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## COOPERATION AMONG KEY PARTNERS



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# INTRODUCTION

The principle of international cooperation, and related concepts such as responsibility sharing and international solidarity, are important parts of the international refugee regime: the Preamble of the 1951 Convention itself recognises that to achieve solutions States must cooperate and address refugee challenges collectively.

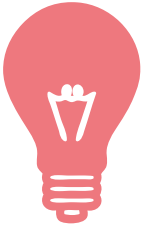
Such cooperation – between States, but also among other stakeholders including relevant international organizations and NGOs – is particularly vital in order to address mixed movements in an effective and coherent way. Mixed movements, by definition, involve various categories of persons travelling along similar routes and using the same methods of transport but with different needs, profiles and motivations. Because mixed movements regularly affect several countries falling along a particular migration route, they usually cannot be addressed by any one State alone. Further, due to the different profiles of the individuals involved, responses also do not fit solely within the mandate or expertise of UNHCR or any other organization.

In the context of the 10-Point Plan, a key objective of cooperative arrangements among partners is to ensure that migration policies are both effective and “protection-sensitive”, that is, they take into account the needs of all persons who travel as part of mixed movements, including asylum-seekers, refugees, victims of trafficking, unaccompanied and separated children and other groups.

As opposed to the other action points of the 10-Point Plan, which outline tools for developing practical, protection-sensitive responses to mixed movements within a particular subject area, the theme of this chapter, “Cooperation among Key Partners”, provides an overarching methodology for addressing mixed movements. Most of the examples in the 10-Point Plan involve more than one actor and demonstrate how cooperation can be operationalized to address mixed movements in that specific area. By contrast, the examples presented in this chapter focus broadly on cooperation at the national, regional and international levels across several or all aspects of mixed movements.

Every mixed movement situation is different. It is not feasible to develop tools for cooperation in the abstract without regard to the particular situation and the needs and interests of all persons involved. Further, as indicated above, relevant partners in any particular situation will be determined by several factors, such as the travel routes (implicating different States), the profiles of persons on the move (implicating agencies with different areas of expertise), and the mandate and resources of government ministries, international organizations and NGOs with an actual or potential presence in the affected State or region. Stakeholders may also vary depending on the phase of the response (arrival, medium-term stay, long-term solutions). A cooperative approach will maximize the different capacities and expertise available among the various States and other partners involved. However, it also requires that the perspectives of all partners be taken into account, whether these perspectives are overlapping and complementary or divergent. The examples outlined in this chapter provide some indication of ways in which this can be achieved.

# OPERATIONALIZING COOPERATION AMONG KEY PARTNERS: SUGGESTIONS FOR STAKEHOLDERS AND SUPPORT UNHCR CAN PROVIDE TO PARTNERS



## SUGGESTIONS FOR STAKEHOLDERS

- Identify key partners/stakeholders at national, regional and international levels to participate in a collaborative response.
- Raise awareness of specific needs, human rights and refugee protection issues, and highlight gaps for appropriate intervention.
- Encourage a multi-agency approach, and respect institutional differences, including mandates and perspectives, cultures, approaches, operating parameters and priorities.
- Create a platform for dialogue and information exchange, ensure transparent decision making and engage in effective networking.
- Promote the creation of national and regional coordination structures, including for cross-border cooperation, involving all relevant partners/stakeholders, as well as civil society and academia.
- Include asylum-migration issues on the agenda of governments and UN Country Teams, and within UN Development Assistance Frameworks. Develop recommendations for action plans and mobilize donor support.
- Divide responsibilities according to mandates and expertise of each partner, taking into account available capacity and resources. Adequate leadership and accountability assists to ensure that the collaborative approach is consistent, systematic and predictable.
- Coordinate national, regional and transnational/ international initiatives, and establish communication channels at both working and policy levels.
- Ensure consistency in responses while maintaining flexibility in order to adapt to changing realities.
- Review the effectiveness of interventions and highlight lessons learnt.

## SUPPORT UNHCR CAN PROVIDE TO PARTNERS

- Provide partners with protection expertise and training.
- Participate, on various levels, in responsibility sharing and cooperation agreements.
- Promote and coordinate dialogue among relevant actors.
- Serve as a partner in initiatives or projects involving refugee protection, access to asylum and durable solutions.
- Provide technical assistance to develop comprehensive, cooperative and protection-sensitive responses to mixed movements.
- Enhance the use of the 10-Point Plan as a strategic tool for advocacy, government liaison and cooperation.
- Encourage State commitment based on the principles of international solidarity and responsibility sharing to assist host countries experiencing large movement of refugees and migrants in mixed flows or frequent influxes of asylum-seekers.



UNHCR and IOM staff observe the arrival of a vessel in Porto Empedocle, Italy. Large numbers of women and children, including unaccompanied children, were amongst those rescued. © UNHCR / A. Belrhazi

## 1.1 Cooperation at the national level

Cooperation between partners at the national level provides the foundation for an effective, comprehensive and protection-sensitive response to mixed movements in a particular State. Core implementing partners usually include local and national government authorities, local offices of relevant international organizations and NGOs, and support from States and other stakeholders from within and outside the region as appropriate. Cooperation can be aimed at developing capacity in a particular country to improve responses to mixed movements in general, or with regard to a particular element or phase of the response, such as reception and processing arrangements.



## Sudan: Joint UNHCR-IOM Strategy to Address Human Trafficking, People Smuggling and Kidnapping in Sudan

### A Background and rationale

In response to a request from the Government of Sudan for support to address the high incidence of kidnappings and trafficking in eastern Sudan, UNHCR and IOM initiated joint activities to improve security in refugee camps and identify victims of trafficking in need of assistance and support. In an effort to ensure that coordinated action is embedded into a broader approach to address risks related to mixed migration and onward movement from Sudan, UNHCR and IOM involved key actors in developing a strategy to respond to these challenges.

### B Actors

- International organizations: IOM, UNFPA, UNHCR, UNICEF, UNODC
- Government of Sudan

### C Actions

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- In 2013 the Government of Sudan endorsed the 2013-2014 Joint UNHCR-IOM Strategy to Address Human Trafficking, People Smuggling and Kidnapping in Sudan. The Joint Strategy aimed at providing support to the Government of Sudan to ensure the safe entry of asylum-seekers to its territory, their secure residence in refugee camps in eastern Sudan, and the protection and rehabilitation of identified victims of trafficking throughout Sudan, through partnership among Sudanese authorities, UNHCR, IOM and local NGOs.
- 
- In early 2015, the 2013-2014 Joint Strategy was revised to bring on board three new partners and incorporate the counter-trafficking response into a broader strategy on mixed migration and onward movement from Sudan. The 2015-2017 UNHCR, IOM, UNFPA, UNODC, UNICEF Strategy to Address Human Trafficking, Kidnappings and Smuggling of Persons in Sudan – strengthening alternatives to onward movements was endorsed by the Government of Sudan in June 2015.
- 
- The Joint Strategy outlines a comprehensive approach that identifies the need for concerted action in five areas:
    - Enhancing security and mitigating risks;
    - Strengthening protection responses for victims of trafficking;
    - Building national capacity; and
    - Identifying solutions and alternatives.

## D Review

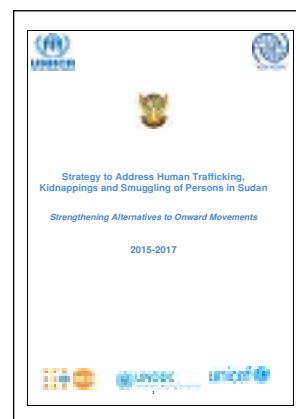
Since its initial inception in 2013, the Joint UNHCR-IOM Strategy to Address Human Trafficking, People Smuggling and Kidnapping in Sudan has served as a strong example of inter-agency cooperation. It has been a catalyst in strengthening the Government of Sudan's response in addressing trafficking, kidnapping and smuggling within its borders. Following its endorsement in 2014, the Government of Sudan enacted a federal law on counter trafficking, and acceded to the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons (2000). UNHCR and IOM were invited to provide comments on that draft law. The enactment of the domestic counter-trafficking law also paved way for the establishment of a National Committee on Counter Trafficking. This Committee, together with IOM and UNHCR, are currently working on finalizing a national counter-trafficking strategy.

The revised 2015-2017 UNHCR, IOM, UNFPA, UNODC, UNICEF Strategy to Address Human Trafficking, Kidnappings and Smuggling of Persons in Sudan has further strengthened inter-agency partnership, notably through the inclusion of further stakeholders. All partner agencies meet regularly to discuss progress under the joint strategy. A detailed matrix maps the activities to be carried out by each agency along with specific targets under each objective. This avoids duplication in the inter-agency response to counter-trafficking, enables regular reporting on progress and supports joint fundraising initiatives.

## E Further information

UN High Commissioner for Refugees (UNHCR), "Strategy to Address Human Trafficking, Kidnappings and Smuggling of Persons in Sudan. Strengthening alternatives to onward movements", 2015-2017, 2015, is available at: <http://www.refworld.org/docid/581b3ba64.html>.

The related monitoring matrix is available at: <http://goo.gl/UAJNXU>.







## Djibouti: The Mixed Migration Task Force

### A Background and rationale

Djibouti is characterized by diverse migration patterns. It continues to be a transit hub for both migrants going to Yemen as well as large numbers of migrants and refugees coming out of Yemen. The Mixed Migration Task Force for Djibouti was established in response to these challenges, to strengthen regional and international cooperation and enhance the national response.

### B Actors

- UNHCR
- IOM
- Inter-agency partners working on mixed migration issues in Djibouti, including the Danish Refugee Council, International Committee of the Red Cross, Djibouti Red Crescent, World Food Programme, World Health Organization, European Union, and Action Contre la Faim.
- The Government of Djibouti: L'Office National d'Assistance aux Refugies et Sinistres and the National Committee for Combating Smuggling and Human Trafficking.

### C Actions

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- The Mixed Migration Task Force meets on a monthly basis to discuss the latest developments in the country.
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- The Task Force provides guidance, information and advice to the Government of Djibouti, the United Nations country team and other stakeholders in a timely manner.
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- It provides a forum for coordination to enable a comprehensive operational response to mixed migration flows.
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- It strengthens inter-country initiatives and promotes a regional approach to mixed migration through information sharing and joint planning involving all relevant stakeholders.
- 
- Key objectives of the Mixed Migration Task Force are to develop an inter-agency strategic framework for effective humanitarian interventions with respect to mixed migration in Djibouti, and to define an advocacy and capacity building strategy focusing on enhancing national and local awareness and capacity to address the impact of mixed migration in Djibouti.

## D Review

The Mixed Migration Task Force is primarily used as a forum to exchange information and develop a joint approach and has met on a monthly basis since April 2015. It has been successful in bringing together all partners that either work in mixed migration, or have plans to enhance their engagement in the area within the coming year.

The Mixed Migration Task Force has a vital role in strengthening cooperation between these various organizations and the Government of Djibouti. Participation of the National Committee for Combatting Smuggling and Human Trafficking, for example, has therefore been critical. Joint initiatives are envisaged.

## E Further information

For more information see the Terms of Reference of the Mixed Migration Task Force: <http://goo.gl/EXDDzv>.

### THE 10-POINT PLAN IMPLEMENTATION MATRIX

The 10-Point Plan Implementation Matrix is a template which has been developed by UNHCR to assist its national and regional offices to:

- Take stock of existing developments at the national and regional levels and outline projects and initiatives that relate to the 10-Point Plan;
- Act as a strategic planning tool for the creation of better responses to, and development of, regional strategies on mixed movements; and
- Provide an overview of the country-specific situation, highlight good practices, and give a step-by-step guide on the main activities to be carried out by key actors, including UNHCR.

The 10-Point Plan Implementation Matrix is available at: <http://goo.gl/Hiq8st>.



Republic of Kazakhstan Minister of Foreign Affairs Erlan Idrissov, UN High Commissioner for Refugees António Guterres, and IOM Deputy Director General Laura Thompson at the opening of the Second Ministerial Conference on Refugees and International Migration of the Almaty Process, held in Almaty, Kazakhstan. © UNHCR / E. Ivanova / June 2013

## 1.2 Cooperation at the regional level

The development of effective regional responses to mixed movements relies on regional cooperation based on the principle of international responsibility sharing. Regional cooperation can be developed through multilateral forums for dialogue, information sharing and policy development, as well as responsibility sharing arrangements. Regional cooperation should be complementary to, and not a substitute for, national and international efforts to address mixed movements and protect and find durable solutions for refugees and other persons in need of international protection. Effective regional policies and strategies include negotiated political consensus among concerned countries and the development of a well-defined and coordinated plan of action. They may also draw on support from countries from outside the region to ensure, for example, political momentum and adequate funding.

### 1.2.1 Regional hubs on mixed migration

With an increasing number of persons moving in an irregular or dangerous fashion in mixed flows, new forums are being created at the regional level to bring key stakeholders together in the search for solutions. Regional hubs on mixed migration (for example, mixed migration task forces) can support agencies, institutions and relevant national forums in enhancing the management of protection and assistance responses to people in mixed migration flows. Key objectives may include the strengthening of partnerships and cooperation, the improvement of data collection and analysis, and the provision of support to policy development and dialogue.



## Horn of Africa and Yemen: The Regional Mixed Migration Secretariat (RMMS)

### A Background and rationale

The Regional Mixed Migration Secretariat (RMMS) is located in Nairobi, Kenya. It was created in 2011 in response to the crisis of deaths at sea of migrants and refugees moving from the Horn of Africa to Yemen, and the demand for increased understanding of mixed migration dynamics on this route.

The overall objective of the RMMS is to support governments, agencies, institutions and forums in the Horn of Africa and Yemen sub-region to improve the management of protection and humanitarian responses to refugees and migrants in mixed migration flows from the Horn of Africa to Yemen. As a regional hub, the RMMS provides information and data management; information synthesis, analysis and research; policy development and dialogue; and support and coordination.

RMMS acts as an independent agency and a catalyst to stimulate forward-thinking and policy development in the sector dealing with mixed migration. Its overarching focus and emphasis is on human rights, protection and assistance.

RMMS is hosted and supported by the Danish Refugee Council and its work is guided by a multi-agency steering committee which includes UN agencies, regional organizations, NGOs and States.

### B Actors

- UNHCR
- IOM
- Danish Refugee Council
- Swiss Agency for Development and Cooperation (SDC)
- INTERSOS
- Intergovernmental Authority on Development

### C Actions

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- RMMS produces regular, user-friendly monthly maps and summaries of mixed migration trends in the region. These products are publically available on the RMMS website.
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- It also produces in-depth reports that feature timely, rigorous and credible research.
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- In addition, RMMS provides support for government capacity-building and to existing mixed migration task forces that operate in the region.

- 
- Twice-yearly steering committee meetings are held to review the work and direction of RMMS.
- 
- In mid-2014, the RMMS created the Mixed Migration Monitoring Mechanism Initiative (4Mi) as an attempt to address the need for better data on mixed migration. The 4Mi represents an innovative, low-cost approach to collecting and analysing data on mixed migration flows, and particularly on protection risks.

## D Review

Since its inception in 2011, RMMS has developed a strong reputation for collating, analysing and disseminating mixed migration data in the region, including through innovative social media and online platforms. By doing so, it addresses a clear knowledge gap and presents a regional perspective for stakeholders who may not have the capacity to carry out the research, data collection or monitoring themselves. RMMS has created a culture of information sharing among stakeholders. RMMS has set up an office in West Africa and plans to expand to other regions.

## E Further information

The RMMS website including monthly maps, summaries and in-depth reports is available at: <http://www.regionalmms.org/index.php>.

## 1.2.2 Regional consultative processes and dialogues

Migration and displacement have become priority issues in the international community over the last decade. Global migration governance is a complex system of formal and informal regimes, laws and institutions operating at the international, regional, sub-regional, or inter-regional levels, involving a broad range of States and non-state actors. There is a lack of coherent global governance in this area, which gives rise to a need for multi-stakeholder consultative forums in which to build trust, consensus and position convergence.

### REGIONAL CONSULTATIVE PROCESSES

Regional consultative processes play a particularly useful role in facilitating dialogue amongst key partners at the regional level. Although generally non-binding and informal in nature, they are important forums for exchanging information, addressing issues of mutual concern, identifying priorities, and developing coordinated responses. Regional consultative processes lay the groundwork for developing common policies and strategies by complementing bilateral approaches, and facilitating open cooperation and exchange on sensitive issues that lead to concrete results.

They are typically State-led, but often include international organizations (in particular UNHCR and IOM) as members, observers or chairs. UNHCR is a member of the secretariat to several regional consultative processes, helping to organize, finance and develop content. UNHCR was involved in the inception of several, including the Almaty Process (2010) and the African Union Horn of Africa Initiative on Migrant Smuggling and Human Trafficking (2014).

For more information on regional consultative processes by region see: <http://www.iom.int/rcps-region>.

## 1.2.2.1 AMERICAS



2014-2024

### The Cartagena+30 process and the Brazil Declaration and Plan of Action

#### **A** Background and rationale

Representatives of Latin America and the Caribbean governments met on 2–3 December 2014 in Brasilia, Brazil to mark the 30th anniversary of the Cartagena Declaration on Refugees of 1984. At the end of the ministerial meeting, organized by the Government of Brazil, 28 countries and three territories in Latin America and the Caribbean adopted by acclamation the Declaration and Plan of Action of Brasilia, agreeing to work together to maintain the highest standards of protection at international and regional levels, implement innovative solutions for refugees and displaced persons, and end the difficult situations faced by the stateless persons in the region.

Four sub-regional consultations were held in the year leading up to the adoption of the Brazil Declaration and Plan of Action: in Buenos Aires, 18–19 March 2014, for the countries of the Southern Common Market (MERCOSUR); in Quito, 9–10 June, for the Andean countries; in Managua, 10–11 July, for the countries of Mesoamerica; and in Grand Cayman, 10–11 September, for the Caribbean region. A series of conclusions and recommendations were adopted in the context of these consultations, which were incorporated into the Brazil Declaration and Plan of Action.

#### **B** Actors

- 28 countries and three territories in Latin America and the Caribbean: Antigua and Barbuda, Argentina, the Bahamas, Barbados, Belize, the Bolivarian Republic of Venezuela, Brazil, Cayman Islands, Chile, Colombia, Costa Rica, the Country of Curaçao, Cuba, Ecuador, El Salvador, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Paraguay, Peru, the Plurinational State of Bolivia, Saint Lucia, Suriname, Trinidad and Tobago, Turks and Caicos Islands, and Uruguay
- Relevant international organizations, including UNHCR

## C Actions

- The sub-regional consultation process led to the adoption of the Brazil Declaration: A Framework for Cooperation and Regional Solidarity to Strengthen the International Protection of Refugees, Displaced and Stateless Persons in Latin America and the Caribbean in December 2014.
- Also adopted in December 2014 was the Brazil Plan of Action: A Common Roadmap to Strengthen Protection and Promote Sustainable Solutions for Refugees, Displaced and Stateless Persons in Latin America and the Caribbean within a Framework of Cooperation and Solidarity.
- As a follow-up to the Brazil Declaration and Plan of Action, a planning meeting was held 4–7 March 2015 in San Remo to translate these commitments into tangible actions. Thirty participants, including government representatives from 14 countries, participated in this meeting. The key objective was to develop priorities for each country for the first triennial, to promote the establishment of national follow-up and coordination mechanisms, and to explore the role of the regional forums and other mechanisms.
- “Memoires of the 30th anniversary of the Cartagena Declaration on Refugees” was published in late 2015. This volume collects reflections and recommendations of the various sub-regional consultations (MERCOSUR, Mesoamerica, Andean, and Caribbean) that led to the final negotiations of the Declaration and Plan of Action adopted in Brazil.
- “One year of implementation: Where are we and where are we heading to?”, a progress report on the Brazil Plan of Action, was published in December 2015.

## D Review

The Brazil Declaration and Plan of Action represent a model on how a region can agree on a common roadmap to address the challenges and take necessary measures regarding the protection of refugees, stateless and displaced persons. The inclusion of specific programmes and activities to be implemented within a time frame of ten years, and with a regional and cooperative perspective, makes this process an innovative one. For this process to be effective and successful, States and territories involved in the Action Plan must establish national and regional follow-up mechanisms and involve civil society organizations and competent international organizations as active and constant collaborative actors in the process.

## E Further information

For further details on Brazil Declaration and Plan of Action, see:

<http://www.acnur.org/cartagena30/en/brazil-declaration-and-plan-of-action/>.

The report on the implementation of the Brazil Plan of Action is available at:

<http://goo.gl/Dkv3eW>.





## The ad hoc group for migrant and refugee children of the Regional Conference on Migration – The Puebla Process

### A Background and rationale

The Regional Conference on Migration, also known as the Puebla Process, is an intergovernmental forum, established by twelve North and Central American States in 1996 to enable exchange of information, experiences and best practices, and overall consultation to promote regional cooperation on migration within the framework of economic and social development for the region.

Child protection is a prominent area of collaboration for the Regional Conference on Migration. In 2010, regional guidelines for the special protection in cases of the repatriation of child victims of trafficking were developed. A follow-up workshop on the protection needs of migrant and refugee children was held in 2012, and a related seminar was held in 2013.

In the context of the XIX Regional Conference on Migration, held 26–27 June 2014, the Member States of the Regional Conference on Migration recognized the increasing numbers of unaccompanied children moving irregularly as a significant humanitarian protection challenge, and acknowledged that some of the unaccompanied children were eligible for refugee status. The Member States of the Regional Conference on Migration decided to create an ad hoc group on migrant and refugee children to promote immediate action to provide complementary protection to unaccompanied children during each phase of their journey.

### B Actors

- Foreign ministries, migration authorities and child protection authorities from Member States of the Regional Conference on Migration: Belize, Canada, Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama and the United States of America.
- UN agencies: UNHCR, IOM, UNICEF
- ILO
- Civil society organizations represented by the Regional Network of Civil Organizations for Migration

### C Actions

- ➔ The ad hoc group on migrant and refugee children has met on several occasions since its inception. During the first meeting in Guatemala City in August 2014, regional and national action plans were agreed upon. Challenges to its implementation were reviewed during the second meeting in Mexico City in April 2015. Participating States met again in San Salvador in August 2015, presenting progress related to the action plans.



→ UNHCR, IOM and UNICEF participated in these meetings as observers. At the August 2015 meeting, UNHCR, IOM, UNICEF and the ILO were asked to prepare a proposal outlining minimum standards for the consular protection of unaccompanied migrant children.

→ UNHCR, IOM, UNICEF and the ILO co-drafted a set of principles and basic actions to be adopted and implemented by the ad hoc group on migrant and refugee children.

## D Review

The ad hoc group on migrant and refugee children is unique in its nature as the first forum in the region to engage foreign ministry, immigration and child protection officials in dialogue. The group was initiated to establish a regional forum in response to the challenges presented by the protection of unaccompanied children on the move. A major challenge in 2016 and the coming years will be the ability of States and other relevant actors to incorporate the agreements and commitments of the ad hoc group into national agendas. Concerted efforts are currently being undertaken to develop action plans both at the national and at the regional level. UNHCR, IOM, UNICEF and ILO are providing technical advice to support participating States in this endeavor.

### 1.2.2.2 CENTRAL ASIA

2013–PRESENT

## The Almaty Process Support Unit



### A Background and rationale

The Almaty Process is a regional consultative process that provides States with a forum to discuss various regional issues related to mixed migration to, from and within Central Asia. It aims to address the challenges resulting from mixed movements in Central Asia and the broader region, in a cooperative and coordinated manner. The Almaty Declaration was adopted by participating States at the first regional conference held in Almaty in 2011. Each Member State has designated a national coordinator to act as focal point for the process. A meeting of senior officials is organized annually to review the results of the previous years' work and agree upon a work plan for the next year.

### B Actors

- Almaty Process Member States: Afghanistan, Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkey and Turkmenistan
- UNHCR
- IOM

## C Actions

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→ As key players to the Almaty process, UNHCR and IOM established the Support Unit to build the capacity of participating States.

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→ Main tasks of the Support Unit include:

- Promoting information exchange on migration and refugee protection;
- Developing mechanisms to monitor and address irregular migration;
- Fostering a common understanding of the causes and consequences of displacement and migration;
- Promoting coherent, comprehensive and differentiated policies for persons on the move; and
- Developing project-based actions to enhance State capacity to manage migration and provide refugee protection.

## D Review

The Almaty Process provides a regional platform for cooperation on mixed migration. UNHCR and IOM support national priorities and objectives through the Support Unit. An immediate priority is the establishment of a national referral mechanism in each State. Regional guidelines on referral mechanisms will be developed via the Almaty Process in 2016–2017.

See Terms of reference of the Almaty Process Support Unit:

<http://www.unhcr.kz/eng/almatyprocess/supportunit/>.

### 1.2.2.3 AFRICA-EUROPE

NOVEMBER 2015–PRESENT

#### Support to the Valletta Summit



#### A Background and rationale

In response to the high number of deaths in the Mediterranean Sea, the Valletta Summit on Migration was held on 11–12 November 2015 in Valletta, Malta. The Summit aimed to strengthen cooperation on mixed migration between Africa and the EU. Twenty-eight EU Member States, 35 African countries, and representatives from the African Union Commission, the Economic Community of West African States and the United Nations were among those who attended.

In the lead-up to the Summit, UNDP coordinated a joint UN position that included UNHCR. UNHCR also attended the Summit in its individual capacity, and was one of the few UN agencies invited to do so. The United Nations High Commissioner for Refugees delivered a speech on the need for intensified regional cooperation as well as international responsibility sharing to address mixed migration and enhance refugee protection.

The Summit produced a joint political declaration and Valletta Action Plan. The Rabat Process, Khartoum Process and the Joint EU-Africa Migration and Mobility Dialogue were designated to monitor the implementation of the priorities agreed to in the Valletta Action Plan by participating States. The EU Emergency Trust Fund for Stability and Addressing the Root Causes of Irregular Migration and Displaced Persons in Africa (EUTF) was also launched at the summit, and received pledges of up to 1.8 billion euros to fund the implementation of the Valletta Action Plan and complement existing EU development funds.

## B Actors

- EU Institutions: EU Council, Commission, Parliament, European External Action Service, European Asylum Support Office and Frontex
- International organizations: IOM, International Centre for Migration Policy Development, OHCHR, UNDP, UNHCR, UN Secretariat
- Regional Organizations: League of Arab States, African Union Commission, Economic Community of West African States, Intergovernmental Authority on Development, European Police Office (Europol) and International Criminal Police Organization (Interpol)
- European Union States
- West African States
- North African States
- East African States
- Other observer international organizations

## C Actions

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→ UNHCR gave extensive feedback on drafts of the concluding documents in coordination with other UN agencies, to ensure that the commitments made were inclusive of refugees and consistent with international human rights, maritime, trafficking, smuggling and refugee law.

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→ The Valletta Action Plan outlines five priority domains with actions, 16 of which are to be launched before the end of 2016. The priority domains are the development benefits of migration; legal migration and mobility; protection and asylum; trafficking and smuggling; and return and readmission.

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→ After the Summit, the UNHCR Valletta Task Force prepared an internal position paper to provide offices with guidance on how to take forward or advocate with EU and government stakeholders regarding the commitments expressed in the Valletta Action Plan and declaration.

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→ UNHCR monitors the projects funded by the EUTF and the implementation of the Valletta Action Plan through the designated regional consultative processes. It also advocates for African and EU States to meet the commitments made in their project proposals.

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## D Review

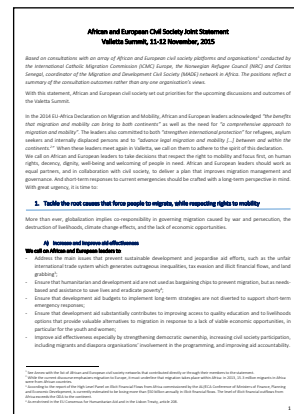
The Valletta Action Plan is arguably the most comprehensive set of agreed actions on migration management ever undertaken between Africa and the EU. However, it constitutes a package of actions, and not a strategy. A close collaboration between State and non-state actors will be critical to ensure that the projects funded by the EUTF reflect the priorities as agreed to in the Valletta Action Plan.

The Norwegian Refugee Council, International Catholic Migration Mission, and the Migration and Development Civil Society Network Africa represented the civil society organizations invited to attend the Valletta Summit as observers and led the preparation of a joint European-African civil society statement to the Valletta Summit. UNHCR called for the full participation of civil society in future international summits on migration.

## E Further information

The political declaration and Valletta Action Plan are available at the Valletta Summit webpage: <http://goo.gl/f8bx77>.

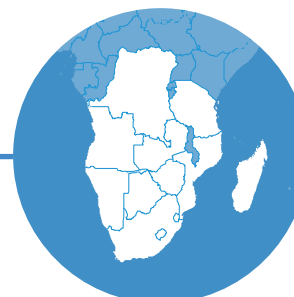
The joint European-African civil society statement to the Valletta Summit, available at: <http://goo.gl/h6kiCF>.



## 1.2.2.4 SOUTHERN AFRICA

2000–PRESENT

### Southern Africa: Migration Dialogue for Southern Africa (MIDSA)



## A Background and rationale

The Southern Africa region has increasingly seen mixed movements coming from the East and Horn of Africa and from the Great Lakes Region. Large mixed movements of refugees and migrants, pushed by war, lack of protection, economic disparity or hope for better livelihood opportunities, have been moving south, transiting through Kenya and/or the United Republic of Tanzania towards Southern Africa. Refugees and migrants who travel along this route are exposed to a range of protection challenges, including starvation and abandonment by smugglers, physical and sexual abuse, exploitation, and lengthy detention.

To respond to these challenges, governments in the region have been collaborating since 2000 in the context of the Migration Dialogue for Southern Africa (MIDSA), a regional consultative process. Several regional conferences have been held during which action plans were developed, notably the Regional Conference on Refugee Protection and International Migration in Dar es Salaam, United Republic of Tanzania, in 2010, and the MIDSA consultations held between 30 June – 2 July 2014 in Lilongwe, Malawi.

## B Actors

- Southern African States: Angola, Botswana, Democratic Republic of the Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe.
- Southern Africa Development Community (SADC) Secretariat
- International organizations: UNHCR, IOM, ILO and UNICEF
- Save the Children

## C Actions

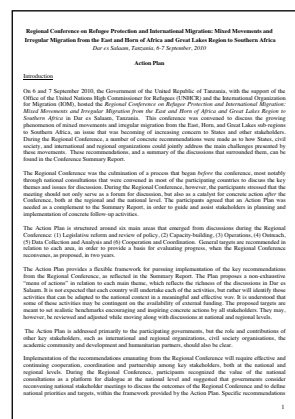
- MIDSA is managed through a secretariat consisting of IOM, UNHCR and Save the Children. The secretariat is responsible for convening the steering committee and managing logistics of MIDSA events.
- As the current SADC chair, Botswana supports the implementation of MIDSA's regional action plan. Consultations to implement the regional action plan at national levels have been held in countries in the region including Botswana, Malawi, Mozambique, Swaziland, and Zimbabwe.
- Following the MIDSA consultations of 2015, UNHCR, IOM, Save the Children and UNODC organized a regional workshop in December 2015 to assist SADC countries establish national working groups to enable the implementation of the regional action plan at national levels.

## D Review

The implementation of the regional action plan especially has started and has been reported on at the latest MIDSA consultations. A regional inter-agency follow up meeting was held in September 2016 in Pretoria, South Africa to ensure that the necessary technical support is provided to government counterparts in implementation of the regional action plans and recommendations that came out of the 2016 Technical MIDSA.

## E Further information

The action plan of the Regional Conference on Refugee Protection and International Migration is available at: <http://www.unhcr.org/4d7f7ec089.pdf>.



### SUPPORT UNHCR CAN PROVIDE TO REGIONAL CONSULTATIVE PROCESSES

**Map regional consultations**

- Map actors that are involved in the dialogues and thematic areas that are covered to be in a position to identify gaps and ensure that key protection issues are included in negotiations.

**Provide support to regional dialogues**

- Take an active role in the processes and ensure that international protection is given the appropriate attention and consideration.
- Provide technical expertise support to the implementation of action plans.
- Provide secretariat support to regional consultative processes.



Peter Thomson (second from left), President of the seventy-first session of the General Assembly and Co-Chair of the UN Summit for Refugees and Migrants, presides over the opening of the Summit. He is flanked by Mogens Lykketoft (left), Co-Chair of the Summit and President of the seventieth session of the General Assembly, and Secretary-General Ban Ki-moon. © United Nations / September 2016

## 1.3 Cooperation at the global level

Cooperation at the international level provides an opportunity to bring together many different actors, including from the national and regional levels, to develop comprehensive and coordinated responses to mixed movements. This may include the development of common principles or guidelines, or the sharing of various experiences and challenges facing different countries and regions. In appropriate circumstances, international responsibility sharing between States on the international level may be necessary to address specific mixed movement situations that affect a particular region as part of a comprehensive approach.

## 1.3.1 Global cooperation on migration

**The New York Declaration on Refugees and Migrants** was adopted by the United Nations General Assembly on 19 September 2016. States reaffirmed their obligations to protect the human rights of all refugees and migrants, regardless of status, pledged to support those countries affected by large movements, and agreed on concrete follow-up mechanisms, including the development of non-binding guiding principles and voluntary guidelines on the treatment of migrants in vulnerable situations, and the commencement of intergovernmental negotiations leading to the adoption of a Global Compact for Safe, Orderly and Regular Migration in 2018. The New York Declaration is an example of effective international cooperation between States, international organizations, civil society and academia.

For more information see: [http://www.un.org/ga/search/view\\_doc.asp?symbol=A/71/L.1](http://www.un.org/ga/search/view_doc.asp?symbol=A/71/L.1).

**The Global Migration Group (GMG)** is an inter-agency group bringing together 20 international agencies working on migration with the objective of promoting “the wider application of all relevant international and regional instruments and norms relating to migration, and to encourage the adoption of more coherent, comprehensive and better coordinated approaches to the issue of international migration”. Evidence-based advocacy work by the GMG, working closely with UN Special Representative on Migration and Development Peter Sutherland and with the Global Forum for Migration and Development (see below), has been instrumental in securing the inclusion of migrants, migration and mobility in the 2030 Agenda for Sustainable Development. Migration has been widely recognized as a positive force for development, both for countries hosting migrants and for migrants’ countries of origin.

For more information see: <http://www.globalmigrationgroup.org/>.

**The Global Forum for Migration and Development** is an informal, State-led global consultative forum on migration and development that aims at facilitating cooperation and sharing of best practices on issues that relate to both migration and development.

For more information see: <http://www.gfmd.org/>.

**The Migrants in Countries in Crisis Initiative** was conceived as a State-led consultative process to address the impact of natural disasters or armed conflict on migrants, through preparedness and structured responses. Key objectives of the initiative are to identify practical measures that can be taken to prepare for, respond to and better protect the lives, rights and dignity of migrants caught in countries which have rapidly fallen into crisis situations. The The Migrants in Countries in Crisis Initiative developed guidelines to protect migrants in countries experiencing conflict or natural disaster. The guidelines include a variety of practices to support States and relevant stakeholders in all three phases: crisis preparedness, emergency response and post-crisis action. The guidelines and practices are available online in English, Arabic, Chinese, French, Russian and Spanish.

For more information see: <https://micicinitiative.iom.int/>.

## 1.3.2 Global cooperation on protection at sea



2013-2015

### The Global Initiative on Protection at Sea

#### A Background and rationale

Dramatically high numbers of people risk their lives at sea, in all regions of the world, in desperate bids to escape persecution, conflict, instability and poverty. Refugees, asylum-seekers, stateless people and migrants routinely experience exploitation, abuse or violence during their journeys, and untold numbers have perished after boarding unseaworthy vessels. It is against this backdrop that UNHCR developed the Global Initiative on Protection at Sea, a two-year plan of action with the core goal of supporting action by States to reduce loss of life, exploitation, abuse and violence experienced by people travelling irregularly by sea, and to establish protection-sensitive responses to irregular mixed migration by sea.

#### B Actors

- States
- Private actors, such as shipping companies
- Civil society organizations
- International organizations, including UNHCR, IOM, OHCHR, UNICEF, UNODC, the International Maritime Organization (IMO), and the United Nations Office of Legal Affairs (OLA).

#### C Actions

The Initiative includes the following elements:

- 
- Measures to reduce loss of life at sea;
- 
- Proposals for equitable regional responsibility-sharing systems between coastal and non-coastal States, i.e. to support adequate reception arrangements in countries of disembarkation or to allocate responsibility for processing and providing durable solutions;
- 
- Mechanisms to ensure that responses to people travelling by sea (including rescued persons) take into account the international protection needs of specific individuals and groups;
- 
- Measures to address the drivers of irregular maritime movements, including onward movements; and
- 
- Measures to strengthen the respect for international law, including refugee law, human rights law and maritime law.



## D Review

The Global Initiative on Protection at Sea seeks to catalyze action to prevent further loss of life at sea and to ensure that responses are sensitive to those who are in need of international protection. The Initiative has inspired a number of other initiatives, such as the High Commissioner's Dialogue on Protection at Sea in 2014, which presented an opportunity to develop a broad consensus on rescue at sea issues, disembarkation arrangements and responsibility-sharing, and the need for comprehensive approaches to protection at sea.

The Global Initiative on Protection at Sea and the High Commissioner's Dialogue build upon UNHCR's 10-Point Plan of Action on Refugee Protection and Mixed Migration and a series of regional consultations on mixed migration.

## E Further information

For further details on the Global Initiative on Protection at Sea, see <http://www.unhcr.org/540d6e5f9.html>. The leaflet is also available in French and Arabic.

The documents related to the High Commissioner's Dialogue on Protection at Sea, including the background paper and the reports of the breakout session, are available at: <http://www.unhcr.org/pages/5357caed6.html>.

The documents related to the regional consultations on mixed migration are available at: <http://www.unhcr.org/pages/4a16aac66.html>.



2015

## Stocktaking exercise on protection at sea



### A Background and rationale

In 2015, at the request of the Global Migration Group (GMG), UNHCR facilitated an inter-agency stocktaking exercise on protection at sea. UNHCR consulted extensively with GMG member agencies engaged in activities aimed at promoting protection at sea, as well as with a number of non-GMG agencies with relevant mandates, with a view to better understanding synergies and gaps, and informing future work on protection at sea.

### B Actors

- GMG member agencies, including ILO, IOM, UNDESA, UNDP, UNODC, and UNHCR
- OLA Division for Ocean Affairs and the Law of the Sea

## C Actions

- The stocktaking exercise involved compiling and analyzing agency contributions in relation to activities and priorities in a wide range of areas, including search and rescue; safe migration and asylum pathways; addressing trafficking and smuggling of migrants and refugees in the context of movements by sea; other interventions in countries of embarkation; post-disembarkation activities; and general or cross-cutting protection-at-sea activities such as advocacy or information-sharing initiatives.
- The exercise identified a number of gaps, including the need for reduced geographical variations in protection-at-sea capacity and responses; more systematic approaches that go beyond those driven purely by emergencies; increased attention to drivers and root causes of dangerous sea journeys; and greater cooperation and coordination between the wide range of State, civil society, international, and commercial actors with roles to play in advancing protection at sea.

## D Review

The stocktaking exercise on protection at sea has informed the GMG’s subsequent programme focus in a number of areas, including support for the implementation of the 2030 Agenda for Sustainable Development, work on protection at sea within the GMG’s thematic working groups on human rights and gender, and work on the incorporation of protection-at-sea objectives into country-level development planning and programming.

## E Further information

“Global Migration Group: Protection-at-sea stocktaking”, 11 November 2015, [www.refworld.org/docid/570799034.html](http://www.refworld.org/docid/570799034.html).

