



Conseil de l'Union européenne  
Secrétariat général

**Bruxelles, 07 juin 2022**

**WK 7990/2022 INIT**

**LIMITE**

**JAI**

**MIGR**

**ASIM**

**COAFR**

**FRONT**

### DOCUMENT DE TRAVAIL

*Ceci est un document destiné à une communauté spécifique de destinataires. La manipulation et la distribution ultérieure sont sous la seule responsabilité des membres de la communauté.*

#### **DOCUMENT DE TRAVAIL**

---

De: Présidence  
A: Délégations

---

N° doc. prec.: WK 7143 2022 INIT

---

Sujet: Fiche Action - Sénégal – Renforcement de la coopération avec l'agence Frontex

---

Les délégations trouveront ci-joint la "fiche action sur le Sénégal: renforcement de la coopération avec l'agence Frontex" (en anglais).

## Operational coordination mechanism actions for the external dimension of migration

**MOCADEM**

Action file

**Senegal - Strengthening  
cooperation with Frontex**

8 June 2022

### **Specific objectives**

Within the framework of a comprehensive approach to cooperation with Senegal, including all aspects of migration and mobility and more specifically in the fight against irregular immigration, develop areas of cooperation to strengthen the cooperation of Frontex with the Senegalese authorities, in particular in order to :

- Set up a working arrangement between Frontex and the Senegalese authorities as soon as possible, taking into account Senegal's wishes and feedback on on-going exchanges.
- Taking into account Senegal's interest and needs, initiate as soon as possible and conclude negotiations on a status agreement to strengthen cooperation on border management, in order to prevent irregular departures and to combat the various forms of cross-border crime relevant to the Frontex mandate.

In the context of Russia's aggression against Ukraine, the maintenance of fruitful cooperation between the EU and Senegal appears all the more strategic in the fight against Moscow's growing influence in Africa, in particular while Senegal holds the rotating presidency of the AU.

**Results:** A first report will be prepared on progress during the 3<sup>rd</sup> quarter of 2022.

### **Actions :**

#### ***Political and technical awareness***

**Action 1:** Jointly pursue contacts with the Senegalese authorities - and in particular the Ministry of the Interior, as well as other relevant authorities - at political and diplomatic level to achieve progress on the commitments made during the visit of President von der Leyen and Commissioners on 9-11 February 2022, in particular with regard to the fight against irregular immigration, and Frontex cooperation, as part of a comprehensive EU-Senegal partnership on migration and mobility. Take stock of Senegal's political context (i.a. Casamance) and suggestions in order to agree on next steps and a calendar.

- **Lead actors:**
  - **Commission, EEAS and EU Delegation:** Engage Senegalese authorities to organise technical mission to Senegal in order to foster cooperation on migratory matters, and notably the negotiation of a status agreement.
  - **Frontex :**
    - Liaison Officer/FLO to Senegal in close cooperation with the EU Delegation to keep proactively following up with senior level Senegalese representatives in the Ministry of Interior (National Police), the Ministry of Defence

(Gendarmerie, Navy and Air Force) and the Ministry of Foreign Affairs (Directorate of Legal and Consulate Affairs, and Director for Europe), notably to advance the negotiations on the working arrangement with Frontex.

- Regular contacts via the Risk Analysis Cell in Dakar, established within the frame of the Africa-Frontex Intelligence Community (last technical visit took place on 12 May 2022 in Dakar).

- **Timeframe :**

- **S1 2022:** Joint COM (DG HOME)-Frontex technical follow-up mission scheduled for the week of 30 May

***Re-launching discussions on a working arrangement***

**Action 2:** Taking up the elements of the previous negotiations with the relevant Senegalese authorities, and in the framework of the new working arrangement model, propose a working arrangement with Frontex in the short term, depending on the will and the interest of the Senegalese authorities to conclude such an arrangement.

- **Lead actors:**

- **Commission, EEAS and EU Delegation, Member States :**

- Support this negotiation during contacts with the Senegalese authorities.
- Support in the identification of the key areas of cooperation that Frontex should develop with the Senegalese authorities under this arrangement.

- **Frontex :**

- Identify the essential elements of cooperation with Senegal in the fight against irregular immigration and the fight against the various forms of cross-border crime relevant to the Frontex mandate, in the framework of this document.
- Advance and if possible finalise discussions with the Senegalese authorities.

- **Timeframe :**

- **Q3 2022 (estimation):** Conclusion of the working arrangement, depending on the willingness of the Senegalese authorities.

***Initiate work towards a status agreement***

**Action 3:** Depending on the response from the Senegalese authorities, initiate steps towards the negotiation and, in the medium term, the conclusion of a status agreement allowing direct operational support from Frontex to Senegal, particularly in terms of prevention of crime and irregular migration, including in the fight against migrant smuggling and trafficking in human beings.

- **Lead actors:**

- **Commission:** Submit recommendations for the Council to authorise opening negotiations for a status agreement with Senegal.

- **Council:** Adopt the decision authorising the Commission to negotiate the status agreement with Senegal.

- 

- **Timeframe :**

- **June 2022:** Recommendations from the Commission and adoption of a decision to open negotiations for a status agreement, assuming that the exploratory talks (during the technical mission) led to a positive outcome.

### ***Identify and promote cooperation of interest to Senegal***

**Action 4** Give substance to the messages expressed by the Senegalese authorities in the framework of policy exchanges and work on joint programming (Joint Strategy Paper - JSP). Identify support and cooperation measures of major interest to the Senegalese authorities (e.g. explore with Senegal the interest in concluding a Talent Partnership with voluntary Member States, if progress is made in other aspects of migration cooperation; propose an anti-smuggling operational partnership and explore possibilities to strengthen cooperation and exchange of information with Europol). Make use of the Team Europe Initiative (TEI) on the Western Mediterranean and Atlantic route to frame cooperation projects on migration issues. Promote cooperation with Frontex on border management also in the broader framework of cooperation and exchanges with the Senegalese authorities.

- **Lead actors:**

- **Commission:** Overall envelope for NDICI (€222 million over 2021-2024 / "Good Governance" priority at €31 million. Two actions have already been formulated for 2021 on job creation and youth, which will be integrated into the regional TEI on the Atlantic/Western Mediterranean route:
  - €70 million budget support for youth, including vocational training and private sector support, including aspects on migration related matters ;
  - a €20 million action - Agropole - aimed at connecting the agro-sylvo-pastoral and fisheries value chains to the national, regional and international market in a sustainable and inclusive manner, which will create many jobs, particularly for young people. Complementary actions in the area of vocational training and job creation will be formulated in the coming years.
- **Member States:** various projects addressing root causes of displacement; creating opportunities in Senegal, notably for the youth; actions combatting smuggling of migrants; support for returnees to ensure sustainable reintegration; capacity-building

- **Timeframe :**

- **S1 2022:** signature of the budget support.
- **S1 2022:** outreach to Senegalese authorities about the TEI on the Atlantic/Western Mediterranean route.
- **June 2022:** formal launch of the TEI on the Atlantic/Western Mediterranean route.

## **ANNEX: Common messages**

### **[Positive role in migration management]**

- Enhance the role of Senegal, a key country in the external dimension and notably in the Rabat process, the Valletta follow-up and the Post Cotonou Agreement, and which will take over the GFMD Chairmanship from July 2022 alongside France.
- Welcome the leading role played by Senegal, which holds the Presidency of the African Union, in the preparation of the EU-AU Summit in February 2022, and stress the seamless way in which migration issues were addressed on this occasion.
- Appreciate Senegal's role as member of the Rabat process steering committee, having co-chaired with Spain the high level thematic meeting on migration and development that took place in Madrid on 12-13 May in Madrid.
- Welcome Senegal's commitment to co-chair (with France) the Global Forum on Migration and Development (GFMD) from 1 July 2022 for a period of eighteen months.
- Express the interest of the EU in resuming the high-level dialogue on migration with Senegal agreed in 2016, in order to develop the various areas of cooperation on migration issues of mutual interest.

### **[Border Management]**

- Indicate that migration management is a priority for the EU and underline the significant financial support envisaged.
- Stress that the irregular departures of Senegalese nationals, but also of other nationalities, from the coasts of Senegal to the Canary Islands are a particularly important issue: several hundred people lose their lives each year in the course of these crossings. It is essential that we work together to combat the networks of migrant smugglers and human traffickers. In 2022, Senegal is the third country of origin of migrants arriving in the Canary Islands.
- Recall in this context the EU's interest in strengthening cooperation between the Senegalese authorities and the Frontex agency, which has a legal framework and the means to provide important operational support.
- Invite the Senegalese authorities to adopt their national migration policy and to designate an interlocutor to lead the dialogue and negotiations on the subject with the EU.
- Emphasise that Senegal has a clear interest in developing an effective system of border management (including maritime, land borders and international airports) and that Frontex could support the Senegalese authorities in this regard.
- Invite the Senegalese authorities to specify the possible timetable for the start of technical discussions on the draft working arrangement, which was mentioned during the Commissioners' visit in February 2022. Recall that the conclusion of such an arrangement will initially provide a stable framework for cooperation.
- Mark the important operational interest of concluding, in the medium term, a status agreement allowing the agency to deploy assets, including vessels, surveillance equipment, and carry out operational tasks in Senegal under the command of the Senegalese authorities.

### **[Readmission]**

- Encourage the Senegalese authorities to take advantage of this positive dynamic to also identify the margins for progress in terms of readmission of Senegalese in an irregular situation in the EU (More than 16,000 have received a return decision over the last three years, and less than 1,000 have actually been returned).

- Emphasise the need to improve cooperation in the identification of Senegalese citizens in an irregular situation in the EU and in the issuance of travel documents, including with EU countries where there is no formal or informal framework of established bilateral cooperation. This is in line with the migration related indicators for budget support to Senegal.
- Suggest the opportunity and usefulness of holding regular technical meetings to discuss operational solutions for readmission, also with Member States and Frontex. The Agency stands ready to enhance cooperation on readmission and to offer technical assistance in the area of readmission, return and reintegration.

### **[General support]**

- Recall that NDICI programming in Senegal is entirely oriented towards the most transformative and impactful strategic axes for supporting Senegal's stability through economic and social recovery. :
  - o It supports the implementation of the emergency programme for the employment and socio-economic integration of young people and places youth at the centre of the European response in Senegal.
  - o By working on the management and governance of migration, European programming also seeks to have a strong impact on the root causes of migration.
- Recall that two actions formulated in 2021 on job creation and youth (see action 4). They will contribute to the regional TEI on the Atlantic/Western Mediterranean route, which aims to strengthen coordination, coherence and complementarities between EU-funded actions and its MS on migration and forced displacement.
- Refer to elements of legal migration, and highlight ongoing support for admissions to the EU, 253 876 Senegalese nationals holding a valid residence permit in the EU in 2020 (out of which 148 206 are long-term). Stress the possibility to maintain and develop specific and innovative initiatives with interested Member States on regular migration and circular mobility.
- Indicate that the EU wishes to continue to promote regional cooperation between Senegal, other sub-Saharan countries and Morocco, such as in the framework of the project "South-South Cooperation on Migration", focusing on migration and development, protection and development of the diaspora (€8.6 million under the EU Emergency Trust Fund for Africa, 2019-2022).
- Stress that, among sub-Saharan countries, Senegal is one of the main beneficiaries of the EU's Emergency Trust Fund for Africa (€171 million), the bulk of which (around €123 million) finances projects aimed at creating employment opportunities, particularly for young people.
- Recall that Senegal is the only country in sub-Saharan Africa (with Nigeria) to have benefited from 2 pilot projects on labour migration/mobility for about 4.2 million euros financed by the AMIF fund (MATCH -Migration of African Talents through Capacity building and Hiring) coordinated by IOM, and PEM (Pilot Project for Entrepreneurial Mobility), coordinated by the Belgian Development Agency ENABEL).

- Point out the opportunities offered in this area, recalling that the Commission approved on 27 April 2022 a package of initiatives on skills and talents aimed at strengthening the EU's action and legal framework in this field, and the establishment of Talent Partnerships. Although Morocco, Tunisia and Egypt are the first set of countries with which we intend to start implementing Talent Partnerships by the end of 2022, Senegal is also mentioned, given the general state of relations as well as our common strategic interests in migration related matters.