



Council of the
European Union

Brussels, 7 October 2015
(OR. en)

12560/1/15
REV 1

LIMITE

JAI 709
RELEX 763
ASIM 102
COAFR 278
COPS 289
MAMA 141
DEVGEN 174
COMIX 457

NOTE

From: Presidency
To: Delegations
Subject: Valletta Summit Action Plan
- Working Draft Two

Delegations will find enclosed Draft Two of the Valletta Summit Action Plan, which will constitute the basis for discussions at the Friends of Presidency meeting on 9 October.

VALLETTA SUMMIT ON MIGRATION (11-12 November 2015)

WORKING DRAFT TWO - OUTCOME DOCUMENT

Version 7 October

There is broad agreement that the Valletta Summit on migration should endorse two documents at the end of its session: a political declaration and an action plan. Below are the elements that will frame the Valletta Action Plan.

Introduction

The Valletta Summit adopts an Action Plan built around five priority domains. The implementation of its specific actions will be conducted in a comprehensive, coherent and fair manner, taking into account the linkages between the different areas for action, in a spirit of partnership, ownership and shared responsibility.

We agree to conduct **regular high-level dialogue** on migration through existing mechanisms, i.e., including the Migration and Mobility Dialogue.

We recall the **Joint Africa-EU Declaration on Migration and Development of 2006**, the EU-Africa Declaration on Migration and Mobility of 2014, the UN Agenda 2030 for Sustainable Development, the Declarations of the Ministerial Conferences of the Rabat Process and of the Khartoum Process on 27 November and 28 November 2014 respectively.

We underline that the proposed actions should be seen as part of one **package** and should be implemented in parallel while allowing for differentiation in relation to each country.

We set up for the implementation of the Valetta Action Plan:

*a) **Financial support** through existing financial instruments and the EU Trust Fund (to be detailed)*

*b) **Follow-up arrangements, including for joint monitoring and evaluation**, through the existing processes, such as the Rabat process, Khartoum process and in the framework of the Joint EU – Africa Strategy*

***Gender** as cross cutting issue applicable to all clusters of actions – to be detailed.*

1. Development benefits of migration and addressing root causes

1.1. Investing in development

- **Mainstream migration in development cooperation**
 - *Integrate migration in the development and poverty reduction strategies and programmes, in particular in the areas such as labour market/employment, private sector development, education, health, social protection and security.*
 - *Set up triangular cooperation between African countries, Mediterranean countries and European ones on migration-related topics¹*
 - *Joint EU-Africa analysis of the drivers of displacement and irregular migration and possible measures to tackle this issue that are tailored to the specific situation*
- **Boost socio-economic development**, particularly by creating job opportunities, especially for the youth, in regions of origin and transit of migration
 - *Enhance employment opportunities and revenue-generating activities in regions of origin and transit of migrants*
 - *Provide assistance to youth including education, vocational training, job creation, access to digital technologies, while ensuring equal opportunities for boys and girls*
 - *Create economic opportunity for young people through dedicated initiative [FR-NL-DE proposal for an EU Youth Initiative for Africa]²*
 - *Provide satellite data and information (Copernicus programme) to support rural development, the improvement of food and nutrition security and the management of natural resources*
 - *Step up support to micro, small and medium sized enterprises (SME) in the formal and informal sector including through access to finance, training and incubation with particular focus on women, youth and rural populations*
 - *Support cross-border activities in border cities and markets*
- Support **resilience**, in particular to the benefit of the most vulnerable, including through food and nutrition security, health, education and social protection
 - *Enhance the resilience agenda aiming at reducing food insecurity and under-nutrition and increase the delivery of basic services notably through the AGIR (Sahel) and Share 2.0 (Horn of Africa) initiatives*
 - *Dedicated projects to address environmental and climate change issues in the most affected regions*

¹ Waiting for additional information from Morocco

² Waiting for additional wording from NL, DE, FR

- Dedicated support to **enhance sustainable livelihoods and self-reliance** opportunities for displaced persons, as well as to refugee-hosting communities.
 - *Promote economic opportunities for displaced persons, that would also benefit the host communities and reduce dependency on humanitarian assistance*
 - *Enhance the provision of basic services for displaced persons and host communities such as increased access to education, water, health services, and vocational training*

1.2 Development benefits of migration

- Promote cheaper, safer and faster transfers of **remittances** and facilitate productive domestic investments.
 - *Implement country specific programmes, maximising the impact of remittances in rural areas*
 - *Promote financial education and inclusion of migrants and their families*
 - *By 2030, reduce to less than 3 percent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 percent. In addition, identify one or more corridors for remittances transfers where the partners commit to substantially reduce the costs by 2020*
 - *Explore, identify and promote innovative financial instruments to channel remittances and to increase the volume of transfers through the formal remittance channels*
- Promote inclusive **diaspora** engagement in countries of origin
 - *Develop country specific actions aiming at enhancing the development impact of migrant diasporas to their country of origin*

1.3 Addressing instability and crises

- **Reduce or resolve conflicts** generating internal displacement, irregular migration and refugee flows. Special focus should be given to the situation in Libya, Syria, Yemen and the regions of Sahel, Lake Chad and the Horn of Africa.
 - *Support to diplomatic initiatives for crisis situations, in Central African Republic, Mali, Nigeria, Somalia, South Sudan, Libya and Yemen*
- **Prevent new conflicts**
 - *Reinforce the support to, development and implementation of the African Peace and Security Architecture*

- *Cooperation regarding early warning and analysis of potential future conflicts of any nature, which might lead to displacement of the population*
- *Measures to counter radicalisation and violent extremism among the youth will be launched, notably in the Sahel and Horn of Africa region*
- **Support State building, rule of law and good governance**
 - *Strengthen capacities of public administration in security and rule of law as well as improve border management*
 - *Support cross-border cooperation and specific actions with both security and development dimensions in remote border areas*
 - *Foster police and judicial cooperation between origin, transit and destination countries (e.g. promote regional and national investigations and the formation of joint investigation teams)*
- **Reinforce State capacity to ensure security and fight terrorist threats**, including through continuity of existing efforts.
 - *Develop activities of EUCAP Sahel Niger along the migratory route, from the Agadez region.*
 - *Strengthen capacity to fight terrorism and organised crime, including through training and professionalization of the internal security forces as well as judicial authorities*
 - *Human rights training elements will be included in capacity-building projects with immigration and border agencies.*
 - *Encourage exchange of information at regional level (e.g. support to G5 Sahel Security Platform)*

2. Legal migration and mobility

- **Promoting legal channels for migration** and mobility from African countries.
 - *Strengthen institutional cooperation between labour market agencies and other key institutions*
 - *Strengthen cooperation on pre-departure measures (e.g. foreign language and vocational training)*
 - *Develop networks between European and African vocational training institutions, with a view to ensure that vocational training matches labour market needs*

- *Step up efforts to promote legal migration and mobility within bilateral cooperation frameworks such as Mobility Partnerships and Common Agenda on Migration and Mobility.*
- *Identify, as a pilot, one or more professions where all States commit to make progress on facilitating recognition of skills and qualifications (including for migrants returning to their country of origin – circular migration schemes)*
- *While respecting the national selection and admission procedures, EU Member States to pool offers for legal migration (e.g. for work, study, research, vocational training) in their respective national schemes at EU level, to be offered to specific African countries as an element of the comprehensive logic of the Action Plan.*
- *Promote circular migration schemes in small and medium enterprises (SMEs), including training programmes for African entrepreneurs in EU countries*
- *Facilitate the portability of social rights of lawfully residing migrants, in conformity with international conventions, bilateral conventions, and national laws applicable in this area*
- *Support continental, regional and sub-regional frameworks for mobility and migration, such as the Joint Labour Migration Programme adopted at the AU Summit in January 2015 and other initiatives developed by ECOWAS and IGAD*
- **Promoting mobility of students, researchers and entrepreneurs** between Africa and Europe
 - *Double the number of scholarships for students and researchers (e.g. in 2022 compared with 2015).*
 - *Use Erasmus+ annual call to support mobility of students and university staff between Europe and Africa partner countries*
 - *Use the Marie Skłodowska-Curie actions calls to foster both the mobility of researchers between Europe and Africa as well as to encourage joint research projects*
 - *Support the introduction of harmonised qualifications in higher education through the Africa-EU Harmonisation Tuning, Quality and Accreditation initiatives*
 - *Work towards mutual recognition of academic qualifications and professional certificates through the conclusion of bilateral agreements or by other means*
- **Support the elaboration and implementation of comprehensive national and regional strategies on migration and mobility.**
 - **Encourage the development of national strategies or policies for integrating migrants into host societies and for counter-acting xenophobia and discrimination**

- Strengthen the capacities of civil society organisations and local authorities to advocate for and protect rights of migrants
- Enhance civil status registration (communication, practical frameworks, national registration systems, modernization, exchange of information, network, training sessions)
- Explore possibilities within the existing legal frameworks to facilitate procedures for issuing visas to nationals from countries that cooperate effectively in the implementation of the Action Plan.
 - *Open negotiations of agreements on visa facilitation and readmission with selected countries.*
 - *Facilitate Visa system, through:*
 - *Simplifying entry and residence legal proceedings (including the possibility of issuing multiple-entry long-term visas, and the abolition of administrative fees for certain categories of persons)*
 - *Effective management of movement for short periods and temporary stay, and for legal migration, taking into account labour market needs*
 - *Facilitating the visa issuing processes for certain types of visitors, especially temporary visitors and holders of service and diplomatic passports*
- Create positive synergies between negotiations on **visa facilitation/readmission** and other areas such as trade.

3. International protection and asylum

3.1 Protection

- Reinforce the **protection of displaced persons**, support the integration of long term refugees and displaced persons in host communities and strengthen **capacities of countries of transit, first asylum and destination**.
 - *Enhance the protection capacities of countries which are hosting large numbers of refugees and internally displaced persons, including security in refugee camps, support local development for host communities and forcibly displaced, and enable better management of forced displacement, including through developing and further enhancing the Regional Development and Protection Programmes in North Africa and the Horn of Africa. Where appropriate, this should also involve the European Asylum Support Office (EASO).*
 - *Facilitate access to justice and socio-psychological support for migrants and asylum seekers in case of serious crimes committed against them*

- *Targeted pilot project to be set up on quality and training in the asylum process, in close cooperation with UNHCR.*
- Establish **centres for potential asylum seekers where**, after pre-screening they could benefit from safe and legal ways to the EU for further asylum procedure or adequate information and assistance for their return to their respective countries of origin in compliance with relevant national legislation, international refugee and human rights law.
- Support EU, African and global increased **resettlement efforts** and strengthening the legal avenues available to persons in need of protection, both bilaterally and through multilateral structures (in particular UNHCR).
 - *Implementation of the Member States' commitment of 20 July 2015 to resettle 22,000 persons in clear need of international protection. Priority regions for resettlement include North Africa, the Middle East and the Horn of Africa*

3.2 Humanitarian response

- Provide **humanitarian assistance** in countries most affected by forced displacement (both internal and refugees).
 - *Ensure provision of life-saving emergency assistance, in affected countries, that focuses on basic services (health and nutrition), food assistance, shelter, water and sanitation and protection. Assistance targets the most vulnerable, regardless of their status*
 - *Strengthen the link between humanitarian assistance and longer term development measures to prevent further displacement, to improve livelihoods, self-reliance opportunities and to facilitate durable solutions*

4. Prevention of and fight against migrant smuggling and trafficking in human beings

- Support in drafting and implementing appropriate **legislative and institutional frameworks**, in line with the UN Convention on Transnational Organised Crime, UN Protocols on Smuggling of Migrant by Land, Sea and Air and on Trafficking in Persons, especially Women and Children.
 - *National and regional anti-smuggling and anti-trafficking policies and action plans should be established or upgraded, including through developing single national contact points for anti-smuggling and trafficking activities*
 - *Support to the rule of law and law enforcement, judiciary and border management authorities in order to tackle migrant smuggling and trafficking in human beings, including on tracing and seizing assets and criminal proceeds, as well as on crime investigation and prosecution. Support could include capacity building and provision of relevant equipment.*
 - *Train law enforcement and judicial authorities e.g. on proactive and reactive investigation methods and judicial treatment of victims/witnesses and assisting in setting up specialised anti-trafficking police units*

- *Step up capacity building to counter the production and use of forged and look-alike documents.*
- *Ensure effective implementation by relevant national authorities of existing legislation on sanctions and measures against employers who exploit irregular migrants.*
- *Step up efforts for effective investigation and prosecution of human traffickers and more effective protection of victims that complies with fundamental rights and takes the gender of victims into account.*
- Provide capacity building and financing for investments in improved **integrated border management systems at regional and national level.**
 - *Establish/upgrade national capabilities to control land, sea and air borders as well as maritime surveillance capabilities for the purpose of prevention of irregular migration, cross-border crime as well as enhanced search and rescue (as well as protection of critical infrastructure, environment and fishery control).*
 - *Promote development and implementation of national strategies and action plans on integrated border management*
 - *Develop training mechanisms for border guards and police, including regional training centres and common curricula*
- Contribute to prevent and address irregular migration and to fight related organised crime, such as migrant smuggling and trafficking of human beings, including through EU existing actions, such as Operation Sophia, EUCAP Sahel Niger and EUBAM Libya.
- Provide protection, **support and/or assistance to stranded/vulnerable migrants and victims of trafficking.** Special attention should be given to migrants and victims of trafficking who are women and minors.
 - *Establish standard operating procedures for the referral of victims of trafficking at national and cross-border levels*
 - *Support relevant authorities and civil society organisations to provide protection and rehabilitation services, notably medical and socio-psychological counselling, training, requalification and assistance.*
 - *Support child protection initiatives at regional level³*

³ Waiting for further proposal from Sweden.

- Provide easy and continuous access to adequate and **credible information on legal migration opportunities and dangers** of engaging in irregular migration, as well as giving a realistic view of living conditions in the EU.
 - *Organise awareness-raising and information campaigns in countries of origin, transit and destination*
 - *Raise awareness of the general public and potential migrants and victims of trafficking and its risks and recruitment processes*
 - *Support mechanisms in priority regions along the main migratory routes, starting with a 'multi-purpose centre' in Agadez (Niger), which aims at ensuring provision of direct assistance and information to migrants, registration of migrants, as well as providing opportunities for safe and voluntary return and reintegration in cooperation with countries of origin. These mechanisms should also include support to local communities and should be complementary to initiatives aiming at reinforcement of local and national capacities to manage migration.*
 - *Enhance cooperation in particular with Interpol National Coordination Bureaux (NCBs) and regional bureaux in African countries in order to foster policing capacity operational cooperation, intelligence sharing, etc.,.*
 - *Support operational police cooperation and exchange of information between neighbouring countries in specific regions and encourage cooperation amongst relevant authorities including through Joint Investigation Teams. That support should involve, where appropriate, EU agencies Frontex and Europol.*
- Develop further and maintain **communication networks between EU and non-EU countries** (namely the Seahorse Mediterranean network) to prevent irregular migration and save lives at sea in compliance with the principle of non-refoulement and data protection standards.
- Fight corruption and develop **alternative income generation opportunities** in countries where migrant smuggling and services for migrants in transit are important economic factors.
 - *Pilot project in Agadez region in Niger*

5. Making progress on return arrangements and readmission agreements

Strengthening **cooperation with key countries of origin and transit in order to facilitate the return and sustainable reintegration of irregular migrants**, bearing in mind the obligation of each state under international law to readmit its own nationals in full respect of human dignity and under **art. 13 of Cotonou Agreement**, as well as the principle of non-refoulement.

- *Develop administrative arrangements and strengthen the capacity of countries of origin to respond in a timely manner to readmission applications, including through missions to identify persons to be returned.*

- *Conclusion of ongoing negotiations and launching of new readmission agreements*
 - Special attention should be paid to unaccompanied minors taking into account the principle of the best interest of the child. Child protection systems in countries of origin should be supported so as to offer a safe environment for vulnerable children including unaccompanied minors upon their return
 - Explore return **pilot projects with African countries**, drawing from the experience of ongoing return pilot projects in other countries.
 - *Providing comprehensive and developmental packages for safe return and reintegration, whereby a partner country commits to cooperate closely with the EU on return and readmission, but receives not only substantial support for the reintegration of its own nationals, but also possible visa facilitation and a tailor-made package of support, including on other policy areas.*
 - *Further promoting programmes on assisted voluntary return and reintegration.*
 - Cooperation **with countries of origin on addressing** the absence of identification documents – and the absence of civil registry which is often the cause of it - as one of the main difficulties in the application of return and readmission policies.
 - *Provide interviewing and re-documentation support by immigration officials of countries of origin*
 - *Enhance recognition of the EU laissez passer for return purposes.*
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