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NOTE

From: Presidency
To: Working Party on External Aspects of Asylum and Migration (EMWP)
Subject: Civilian CSDP missions in the area of migration
- Presidency paper

The Common Security and Defence Policy (CSDP) missions address different aspects related to migration e.g. organised crime and trafficking in human beings, support to border management, promotion of human rights and the fight against terrorism. There are several CSDP civilian missions that tackle irregular migration, among other tasks, in line with their respective mandates.

In large part, those civilian CSDP missions that focus on irregular migration do so through capacity building and advising partner authorities to strengthen their response to this challenge/threat, including through addressing rule of Law (RoL) and security-related tasks, e.g. Integrated Border Management (IBM) and trans-national organised crime.

Further cooperation and collaboration between CSDP missions and other actors in pursuit of objectives related to irregular migration could be achieved through regular coordination and the sharing of expertise, which will increase coherence between CSDP missions and other EU actors on the ground.

1) EUCAP SAHEL Mali

The EU Capacity Building Mission in Mali (EUCAP Sahel Mali) was established by the Council on 15 April 2014¹ to support the Mali authorities in restoring and maintaining constitutional and democratic order, creating the conditions for lasting peace and maintaining State authority and legitimacy throughout the territory of the country by means of an effective redeployment of its administration.

As a non-executive civilian mission, EUCAP Sahel Mali focuses on capacity building working closely with various national partners. The mission supports the reform of the security sector led by the Malian authorities by providing strategic advice, mentoring, training and material support (projects) to the Malian Police, Gendarmerie and National Guard, and the justice system, as well as relevant ministries. The mandate is implemented along three operational lines:

- i. strengthening the ethical standards of the Internal Security Forces (ISF),
- ii. strengthening their structural capacities and
- iii. strengthening their operational capacities.

EUCAP assists and advises the ISF in the implementation of the security sector reform led by the Government of Mali. The mission also supports cooperation between the ISF and civil society, and promotes human rights, gender equality and the accountability of the ISF.

¹ Council Decision 2014/219/CFSP of 15 April 2014

EUCAP's current mandate runs until 31 January 2025, with a structure and activities adapted to the changing operational environment following the 2021 coup d'État and in line with the needs of partners. Between 2023-2025 the mission focuses on civilian crisis management, integrated border management, relations between the ISF and the civilian population, access to justice and accountability and the strengthening of training capacities within the ISF structures. EUCAP aims at building a standalone capacity to deliver training within the ISF. Almost all of the trainings delivered by the mission are carried out jointly with Malian co-trainers and include modules on human rights, gender equality, ethics and deontology. Progress has been made recently in the area of IBM, with the establishment, jointly with the EU Delegation, of an Integrated border security centre (IBSC) at the border with Guinea, a refugee waiting room at Bamako airport and a number of training courses for police officers and border guards. Progress was also reported on the adoption and implementation of the National Strategy for the Security of Border Areas, the establishment and interconnectivity of Centres of coordination of civilian crisis and natural hazards (CECOGEC) as well as the revision and implementation of the Criminal Code and the Criminal Procedure Code. In the upcoming period, EUCAP Sahel Mali plans to finalise ongoing projects including the construction of a *Maison de Justice* in Mopti. The mission stands ready to further adjust its activities in line with Member States' recommendations following the (ongoing) Strategic Review process.

2) EUBAM Libya

The European Union Integrated Border Management Assistance Mission in Libya (EUBAM Libya) is a non-executive civilian CSDP mission that was established in 2013 by the Council² with the aim to enhancing the capacity of the relevant Libyan authorities and agencies to manage Libya's borders, fight cross-border crime, including human trafficking and migrant smuggling and counter terrorism.

² Council Decision 2013/233/CFSP of 22 May 2013

On 26 June 2023, the mission's mandate was extended for further 2 years until end of June 2025 and refocused on border management, cross-border crime and counter-terrorism. In the absence of unified governance structures in Libya, the mission was tasked to focus more on the operational and technical level, provide technical advice, capacity building and carry out projects, complemented by specialised training, as appropriate and on a case-by-case basis.

The political and security situation in Libya remains fragile, but EUBAM is continuing its support to the relevant authorities. Throughout 2024, EUBAM Libya has managed to rebuild trust and confidence with its Libyan partners, which is also a result of the overall improvement in relations between Libya and the EU. The reorientation of the mission's tasks is also converging better with Libyan expectations. A major step forward in cooperation with the authorities is the setting up of the Joint Committee and the three joint technical sub-working groups, envisaged by the Memorandum of Understanding signed on 9 October 2023 between the Ministry of Foreign Affairs and International Cooperation of the State of Libya and EUBAM Libya, and the securing of Libyan buy-in and participation. However, the structural difficulties faced by the Libyan institutions wishing to cooperate with the mission remain and should not be underestimated, in particular their lack of ability to issue visas for international staff on a regular basis, which could again obstruct the implementation of the mandate. The renewed focus on border management has also attracted support by the Libyan authorities, as Libya is currently facing challenges in controlling and managing its borders and expressed its growing concern about the situation at the southern borders.

Currently, the mission focuses significant efforts on the western border with Tunisia to improve border management capabilities of the various Libyan border authorities, including through construction of infrastructure and provision of communication and surveillance equipment. At this stage, an engagement of the mission at the southern border, which is out of reach of the Government of National Unity authorities, is not realistic, and could bear risks for EUBAM Libya's relation with the Libyan counterparts.

Under the close and effective coordination of the EUDEL, the positive dynamics of the EU's integrated approach provides a window of opportunity. This could lead to an increased support to EU Member States, EU-funded projects and bolstering cooperation with Interpol and other international actors. Therefore, the EUBAM mission has recently organised several meetings with Heads of missions of EU Member States to discuss common interests, whilst working closely with UN agencies. In the future, EUBAM Libya plans to reassess counter-terrorism activities to realign with the request of Libyan authorities and the embedment of EUBAM experts on a regular basis in Libyan agencies, such as the Libyan Coast Guard.

The Presidency invites delegations to consider the following questions:

- 1) According to your opinion, are EUBAM Libya and EUCAP SAHEL Mali well placed to contribute to addressing the current migration challenges? Do you see any additional external dimension objectives that could be integrated in their mandates, subject to the decision of the Political and Security Committee (PSC) on the next mandates?
- 2) Whilst acknowledging PSC's lead, would you agree that the EMWP undertakes regular exchanges over migration with respective CSDP missions and feeds into the work of CivCOM that regularly reviews the mandates of CSDP missions?
- 3) Whilst recognizing that civilian crisis management is an essential component of addressing migration challenges, would you support exploring potential operational cooperation between CSDP missions and migration policies in the external dimension to enhance synergies and coherence? Do you think such cooperation could improve our policy? How do you envisage this to be implemented in practice?