Capacities  
MARRI - Migration, Asylum, Refugees Regional Initiative  
MME – EU-Africa Partnership on Migration, Mobility and Employment  
MTM - Mediterranean Transit Migration Dialogue  
OECD - Organisation for Economic Co-operation and Development  
OSCE – Organization for Security and Co-operation in Europe  
UCLG - United Cities and Local Governments  
UNDP - United Nations Development Programme  
UNESCWA - United Nations Economic and Social Commission for Western Asia  
UN-Habitat - United Nations Human Settlements Programme  
UNHCR - United Nations High Commissioner for Refugees  
UNODC - United Nations Office on Drugs and Crime  
SECI Center, now SELEC - Southeast European Law Enforcement Center

Annex 1: Summary of Discussions of the MTM 10<sup>th</sup> Anniversary Event, Valletta, Malta, 22 May 2012.

---



Federal Office  
for Migration

Ministry for Home  
and Parliamentary Affairs



Ministère de l'Intérieur, de  
l'outre-mer, des collectivités  
territoriales et de l'immigration



## DIALOGUE ON MEDITERRANEAN TRANSIT MIGRATION (MTM)

### *A DIALOGUE IN ACTION*

## 10-YEAR ANNIVERSARY EVENT

Valletta, Malta, 22 May 2012

### Summary of Discussions

On 22 May 2012, the 10-Year MTM Anniversary Event took place in Valletta, hosted by the Ministry for Home and Parliamentary Affairs of Malta, organised in cooperation with ICMPD and with the financial support of France and Switzerland. The meeting informally gathered delegates of MTM Partner States representing Algeria, Bulgaria, Croatia, Denmark, Egypt, Ethiopia, France, Germany, Greece, Italy, Kenya, Lebanon, Libya, Mali, Malta, Niger, Poland, Senegal, Spain, Switzerland, Tunisia, Turkey, and the United Kingdom. The MTM Partner Agencies Europol, Frontex, IOM, Interpol, UCLG (represented by the City of Barcelona), UNHCR, UN-Habitat, and ICMPD were also represented. Furthermore, the Council of Europe, EASO, and the League of Arab States participated as Observers.

The event aimed to contribute to the common understanding on past, present, and future opportunities and challenges on migration management issues as well as to enhance cooperation among MTM Partner States, particularly in view of the latest regional developments and their significant impacts.

The event was articulated around four sessions corresponding to the following specific objectives:

- To analyse the place, role, and use of the MTM Dialogue in regional and national migration policy and strategy development;
- To discuss the African, European, and Middle Eastern perspectives on intergovernmental migration dialogues i.e. the Global Forum on Migration and Development (GFMD), the Africa-EU Migration, Mobility and Employment (MME) Partnership, the Rabat Process, the EuroMed and Union for the Mediterranean, and the 5+5 Dialogue: their respective focus, programmes, and potential synergies;
- To identify the current state of play and future opportunities and challenges in the areas of expertise of MTM Partner Agencies;
- To provide a platform for MTM Partner States to discuss issues the MTM Dialogue should focus on in the coming future, bearing in mind the latest regional developments and their impact, the need for increased synergies between migration dialogues in the region, and efforts towards avoiding duplication.

The meeting was formally opened by the [Maltese Minister for Home and Parliamentary Affairs](#) (EN). Opening statements were given by the Heads of delegation of Switzerland, France, and [ICMPD](#) (EN).

\*\*\*

*Working Session I: 10 years of MTM Dialogue in retrospect: an informal, technical, and support intergovernmental dialogue on migration*

Setting the framework for the meeting, the first session was of an informative nature. A presentation of the framework of the [MTM Dialogue](#) (EN), its history, guiding principles, and a description of the current phase ***A Dialogue in Action*** was followed by a presentation of the [preliminary results](#) (EN) of the ***analysis paper on the place, role, and use of the MTM Dialogue as an informal technical support framework to regional and national migration policy and strategy development***, undertaken by an external consultant. The final analysis paper will incorporate the results of the MTM 10<sup>th</sup> Anniversary Event.

This introductory session was the occasion to recall the importance of regional dialogues which provide useful frameworks to enhance cooperation on migration. In its 10 years of activity, the MTM has proven to be a technical, informal, non-binding, and action-oriented intergovernmental dialogue, applying an explorative approach and developing innovative means of cooperation and information sharing for various aspects of migration management. As such, the MTM has consolidated its position as a consultative platform, offering a forum for open and free discussion based on long-term trust building and its support to policy development at national and regional level.

It was also recalled that these achievements were made possible due to the support and commitment of MTM Partner States and Partner Agencies with whom ICMPD has always partnered in a mutually beneficial spirit of cooperation.

\*\*\*

Working Session II: African, European, and Middle Eastern perspectives on major intergovernmental dialogues on migration

The session was moderated by Mrs. Elizabeth Adjei. Participants to the panel were representatives of the City of Barcelona, France, Lebanon, Senegal, Switzerland, Tunisia, and Turkey. The session provided various perspectives on the achievements and challenges of the main migration dialogues as well as the synergies created, and to be created, among major dialogues.

In general, dialogues have contributed to create a common understanding and to improve cooperation on migration issues. Moreover, the importance of including and giving ownership to each country in the international forums was underlined. In this respect, the **2011 GFMD (EN) approach** and its various regional thematic meetings were deemed highly valuable. Furthermore, migration management challenges, in a global context, require establishing links and synergies between the various existing regional dialogues. In this regard, it was suggested to look at other models of existing experiences in other regions such as Asia and Latin America – particularly the dialogues involving countries which have experienced post-conflict reconstruction processes.

When it comes to the situation in the region, dialogues contributed to a significant improvement with regard to cooperation, notably between Africa and the EU. It was also reported that revolutions of the Arab Spring considerably changed perspectives on the migration phenomena, triggering intensive internal debates and influencing a change of position with regard to international cooperation. Governments of concerned countries revisited or are in the process of revisiting their role and involvement in dialogue frameworks both at bilateral and regional level.

Furthermore, regional dialogues were identified as useful frameworks to promote data collection and support the development of **information sharing mechanisms**, so as to increase quality and efficiency of the work undertaken both at national and regional level. In this regard, the achievements and further potential of the **i-Map platform (EN, FR, AR)** were acknowledged as a supportive tool to national and regional migration policy development. In 2011, the Prague Process joined the i-Map platform, as did the Budapest Process in 2012. Furthermore, it is foreseen that the Rabat Process will join in 2013.

With regard to cross-fertilization among major dialogues, clear complementarities between the **Rabat Process (EN, FR)** and the **MTM Dialogue** have emerged over the last few years and were underlined during the discussions. The political nature of the Rabat Process, on the one hand, and the technical one of the MTM, on the other hand, support each other. Furthermore, both frameworks have different geographic scopes, thus providing a different context. Suggestions for further development of the Rabat Process, bearing in mind the above mentioned synergies, were formulated – the Rabat Process could become action oriented through the implementation of projects focusing on the regional dimensions. South-South cooperation within the Rabat Process should be enhanced and synergies could be promoted, building on the experience that the MTM is currently developing in this field with the **AMEDIP (EN)** initiative.

Balancing dialogues in their geographic and thematic scopes was also addressed. In this regard, the importance of having a dialogue for the **Northern and Eastern African Routes**, following the

example of the West African one has been emphasized. Indeed, participants called for an increased focus on East Africa and the Horn of Africa in particular.

Reinforcing the **role of Regional Economic Communities (REC)** such as **ECOWAS** (EN, FR) and **COMESA** (EN) was mentioned as a way to promote the development of labour mobility schemes, which would enhance the protection of migrant workers. These schemes would also contribute to absorbing the growing manpower in the context of a demographic and urbanization growth. Focus should be put on the fundamentals of economies, the role of education, and the need to enhance student mobility which would then promote labour mobility and skills development.

At national level, dialogues are also witnessing changes with regard to the States' level of engagement. Turkey, for instance, was seen as a remarkable example of a country which has progressively evolved from being engaged in dialogue to assuming a **leadership role** in dialogue i.e. the Budapest Process. With regard to inter-institutional coordination at national level, a **whole of a government approach** - inter-ministerial holistic approach including all the relevant entities – was identified as a necessary way forward.

For the first time, with the participation of the City of Barcelona, the MTM looked into the local level. Management of migration movement is closely linked to sovereignty and to a great extent remains a State-level issue. However, reality shows that migrants move from a local community to another. Therefore, the **role of local governments is crucial** in order to ensure successful integration processes, given that local authorities are responsible for the inclusion of migrants in their societies. Fostering a dialogue on migration with local governments in order to bridge the gap between the priorities at central level and those at the local one, and enhancing decentralized cooperation appears key to a successful overall migration management.

\*\*\*

### Working Session III: MTM Partner Agencies' perspectives on the state of play and future opportunities and challenges in their field of expertise

The session was moderated by Mr. Graham Leese. Participants to the panel were representatives of Europol, Frontex, ICMPD, Interpol, IOM, UN-Habitat, and UNCHR.

Through the prism of MTM Partner Agencies' respective expertise, participants debated on the state of play, and possible future opportunities and challenges in the following fields: protection of migrants, nexus between migration and development, migration and security, and migration and urban governance.

Current trends indicate that for migrants, while still high, **Europe's attractiveness has significantly decreased**. The complexity and rapid evolution of migration patterns leads to the assessment that nowadays there is hardly any country which is not a mix of source, transit, and destination. Countries which less than two decades ago were countries of origin became major countries of destination in the last decade, are now once more becoming countries of emigration. In this regard, it was noticed that with diminished capacities, Europe is no longer able to financially support international cooperation on its own, and that key countries of the Mediterranean neighbourhood could consider increased commitment and leadership. Furthermore, debates and actions are increasingly taking place at South-South level. In this regard, the importance of a **strengthened South-South cooperation** was identified as **an opportunity and a priority**.

Recent or current uncertainty and instability related to conflicts in several countries e.g. Somalia, Libya and subsequently Mali, or Syria have considerable impacts on their respective sub-regions e.g. Horn of Africa, Sahel, or Middle East, and continue to fuel inter- and intra-regional migration.

The Central and East Mediterranean remain the most exposed regions with regard to inter-regional migration. Migration flows, routes, and modus operandi have increasingly shifted and merged, further underlining their mixed nature, and thus the complexity they represent for any migration management system. The increasing involvement of cross-border organised crime groups in the facilitation of illegal entry, misuse of legal channels, and use of false documents calls for a **reinforcement of strategic and operational cooperation among law enforcement institutions**. At the same time, the presence in migration flows of a significant number of persons genuinely in need of protection calls for a **balance between States' border security concerns and the upholding of their international obligations and the protection of human life**. Participants all agree that the death of migrants at sea cannot be an outcome.

The importance of cities as key migration actors was introduced during the MTM 10<sup>th</sup> Anniversary. City-level is where the impact of globalisation, including migration, is the most felt. This phenomenon will only increase and represent considerable challenges, bearing in mind that **Africa's urban population will double by 2030 and triple by 2050, by then representing more than twice Europe's overall population**. There is an opportunity to address the issues of migration and urban planning and governance, and to strengthen the capacities of local authorities to incorporate domestic and international migration in their urban development.

\*\*\*

#### Working Session IV: Future outlook of the MTM Dialogue

During the last session, based on the various points discussed during the day, Partner States and Partner Agencies expressed their views on the future orientations and priorities of the MTM Dialogue.

Participants underlined the importance of a continued effort to **support knowledge-based policy development** and information collection, processing, and sharing capacities of Partner States. In this regard, the **i-Map platform** in general, and the **MTM i-Map** in particular, as well as their further development and maintenance, was identified as a clear priority for the years to come.

Moreover, the MTM Secretariat was invited to pursue its efforts to **translate dialogue into action**. In this regard, the current MTM South-South orientation was deemed highly beneficial and the **South-South Expert Exchange Mechanism** to be launched within the AMEDIP project seen as an interesting test in developing tools and mechanism to support South-South cooperation.

In addition to the maintenance of the initiatives related to irregular and mixed migration, two main thematic areas of focus were identified as priorities for future MTM activities: 1) **migration and development**, namely actions directed at enhancing the positive roles of the Diaspora for the development of countries of origin, and 2) **labour and professional migration**, namely the creation of schemes which would promote labour mobility and skills development. In line with these priorities, the MTM Secretariat was asked to explore **cooperation with the private sector** which is considered essential in order to ensure the sustainability of actions. Further focus of the MTM on **sustainable reintegration schemes** was also highlighted.

The Rabat Process and MTM Dialogue synergies and complementarities were considered an added-value offering two different levels of action while heading in the same direction. These **Rabat-MTM positive interactions should be further pursued**. Participants also called for more attention to be devoted to working on individual **migration route clusters/specific regions** such as the East Africa migration route and Sahel region.

Finally, UCLG and UN-Habitat were welcomed as Partner Agencies and the recently submitted **City-to-City dimension of the MTM Dialogue was fully endorsed**, thus acknowledging the growing importance of urban bound migration. The MTM Secretariat will also hold further discussions with the League of Arab States and the Council of Europe with regard to their interest in joining the Dialogue as **new MTM Partner Agencies**.

\*\*\*

In the closing session, participants expressed their thankfulness to the Maltese Ministry for Home and Parliamentary Affairs, France, and Switzerland, ICMPD, and the chairs for the excellent meeting arrangements, as well as the fruitful and open discussions. The Maltese Ministry for Home and Parliamentary Affairs as host made closing statements to the 10-Year MTM Anniversary Event.