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Subject: Systematic application of the EU Global Approach to Migration: Countries  
of priority and time plan  
- Presidency Discussion Paper

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Delegations will find attached the declassified version of the above document.

The text of this document is identical to the previous version.

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**COUNCIL OF  
THE EUROPEAN UNION**

**Brussels, 22 October 2009**

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## **NOTE**

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from: Presidency

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to: High Level Working Group on Asylum and Migration

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on: 26-27 October 2009

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Subject : Systematic application of the EU Global Approach to Migration: Countries of  
priority and time plan  
- Presidency Discussion Paper

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Delegations will find below Presidency Discussion Paper regarding the above-mentioned subject.

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## Introduction

The June European Council Conclusions underlined the need for a significant strengthening of the cooperation with the main countries of origin and transit. To that end, discussions were held at JHA in September, in HLWG in July and September and in SCIFA in September and October. With the purpose of providing a basis for the next phase of discussions, the Presidency introduces the following discussion paper. The document consist of two parts in which the first is a summary of the discussion held at the HLWG-meeting on 23-24 September and the second part constitutes a matrix of main countries of transit and origin. The overall objective is to focus on priorities and time plan of a systematic application of the EU Global Approach to Migration.

Continued EU-efforts is required to address the situation in the Mediterranean. In the implementation of the Global Approach it is relevant to bear in mind that we need to be coherent in our policy response. The proposed actions and measures taken should therefore, to the extent possible, be applicable to similar situations that may occur in other regions. These issues will also be reflected in the multi-annual Stockholm Programme.

## PART I - Summary of discussion

At the HLWG-meeting on the 23-24 September 2009 a discussion took place on the basis of the Presidency's discussion paper entitled: "Discussion on the systematic application of the EU Global Approach to Migration with focus on co-operation with key countries of origin" 21 Sep 2009 (13491/09), in which a number of questions were posed to guide the discussion. Below is a summary of remarks and suggestions made by Member States in the meeting, as well as in written contributions afterwards.

- **Key countries of origin and transit:** Which are the 5-7 key countries of origin and transit of main strategic importance along the relevant migratory routes?

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Several delegations underlined the difficulty in naming only 5-7 main key countries of origin and transit. The number of countries of priority was rather 15 or even 30 and were spread in East, North and West Africa and Asia. Besides Libya and Turkey, that were highlighted as the main transit countries, countries of origin and transit such as Chad, Egypt, Eritrea, Ethiopia, Morocco, Nigeria, Sudan, Senegal, Somalia were mentioned but also Afghanistan, Bangladesh, Iraq, Iran, Lebanon, Palestine, Pakistan, Sri Lanka and China. Several pointed to the fact that the Eastern African migratory route was necessary to address, as well as the routes from Asia via Turkey.

There was a call for using an evidence-based approach when deciding on key countries for future cooperation. In order to identify the most relevant countries, updated migration profiles were a necessary tool, based on statistics from i.a. CIREFI, EMN, I-map and reports from Frontex. It was also pointed out that migration routes vary over time and that therefore a flexible approach was important to maintain. Several Member States underlined that third countries which manifested willingness and adequate capacity to cooperate with the EU should be given preference.

- **Instruments of the Global Approach:** Which Global Approach-instruments would be the relevant choice for those countries?

It was confirmed that all Global Approach Instruments were of relevance but that a country specific approach was necessary. Some delegations noted that the instruments of the Global Approach were less useful in a short term perspective. Migration missions were generally considered the adequate starting point. Some delegations, however, were of the opinion that it was too early to identify particular instruments for particular countries. There was also a need to act in coherence with other relevant EU external policy instruments/measures in order to avoid overlapping.

The importance of functioning re-admission agreements was underlined as well as the goal to conclude ongoing negotiations on re-admission agreements as soon as possible. In particular Turkey, Afghanistan, Iraq, Bangladesh, Nigeria and Ghana were mentioned in this regard.

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- **Time plan for implementation:** What are the main priorities for the next 18 months?

Several delegations highlighted this question as one of the more important aspects. A time plan was needed, and increased efforts, in order to reach results within the next 18 months. However, it was also noted that the successful implementation of a time plan was dependent on third countries' interests and reactions. Adequate and flexible financial resources and coordination were important aspects. Transit countries could be given priority.

- **Pro-active and efficient implementation:** Would a Brussels based HLWG format and/or a "Global Approach Implementation Team" facilitate the coordination, implementation and application of the Global Approach and its instruments?

The idea of a Brussels based HLWG was welcomed by some Member States as a possible way to a more flexible approach. There were other delegations which opposed the creation of any new groups. The Member States in favour pointed to the need of strengthen the existing group. One delegation suggested creating an ad-hoc group on East Africa, with the task of gathering information, fact finding and analysis etc. as a support for decision-making in the HLWG.

The Commission presented its proposal on establishing a steering group under its chairmanship for the implementing of the Global Approach to Migration. Overall, most delegations who took the floor were hesitant to the proposal, referring to the current institutional uncertainties and the importance of not duplicating work of an existing group. The added value of the suggested steering group was not evident.

More reflection was called for on the subject.

- **Regional dialogue on migration:** In this context, how could the EU promote an intensified regional dialogue on migration along the migratory routes towards the Mediterranean.

A few Member States pointed to the benefits of organizing a ministerial conference on migration within the framework of the EU-Africa strategic partnership (MME) dialogue on migration (a so called Tripoli II-conference). A ministerial conference would serve the goal of strengthening political commitment to the dialogue .

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## PART II – Priorities and time plan

In identifying key countries of origin and transit for future cooperation within the framework of the Global Approach to Migration, delegations have pointed to the need to base such decisions on statistics from CIREFI<sup>1</sup>, EMN, I-map etc. Following identification of which third countries should be of priority, their interest, willingness and capacity to cooperate with the EU should be examined before finally deciding on the possible application of a relevant Global Approach instrument.

Based on the implementation of the Global Approach to date and recent discussions in the HLWG and Member States' suggestions, the Presidency would like to present the following matrix on key countries of transit and origin. The matrix is intended to serve as a basis for the next phase of discussions in view of decisions on next steps. Such a discussion could be initiated in the HLWG 26-27 October and continued in a more operational working group during November. The function of such a group could i.a. be to gather facts and data on relevant third countries, to examine their interest and willingness to enter/continue dialogue with the EU, to make an inventory of activities and coordinate those etc., with the objective to report back to the HLWG for any strategic decisions.

There is also important to underline the need to link this work with ongoing Pan-African and regional processes, i.e. the EU-Africa strategic partnership (MME), the Rabat-process and other bilateral initiatives between Member States and third countries. In this context it is furthermore relevant to recall the dialogue within art. 8 and 13 of the Cotonou Agreement including the ongoing revision of art. 13 on migration. Other actors, such as international organizations, NGO:s etc. play an important role which should be taken into consideration.

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<sup>1</sup> See for instance the latest Compilation of contributions to the situation report on current knowledge on illegal immigration and facilitation, - Situation as per 29 September 2009, 12966/09 CIREFI 23 COMIX 638 and the Summary DS 527/09.

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<p>KEY COUNTRIES of Origin/Transit</p>	<ul style="list-style-type: none"> <li>- Stock taking/ongoing dialogue/Global Approach Instruments</li> <li>- Possible way forward</li> </ul>
<p>EGYPT/ Country of transit</p>	<p><b>Stock taking/ongoing dialogue/Global Approach Instruments</b></p> <ul style="list-style-type: none"> <li>- Participated in Tripoli 2006 + MME/iJEG</li> <li>- Participated in Rabat/Paris</li> <li>- No migration profile exist</li> <li>- Included in the list of countries for possible migration missions but no migration mission has taken place</li> <li>- Cooperation platform or mobility partnership has not been discussed.</li> <li>- No re-admission agreement or negotiations on-going.</li> </ul> <p><b>Possible way forward</b></p> <ul style="list-style-type: none"> <li>- Support Egypt's engagement in the MME/iJEG-process</li> <li>- Build on Egypt's engagement in the MME/iJEG-process to strengthen African participation in the MME-partnership</li> <li>- Create a migration profile by the end of 2009</li> <li>- Carry out migration mission by the end 2010</li> <li>- Investigate interest for Mobility Partnership</li> <li>- Give mandate to Commission to start negotiation of re-admission agreement.</li> <li>- Possible RPP</li> </ul>

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ERITREA/ Country of origin	<p><b>Stock taking/ongoing dialogue/Global Approach</b></p> <p><b>Instruments</b></p> <ul style="list-style-type: none"><li>- Participated in Tripoli 2006</li><li>- No participation in Rabat/Paris</li><li>- Dialogue within art. 8 Cotonou Agreement</li><li>- No migration profile exist</li><li>- Included in the list of countries of possible migration missions but no migration mission has taken place</li><li>- Cooperation platform or mobility partnership has not been discussed</li><li>- No readmission agreement or negotiations on-going.</li></ul> <p><b>Possible way forward</b></p> <ul style="list-style-type: none"><li>- Create a migration profile by the end of 2009</li><li>- Analyze the possibility of a migration mission in 2010</li><li>- Examine ways to foster and facilitate a migration dialogue with Eritrea by inter alia encouraging participation in MME/Tripoli.</li><li>- Strengthen locally driven dialogue on migration within art. 8 and 13 Cotonou Agreement.</li><li>- Possible RPP</li></ul>
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<p>ETHIOPIA/ Country of origin</p>	<p><b>Stock taking/ongoing dialogue/Global Approach</b></p> <p><b>Instruments</b></p> <ul style="list-style-type: none"><li>- Participated in Tripoli 2006</li><li>- No participation in Rabat/Paris</li><li>- Migration profile exist (date xx/xx)</li><li>- Migration mission took place in November 2007</li><li>- Cooperation platform established by first meeting held in February 2009. Five thematic sub-groups have been established: Diaspora Engagement, Migration and Border Management Control, Refugees and Returnees and Trafficking.</li><li>- No re-admission agreement or negotiations on-going.</li></ul> <p><b>Possible way forward</b></p> <ul style="list-style-type: none"><li>- Update the existing migration profile by end 2010</li><li>- Continue to support the dialogue within the cooperation platform.</li><li>- Enhance the dialogue by developing the regional dimension as set out in the initial plan and by increased involvement by NGOs and international organizations, where appropriate</li><li>- Give mandate to Commission to start negotiation of re-admission agreement.</li><li>- Possible RPP</li></ul>
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<p>LIBYA/ Country of transit</p>	<p><b>Stock taking/ongoing dialogue/Global Approach</b></p> <p><b>Instruments</b></p> <ul style="list-style-type: none"><li>- Participated in Tripoli 2006 – co-chair MME/iJEG</li><li>- Participated in Rabat/Paris</li><li>- During 2009 AU Presidency</li><li>- No migration profile exist</li><li>- Not included in the list of countries where migration missions could be sent</li><li>- Cooperation platform or mobility partnership has not been discussed.</li><li>- No re-admission agreement, however ongoing negotiations on a framework agreement incl. migration/re-admission clause.</li><li>- Joint letter from Vice-President Barrot and Minister Billström to Libya in July inviting to a dialogue and in view of a visit later this year.</li><li>- Letter from Commission in July with a proposal for a cooperation agenda and a meeting at senior officials level</li><li>- Technical talks on readmission, within the EU-Libya Framework Agreement negotiations, and on the draft indicative cooperation programme 2011-2013, held in Tripoli on 14 October</li></ul> <p><b>Possible way forward</b></p> <ul style="list-style-type: none"><li>- Create a migration profile by the end of 2009</li><li>- Build on Libya's chairmanship of the MME/iJEG-process and current AU Presidency.</li><li>- Follow-up of letters sent, push for senior officials meeting with Libya</li><li>- Strengthen locally driven dialogue on migration by supporting/engagement and awareness in EU MS Embassies and EC Delegation</li></ul>
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	<ul style="list-style-type: none"><li>- Cooperation with international organizations active on the ground, such as UNHCR, IOM, Frontex</li><li>- Strengthen protection capacity</li><li>- EC delegation official for migration to be appointed in Tripoli</li><li>- Make use of existing funds</li><li>- Possible RPP</li></ul>
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<p>NIGERIA/ Country of origin</p>	<p><b>Stock taking/ongoing dialogue/Global Approach</b></p> <p><b>Instruments</b></p> <ul style="list-style-type: none"><li>- Participated in Tripoli 2006 + MME/iJEG</li><li>- Participation in Rabat/Paris</li><li>- Current 2009 ECOWAS Presidency</li><li>- Migration profile exist</li><li>- Migration mission took place in April 2008</li><li>- First local follow-up dialogue to art. 8 and 13 of the Cotonou Agreement held in June 2009. Positive signals as to readiness and willingness to continue the dialogue and enhance cooperation, incl. creation of a work-plan</li><li>- No re-admission agreement or negotiations on-going.</li></ul> <p><b>Possible way forward</b></p> <ul style="list-style-type: none"><li>- Update the existing migration profile by end 2010</li><li>- Follow-up to migration mission with focus on discussing further concrete cooperation locally and in HLWG, building on the report Nigeria-EU Follow-up Dialogue on Migration and Development 11705/09</li><li>- Possibly hold an expert meeting in Brussels before mid 2010.</li><li>- Give mandate to Commission to start negotiation of re-admission agreement.</li><li>- Strengthen locally driven dialogue on migration, within art. 8 and 13 Cotonou Agreement, by supporting engagement and awareness in EU MS Embassies and EC Delegation.</li><li>- Formulate a clear goal and objective for the dialogue.</li></ul>
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<p>SENEGAL/ Country of origin</p>	<p><b>Stock taking/ongoing dialogue/Global Approach</b></p> <p><b>Instruments</b></p> <ul style="list-style-type: none"><li>- Participated in Tripoli 2006 + MME/iJEG</li><li>- Participation in Rabat/Paris and host of the forthcoming third ministerial conference in 2011</li><li>- Migration profile exist (date xx/xx)</li><li>- Migration mission took place in September 2007</li><li>- Visited by a European Parliamentary (LIBE) mission in November 2008</li><li>- No follow-up report or continuation of the migration dialogue since the migration mission. No progress in talks (started in June 2008) for mobility partnership.</li><li>- No re-admission agreement or negotiations on-going.</li></ul> <p><b>Possible way forward</b></p> <ul style="list-style-type: none"><li>- Update the existing migration profile by end 2010</li><li>- Increase efforts to consolidate Senegalese interest in dialogue on migration with EU.</li><li>- Give mandate to Commission to start negotiation of re-admission agreement.</li><li>- Strengthen locally driven dialogue on migration, within art 8 and 13 Cotonou Agreement by supporting /engagement and awareness in EU MS Embassies and EC Delegation.</li></ul>
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<p>SOMALIA/ Country of origin</p>	<p><b>Stock taking/ongoing dialogue/Global Approach</b></p> <p><b>Instruments</b></p> <ul style="list-style-type: none"><li>- Participated in Tripoli 2006</li><li>- Not party to the Cotonou Agreement, (but beneficiary of support measures within EDF)</li><li>- Migration profile exist</li><li>- Migration mission to Kenya with regional outlook on Somalia planned for December 2009</li><li>- Substantial difficulties in establishing and pursuing a political dialogue on migration with the Transitional Federal Government (TFG) have to be acknowledged</li></ul> <p><b>Possible way forward</b></p> <ul style="list-style-type: none"><li>- Update the existing migration profile by end 2010</li><li>- Discussion in HLWG on the basis of results of fact-finding component of the forthcoming Kenya migration mission.</li><li>- Discussion HLWG/CODEV on possible ways to link GAM-relevant work to on-going activities pursued by international organizations locally, NGO:s etc.</li><li>- Discussion in HLWG to clarify objectives of work on Somalia, incl. how to handle a failed state.</li><li>- Possible RPP</li></ul>
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<p>SUDAN/ Country of origin/transit</p>	<p><b>Stock taking/ongoing dialogue/Global Approach Instruments</b></p> <ul style="list-style-type: none"><li>- Participated in Tripoli 2006</li><li>- Party to the Cotonou Agreement</li><li>- Migration profile exist</li><li>- Not included in the list of countries for possible migration missions</li><li>- No re-admission agreement or negotiations on-going.</li></ul> <p><b>Possible way forward</b></p> <ul style="list-style-type: none"><li>- Include in list of possible migration mission</li><li>- Strengthen locally driven dialogue on migration by supporting knowledge and engagement in EU MS Embassies and EC Delegation.</li></ul>
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<p>TURKEY/ Country of transit</p>	<p><b>Stock taking/ongoing dialogue</b></p> <ul style="list-style-type: none"><li>- EU candidate country</li><li>- Negotiations on readmission agreement started 2002, not finalized.</li><li>- A visit on Directors General level to Ankara by Commission and Presidency took place in September 2009. Positive signals on re-launching negotiations on re-admission (planned to start in December), as well as on broader migration issues.</li></ul> <p><b>Possible way forward</b></p> <ul style="list-style-type: none"><li>- A visit by Vice-President Barrot and Minister Billström planned for early November.</li><li>- Capitalize on positive momentum of revitalized dialogue to identify and expand dialogue to cover other transit relevant issues.</li><li>- Consolidate efforts to conclude negotiations on re-admission agreement as soon as possible</li><li>- Create migration profile by end 2009</li><li>- Support Turkey's endeavors to conclude re-admission agreements with key countries.</li><li>- Capacity building linked to the enlargement, live up to the EU acquis</li><li>- Formulate clear goals and priorities</li><li>- Strengthen protection capacity</li></ul>
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## Time plan

### To achieve by end 2009

- Identify and agree on key countries of origin and transit by analyzing migration flows, statistics etc.
- Create and update relevant migration profiles
- Discuss next steps in the process of on-going readmission negotiations with key countries of origin and transit
- Agree on possible ways to improve ongoing migration dialogue with Libya
- Agree on next steps and priorities in an expanded migration dialogue with Turkey

### To achieve by mid 2010

- Examine interest, capacity and readiness on behalf of third countries to intensify cooperation on migration within the framework on the Global Approach to Migration
- Consolidate follow-up of initiated migration dialogue with Nigeria, Senegal, Ethiopia
- Consolidate EU approach on next phase of RPPs
- Decide on additional Cooperation Platforms
- Decide on additional Mobility Partnerships

### To achieve by end 2010

- Update existing Migration profiles

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