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WORKING DOCUMENT

From:	Presidency
To:	Delegations
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Subject:	Action File - Senegal

In view of the Coreper meeting of 15 January 2025 delegations will find attached the "Action File - Senegal".

Introduction / objectives

Senegal is an important origin, transit and departure country in the Atlantic Route. A comprehensive approach to cooperation with Senegal, including all aspects of migration and mobility, should be adopted to:

- Reinforce engagement with Senegalese authorities, both at political and diplomatic level, through high level contacts and technical exchanges.
- Enhance cooperation in border management also via working arrangement that Frontex should finalise with the Senegalese authorities.
- Reinforce fighting against trafficking in human beings and migrant smuggling.
- Strengthen migration governance and management, by addressing the root causes of irregular migration and promoting legal migration in the post-Cotonou framework.
- Enhance cooperation on readmission and on the sustainable reintegration of migrants returned along the migratory route.

Finally, maintaining a fruitful cooperation with Senegal is also important in the context of regional cooperation and stability.

Results: An update on the implementation of the action file will be prepared during the 2nd half of 2025.

Actions¹

Action	Specific Objectives	Lead actor(s) and Timeframe	Actions completed, Results ²	Next Steps / Comments ³
Political and technical awareness	Action 1 <i>Jointly pursue contacts with the Senegalese authorities –and in particular the Ministry of the Interior and the Ministry of Foreign Affairs – at political and diplomatic level to achieve progress on cooperation in the areas of common interest. Underline a particular attention to the root causes of irregular migration and to Frontex cooperation as well as to legal/labour migration pathways, with the possibility of launching a Talent Partnership under the right conditions, as stated in the EU Action Plan for the Western Mediterranean and Atlantic Routes of 6 June</i>	<i>Commission, EEAS, EU Delegation, Member States: ongoing.</i> <i>Continue engaging with Senegalese authorities to foster cooperation on migratory matters, particularly on countering irregular migration, promoting legal/labour migration pathways, and improving cooperation on returns.</i> Frontex: <i>Make progress notably on the Frontex working arrangement, taking into account the pending issues relating to fundamental rights, data protection and readmission.</i> <i>Liaison Officer (FLO) to Senegal in close coordination 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</i>	<i>On 19 September 2024, the Commission held a broader discussion on migration with key Senegalese authorities (Ministry of Foreign Affairs, Ministry of Interior, Ministry of Defence). The meeting was the first official meeting addressing the issue of irregular departures, in particular challenges related to border management, information dissemination and efforts to address smuggling of migrants and trafficking in human beings. In connection with the discussions during the meeting, the Commission proposed a package of EUR 30 million.</i> <i>Frontex mission to Dakar (Senegal), 30-31 October 2024 to make progress on the working arrangement negotiations.</i> <i>Senegal is now one of the countries where the migration TEI coordination process is the most advanced: the TEI implementation</i>	<i>During the discussions in September 2024, the Commission encouraged conclusion of the negotiations on the working arrangement with Frontex as this would allow for data exchange and joint operations with EUMS.</i> <i>The Commission still to respond on the data protection issue.</i> <i>High level visit for Senegalese authorities to Frontex HQ's to conclude negotiations on the working arrangement (First half of 2025, tbc).</i> <i>Frontex will identify possible capacity-building activities to be offered to Senegalese authorities in 2025.</i>

¹ As per the agreed new structure : List of actions with objectives following a list identified in the introduction

² As per agreed new structure: Key actions completed in the last 6-12 months

³ As per agreed new structure: Key actions planned for next 6-12 months

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	2023. Take stock of Senegal's political context and collect suggestions in order to agree on next steps and on a calendar.	(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 AFIC (Africa-Frontex Intelligence Community). Last technical visit took place on 19-23 February 2023. Ownership of all equipment of the Frontex Risk Analysis Cell in Dakar was transferred to Senegalese authorities in a closing ceremony on 21-22 February 2023.	plan for the Atlantic/ Western Mediterranean route has been presented to the authorities, who have nominated a dedicated focal point in the Ministry of African Integration and Foreign Affairs. The EU delegation used the TEI country committee to agree on the formulation of a new programme financed under the flexible mechanism (see below). [REDACTED]	
Reinforce border management	Action 2 Taking up the elements of the previous negotiations	Commission, EEAS, EU Delegation, Member States:	Following the 4th technical dialogue on readmission, the Commission mobilised EUR 30	Negotiations on the Working Arrangement between Frontex and the

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	with the relevant Senegalese authorities, and in the framework of the new model working arrangement, conclude a working arrangement with Frontex in the short term. [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]	- Support the negotiation of the working arrangement during contacts with the Senegalese authorities, in coordination with Frontex. - Address the pending issues relating to fundamental rights, data protection and readmission. [REDACTED] Frontex: - Negotiate the essential elements of operational cooperation with Senegalese border management authorities in the fight against irregular migration and against the various forms of cross-border crime relevant to the Frontex mandate, in the framework of this document. - Advance and, if possible, conclude a working agreement with the Senegalese authorities.	million for support on prevention measures and border management under the Flexible Mechanism.	Senegalese National Police are ongoing. Contracting of the Flexible Mechanism package planned for December and delivery of vessels under the project expected to start in Q2 2025 (more details under anti-smuggling objective).
	Action 3 Following the presentation by the Commission of a	Commission, EEAS, EU Delegation: Continue discussions with the Senegalese authorities on strengthening cooperation to	The implementation of the second phase of the Network of Common Operational Partnership projects to counter migrant smuggling and	Contracting of the EUR 30 million package to support Senegalese authorities in their fight against irregular

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Fight against trafficking in human beings and migrant smuggling	<i>possibility to engage in an Anti-Smuggling Operational Partnership (ASOP) during the joint mission carried out in June 2022, relaunch the discussion in order to establish a closer operational cooperation to tackle migrant smuggling and trafficking in human beings.</i>	<i>prevent and fight migrant smuggling to further strengthen law enforcement agencies' effectiveness in the fight against smuggling of migrants and trafficking in human beings, including documentary fraud issues, as well as enhanced police and judicial cooperation.</i> • Continue the implementation of the COP (Common Operational Partnership) Phase II to be signed shortly. • Start implementation of the NETCOP II (Network of Common Operational Partnerships) project. • Consider the reinforcement at the regional level of a NETCOP III. • Support the implementation of actions of the new Security project of NDICI-Global Europe and assess the need to reinforce its funding to counter migrant smuggling.	<i>trafficking in human beings (NETCOP II) was contracted and started implementation on 1 June 2023 under the coordination of France and Spain (implementation period of 1 June 2023 - 31 May 2025, with an EU contribution of EUR 1.9 million through the Internal Security Fund).</i> • NETCOP II has managed to build a sound and reliable regional coordination mechanism which touches upon different areas of police and judicial cooperation. This aspect is to be reinforced making improved exchanges of information between police and judicial operators' part of the value-added of EU intervention. • Regional cooperation to counter migrant smuggling and trafficking in human beings is supported in the framework of the Niamey process, with an EU contribution of EUR 1.2 million through the Internal Security Fund to the United Nations Office on Drugs and Crime to act as its Permanent Secretariat (implementation period 1 February 2024 - 31 January 2026).	<i>migration, including several components:</i> ○ <i>Sea rescue and maritime border security - building Senegalese capacity along the Sea border through the provision of naval assets (first delivery could be in Q2 2025), equipment and training to relevant authorities, to foster the strengthening of interception capacities in relation to irregular departures and of cooperation/info exchange with the other West African coastal states. Specific measures such as monitoring will be deployed to ensure that human rights and protection standards are respected and guaranteed.</i> ○ <i>Support for the management of the northern land border</i>

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			• In addition, support to intelligence services of Senegal, The Gambia and Mauritania to counter migrant smuggling is provided through the Migration Partnership Facility. Internal Security Fund, coordinated by Spain, with an implementation period of 1 January 2024 - 31 December 2025 and an EU contribution of EUR 1.75 million. • The fight against migrant smuggling and trafficking in human beings has been pursued through a Common Operational Partnership (COP – Phase II, started early 2024, EUR 5.75 million) implemented by FR and ES. It supports joint investigations against criminal networks (with relevant results in this area) and aims at improving broader cooperation across ministries on the issues of smuggling and trafficking. Investments in infrastructure were made under the EU Trust Fund (COP I and SENSEC). • Strengthening border management has been pursued notably through the support (delivered via ES and FR) to the	with Mauritania and the eastern border with Guinea, to prevent irregular transit migration. ○ Specific support on document fraud. ○ Assistance and protection to migrants, respect for human rights ○ Awareness raising campaign. • Individual measure “Managing migration better in West Africa / Individual measure, Action 1 (NDICI AAP 2025, EUR 100 million for up to 12 countries), including a component on anti-smuggling/anti-trafficking of EUR 15 million, aiming at improving national capacities, developing and/or supporting bilateral and transnational cooperation mechanisms over key corridors and promoting the

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			<i>"GAR-SI" rapid reaction unit notably in the eastern border of the country to deal with terrorist threats, organised crime and human trafficking/migrant smuggling. A new phase of the "GAR-SI" support (EUR 5.35 million) has started early 2024 in the south-eastern border.</i>	<i>development of an efficient governance architecture to combating Trafficking of Human Beings/Smuggling of Migrants at national and regional levels. The decision adopted by NDICI GE Committee on 23rd October 2024 - implementation should start in 2025.</i>
	<u>Action 4</u> <i>Develop awareness campaigns to counter the narrative of smugglers and inform would-be migrants of the risks and real condition/situation in the EU and along the way associated to irregular migration as well as of the possible legal/mobility pathways to prevent the decision of migrants to take the risks associated to irregular migration, and even to rely on trafficking in human beings and</i>	Commission, EU Delegation: <i>Scale up support to awareness raising and information campaigns on the risks related to irregular migration and on available legal pathways.</i> <i>A new regional campaign has been selected with EU-funding of EUR 1.4 million through the Asylum, Migration and Integration Fund for Senegal, the Gambia and Niger: "INFORMA: INformation, FORMation et Migration en Afrique de l'Ouest". It is implemented by a consortium of associations from BE, ES, FR, IT (including COSPE, Carta di Roma and the European Journalist Federation) and it builds</i>	<i>COM has funded InfoMigrants 2016-2024;</i> <i>The INFORMA project is currently being implemented and funded under the AMIF Fund (05/2023-04/2025).</i>	<i>COM will fund InfoMigrants 2025-2026.</i> <i>A new AMIF call for proposals on "Prevention of irregular migration through awareness raising and information campaigns on the risks of irregular migration in selected third countries and within Europe" of EUR 10 million was launched on 19 November 2024.</i> <i>One component of EUR 30 million package includes action on awareness raising against irregular migration</i>

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	<i>migrant smuggling networks.</i>	<i>upon the project in Senegal "Nouvelles Perspectives".</i>		
Address the root causes of irregular migration and promote legal/labour migration pathways	<u>Action 5</u> <i>Irregular migration from Senegal is closely linked to the lack of economic and social opportunities for young people and to cultural, demographic and ecological factors. Therefore, job creation and skills development is essential to contribute to countering irregular migration, paying special attention to youth. In that sense, further support to Senegal's public policies and cooperation measures of major interest to the Senegalese authorities should be identified. In addition, legal migration pathways in strategic sectors of interest both for Senegal and Member States should be developed and circular migration promoted.</i>	Commission, EU Delegation, Member States: <i>In coherence with the development of cooperation on migration management, in particular on return and readmission, explore with Senegalese authorities the interest in launching a Talent Partnership with interested Member States, building on existing pilot projects and ongoing cooperation on Vocational Education and Training (VET), as well as further legal migration pathways, in a mutually beneficial way. Facilitate and support Senegalese diaspora engagement.</i> <i>The EU together with France and Germany 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 (EUR 8.6 million under the EU Emergency</i>	<i>Pilot project for business mobility between Belgium and Senegal (PEM-WECCO) (Nov 2021 – Sept 2024) implemented by ENABEL.</i> <i>ERASMUS + 2021-2027.</i> <i>Support to the Agropole Centre (in the Groundnut basin, an important departure area): strengthening key agriculture value chains and connecting them to local, regional and international markets (MIP AAP 2021 EUR 15 million + Food security top up EUR 15 million + co-financing ENABEL EUR 25 million): started end of 2022, implemented by ENABEL.</i> <i>Support to the development of Technical and Vocational Education and Training (TVET) offer adapted to the labour market in the context of the Youth Olympic Games to be held in Dakar in 2026 (MIP, AAP 2022, EUR 22 million + co-financing EUR 4.3 million LU; EUR 2 million NL; EUR 28 million FR; EUR 4.77 million IT, EUR 10.8 million DE;</i>	<i>Unlocking the potential of youth in West Africa / Individual measure Action 2 (NDICI AAP 2025 to be adopted, EUR 101,6 million for up to 12 countries, including Senegal). The overall objective is to improve the inclusion of youth in resilient and climate-smart green economic transitions that address the root causes of irregular migration in West African countries. Following NDICI GE Committee adoption in October 2024, implementation should start in 2025.</i>

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		<i>Trust Fund for Africa, 2019-2022 [continuation foreseen in AAP 2024, under preparation]].</i> • <i>Make use of the TEI on the Atlantic and Western Mediterranean routes to frame cooperation projects on migration and development, such as maximising the benefits of remittances.</i> Member States: • <i>Promote the participation of the private sector in job creation, with particular attention to generating sustainable opportunities for young people.</i> • <i>Indicate legal migration options/pathways in line with national competences.</i>	<i>EUR 0.5 million SE; TOTAL: EUR 72.37 million).</i> • <i>Harnessing the potential of diasporas through South--South cooperation: one COM component on entrepreneurship and job creation (RIP SSA AAP 2024 EUR 5 million for Senegal, Ivory Coast, Maroc and Tunisia and possibly Guinea and Mali, country allocations TBD) will support for diasporas by public and private structures specialising in entrepreneurship and employment and improved information on economic opportunities for diasporas. A second Commission component will focus on students' mobility (EUR 3 million for the same countries from AAP 2024 Southern Neighbourhood that was adopted in November 2024).</i>	
Enhance cooperation on readmission and on the sustainable reintegration of returned migrants	Action 6 <i>Continue engaging with Senegalese authorities to strengthen cooperation on return and readmission in all phases of the return process, including through the technical dialogues and in the framework of article</i>	Commission, EEAS, EU Delegation, EU Return Coordinator, EMLO, Member States: • <i>Assist authorities with developing capacity on identification, return and readmission of Senegalese nationals.</i>	• <i>Following the proposal of visa measures under article 25a of the Visa Code in view of Senegal's insufficient cooperation on readmission, four technical dialogues on readmission have taken place with Senegal so far. The last one occurred on 19 September 2024, back-to-back</i>	• <i>Continue the regular meetings of the technical dialogue on readmission, and regular engagement at senior officials and technical level in Brussels and Dakar.</i> • <i>Managing migration better in West Africa / Individual</i>

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	<i>25a of the Visa Code. To facilitate, further support should be granted to Senegal's public policies on migration, particularly regarding the improvement of their civil status registration systems and of their cooperation with consulates, as well as further support to community-based long-term reintegration in case of substantial improvement in the cooperation on readmission. This support should be complementary to the ongoing Budget support for Youth.</i>	• Continue engaging with the authorities on readmission and return, both in Senegal and the Senegalese representations abroad, including in reference to the commitments taken by Senegal in the technical dialogues including the nomination of focal points, the cartography of diplomatic representation, the indicative timeframe of 4 weeks to answer to readmission requests. • support for strengthening their civil status registration systems. • Engage in diplomatic démarches to improve Senegal's consular cooperation.	<i>with discussions on broader aspects of cooperation on prevention of irregular migration and border management.</i> • Youth Budget Support Programme (MIP AAP 2021, EUR 70 million) which includes a migration component (migration national strategy and its action plan, migration data, reintegration through BAOS (Bureau d'Accueil, d'Orientation et de Suivi des Migrants), and return and readmission with EUR 12.1 million from the variable tranches): EUR 4.1 million already paid, EUR 1.6 million lost and the rest to be paid - if reached - at the end of 2024 and 2025. • Migrant Protection, Return and Reintegration (MPRR) (RIP AAP 2022, EUR 263.4 million for 16 countries including Senegal, implemented by IOM): this programme is the successor of the EU-IOM Joint Initiative and since August 2022 focuses on the protection of vulnerable migrants within Sub-Saharan Africa, and support of assisted voluntary return and sustainable	<i>measure Action 1 (NDICI AAP 2025 to be adopted, EUR 100 million for up to 12 countries, including a component on reintegration of EUR 85 million, aiming at contributing to the sustainable reintegration of returnees through resilient and inclusive socio-economic nationally owned reintegration systems and the provision of multidimensional support measures to communities of return in 8 priority countries, including Senegal). Senegal is in the list of pre-identified countries that could take over the delivery of reintegration assistance for Senegalese returnees, possibly as of January 2026. NDICI GE Committee adopted on 23 October and implementation should start in 2025.</i>

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			<i>reintegration for returnees in the region, through a rights-based and comprehensive approach. Between December 2022 and July 2024, 1946 AVR of Senegalese migrants were facilitated by IOM under the MPRR programmes, including 711 returning from North Africa (349 from Morocco, 168 from Tunisia, 126 from Algeria, 49 from Libya and 19 from Egypt) and 1235 returning from Sub-Saharan Africa (1076 from Niger, 124 from Mauritania and 27 from Chad). 82% of migrants were male between 19 and 45 years old. Over the same period, 2062 returning Senegalese benefited from post-arrival support and 1436 benefited from one form of reintegration assistance under the MPRR-SSA. Current MPRR contract with IOM covers assisted voluntary returns until 31 March 2025 and will be extended.</i>	

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Support, as Team Europe, the sustainable reintegration of migrants, with particular attention to the interests and needs expressed by Senegalese authorities as well as by returnees themselves.	Action 7 <i>Support, as Team Europe, the sustainable reintegration of migrants, with particular attention to the interests and needs expressed by Senegalese authorities as well as by returnees themselves.</i>	Commission, EU Delegation, Member States, Frontex: • <i>Coordinate with the Senegalese authorities on the development of their national referral mechanism.</i> • <i>In the context of the Team Europe Initiative on the Atlantic/Western Mediterranean route, seek complementarities at local level between the Migrant Protection, Return and Reintegration programme (MPRR), which supports voluntary return from African countries and individual reintegration, and different reintegration programmes.</i> • <i>Promote the engagement of the private sector and of relevant development programmes.</i> Member States: • <i>Explore the possibility to link up the reintegration of returnees with job and vocational training opportunities in European companies operating in Senegal.</i> • <i>Information on national projects of reintegration support to returnees</i>	• <i>MPRR 2022 – 2024 (NDICI funding). Implementing partner IOM.</i> <i>Current MPRR contract with IOM covers for assisted voluntary returns until 31 March 2025 and will be extended.</i>	

ANNEX I - Member States actions

Action	Objective	Budget	Timeframe
Czech Republic: <i>Support of the IOM programme aimed at reintegration of Senegalese returnees and prevention of irregular migration (CZ participates since 2021)</i>	<i>To support reintegration of Senegalese returnees, prevent irregular migration from Senegal and establish stable living conditions</i> <i>(linked to Action 6)</i> <i>Implemented through IOM.</i>	<i>EUR 1 million</i> <i>(financed by the Czech Ministry of Interior)</i>	<i>16 months</i> <i>(1st November 2023-30th April 2025)</i>
Spain: <i>GECCO - Circular migration</i>	<i>Address the root causes of irregular migration and promote legal/labour migration pathways</i> <i>(linked to Action 5)</i>	<i>Financed by private sector</i>	<i>Next edition April to November 2025</i>
Spain: <i>TIERRA FIRME</i> <i>Vocational training program for youth</i>	<i>Address the root causes of irregular migration and promote legal/labour migration pathways</i> <i>(linked to Action 5)</i>	<i>EUR 400 000 for 2025</i>	<i>3rd edition: October 2024 - May 2025</i>
Poland: <i>Pilot project: Strengthening Civil Registration and Document Security through capacity-development and awareness-raising</i>	<i>Strengthen capacities of civil registry personnel: provide a tailored training program to civil registry actors, focusing on improving skills in civil registry management, document security, and fraud detection.</i> <i>Increase public awareness of civil registration: conduct public information and awareness campaign about the importance of registering civil acts among targeted populations.</i> <i>(linked to Action 6)</i>	<i>EUR 200 000</i>	<i>2025</i>

ANNEX II - Common messages

- Appreciate the role of Senegal at regional and continental level, a key country in the external dimension and notably in the Rabat Process and the Valletta follow-up as well as the Niamey Process.
- Underline the importance for the EU and Senegal to continue a permanent dialogue on migration, following a holistic and human rights-based approach, in order to anchor cooperation in a jointly defined and mutually beneficial framework. Recall that in September 2024 the discussions on cooperation on prevention of irregular migration that took place back-to-back to the 4th technical dialogue on readmission, have allowed us to define common interests in the areas of border management, prevention, smuggling and information communication. Indicate that addressing all aspects of migration is a priority for the EU and underline the significant financial support that is being provided (e.g. NDICI, EU Trust Fund).
- Congratulate Senegal for the updated draft of its national policy on migration. The final approval of this document will further strengthen the country's approach to addressing migration in all its complexity.
- Stress that the irregular flows from Senegal to the Canary Islands are an important issue, with many lives lost annually. Emphasise that Senegal has a clear interest in developing an effective system of border management (including maritime, land borders and international airports).
- Recall in this context the EU's interest in strengthening cooperation between the Senegalese authorities and Frontex, which has a legal framework and the means to provide operational support. Thank them for their engagement concerning the negotiation of the working arrangement and highlight the importance of agreeing the text as soon as possible. Recall that the conclusion of such an arrangement will provide a structured framework for cooperation.

- In relation to EU-funded projects in the areas of border management, smuggling of migrants or return and reintegration of irregular migrants, it is important they include safeguards and tools ensuring and monitoring the respect of human rights.
- Welcome the efforts that Senegal has made by adopting a comprehensive approach to combating human trafficking by strengthening legal frameworks, improving law enforcement, and enhancing international cooperation.

- Full support to Senegal's efforts to raise public awareness about the risks of trafficking, especially among vulnerable communities. State that COP project could also further support enhanced coordination and capacity building on aspects related to prevention and awareness of the needs of vulnerable categories.
- Underline the need to strengthen efforts to prevent irregular migration through the development of information and awareness-raising campaigns on the risks of irregular migration and smuggling in third countries of origin and transit, as called for by the Global Alliance to Counter Migrant Smuggling.
- Highlight the need to promote legal migration pathways. Emphasize the positive aspects of concluding possible Talent Partnerships under the right conditions, and level of cooperation, with interested states, making clear that it would be done considering the interest/need expressed by Senegalese authorities and that it would not imply a brain drain.

