

4.10 Mali

4.10.1 Migration trends

4.10.1.1 Immigration

Mali is not an important country of immigration. It is, however, a country of transit for West and Central Africans travelling to Algeria, Libya, Morocco or Tunisia, who eventually seek to enter European states.⁸³⁶ Having said that, a small amount of foreigners do reside in Mali.

Data	Year	Absolute numbers	% of the Total Population
National Population and Housing Census ⁸³⁷ (RGPH)	2009	160,216 foreign residents ⁸³⁸	1.1%

4.10.1.1.1 Characteristics of immigrants/foreigners

Countries of origin:	According to the National Population and Housing Census of 2009, the vast majority of foreigners are Africans, principally from ECOWAS Member States, including Burkina Faso (22,174), Côte d'Ivoire (18,672), Guinea (16,464), Senegal (5,099), Mauritania (3,978) and Niger (3,540). ⁸³⁹
Settlements:	Most foreigners reside in the capital Bamako (27.9%) and the following regions: Sikasso (22.1%), Kayes (12.6%) and Koulikoro (11.3%). ⁸⁴⁰
Socio-demographic profile:	52.5% of foreign residents are male. ⁸⁴¹
Socio-economic profile and sectors of employment:	<ul style="list-style-type: none"> In 2009, 60% of foreigners did not have any formal education, which is lower than for the total population (67.5%).⁸⁴² Like nationals, foreigners tend to be employed in the informal labour market.
Vulnerable groups:	<ul style="list-style-type: none"> Trafficking in persons appears to be mainly an internal phenomenon: from 2002 to 2008, IOM registered 488 victims within the country, of which 96.3% were nationals.⁸⁴³ According to the U.S. Department of State's Trafficking in Persons Reports, victims have included boys from Burkina Faso and Guinea who were exploited for the use in gold mines, as well as boys from Guinea, Burkina Faso, Niger and other countries who were sent to Mali for Koranic education (<i>talibés</i>) and subsequently subjected to forced begging. According to the report, women and girls from West African states are forced into prostitution.⁸⁴⁴

⁸³⁶ Ballo, M., *Migration au Mali. Profil national 2009*, IOM, 2009, pp. 50-51; Keita, M., *Le cadre général de la migration au Mali*, CARIM AS No. 80, 2010a, p. 6.

⁸³⁷ *Recensement général de la population et de l'habitat du Mali*.

⁸³⁸ Republic of Mali, *4ème Recensement général de la population et de l'habitat du Mali (RGPH2009). Analyse des résultats définitifs. Thème 2: état et structure de la population*, 2011, p. 80.

⁸³⁹ Ibid. The RGPH 2009 also refers to 31,068 nationals from "other African states" without any further specification.

⁸⁴⁰ Ibid., p. 81.

⁸⁴¹ Ibid.

⁸⁴² Ibid., p. 82.

⁸⁴³ Ballo, M., 2009, op. cit., p. 50.

⁸⁴⁴ U.S. Department of State, *Trafficking in Persons Report 2013*, 2013, p. 254; U.S. Department of State, *Trafficking in Persons Report 2012*, 2012, p. 239; U.S. Department of State, *Trafficking in Persons Report 2011*, 2011.

4.10.1.2 Emigration

Emigration has long existed in Mali and is a central component of Malian society. Its patterns and evolution during modern times are well-known and well-documented.⁸⁴⁵ During colonial times, Mali was used as a labour reserve for the development of major industrial and agricultural projects, such as the growing of groundnuts in Senegal.⁸⁴⁶ After the Second World War and the declaring of independence in 1960, the country remained an important supplier of workforce for coastal West African countries such as Côte d'Ivoire, Ghana, and Senegal. Migration towards France also gained prominence during this period.⁸⁴⁷

Malian emigration trends have subsequently diversified. Given the more restrictive approach towards migration adopted by France from the mid-1970s on and the decline of Côte d'Ivoire as an attractive destination, new destinations within West Africa became increasingly popular. Intra-regional flows have remained dominant, although flows are also directed towards Europe (most notably Spain), the U.S., Gulf Cooperation Council Member States, and South-East Asia. In addition, Malian emigration, which was traditionally a low-skilled, male phenomenon, has become more feminised and now includes a higher share of skilled workers.⁸⁴⁸

Data	Year	Estimates
General estimates from national authorities (data sources unidentified)	2013	4 to 4.5 million nationals abroad ⁸⁴⁹
Ministry of Malians Abroad	2001	2.7 million nationals abroad
Electoral Register (RACE) ⁸⁵⁰	2001	More than 900,000 nationals abroad

⁸⁴⁵ See for instance Merabet, O., Gendreau, F., *Les question migratoires au Mali. Valeurs, sens et contresens*, 2007, pp. 11-13.

⁸⁴⁶ Keita, M., 2010a, op. cit., p. 1.

⁸⁴⁷ Ibid.; IOM, ICMPD, *MTM: a Dialogue in Action. Linking Emigrant Communities for More Development. Inventory of Institutional Capacities and Practices. The Malian Experience*, 2010, p. 3.

⁸⁴⁸ Ibid., Pérouse de Montclos, M-A., 'De l'usage des remises de fonds des migrants: le cas du Mali', *Working Papers du CEPED*, No. 26, 2012, p. 3.

⁸⁴⁹ See for example Comité pour la protection des droits de tous les travailleurs migrants et des membres de leur famille, Réponses écrites du gouvernement de la République du Mali Concernant la liste des points à traiter (CMW/C/MLI/Q/1) reçues par le Comité pour la protection des droits de tous les travailleurs migrants et des membres de leur famille à l'occasion de l'examen du rapport initial du Mali (CMW/C/MLI/1), CMW/C/MLI/Q/1/Add.1, 2006, p. 2 ; and Republic of Mali, *Cellule technique du Codéveloppement, Bilan et perspectives du Codéveloppement au Mali. De l'expérience française à l'approche européenne*, 2013.

⁸⁵⁰ *Recensement à caractère électoral*.

4.10.1.2.1 Characteristics of emigrants/nationals abroad

Countries of destination/
residence:

- While there is a general consensus on Malian emigration trends, there are conflicting estimates regarding the current emigrant stock.
- The Malian government often refers to a figure of 4 to 4.5 million nationals abroad (between 25% and 30% of the total population), including 3.5 million in Africa, and 2 to 2.5 million in Côte d'Ivoire alone.⁸⁵¹ Such estimates are not based on reliable data, and, in the case of Côte d'Ivoire, seem excessive.
- In 2001, the Ministry of Malians Abroad provided an estimate of 2.7 million emigrants, including 1.7 million in Côte d'Ivoire.⁸⁵² Here again, the sources of this data are unclear.
- Another national estimate conducted in 2001 by the Electoral Register (RACE) identified more than 900,000 nationals abroad. It also provided information concerning the main countries of residence.⁸⁵³ According to the register, Côte d'Ivoire was by far the most common country of residence, followed by Sudan, Senegal and Niger. Outside the African continent, Saudi Arabia and France were the main countries of residence. However, some data limitations exist: the register is based on the voluntary registration of individuals, it only concerns adults, and depends on the Malian diplomatic and consular presence in the respective countries. It is therefore likely that the RACE data constitutes an underestimation of the presence of nationals abroad.
- Notably, Libya has been a popular country of residence for Malian migrants. Indeed, in 2012, IOM reported some 11,385 Malian returnees fleeing from the Libyan civil war.⁸⁵⁴
- With regard to European countries, France is the main country of residence. According to the OECD international migration database,⁸⁵⁵ an estimated 62,239 Malian residents in a regular situation were recorded in 2009. It should be noted, however, that naturalisations of Malians in France – which implies that they are not counted in the foreigner registers – are significant, with an average of more than 1,500 per year from 2001 to 2011.⁸⁵⁶ Over the past number of years, the extent of the irregular presence of Malians in France has been discussed extensively. There have been put forward estimates of between 70,000 and 250,000 irregular migrants, which would mean a total Malian population residing in France of between 130,000 and 310,000.⁸⁵⁷ These estimates, which are not based on reliable sources, are likely to constitute overestimations.
- Spain is the second largest host of Malian migrants in the EU, with an estimated 24,423 residents in 2011. However, immigration flows towards the country have decreased over the past few years.⁸⁵⁸
- Italy has not attracted an important amount of Malian migration flows. In 2010, only 1,263 Malians were recorded by the Italian authorities.⁸⁵⁹

⁸⁵¹ See footnote 849.

⁸⁵² Pérouse de Montclos, M-A., 2012, op. cit., p. 4.

⁸⁵³ Merabet, O., Gendreau, 2007, op.cit., pp. 16-17. The electoral register is currently renewed under the name *Recensement Administrative à caractère d'état civil* (or RAVEC).

⁸⁵⁴ Aghazarm, C., Quesada, P. and Tishler, S., *Migrants Caught in Crisis: the IOM Experience in Libya*, IOM, 2012, p. 15.

⁸⁵⁵ OECD, 'International Migration Database'. The OECD migration database collects information on stay/resident permits and population registers.

⁸⁵⁶ It should be noted that data is missing for several years.

⁸⁵⁷ Merabet, O., Gendreau, F., 2007, op. cit., p. 20.

⁸⁵⁸ OECD, 'International Migration Database'.

⁸⁵⁹ Ibid.

Socio-demographic profile:	<ul style="list-style-type: none"> • Both ethnic and regional origin have strongly influenced the destinations and occupations of Malian migrants. • For instance, Côte d'Ivoire has been a privileged destination for Fulani Diawambé traders, Algeria and Libya for Touareg herders, and France for Soninke manual labourers.⁸⁶⁰ There is a great diversity of employment among Malian migrants. For instance, in Côte d'Ivoire, Malians are employed in the agricultural sector, herding, fishing, and industry.⁸⁶¹ • Although all regions of Mali are concerned by migration, Kayes, in the West, where 2/3 of the households include at least one migrant, remains the main region of origin.⁸⁶²
Education level/ sectors of employment:	<ul style="list-style-type: none"> • The majority of Malian migrants are low-skilled workers employed within the informal labour markets of ECOWAS Member States.⁸⁶³ • High-skilled nationals are also found among migrants and represent between 11.5% and 15% of the total number of migrants.⁸⁶⁴ • With regard to the health sector, OECD data has estimated the emigration rate of medical doctors at 13.2% and that of nurses at 3.7%.⁸⁶⁵
Remittances:	<ul style="list-style-type: none"> • World Bank data provides an estimate of USD 530 million for 2013, corresponding to 4.6% of total GDP.⁸⁶⁶ • Such estimates should be read with caution given that the majority of remittances, around three-quarters, are sent through informal channels.⁸⁶⁷ This situation can be explained by the absence of money transfer services in rural areas and the obligation for money transfer operators to work with local banks, which limits their scope of activity.⁸⁶⁸ • Remittances are primarily used to buy food and other essential items. An estimated 14% of remittances are invested in business.⁸⁶⁹ • Community projects financed through collective remittances (as opposed to individual transfers) compensate, to a certain extent, most notably in the case of water supplies and education, for the limited capacities of the Malian state.⁸⁷⁰
Vulnerable groups:	<p>Although trafficking is primarily an internal phenomenon, the U.S. Department of State's Trafficking in Persons Reports mention the existence of Malian boys who have fallen victim to forced labour in Senegal, Guinea, and Côte d'Ivoire, as well as girls and women trafficked for commercial sex exploitation in Gabon, Libya, Lebanon, and Tunisia.⁸⁷¹</p>

4.10.2 Migration policy

Emigration is a central political issue in Mali. Policy statements generally highlight two main aspects of emigration management: protection of Malians abroad and their involvement in the social and economic

⁸⁶⁰ Pérouse de Montclos, M-A., 2012, op. cit., p. 2.

⁸⁶¹ Blion, R., Bredeloup, S., 'La Côte d'Ivoire dans les stratégies des Burkinabé et des Sénégalais' in Contamin, B. and Memel, F. (eds.), *Le modèle ivoirien en questions. Crises, ajustements, recomposition*, 1997, p.715.

⁸⁶² Keita, M., 2010a, op. cit., p. 2.

⁸⁶³ Ballo, M., 2009, op. cit., p. 53; IOM, ICMPD, 2010, op. cit., p. 6.

⁸⁶⁴ Ibid.

⁸⁶⁵ OECD, 'Immigrant Health Workers in OECD Countries in the Broader Context of Highly Skilled Migration' in *International Migration Outlook – SOPEMI 2007*, 2007, p. 214.

⁸⁶⁶ World Bank, 'Remittances Data', 2013.

⁸⁶⁷ Pérouse de Montclos, M-A., 2012, op. cit., p. 5.

⁸⁶⁸ Ibid.

⁸⁶⁹ Ibid., p. 8.

⁸⁷⁰ Ballo, M., Diombana, L., *La diaspora malienne: un acteur transnational du développement*, IOM, 2009, pp. 14-17.

⁸⁷¹ U.S. Department of State, 2013, op. cit., p. 254; U.S. Department of State, 2012, op. cit., p. 239; US Department of State, 2011 op. cit.

development of the country.⁸⁷² The National Population Policy⁸⁷³ is rather comprehensive in these respects and envisions the implementation of the following aims:

- to identify Malians living abroad and undertake specific studies on this issue;
- to elaborate and implement a programme to assist emigrant communities;
- to organise awareness-raising campaigns on international migration;
- to facilitate reintegration of returning migrants;
- to create a guarantee and assistance fund for emigrants; and
- to enhance facilitation of remittance transfers to the country.⁸⁷⁴

The national development plan (Plan for the Sustainable Recovery of Mali 2013-2014) also deals with migration in an extensive manner. However, no formal migration policy has been adopted. During 2006/2007, the Ministry for Malians Abroad and African Integration⁸⁷⁵ initiated the drafting of a policy document.⁸⁷⁶ However, at the time of writing, a migration policy has yet to be finalised and endorsed by the competent authorities.⁸⁷⁷

Unlike emigration, immigration is not considered a significant issue and is therefore handled with tolerance.

4.10.2.1 Institutional framework on migration

Governmental stakeholders involved

Ministry	Agency, Directorate, Unit	Responsibilities
Ministry of Domestic Security and Civil Protection ⁸⁷⁸	Directorate of Border Police ⁸⁷⁹	<ul style="list-style-type: none"> • Immigration and border management
Ministry of Labour, Public Service, and Institutional Relations ⁸⁸⁰	National Labour Directorate ⁸⁸¹	<ul style="list-style-type: none"> • Ensuring respect for the labour legislation
Ministry of Employment and Vocational Training ⁸⁸²	National Employment Agency ⁸⁸³	<ul style="list-style-type: none"> • Finding employment abroad for Malian jobseekers • Providing pre-employment information • Reintegration of returnees

⁸⁷² Ballo, M., 2009, op. cit., p. 67.

⁸⁷³ *Politique nationale de population.*

⁸⁷⁴ IOM, ICMPD, 2010, op .cit., p. 9.

⁸⁷⁵ *Ministère des Maliens de l'extérieur et de l'Intégration africaine.*

⁸⁷⁶ Ballo, M., 2009, op. cit., pp. 66-67.

⁸⁷⁷ After finalising this study, the Malian authorities announced the adoption of the national migration policy and its action plan in September 2014. However, the document was not accessible to the authors and its content is hence not reflected in this chapter.

⁸⁷⁸ *Ministère de la Sécurité intérieure et de la Protection civile.*

⁸⁷⁹ *Direction de la police des frontières.*

⁸⁸⁰ *Ministère du Travail, de la Fonction publique et des Relations avec les institutions.*

⁸⁸¹ *Direction nationale du travail.*

⁸⁸² *Ministère de l'Emploi et de la Formation professionnelle.*

⁸⁸³ *Agence nationale pour l'emploi.*

Ministry for Malians Abroad and African Integration ⁸⁸⁴	General Delegation for Malians Abroad ⁸⁸⁵	<ul style="list-style-type: none"> • Assistance to returnees • Placement of workers in Spain within the framework of the bilateral agreement concluded in 2007⁸⁸⁶
Ministry for the Promotion of Women, Children, and the Family ⁸⁸⁷		<ul style="list-style-type: none"> • Fight against trafficking in persons

Other institutions dealing with migration management include the Centre for Migration Information and management⁸⁸⁸ (CIGEM), an institution, which is open to the public, created in 2008 with the cooperation of the EU, ECOWAS, France, and Spain. It is placed under the authority of both the Ministry of Foreign Affairs and International Cooperation and the Ministry for Malians Abroad and African Integration, and its Technical and Steering Committees⁸⁸⁹ are inter-institutional institutions that not only include relevant Ministries, but also external partners. The focus areas of the CIGEM have evolved over time, from a focus on assistance to potential migrant workers and returnees to research, migration and development areas.

The High Council for Malians Abroad⁸⁹⁰ is a private structure which represents the Malian diaspora and liaises with government authorities.

Finally, local authorities also play a role in migration management, notably within the framework of co-development programmes and diaspora initiatives set up in cooperation with France and Spain (see section 4.10.2.3.2)

⁸⁸⁴ *Ministère des Maliens de l'extérieur et de l'Intégration africaine.*

⁸⁸⁵ *Délégation générale des Maliens de l'extérieur.*

⁸⁸⁶ See section 4.10.2.3.1.

⁸⁸⁷ *Ministère de la Promotion de la femme, de l'enfant et de la famille.*

⁸⁸⁸ *Centre d'information et de gestion des migrations.*

⁸⁸⁹ *Comité technique et Comité de pilotage.*

⁸⁹⁰ *Haut Conseil des Maliens de l'extérieur.*

4.10.2.2 Immigration: national policy framework and institutional practices

4.10.2.2.1 General immigration provisions

Legislation/Policy Framework	Description
Law No. 04-058 relating to the Conditions of Entry, Stay and Establishment of Foreigners in the Republic of Mali, 2004 ⁸⁹¹ Decree No. 05-322/P-RM, 2005 ⁸⁹²	<p><i>Entry</i></p> <p>Law, Art. 8; Decree, Art. 2: Entry on the national territory is subject to the delivery of:</p> <ul style="list-style-type: none"> • an entry visa; • the production of documents regarding the purpose and conditions of stay, a guarantee of return (which may take the form of a return ticket to the country of origin, a deposit, or a guarantee from a bank); and • if applicable, proof of means of existence or a work authorisation (in practice, the latter is no longer requested). <p>Decree, Art. 7: the entry visa is valid for a maximum period of 90 days, and is renewable once.</p>
	<p><i>Stay/residence</i></p> <p>Law, Art. 5 distinguishes between two types of foreigners: non-immigrants, including tourists, visitors, students and temporary workers, and immigrants, defined as “foreigners entering Mali with the intention to establish their residence in the country or to perform, on a permanent basis, a lucrative activity or a profession”. The distinction between non-immigrants and immigrants corresponds to two distinct immigration statuses, namely stay and residence (or ‘establishment’, as referred to in the law).</p>
	<p><i>Stay</i></p> <p>Law, Art. 12: Stay in Mali requires the granting of a temporary stay authorisation⁸⁹³, which leads to the delivery of a stay visa⁸⁹⁴ valid for a maximum period of one year, which is renewable.</p> <p>Decree, Art. 23: The request of a temporary stay authorisation is made after entry on the national territory and must be accompanied by the following documentation: passport, extract from the police record, and medical certificate.</p> <p>Decree, Art. 25: “the stay visa is only delivered if the foreigner proves that he/she can live on his/her own financial resources and makes the commitment of not exercising any professional activity”. This provision is most surprising as it implies that temporary work in Mali is prohibited. However, this provision can certainly be considered null as it contradicts art. 5 of the Law of 25 November 2004.</p> <p>Law, Art. 13 foresees an off-right delivery of the temporary stay authorisation to the foreign spouse, children and parents of a Malian national, as well as to the spouse’s children (up to 18 years) of foreign holders of a resident card.</p>
	<p><i>Residence</i></p> <p>Law, Art. 16: Residence (or establishment) implies the delivery of a resident card,⁸⁹⁵ which is valid for five years, and is renewable.</p> <p>Decree, Art. 31: The resident card must be requested within 15 days of entry.</p> <p>Decree, Art. 28 to Art. 30: In addition to the conditions applicable to the delivery of the temporary stay authorisation, the applicant must either prove his/her means of existence or obtain a work authorisation (in practice, the work authorisation is no longer requested).</p>

⁸⁹¹ Loi No. 04-058 du 25 novembre 2004 relative aux conditions d’entrée, de séjour et d’établissement des étrangers en République du Mali.

⁸⁹² Décret No. 05-322/p-RM du 19 juillet 2005 fixant les modalités d’application de la loi No. 04-058 du 25 novembre 2004 relative aux conditions d’entrée, de séjour et d’établissement des étrangers en République du Mali.

⁸⁹³ Autorisation de séjour temporaire.

⁸⁹⁴ Visa de séjour.

⁸⁹⁵ Carte de résident.

One can note several contradictions between the law and its decrees, as well as the lack of precision regarding the conditions and procedural steps for obtaining stay and resident permits. Furthermore, despite its mention of the family reunification procedure, the legislation includes no details in this regard. The legislation also does not include specific provisions regarding the status of ECOWAS Member States' nationals, with the exception of a very general derogation clause concerning international conventions applicable in Mali. According to D. Dembele, however, "administrative provisions" were made before the adoption of the Law of 25 November 2004 to fully implement the ECOWAS protocols on free movement of persons, right of residence and establishment.⁸⁹⁶ Indeed, according to M. Ballo, ECOWAS Member States' nationals can enter and establish themselves in Mali upon the presentation of a valid identity card.⁸⁹⁷

Mali has concluded bilateral agreements which include provisions on entry, stay and residence with the following countries: Burkina Faso, Ghana, Guinea, Mauritania, Niger, Cameroon, and France. These agreements are based on reciprocity and generally apply equally to Malians in the considered countries and foreigners from those countries in Mali. A review of these agreements is presented in section 4.10.3.

4.10.2.2.2 Labour migration

Access to national labour market

Access of foreigners to the national labour market is regulated by Law No. 04-058 of 25 November 2004 relating to the Conditions of Entry, Stay and Establishment of Foreigners in the Republic of Mali, its implementing Decree No. 05-322/P-RM of 19 July 2005, and the Labour Code of 1992.

In addition to the common immigration rules, the employment of foreigners in Mali requires the approval of the work contract⁸⁹⁸ by the National Labour Directorate within the Ministry of Labour, Public Service, and State Reform.⁸⁹⁹ A work authorisation typically serves two purposes: first, and mainly, it protects the national labour market generally through a labour market test or a quota system; second, it ensures that the labour legislation – the rights of the worker – is respected. In the case of Mali, there is no provision in the legislation that foresees the protection of the national labour market. For instance, there is no obligation for the employer to look for a worker available on the national labour market before employing a foreigner. The only existing provisions concern the protection of the migrant worker, notably through ensuring that the labour legislation is respected and that the worker understands and agrees to the terms of the work contract.⁹⁰⁰

Moreover, according to officials interviewed for the purpose of the present study, the work authorisation is no longer required in practice. In other words, foreigners who comply with common immigration rules can freely access the Malian labour market. In the case of ECOWAS Member States' nationals, they can freely enter, stay and work as long as they hold a valid identity card.

⁸⁹⁶ Dembele, D., *Le cadre general de la migration au Mali*, CARIM AS No. 75, 2010a, p. 12.

⁸⁹⁷ Ballo, M., 2009, op. cit., pp. 81-82.

⁸⁹⁸ *Visa du contrat de travail*.

⁸⁹⁹ Law No. 04-058 of 25 November 2004 relating to the Conditions of Entry, Stay and Establishment of Foreigners in the Republic of Mali, art. 8, art. 17; Decree No. 05-322/P-RM of 19 July 2005, art. 28; Labour Code 1992, art. L 26.

⁹⁰⁰ Labour Code, art. L 28.

Rights within employment

Legislation/Policy Framework	Description
Labour Code ⁹⁰¹ , 1992 Regulation No. 1566/MEFPT-SG of 7 October 1996 on the Application of Certain Provisions of the Labour Code ⁹⁰²	<p>Labour Code, Art. L.1 provides for equal treatment with nationals. Foreigners, regardless of their legal status, benefit from all obligations and rights from the labour legislation as a principle.</p> <p>Labour Code, Art. L.233; L.235: Notably, foreigners can join and form trade unions, as well as perform administrative and executive functions within them.⁹⁰³</p> <p>Regulation, Art. A 267.6 limits the eligibility of trade union representatives to Malians and nationals from countries with which Mali has concluded agreements that “explicitly provide equality of access to salaried employment and equality of treatment regarding labour legislation and social security”, and as long as they “can express themselves in French”. As trade union delegates are normally chosen from candidates in profession-based elections, this provision is likely to strongly undermine the aforementioned equalitarian Labour Code principle. Its legality is therefore contestable.</p> <p>Labour Code, Art. L. 27 imposes on the employer the duty to cover the cost of transportation from the country of origin to the place of employment, as well as that of the return on the occasion of legal and regulatory leave, and at the end of the contract.</p>

4.10.2.2.3 Irregular migration

Legislation/Policy Framework	Description
Law No. 04-058 relating to the Conditions of Entry, Stay and Establishment of Foreigners in the Republic of Mali, 2004 Decree No. 05-322/P-RM, 2005	<p>Decree, Art. 18: Illegal entry leads to deportation, the cost of which is by principle undertaken by the transporter.</p> <p>Law, Art. 19: Violation of the immigration legislation justifies the withdrawal of the stay visa or the resident card, and therefore, deportation.</p> <p>Law, Art. 20: Unauthorised stay and assistance to irregular entry and/or stay is punished by from three months to three years imprisonment and/or a fine.</p> <p>Law, Art. 21: Higher penalties are foreseen in case of re-entry despite the existence of a ban.</p> <p>Law, Art. 24: Expulsion is foreseen in case of criminal offence or threat to public order.</p>

In practice, national authorities apply a tolerant approach towards irregular migration. Expulsion and deportation of foreigners are generally not based on their irregular immigration status, but rather on the considered threat they pose to public order. D. Dembele notes that irregular migrants apprehended by the police are not deported but referred to the competent diplomatic or consular post, which will issue an identity card to them.⁹⁰⁴ Arguably, this may only apply to ECOWAS Member States' nationals, who can enter and reside in Mali with only an identity card.⁹⁰⁵

With regard to border management, several bilateral and regional initiatives have been initiated over the

⁹⁰¹ *Code du travail.*

⁹⁰² *Arrêté No. 1566/MEFPT-SG du 7 octobre 1996 portant modalités d'application de certaines dispositions du Code du travail.*

⁹⁰³ This principle was confirmed by the national authorities: Comité pour la protection des droits de tous les travailleurs migrants et des membres de leur famille, 2006, op. cit., p. 10.

⁹⁰⁴ Dembele, D., *Le Mali et la migration irrégulière*, CARIM AS No. 39, 2010b, p. 8.

⁹⁰⁵ See section 4.10.2.2.1.

years. In 1995, a cross-border cooperation agreement which included fighting against irregular border crossings, smuggling and security, was concluded with Algeria. Cooperation with Spain has included the providing of equipment and training to border police staff. Moreover, meetings are periodically organised with neighbouring countries with regard to border cooperation and management.

4.10.2.2.4 *Migrants at risk*

In 2012, Mali adopted Law No. 2012-023 relating to combatting Trafficking in Persons and Similar Practices⁹⁰⁶, a comprehensive text covering all forms of trafficking in persons and prescribing penalties of 5 to 10 years' imprisonment and up to 20 years in cases of aggravating circumstances. Given that previous anti-trafficking activities were based on the provisions of the Penal Code, which, it appears, was not sufficiently broad or stringent, the introduction of this law constitutes an improvement.⁹⁰⁷ However, due to the current internal political instability, efforts to fight against trafficking in persons have decreased during the past two years.

Malian authorities have generally been active in the fight against trafficking. Prosecution of offenders has increased in the past few years – 24 new cases were recorded in 2011 – and magistrates have been given training on trafficking-related issues.⁹⁰⁸ With regard to protection, national authorities have referred a significant number of victims to NGOs and international organisations, and have provided financial and in-kind support to NGO-run shelters.⁹⁰⁹ In addition, regular workshops, public debates, and meetings have been organised to inform the population on the risks of human trafficking.⁹¹⁰

Mali has also concluded bilateral agreements with Burkina Faso (2004)⁹¹¹ and Côte d'Ivoire (2000)⁹¹² in order to strengthen mutual cooperation in the fight against child trafficking.

4.10.2.3 *Emigration*

4.10.2.3.1 *Labour migration*

Mali lacks a comprehensive labour emigration policy. It has, however, made attempts to develop legal channels for employment abroad. The CIGEM has looked for job opportunities corresponding to Malian workers competencies in the following countries: Spain (agriculture, construction, and hospitality services), France (construction and hospitality services), Belgium (agriculture), and Canada (agriculture).⁹¹³ It has also proposed vocational training in sectors where a labour demand exists both in Mali and abroad.⁹¹⁴

⁹⁰⁶ *Loi No. 2012-023/ du 12 juillet 2012 relative à la lutte contre la traite des personnes et les pratiques assimilées.*

⁹⁰⁷ U.S. Department of State, 2012, op. cit., p. 240.

⁹⁰⁸ Ibid.; US Department of State, 2011, op. cit.

⁹⁰⁹ U.S. Department of State, 2012, op. cit., p. 240.

⁹¹⁰ Ibid., p. 241; US Department of State, 2011, op. cit.

⁹¹¹ Accord de coopération entre le Mali et le Burkina Faso en matière de lutte contre le trafic transfrontalier des enfants, 25 juin 2004.

⁹¹² Accord entre le Mali et la Côte d'Ivoire en matière de lutte contre le trafic transfrontalier des enfants, 1er septembre 2000.

⁹¹³ Keita, M., *La migration circulaire au Mali: diagnostic et perspectives*, CARIM AS No. 57, 2010b, pp. 15-16.

⁹¹⁴ Funakawa, N., *Le CIGEM – Centre d'information et de gestion des migrations : sa place face aux défis des politiques migratoires*, Université de Poitiers, 2009, pp. 49-50.

Despite the conclusion of a rather comprehensive bilateral agreement with Spain in 2007,⁹¹⁵ the efforts undertaken by Malian authorities with regard to labour migration have not been taken much further.

Although the agreement concluded with Spain does not provide a privileged access to the national labour market, it does include a series of favourable provisions. It provides for the promotion of labour migration on the basis of labour market studies and the communication by Spanish authorities to their Malian counterparts of job vacancies.⁹¹⁶ In practice, however, the implementation of these provisions has proved to be difficult, not only due to the current Spanish economic situation, but also to Mali's low institutional capacities.

Neither the National Employment Agency nor the CIGEM have set up a system for the collection of job offers abroad. National institutions are therefore not able to pre-select job offers that may match the competencies of Malian jobseekers, or propose them to selected applicants and eventually organise the recruitment of workers. An exception is the Ministry for Malians Abroad and African Integration, which has organised the departure of temporary workers within the Mali-Spain agreement.

Given that the initial competencies of the CIGEM were to "receive, inform and assist potential migrants" and provide "information on legal conditions of migration",⁹¹⁷ jobseekers were expecting assistance in finding employment abroad. Unfortunately, the CIGEM and its partners have had little to offer in this respect. In 2009, for example, the CIGEM was only able to assist the Ministry for Malians Abroad and African Integration in sending 29 seasonal workers to Spain.⁹¹⁸ Since a mid-term evaluation of the CIGEM activities in 2010, the centre has drawn back from its activities related to labour migration.⁹¹⁹

Mali has concluded bilateral agreements which include provisions on entry, stay and residence with the following countries: Burkina Faso, Ghana, Guinea, Mauritania, Niger, Cameroon, and France (see section 4.10.3. for more details).

4.10.2.3.2 *Migration and development*

Institutional developments

At the institutional level, the commitment of the national authorities can be observed in the creation of the Ministry for Malians Abroad and African Integration and, within its General Delegation for Malians Abroad, the High Council for Malians Abroad, and the CIGEM.

The objectives of the Ministry for Malians Abroad and African Integration include the following:

- to initiate, coordinate and monitor activities aimed at assisting in the return of Malian migrants; and

⁹¹⁵ Acuerdo de Cooperacion en materia de inmigracion entra Espana y Mali, 23 de enero de 2007.

⁹¹⁶ Ibid., art. 3.

⁹¹⁷ Ballo, M., 2009, op. cit., p. 75.

⁹¹⁸ Keita, M., 2010b, op. cit., p. 15.

⁹¹⁹ Republic of Mali, 2013, op. cit., p. 2.

- to facilitate the creation of a favourable environment, which encourages the participation of Malians abroad in the economic and social development of the country.⁹²⁰

The High Council for Malians Abroad, a federative structure composed of elected representatives in national councils (Conseils des Maliens de l'Extérieur) present in 63 countries, has the following aims: to represent Malians abroad at national forums and institutions;

- to assemble Malian emigrants residing abroad irrespective of their region of origin, ethnicity, religion, social status, sex and profession;
- to promote unity and solidarity among Malians abroad;
- to encourage their contribution to the economic, environmental, social, cultural and athletic development in Mali; and
- to promote peace and integration between peoples.⁹²¹

The CIGEM's initial mandate included the "valorisation of [the] human, financial and technical capital of Malians abroad" as well as the "reception, informing and assisting of returning migrants".⁹²² After the reorientation of the activities of the centre, the focus has shifted towards channelling diaspora initiatives into the economic and social development of the country rather than assistance of returnees.⁹²³

Diaspora outreach and confidence-building measures

The legislation authorises dual/multiple citizenship and recognises the right of nationals residing abroad to vote and to be eligible in presidential elections. The Ministry for Malians Abroad and African Integration organises visits to the main countries of destination to meet with diaspora members as well as leading information campaigns on existing initiatives available for the diaspora.⁹²⁴ Within Mali, diaspora forums are often organised, such as the Diaspora Forum⁹²⁵ in 2003, the Malian Diaspora Investor Forum⁹²⁶ in 2009, and the Forum of Intellectual, Scientific and Technical Diaspora⁹²⁷ in 2010.

Mobilising and channelling remittances for development

Malians abroad benefit from the general incentives of the Investment Code. Investments from the diaspora in the national development are mostly channelled through local associations and authorities. It is estimated that one out of every two Malian villages has long-term partnerships with associations present in countries of destination – mainly in France – including diaspora associations.⁹²⁸ Mali and France have concluded cooperation agreements, including co-financing mechanisms, for local development projects

⁹²⁰ IOM, ICMPD, 2010, op. cit., p. 12.

⁹²¹ Ibid., p. 14.

⁹²² Ballo, M., 2009, op. cit., p. 75.

⁹²³ Republic of Mali, 2013, op. cit., p. 2.

⁹²⁴ IOM, ICMPD, 2010, op. cit., p. 13.

⁹²⁵ *Forum de la diaspora*.

⁹²⁶ *Forum des investisseurs de la diaspora malienne*.

⁹²⁷ *Forum de la diaspora intellectuelle, scientifique et technique du Mali*.

⁹²⁸ Ballo, M., Diombana, L., 2009, op. cit., p. 17.

initiated by diaspora associations.⁹²⁹ A Technical Unit for Co-development was created and placed under the authority of the Ministry of Economy and Finance to implement the envisaged initiatives. The agreement with Spain includes the provision of technical assistance for the improvement of transfer services, the stimulation of remittances' development potential, and, more generally, support for the engagement of the diaspora in the economic and social development of Mali.⁹³⁰ In 2012, a Circular from the Ministry of Economy, Finance and Budget lifted the exclusivity clauses on remittances.

Addressing the challenges of highly-skilled migration

Projects concerning the involvement of skilled migrants in the development of Mali include the UNPD-led TOKTEN (Transfer of Knowledge through Expatriate Nationals) programme, which sees the temporary return of skilled nationals in order to contribute to development projects in their country of origin. The programme was initiated in 1998 and originally focused on developing the capacities of the higher education system. In 2011, it was extended to the health and agricultural sectors as well as to small and medium-sized enterprises.⁹³¹ UNESCO has also initiated a project called TALMALI, which follows an approach similar to that of TOKTEN.⁹³²

4.10.2.3.3 Migrants' protection

Information dissemination and protection in countries of destination

Although the protection of Malians residing abroad is one of the core responsibilities of the Ministry for Malians Abroad and African Integration,⁹³³ consular assistance appears to be limited. In Mali, the CIGEM's initial mandate included the provision of information to potential migrants on the different aspects of migration. However, due to the fact that the centre's services were not associated with recruitment mechanisms, these pre-employment and pre-departure orientation mechanisms have not proven to be fully satisfactory.

Social security agreements

Mali has consistently promoted the conclusion of bilateral social security agreements with the main countries of residence of its nationals. Agreements have been signed with France, Burkina Faso, Guinea, Mauritania, Senegal, Togo, and the Netherlands. With Côte d'Ivoire, a payment agreement exists.⁹³⁴ Moreover, Mali has ratified the inter-African social security convention (CIPRES Convention).⁹³⁵

⁹²⁹ Ballo, M., 2009, op. cit., p. 69.

⁹³⁰ Acuerdo de Cooperación en materia de inmigración entre España y Mali, 23 de enero de 2007, art. 7.

⁹³¹ For a comprehensive analysis of the TOKTEN programme in Mali, see Dembele, D., *La migration hautement qualifiée: cas du Mali*, CARIM AS No. 14, 2010c.

⁹³² Keita, M., *La migration de haut niveau au Mali*, CARIM AS No. 4, 2010c, p. 15

⁹³³ IOM, ICMPD, 2010, op. cit., p. 12.

⁹³⁴ Comité pour la protection des droits de tous les travailleurs migrants et des membres de leur famille, 2006, op. cit., pp.11-14; Diombana, L., Diall, B. G., *Etude d'évaluation des politiques, législations et pratiques de la migration de travail au Mali*, IOM, 2010, pp. 49-50.

⁹³⁵ *Convention multilatérale de sécurité sociale de la Conférence interafricaine de la prévoyance sociale.*

Bilateral agreement with Spain, 2007

The bilateral agreement concluded with Spain includes several provisions regarding protection, such as pre-departure training for migrants and further training upon arrival in Spain, with a view to facilitating their integration in the country of destination.⁹³⁶ It also pledges assistance to Malian authorities with regard to anti-trafficking policies.⁹³⁷

Assistance to returnees

Assistance in the reintegration of returnees primarily involves a great number of local associations, such as *Association pour la formation, l'insertion et le développement rural en Afrique* (AFIDRA), *Association des initiatives de développement* (AIDE), *Association malienne des expulsés* (AME), *Association malienne pour l'environnement, la jeunesse et le développement* (AMEJD), and *Association retour, travail, dignité* (ARTD).⁹³⁸ These associations benefit from financial and in-kind support from both the Directorate General for Malians Abroad and the CIGEM.⁹³⁹ The National Employment Agency also provides technical and financial support to returnees seeking to develop economic projects.⁹⁴⁰ Since 1995, France funds individual and collective projects of voluntary returnees.⁹⁴¹ Similarly, IOM operates an Assisted Voluntary Return and Reintegration program (AVRR) for returnees mainly from Libya, Morocco and Europe⁹⁴² In addition, Reception and Information Desks⁹⁴³ have been set up by the Ministry for Malians Abroad and African Integration in several airports, train and bus stations to orientate returnees toward relevant assistance services.⁹⁴⁴

4.10.3 International, regional, and bilateral cooperation

International conventions

Among the most relevant international conventions protecting human rights, Mali has ratified:

- the International Covenant on Civil and Political Rights (1966);
- the International Covenant on Economic, Social and Cultural Rights (1966);
- the Convention on the Elimination of All Forms of Discrimination against Women (1979);
- the Convention on the Rights of the Child (1989);
- 30 ILO Conventions (Mali has not ratified the two specific ILO conventions on migrant workers, C 97 (1949) and C 143 (1975));
- the Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (1990); and

⁹³⁶ Acuerdo de Cooperación en materia de inmigración entre España y Mali, 23 de enero de 2007, art. 6.

⁹³⁷ Ibid., art. 8.

⁹³⁸ IOM, GIP international, *Répertoire des structures en charge de la migration professionnelle au Mali*, 2011, pp. 62-77.

⁹³⁹ Diombana, L., *La gestion de l'émigration au Mali*, IOM, 2009, p. 23.

⁹⁴⁰ IOM, GIP international, 2011, op. cit., p. 9.

⁹⁴¹ Ballo, M., 2009, op. cit. pp. 68-69.

⁹⁴² IOM, GIP international, 2011, op. cit., pp. 48-49.

⁹⁴³ *Bureaux d'accueil et d'information de Maliens de l'extérieur*.

⁹⁴⁴ Diombana, L., 2009, op. cit., p. 22.

- the United Nations Convention against Transnational Organized Crime (2000) and its Protocols on trafficking in persons but not its Protocol on smuggling of migrants.

As well as these global conventions, Mali is bound by ECOWAS texts, including its Treaty (1975) and its subsequent protocols regarding free movement of persons, residence and establishment.

Bilateral agreements

Mali has concluded a large number of bilateral agreements on migration-related matters. While some of these conventions are rather old, their provisions generally remain applicable.

Regarding entry and stay of persons, Mali has concluded conventions with the following African states: Burkina Faso (1969),⁹⁴⁵ Ghana (1977),⁹⁴⁶ Guinea (1964),⁹⁴⁷ Mauritania (1973),⁹⁴⁸ Niger (1964),⁹⁴⁹ and Cameroon (1964).⁹⁵⁰ In 1980, a bilateral labour agreement was also signed with Libya.⁹⁵¹ The conventions with Mauritania, Niger, and Cameroon are all similar in their content: they set up a principle of free entry, stay, residence and access to the national labour market – although exceptions are low because of economic reasons – for nationals of the contracting parties. The Convention concluded with Mauritania has ceased to be implemented – with both parties requesting stay permits from the considered individuals, while Cameroon is currently asking for a revision of the 1964 Agreement.

In addition, agreements removing visa obligations have been concluded with Morocco, Algeria, and Tunisia.⁹⁵²

Outside the African continent, the Agreement on Circulation and Stay of Persons was concluded with France in 1994,⁹⁵³ as well as the Cooperation Agreement on Migration Matters with Spain in 2007.⁹⁵⁴ The agreement with France includes two derogations to the French immigration legislation: it provides for the delivery of the same stay/residence permit to family members in case of family reunification (instead of a temporary stay permit under French administrative law), as well as the possibility to obtain a 10-year residence permit after three years of stay in the country (instead of five years under French administrative law). These derogations remain limited and, on the whole, Malian nationals are subject to common French immigration legislation.

The agreement with Spain is more comprehensive: it includes provisions regarding labour migration,⁹⁵⁵

⁹⁴⁵ Convention d'établissement et de circulation des personnes entre le Mali et le Burkina Faso, 30 septembre 1969.

⁹⁴⁶ Accord sur la circulation des personnes et des biens entre le Mali et le Ghana, 31 août 1977.

⁹⁴⁷ Convention d'établissement et de circulation des personnes entre le Mali et la Guinée, 20 mai 1964.

⁹⁴⁸ Convention d'établissement entre le Mali et la Mauritanie, 23 juillet 1973.

⁹⁴⁹ Convention d'établissement et de circulation des personnes entre le Mali et le Niger, 22 avril 1964.

⁹⁵⁰ Convention générale d'établissement et de circulation des personnes entre le Mali et le Cameroun, 06 mai 1964.

⁹⁵¹ Convention relative à l'emploi de la main d'œuvre entre le Mali et la Libye, 12 décembre 1980.

⁹⁵² Comité pour la protection des droits de tous les travailleurs migrants et des membres de leur famille, 2006, op. cit., p. 14.

⁹⁵³ Convention sur la circulation et le séjour des personnes entre le Mali et la France, 26 septembre 1994.

⁹⁵⁴ Acuerdo de Cooperacion en materia de inmigracion entra Espana y Mali, 23 de enero de 2007.

⁹⁵⁵ See section 4.10.2.3.1.

assistance to voluntary return, migration and development,⁹⁵⁶ information dissemination and integration of Malian nationals in Spain, and the fight against trafficking and irregular migration.⁹⁵⁷

Mali has not concluded any readmission agreements.

Agreements to strengthen mutual cooperation on the fight against child trafficking have been concluded with Burkina Faso (2004),⁹⁵⁸ Côte d'Ivoire (2000),⁹⁵⁹ and Guinea (2005). An agreement which includes provisions on border management was concluded with Algeria in 1995.

⁹⁵⁶ See section 4.10.2.3.2.

⁹⁵⁷ See section 4.10.2.3.3.

⁹⁵⁸ Accord de coopération entre le Mali et le Burkina Faso en matière de lutte contre le trafic transfrontalier des enfants, 25 juin 2004.

⁹⁵⁹ Accord entre le Mali et la Côte d'Ivoire en matière de lutte contre le trafic transfrontalier des enfants, 1er septembre 2000.

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4.10.5 List of interlocutors

Name of respondent	Position	Institution
Touré, A.	Head of Department, Cooperation and Migration	National Employment Agency ⁹⁶⁰
Konaté, A.	Director	CIGEM
Bathily, H.	Head of Unit	Technical Unit for Co-development ⁹⁶¹
Sylla, I.	Executive Officer	General Delegation for Malians Abroad ⁹⁶²
Keita, S.	Technical Advisor on migration	Ministry for Malians Abroad and African Integration ⁹⁶³
Diakit�, M.	National Director	Ministry of Employment and Vocational Training ⁹⁶⁴

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⁹⁶¹ Cellule technique du cod veloppement.

⁹⁶² D l gation g n rale des Maliens de l'ext rieur.

⁹⁶³ Minist re des Maliens de l'ext rieur et de l'Int gration africaine.

⁹⁶⁴ Minist re de l'Emploi et de la Formation professionnelle.