

IN-DEPTH ANALYSIS

Senegal: bastion of democracy, migration priority for the EU

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ABSTRACT

Senegal is one of the most politically stable countries in Africa. Free and fair presidential elections in March 2012, for which the EU deployed an Election Expert Mission (EEM), brought Macky Sall to the presidency. The regular organisation of legislative elections, political pluralism, a free press, and a vibrant civil society are all proof of Senegal's democratic culture.

Senegal has a long tradition of migration to the EU and other African countries, and today 5 % of its population live abroad. Remittances account for more than 10 % of GDP. As a priority partner in the Migration Partnership Framework, Senegal has been constructive in the political dialogue on migration, while maintaining its position that more should be done on legal migration into the EU. Senegal is one of the main beneficiaries of the EU Trust Fund. Development cooperation, still at the core of relations with Senegal, has been structured to ensure increased coordination between the EU, Member States, and the Senegalese authorities. The challenge going forward will be to ensure that Senegal honours its commitments on the readmission of irregular migrants, and encourage progress on human rights.



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1 Key issues and developments

- Senegal is a bastion of democracy and its president, Macky Sall, is a respected figure in the international community who has developed his country's relations with the wider world.
- However, the country has its challenges in the area of regulatory enforcement, effectiveness and independence of the National Assembly, independence of the judiciary system, access to justice, and corruption.
- Despite Senegal's membership of the United Nation Human Rights Council, human rights violations occur.
- Senegal is still a low-income country, but economic indicators highlight the positive impact of Sall's tenure and medium-term forecasts point to a positive trend.
- Senegal was 10th country of origin for illegal sea-crossing migration into EU, but the numbers decreased in 2017.
- Five percent of Senegalese people live abroad and remittances account for more than 10 % of GDP.
- Senegal has been constructive in the dialogue on migration, but readmission of migrants is an issue that requires attention. The challenge of the current political dialogue lies in maintaining the good relationship, while pushing for the effective readmission and reintegration of migrants.
- Development cooperation remains at the heart of EU-Senegal relations. The EU has allocated a budget of EUR 347 million to Senegal under the 11th European Development Fund for 2014-2020, and an additional EUR 400 million have been allocated since 2014 under different instruments and thematic lines (including the EU Trust Fund).
- Senegal is one of the main beneficiaries of the Trust Fund. The Sahel/Lake Chad region - which includes Senegal- has the lion's share of the Trust Fund, receiving 53% of the commitments, with EUR 1.26 billion and 77 projects. Moreover, Senegal is the main recipient country for this window, with EUR 161.8 million.

2 European Parliament–Senegal: Milestones

- | | |
|-------------------------|---|
| 28 November 2017 | European Parliament President Antonio Tajani met Macky Sall , President of Senegal, during the AU-EU Summit in Abidjan. |
| 11 February 2015 | European Parliament Resolution on the Sustainable Fisheries Partnership Agreement between the European Union and the Republic of Senegal to compensate for Senegal allowing EU vessels into its waters. |
| February 2012 | EU Election Observation Mission to Senegal , Chief Observer Thijs Berman, MEP (NL/S&D). |



3 Political situation in Senegal

3.1 Overview

Senegal is one of the most stable countries in Africa.

President Sall's main priority has been the resolution of the Casamance conflict, and economic development.

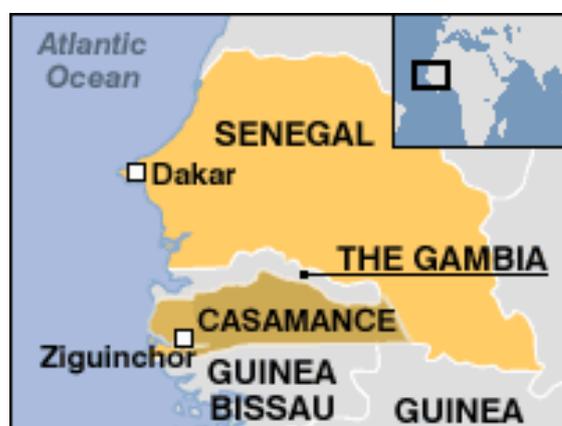
Senegal is considered a bastion of democracy in West Africa and remains the only country in the region never to have experienced a military coup.

Free and fair presidential elections in March 2012, for which the EU deployed an Election Expert Mission (EEM), brought Macky Sall to the presidency. The regular organisation of legislative elections, a free press, and a vibrant civil society are all evidence of Senegal's democratic culture.

President Sall's main priority has been facilitating the resolution of the Casamance [conflict](#) and improving security more broadly throughout the country. Casamance is a region located in southern Senegal, which differs from the rest of the country in terms of ethnicity and religion. A low intensity conflict has been ongoing since 1982, between the separatist Movement of Democratic Forces of Casamance (MFDC) and the Senegalese government. While limited results have been achieved so far, chances for a negotiated solution have recently increased with the change of government in neighbouring Gambia, as the rebels can no longer count on the support of the former President of The Gambia, Yahya Jammeh.

Security more broadly is a priority for President Sall. The budget allocated for internal security increased by 300 % between 2013 and 2017, reaching about EUR 8 million (of a total GDP of 12 billion EUR). Security measures mainly aim to prevent terrorist attacks, which Senegal has thus far been immune to but which affect neighbouring countries. While Islam is the majority religion in Senegal, dominated by Sufism of moderate religious orientation, around 50 suspected jihadists were arrested in Senegal in 2016-2017, and porous borders with Mali are a matter of concern.

Figure 1:
Casamance region



Source: BBC

President Sall has also focused on boosting the economy of the country in line with the long-term strategy document 'Plan Sénégal Emergent' (see [paragraph 4.2](#)). The President has been criticised for the limited



implementation of the economic reforms, as the results achieved so far are below expectations.

Macky Sall's popularity was particularly high in 2016 following his proposal to reduce the presidential term from seven years to five. Mr Sall claimed he wanted to set an example within Africa, where many leaders cling to power beyond their term limits. But after the proposal won approval in a March 2016 referendum, the President announced that the reform would only apply once his term had ended in 2019, to the disappointment of his supporters.

While Senegal is a democracy and President Sall is widely respected in Africa and beyond, the country has its challenges. Regulatory enforcement is uneven and the independence of the judiciary system is controversial, particularly following arrest of the main political opponent of the President before the 2017 elections (see paragraph 3.2).

The [Ibrahim Index of African Governance \(IIAG\)](#) highlights the positive performance of the country in comparative terms: Senegal ranks 10th out of 54 countries analysed, with an overall score of 61.6 (out of 100) that has been increasing fast in the last five years (0.75 yearly average). This positive trend is due particularly to improvement in the area of rule of law and democratic participation recorded in the last five years. Corruption still exists, but tremendous progress has been made, as country's ranking in [Transparency International's corruption perception index](#) went from 112th in 2011, to 64th in 2016. Senegal's overall freedom in the world aggregate score is 78/100.

Senegal's ranking in Transparency International's corruption perception index jumped from 112 in 2011 to 64 in 2016.

3.2 The National Assembly

The last parliamentary elections in 2017 were preceded by the controversial imprisonment of the president's main opponent.

The governing coalition has a majority.

The National Assembly has been criticised for siding with the government, rather counterbalancing its power.

The parliament became unicameral in 2012, and today consists of a National Assembly with 165 members elected by universal suffrage for a five-year term. The National Assembly has been criticised for siding with the government rather than counterbalancing its power.

The last parliamentary elections were held on 30 July 2017, and were widely seen as a test for presidential elections in 2019. The elections were hampered by logistical problems and preceded by the controversial imprisonment of President Sall's main rival, Khalifa Sall, on corruption charges.

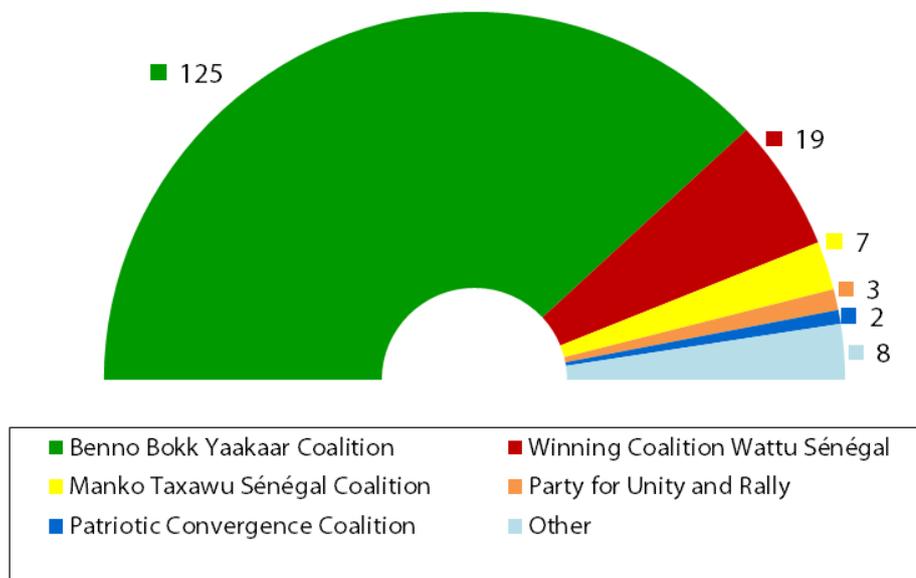
After a heated campaign, President Sall's governing coalition, the Benno Bokk Yakaar (BBY) party, won 125 of the 165 seats with a voter turnout of 54 %. In addition to the BBY, 12 other political coalitions and single parties have seats in the National Assembly, including Coalition Gagnante Wattu Senegaal (19), Manko Taxawu Sénégal (7), and Parti de l'Unité et du Rassemblement (3).

Elections were followed in October 2017 by a government [reshuffle](#), in which the minister of foreign affairs and the minister of interior were



replaced, while Prime Minister Mahammed Boun Abdallah Dionne remained in office.

Figure 2:
The National Assembly of Senegal



Source: [Conseil Constitutionnel](#)

3.3 Human rights

Senegal has a prominent role in strengthening the promotion and protection of human rights around the globe. But child abuse is common, as is gender-based discrimination and security force abuse.

Senegal has approved all core international human rights instruments. At the regional level, Senegal is party to the African human rights instruments, including the African Charter on Human and Peoples’ Rights. Human rights protection is in article 7 of the Senegalese Constitution.

Also, being a member of the UN Human Rights Council (2018-2020), a former member of the UN Security Council and a supporter of the universality of the International Criminal Court mandate, Senegal has a prominent role in strengthening the promotion and protection of human rights around the globe.

In spite of this, child abuse, early and forced marriage, infanticide, and human-trafficking still occur. Violence and discrimination against lesbian, gay, bisexual and transgender (LGBT) people continue, as does discrimination against persons with HIV/AIDS.

The exploitation and abuse of children (*talibés*) in certain Koranic schools (*daaras*) in Senegal is a problem. While Koranic schools are a deep-rooted tradition in Senegalese society, abuse and exploitation (e.g. forced begging) exist. Existing legislation to protect children is insufficiently applied, and a draft law to regulate the status of these school has been debated for long time but has not yet seen the light. The EU funds several projects on children's rights to help street children.



Abuse by the security forces, including torture, arbitrary arrest, harsh prison conditions, and lengthy pre-trial detention¹, is also a problem. The government has taken steps to investigate, prosecute, and punish officials who have committed abuses, but impunity still exists. The government also announced a comprehensive renovation/rehabilitation of prisons in 2018.

4 Economy, social indicators and trade

4.1 Economy and social indicators

Senegal is a low-income country keen to attract investment.

Classified as a low-income country by the World Bank with a GDP of EUR 11.8 billion in 2016, Senegal is the fourth largest economy in West Africa, but remains considerably behind Ghana, Cote-d'Ivoire and Nigeria.

Competitiveness, structural reforms, and a favourable external environment have accelerated economic growth — about 6.5 % in the past 2 years — and made Senegal one of the best performing economies in sub-Saharan Africa². Although public debt is rising, the fiscal deficit narrowed to 4.8 % of GDP in 2015, and 4.2 % in 2016, and is expected to settle at 3 % in 2018.

Senegal is making efforts to facilitate investments, and foreign direct investment has increased in the last four years. Nonetheless, the country was ranked 140 out of 190 in the ease of [Doing Business Report 2018](#), being less attractive than other comparable economies. The improvement in road transport infrastructure and logistics currently underway is expected to further boost foreign direct investment.

Figure 3:
Evolution of Senegal's GDP 2000-2016

Senegal GDP, billions EUR				
2000	2005	2010	2015	2016
3.86	7	10.41	10.97	11.8

Senegal's GDP has increased threefold since 2000.

World Bank medium-term economic prospects for Senegal are positive, as economic growth is projected to be just below 7% year-on-year.

Source: World Bank

World Bank medium-term economic prospects for Senegal are positive, with an year-on-year economic growth projected to be between 6.8 % and 6.9 % in 2018.

Services remain an important contributor to Senegal's GDP (58.8 % in 2017), driven by the growth of the banking and telecommunications sector. They are followed by industry (24.3 %), including the energy and extractive industries. The country is making significant progress in the area of electricity and renewable energy. Within the next five to seven years, large oil and gas reserves in Senegalese territorial waters are likely to change the current energy situation, as the country is currently dependent on oil



¹ [US Department of States, Senegal 2016 Human Rights Report](#)

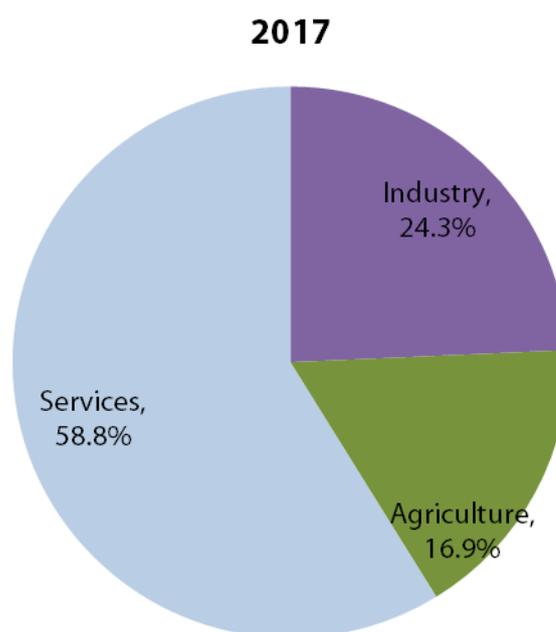
² [World Bank, Senegal Outlook](#)

imports. The extractive industry, including phosphate and gold, have flourished in the last few years.

Agriculture (16.9% of GDP) has been equally successful in the last few years, but the issues of diversification of production and food security, are yet to be addressed.

It is worth noting that migrant remittances also play an important role in Senegal's GDP, accounting for 13.8 % in 2016³.

Figure 4 :
GDP by sector



Source: World Bank

4.2 Plan Sénégal Emergent

Development priorities are spelled out in the Plan Sénégal Emergent (PSE) (2014-2035). The PSE aims for growth rates of 7-8 % in the medium-term.

President Sall's political programme is oriented towards the structural transformation of the economy, to increase productivity and fight poverty. His development priorities are spelled out in the Plan Sénégal Emergent (PSE, 2014-2035). The PSE aims to achieve growth rates of 7-8 % in the medium-term. The PSE is structured around three pillars:

- Structural transformation of the economy and growth: energy, agriculture, fisheries, industry and infrastructure;
- Human resources and social protection: housing, basic social services;
- Governance, institutions, and peace and security: African integration, upgrading the local administration, peace and social cohesion, strengthening international cooperation.

Despite overwhelming support for the PSE from technical and financial partners, private investment has so far remained below expectations. Implementation of the PSE is progressing slowly and so far the population has not noticed an overall improvement in living conditions, resulting in a certain amount of disappointment and impatience. Significant



³ [CIA world factbook 2017](#)

demographic growth (fertility rate of 5.1) absorbs much of the progress achieved.

4.3 Trade

The West Africa EPA process has stalled in spite of Senegal's support.

The country's economy depends on imports.

Senegal is one of the 16 west African countries (15 ECOWAS member states and Mauritania) which have negotiated an Economic Partnership Agreement with the EU. President Sall was at the forefront of the efforts which led EU Member States to sign the agreement on 12 December 2014. However, given that the west African economic heavyweight Nigeria is yet to sign, the process has stalled.

The EU is Senegal's biggest trade partner, followed by China, Nigeria, India and the United Arab Emirates. EU imports from Senegal are split between agricultural, fishery and industrial products, while its exports are primarily industrial products (80.2 %). Senegal is the EU's 73rd largest trade partner. Senegal continues to suffer from a structural trade deficit as the national economy heavily depends on imports.

Figure 5 :
Senegal trade with the EU, 2016

	Imports from EU:	Exports to EU:
Value 2016:	EUR 2.3 billion	EUR 422 million
EU's rank (for Senegal), 2016:	1	2
Senegal's rank (for EU), 2016	98	61
% Senegal's total, 2016:	38.8 %	14.7 %
% EU total, 2016:	0.0 %	0.1 %

Source: DG Trade

4.4 Chinese investment in Senegal

Chinese investments focus on infrastructure, telecommunications, agriculture, energy and transportation.

Like other African countries, Senegal has been strengthening its ties with China, who has emerged as a key actor in terms of Foreign Direct Investment (FDI) and trade. The Chinese government launched the Forum on China-Africa Cooperation in December 2015, during which USD 60 billion were pledged under the Belt and Road Initiative for 2015-2018, with a focus on infrastructure development throughout Africa.

Senegal has benefited from this, with Chinese investment reaching over USD 1.32 billion between 2005 and 2016. Chinese investments focus on infrastructure, telecommunications, agriculture, energy and transportation.⁴ For example, the Ila Touba highway project linking Dakar



⁴ [African Independent April 6 2016. China ties with Senegal](#)

to the second most populated town of the country, Touba, is being financed through a USD 777.57 million Chinese loan.⁵ Furthermore, China is among Senegal's largest import (USD 565 million) and export (USD 127 million) partners, according to 2016 figures.

5 Migration

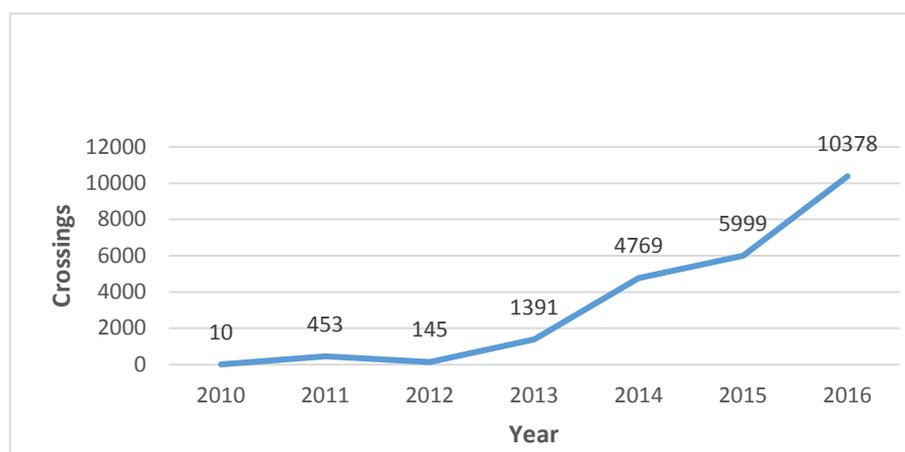
Irregular migration from Senegal to the EU, mainly through the central Mediterranean route, had been steadily increasing until 2016. At the time, Senegal was the 10th largest country of origin in terms of irregular migration across the sea, but arrivals plummeted in 2017.

Senegal has long been a country of origin of migration. Around 4-5 % of the country's population live outside Senegal (total population 14.6 million), and about half of those live in the EU. Migrants are primarily young and male, and half of them have no formal education⁶.

The number of irregular Senegales migrants crossing the sea to reach the EU, mainly through the central Mediterranean route, had been steadily increasing until 2016. It peaked at 10 378 when Senegal was the 10th largest country of origin in terms irregular sea-border crossings. This was albeit, well below the first country of origin Syria (88 697), followed by Afghanistan (54 385) and Nigeria (37 811)⁷.

Senegalese arrivals declined dramatically in 2017. Although Frontex data is only available until November 2017, monthly data indicate that arrivals plummeted, as only 5 900 were registered in the period January - November 2017 compared with 10 378 the previous year. This is a 40 % decrease, although data for December 2017 would have to be factored in order to make an accurate comparison. The decrease is seen as a very positive result of the cooperation between the EU and Senegal on migration.

Figure 6:
Irregular sea-border crossings of Senegalese citizens to the EU, 2010-2016 evolution, Frontex Risk Analysis



Source: Frontex Risk Analysis

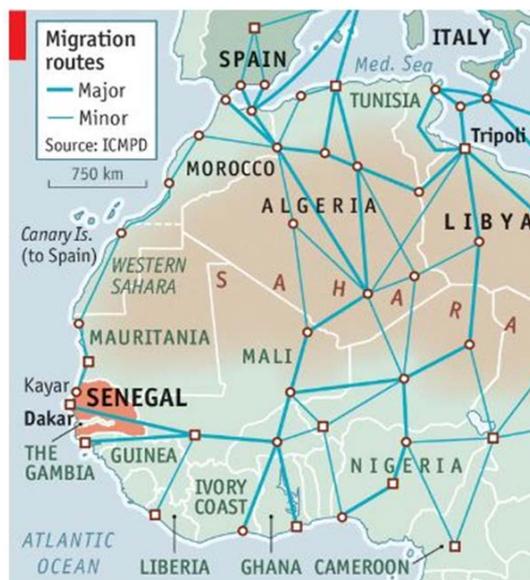


⁵ [Senegal Ministry of Economy and Finance](#)

⁶ [United Nation Population Division, International Migration](#)

⁷ [Frontex Risk Analysis 2017](#)

Figure 7:
Migration routes involving Senegal



Source: *The Economist*.

5.1 EU- Senegal dialogue on migration

Senegal has been a very constructive player in the dialogue on migration with the EU. But it has been reluctant in its efforts to address readmission.

Senegal has been a very constructive actor in the dialogue on migration with the EU, being very active in the Rabat and Valetta processes. In these fora, Senegal has insisted on a balanced approach in line with the five pillars of the Valetta Action Plan, including opportunities for legal migration.

Over the past few years, Senegal has also developed a large number of domestic initiatives related to the return and reintegration of Senegalese migrants. Last December, following the mediatization of a video showing irregular migrants sold as slaves in Libya, Senegal publicly announced [that 2 500 Senegalese had been recently repatriated](#). President Sall [called upon the international community](#) to impose sanctions against Libya.

Senegal has yet to adopt a formal and comprehensive migration policy. However, the Senegalese authorities have included the fight against irregular migration (including awareness raising, surveillance of departure areas, and support for voluntary return) in a wider strategic plan addressing emigration which is being finalised.

Under Article 13 of the Cotonou Agreement, Senegal is obliged to re-admit irregular migrants. Senegal also has bilateral readmission agreements with Spain, Italy and France, and has actively cooperated on border management with the EU.

However, political commitments on return and readmission have not yet been fully translated into action. This is the main problem that the EU and its Member States currently face in dealing with Senegal. The return ratio — defined as the ratio between return decisions and effective return — was only 9 % in 2016. This is extremely low, and contrast with the good diplomatic relations the Senegal enjoys with the EU. Moreover, as show



figure 8 below, the return ratio has been decreasing since 2012. This is a worrying trend.

The reasons behind this limited cooperation are both cultural and economic. The return of a migrant is perceived negatively in Senegalese society, and entire families rely on the remittances of a family member working abroad. Migrant remittances account for 13.6 % of the country's GDP.

The problem affects not only Senegal but also the wider region. Together, Côte d'Ivoire, Guinea and Senegal had the largest discrepancies between the number of people illegally crossing borders (113 935) and those effectively returned (6 497) in 2016, resulting in a regional average return ratio of only 5.7 %.

This situation helps to explain why Senegal was deemed a priority country in the Migration [Partnership Framework](#) introduced in June 2016, under the European Agenda on Migration. The other priority countries are Mali, Nigeria, Niger and Ethiopia.

Figure 8:

Senegalese citizens ordered to leave the EU and those effectively returned, 2008-2016 evolution, source [Eurostat](#)

	2008	2009	2010	2011	2012	2013	2014	2015	2016
Ordered to leave	10 285	10 260	8 655	7 035	6 555	5 455	5 510	4 695	5 445
Returned	1 900	905	850	760	835	835	815	585	500
Ratio	18%	9%	10%	11%	13%	15%	15%	12%	9%

5.2 Migration Partnership Framework

The Partnership Framework is a new approach to migration, re-thinking how all concerned actors can work together to better manage migration flows.

The Partnership Framework is a new approach to migration, re-thinking how all concerned actors – the European Union's Member States, the EU institutions, and third countries – can work together to better manage migration flows.

The main objectives of the Partnership Framework are to reduce fatalities in the Mediterranean sea, increase return rates, and discourage irregular migration. The key component of this approach is the concept of 'compacts', which provide for tailor-made approaches for each partner country.

In the short-term, the 'compact' approach has fostered action in partner countries to reform their migration management systems and better combat human trafficking.

In the long-term, it is expected to address the root causes of migration. The idea is to secure a comprehensive partnership with third countries to better manage migration, in full respect of human rights obligations.

The results achieved so far are summarised in the [progress report](#) on the European Agenda on Migration of November 2017. It highlights positive



⁸ [Frontex Risk Analysis for 2017](#)

developments on both reduced losses of life in the Mediterranean and an increased number of assisted voluntary returns, thanks to improved cooperation with EU partner countries and the International Organisation for Migration. In 2017, over 10 000 migrants stranded in Libya were helped to return to their countries of origin, notably Nigeria, Senegal, Guinea, Mali, and The Gambia.

The next step will require fostering the partnership approach to jointly manage migration with African countries, enhancing information sharing, and addressing the root causes of migration through the EU Trust Fund.

Another feature of the report, and of the [European Council Conclusions of October 2017](#), is an increasing emphasis on securing borders and improving return rates. This will be addressed through improvements in three areas:

- Member States implementing return decisions;
- The European Border and Coast Guard Agency carrying out its own return and border management operations without the prior request of a Member State;
- Partner countries implementing their return commitments.

European Parliament
Resolution: [Role of EU external action in addressing refugee and migrant movements](#), 5 April 2017

“Calls for the establishment of a genuine, human rights-based common European migration policy (...) with the securing of the EU’s external borders and adequate legal channels for safe and orderly migration, (...) notes that the EU’s external migration policies need agreements with third countries (...); welcomes the EU Action Plan against migrant smuggling (2015-2020) which envisages closer cooperation with third countries (..)”



Figure 9:
Partnership framework
priority countries : Senegal,
Mali, Niger, Nigeria, Ethiopia



Source: [EEAS website](#)

5.3 Progress made by Senegal and the next steps

Border management, and cooperation on the identification of migrants with EU countries, are among the areas in which most progress has been achieved.

The EU's objective with regards to Senegal is to encourage the return and reintegration of migrants, through cooperation on their identification and the issuing of travel documents for ensuring effective return. The EU also support Senegal in improving border management for preventing irregular migration. Finally, through the EU Trust Fund (see Chapter 6 below), the EU has been working to improve economic conditions in Senegal and creating job opportunities. This is both to discourage illegal migration in the first place, and to support the reintegration of returning migrants.

In particular, key [progress](#) already made by the Senegalese authorities under the Partnership Framework includes:

- The reorganisation of the border police and increased availability of reliable migration data. Improving border management and data collection are fundamental components of the 'compacts' concept;
- An action plan on a national migration strategy which will soon be adopted;
- Bilateral cooperation with Italy, Belgium and Germany, which has been expanded through technical missions. One of the challenges of readmission is the identification of irregular migrants. These



technical missions typically involve Senegalese officers travelling to EU Member States to establish the nationality and identity of migrants;

- Expansion of a central fingerprints database for improving identification of migrants;
- An embassy established in Niger to assist voluntary returns, by facilitating identification and issuing relevant travel documents;
- Negotiations with the European Border and Coast Guard Agency on improved working arrangements, finalised in June 2017. The agreements were concluded in the framework of the European Border and Coast Guard's extended [mandate](#), which is now allowed to carry out operations in the territory of neighbouring third countries;
- Focal Points for Identification in relevant ministries.

Senegal committed to the following next steps:

- Establishing an Africa Frontex Intelligence Community Risk Analysis Cell in Senegal;
- Improving day-to-day cooperation on both identification and issuing of travel documents;
- On the basis of results achieved, stepping up cooperation in other areas including border management;
- Signing a Memorandum of Understanding with the European Border and Coast Guard Agency;
- Strengthening mechanisms for the voluntary return of Senegalese migrants stranded in Niger and Libya, in co-operation with IOM;
- Establishing effective cooperation on readmission, based on the respect of best practices, focusing on migrants who have arrived through the central Mediterranean route.

6 Development cooperation

The EU has allocated a budget of EUR 347 million to Senegal under the 11th European Development Fund for 2014-2020, and an additional EUR 400 million have been allocated since 2014 under different instruments.

Development cooperation remains at the heart of EU-Senegal relations. The EU has allocated a budget of EUR 347 million to Senegal under the 11th European Development Fund for 2014-2020. An additional EUR 400 million have been allocated since 2014 under different instruments and thematic lines, including the EU Trust Fund, addressing root causes of migration.

Overall, bilateral and EU funding for Senegal amounted to more than EUR 1.3 billion for 2014-2017. Senegal faces many development challenges, including weak governance — particularly in the judicial system —, widespread poverty, and low resilience to food insecurity.



6.1 EU Emergency Trust Fund for Africa

The EUTF is a flexible tool for addressing root causes of migration.

The [EU Emergency Trust Fund for Africa \(EUTF\)](#) is an innovative mechanism to tackle, flexibly and promptly, the root causes of migration. It benefits a wide range of African countries which encompass the major migration routes to Europe. They cover three macro-regions (or windows), namely the Sahel region and Lake Chad region (Senegal, Burkina Faso, Cameroon, Chad, Ivory Coast, the Gambia, Ghana, Guinea, Mali, Mauritania, Niger, Nigeria), the Horn of Africa and North Africa.

The EUTF has over EUR 3.3 billion of funding (88 % from the EU, 12 % from EU Member States and other donors). To date, 146 programmes have been approved for a total of EUR 2.4 billion.

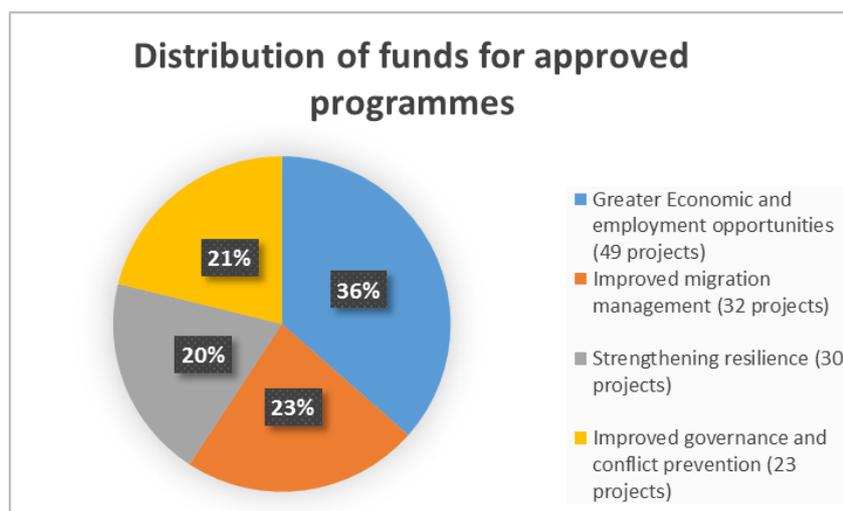
The EUTF is distributed across the following four focus areas:

- Economic and employment opportunities;
- Improved migration management;
- Strengthening community resilience;
- Improved governance and conflict prevention.

These focus areas can be condensed into two main axes of action: one focused on migration, covering both migration management and employment creation; and the other focused on security, covering community resilience and governance. As illustrated in the graph below, the migration axis is predominant.

Figure 10

Distribution by thematic concentration of EUTF resources for approved programmes



Source: [EUTF website](#)

The governance of the EUTFs is made for responding quickly and flexibly to emergency situations. The overall strategy is set by a Strategic Board composed of Member State representatives and the European Commission. Regional operational committees are responsible for project selection. those countries who have contributed at least 3 million EUR, have voting rights in the operational committees. These are currently [Austria, Belgium](#).

[Denmark, Finland, France, Germany, Italy, Luxembourg, Netherlands, Norway, Spain, Sweden, and Switzerland.](#)

6.2 The EU Emergency Trust Fund for Africa in Senegal

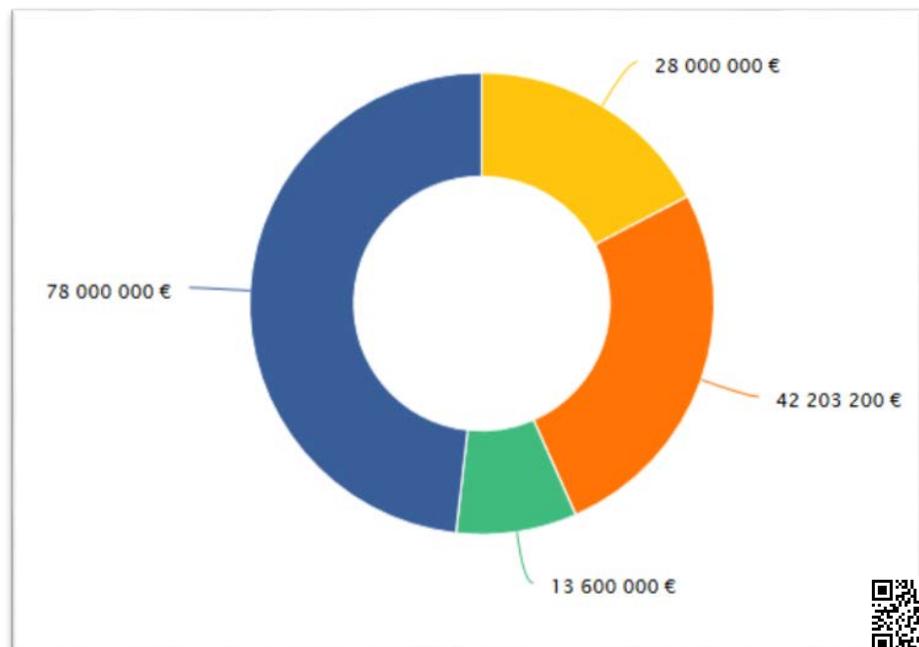
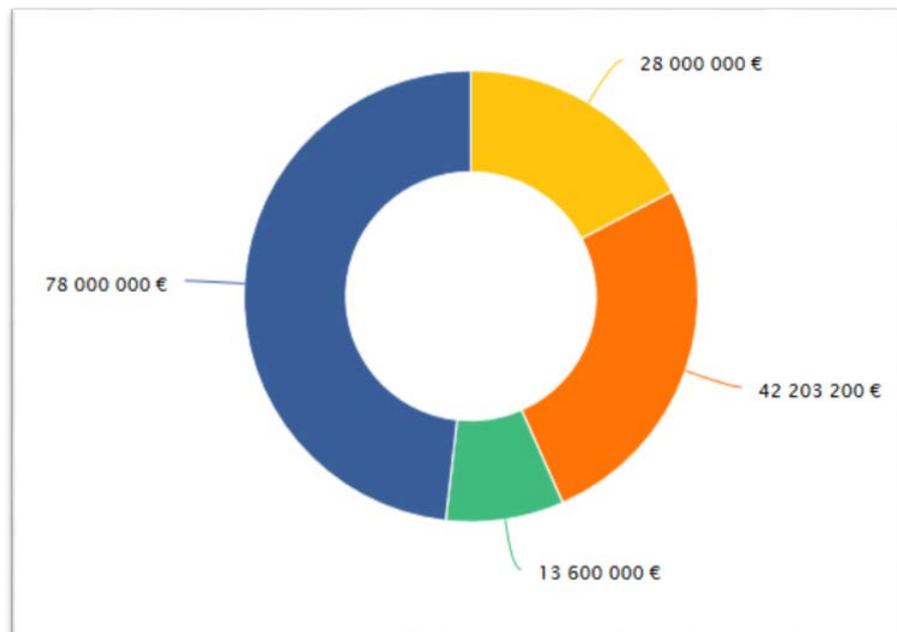
Senegal has largely benefitted from the EUTF.

Senegal is a main beneficiary of the Trust Fund. The Sahel/Lake Chad 'window' (which includes Senegal) has the lion's share, receiving 53 % of the commitments (EUR 1.26 billion and 77 projects). Moreover, Senegal is the main recipient country for this window, with EUR 161.8 million distributed across nine projects. As illustrated in the graph below, creating employment opportunities is the largest component (48 % of the total).

Figure 11

Distribution by thematic concentration of EUTF resources for approved programmes

National EUTF programmes for Senegal





Source: [EUTF website](#)

Projects reflect the political priority of boosting economic and employment opportunities, as a tool for discouraging illegal migration.

The national projects in Senegal funded by the Trust Fund are listed thematically below :

Improved governance and conflict prevention

'Programme to support and reinforce the civil registration system, and the creation of a national biometric identity database', EUR 29 million, Civipol (French Ministry of the Interior) and Belgian Development Agency.

Improved migration management

'Reinforcing migration management and governance, returns to and sustainable reintegration in Senegal, and supporting investment from the Senegalese diaspora', EUR 27.9 million, International Organisation for Migration (IOM), Spanish Agency for International Development Cooperation (AECID) and French Development Agency (AFD).

'Programme to counter illegal migration through supporting the private sector and employment creation in Senegal', 14.3 million EUR, Cassa Depositi e Prestiti (Italian Investment Bank?).

Strengthening resilience

'Strengthening the resilience of the most vulnerable populations in departure points of Podor, Ranérou, Matam and Kanel, in food and nutrition crises', EUR 8 million, AECID.

'Normalising the living conditions of populations directly affected by the Casamance conflict', EUR 4.5 million, International Committee of the Red Cross.

'Reinforcing food and nutrition security in the Matam region', EUR 1.1 million, Agence de l'Aide à la Coopération Technique et au Développement (ACTED).

Greater economic and employment opportunities

'Fostering employment in Senegal: reinforcing competitiveness and employability in departure areas', EUR 40 million, Luxembourg Development Agency, AFD.

'Programme to help stem migration through the creation of rural jobs in Senegal, by setting up village and small family farms ('Naatangué' farm: regions with high migration potential', EUR 20 million, AECID, Italian Ministry of Foreign Affairs.



'Programme to help stem rural emigration and the reintegration of emigrants into the Groundnut Basin', EUR 18 million, Belgian Development Agency.

Senegal also benefits from regional projects, including :

GAR-SI (Groupes d'Action Rapides - Surveillance et Intervention au Sahel), training police for territorial control, EUR 41.6 million;

ERASMUS+ in West Africa, EUR 10 million;

6.3 EU Trust Fund: political debate and position of the European Parliament

The political debate revolves around the financing, governance and objectives of the fund.

The political debate on the EU Trust Fund revolves around three main elements such as financing, governance, and objectives⁹:

- With regards to financing, the main concern is the potential diversion of Official Development Assistance towards migration and security issues;
- With regards to governance, the concern is that flexible procedures and restricted governance may lead to abuse. It is important to ensure that EU interests do not take precedence over the needs of the people that aid is intended to help;
- With regards to objectives, stakeholders claimed that community resilience and human rights should be clearly integrated in the objectives of the fund.

Most of these concerns were included in the European Parliament [resolution on the Trust Fund's implications for development and humanitarian aid \(13 September 2016\)](#).

In the resolution, the Parliament:

- welcomed the flexibility and reactivity of the Trust Fund mechanism, but insisted that similar funding instruments outside the EU budget had to remain the exception, since they fall outside the control of the budgetary authority and undermine the unity of the budget;
- called on the EU to create a mechanism for emergency funding within the framework of the revision of the 2014-2020 Multiannual Financial Framework;
- expressed concern about the diversion of funds originally earmarked as development aid towards migration management;



⁹ [Oxfam, 15 November 2017, An Emergency for Whom? The EUFT -migratory routes and development aid in Africa](#); [Concord, 22 November 2017, EUTF: Partnership or conditionality](#); [Bamako Declaration 28 August 2017](#)

- expressed concern about the potential impact of the Fund on human rights, and demanded that EU policy regarding cooperation on security and migration include provisions on human rights;
- noted that civil society, non-governmental organisations (NGOs), international organisations and diaspora communities should play a complementary and pivotal role in addressing the root causes of migration and improving local services.

Member States supported, in part, the European Parliament position. At the European Council of 14 December 2017, on the basis of the [Leader's' agenda note by President Donald Tusk](#), EU heads of state and government discussed the possibility of integrating a specific instrument for tackling illegal migration in the next Multiannual Financial Framework (MFF). This proposal will be further discussed at the upcoming February 2018 informal European Council meeting.

6.4 European Development Fund

EDF action in Senegal is a prime example of good cooperation between international donors and the national authorities.

The EDF's allocation is divided into two National Indicative Programmes (NIPs), the first covering the years 2014–2017, and the second covering the years 2018–2020.

The NIP 2014–2017 totalled EUR 200 million and focused primarily on:

- agricultural development and food security (EUR 120 million EUR);
- access to water and sanitation (EUR 60 million);
- rule of law, stability, justice and security (EUR 20 million).

Jointly with other donors, the NIP 2018–2020 (147 million EUR), will be framed in a wider Joint Programming including the EU, seven Member States who have bilateral cooperation with Senegal — Germany, Belgium, Spain, France, Italy, Luxembourg and the Netherlands — and the European Investment Bank. Signed in 2014 and covering the period from 2018 to 2023, this Joint Programming aims to improve coordination and complementarity of EU cooperation. It aims to do so while staying in line with the priorities of the New European Consensus for Development and the 'Plan Sénégal Emergent'.

The second phase of EDF programming (2018–2020) focuses on increasing EU investment in Senegal, job creation, supporting the energy sector, combating climate change, and migration management.

The funds will be allocated as follows:

- Rural development and natural resources (EUR 30 million);
- Economic governance and public finance (EUR 30 million);
- Employment (EUR 30 million);
- Security (EUR 20 million);



- Energy and transport (EUR 20 million);
- Migration (EUR 10 million);
- Civil society and technical cooperation (EUR 7 million).

7 Policy options

The following policy options could be considered:

- Encourage Senegal to finally adopt a comprehensive action plan on migration: in the framework of the migration Partnership Framework Senegal committed to adopt a full strategy on migration but this project is still being debated internally. Ask about the main obstacles for finalising the action plan.
- Note that a comprehensive approach to migration policy shall include the protection of human rights and that special attention shall be given to the effective reintegration of former migrants into the society.
- Note with satisfaction the progress made by the Senegalese authorities under the Partnership Framework and demand that Senegal show further cooperation on migration by delivering on the effective readmission of illegal migrants: a 9% return ratio contrast with the good cooperation between Senegal and the EU.
- Note with satisfaction that Senegal is a main beneficiary of the EU Emergency Trust Fund for Africa and reiterate the European Parliament position that the support that the country receive through the EUTF shall not be detrimental to development assistance, with the EU will continue to grant to Senegal.
- Note with satisfaction that EDF action in Senegal is a prime example of good cooperation between international donors and the national authorities and enquire about possible avenues for further improvement.
- Condemn all forms of human rights violation, in particular regarding street children and Koranic schools. [Across Senegal 50 000 boys in Koranic boarding school are forced to beg for rice and sugar by their teachers](#) and the Senegalese government is not doing enough for addressing the issue, as the government programme to protect *Talibés* children, adopted in June 2016, falls short. This contrast with the prominent role of Senegal in strengthening the protection of human rights around the globe.



8 Table

People and geography			
Population	14 668 522	2017	Source: CIA World Factbook
Total land area	196 722 sq km		Source: CIA World Factbook
Religion	Muslim (most adhere to one of four Sufi brotherhoods)	95.3%	Source: CIA World Factbook
	Christian (mostly Roman Catholic)	4.3%	Source: CIA World Factbook
	Animist	0.4%	Source: CIA World Factbook
Ethnicity	Wolof	38.6%	Source: CIA World Factbook
	Pular	26.6%	Source: CIA World Factbook
	Serer	14.9%	Source: CIA World Factbook
	Mandinka	4.6%	Source: CIA World Factbook
	Jola	4.1%	Source: CIA World Factbook
	Soninke	2.3%	Source: CIA World Factbook
Languages	French	Official language	Source: CIA World Factbook
	Wolof, Pular, Jola, Mandinka, Serer, Soninke		Source: CIA World Factbook
Life expectancy at birth	Women: 64.3 Men: 60	2017	Source: CIA World Factbook
Literacy rate	57.7%	2015	Source: CIA World Factbook
Rankings			
Name of index:	Ranking:	Explanation and source:	
Human development index	Low 162 / 188	United Nations Development Programme, 2016.	
Press freedom	58 / 180	Reporters Without Borders, The worldwide press freedom index, 2017	
Freedom in the World	'Free': political score: 2/7 civil score: 2/7	Freedom House, <i>Freedom in the world</i> , 2018. (1 represents the most free and 7 the least.)	
Mo Ibrahim index	10 / 54 score: 61.6 / 100	Mo Ibrahim Foundation, 2017. The yearly index is compiled from data — including on issues such as human rights, sustainable economic opportunity — to governance in Africa.	



9 Map



Map No. 4174 Rev. 3 UNITED NATIONS
January 2004

Department of Peacekeeping Operations
Cartographic Section

Source: United Nations

