



Council of the  
European Union

Brussels, 21 May 2015  
(OR. en)

9118/15

LIMITE

DEVGEN 73  
MIGR 28  
ACP 77  
RELEX 407

**NOTE**

---

From: General Secretariat of the Council  
To: Delegations  
Subject: Migration in development cooperation  
- Issues Paper

---

Delegations will find at [Annex](#) an issues paper on the above prepared by the EEAS with a view to the meeting of the Council (Foreign Affairs/Development) on 26 May 2015.

**ISSUES PAPER**  
**MIGRATION IN DEVELOPMENT COOPERATION**

**I. Context**

In the context of the current global migration situation and recent EU migration policy developments, reflection is required on long-term strategies and measures, including how development cooperation can most effectively contribute to the migration challenges faced by Europe and its partner countries. In light of the Council conclusions on 'Migration in EU development cooperation' of 12 December 2014, the statement from the special meeting of the European Council on 23 April 2015 as well as the recent Communication on a European Agenda on Migration of 13 May 2015, this issues paper aims at providing a summary of the state of play as a basis for discussion for development ministers.

**II. State of play**

Migration and mobility are both a challenge and an opportunity for development. The overall objective of development cooperation related to migration is to maximise the positive impact of migration on the development of partner countries and the migrants themselves. Development cooperation can help partner countries improve their migration governance and in this way tap into the development potential of migration. Also, by addressing political, economic and social instability, development cooperation in a number of sectors contributes to address the causes of irregular migration and forced displacement, helping to ensure that migration takes place in an orderly, safe and regular manner and is a choice rather than a necessity. However, recent developments have clearly shown that additional action is required.

### ***Addressing the root causes of irregular and forced migration***

With a budget allocation of approximately EUR 96.8 billion for the 2014-2020 period, EU external cooperation, including development cooperation, plays an important role in addressing issues like poverty, insecurity, inequality, unemployment etc. This includes EU support in regions and countries most affected by today's migration challenges in areas such as growth and job creation, peace and security, human rights and good governance.

### ***Migration dialogues with partner countries and regions***

The answer to many of the challenges in the field of migration lies in the relations with third countries. Partnership with countries of origin and transit is thus crucial and the EU has established dedicated bilateral and regional migration dialogues with all of the most important regions concerned, including the Rabat Process (countries along the West African migratory route), the Khartoum Process (East African migratory route), the EU-Africa Migration and Mobility Dialogue, the Silk Routes/Budapest Process (including Pakistan, Afghanistan and Iraq). Migration and Mobility agreements have been established in recent years with a number of priority partner countries, such as Morocco, Tunisia, Jordan and Nigeria.

### ***Asylum and international protection***

The EU is a leading international donor for refugees and internally displaced persons (IDPs) with EUR 200 million in ongoing projects from development assistance and more than EUR 1 billion in humanitarian assistance since the beginning of 2014. The EU already supports the Regional Development and Protection Programmes in the Middle East with EUR 12 million and will launch similar programmes in North of Africa and the Horn of Africa during 2015. The EU efforts in addressing the crisis in Syria have been accompanied by EUR 3.6 billion in humanitarian, stabilisation and development assistance inside Syria. In line with the call from the December Council conclusions, a strategic reflection is now under way to improve the operational approach in order to maximise the impact of EU humanitarian and development support for refugees and IDPs, with results expected in 2016.

### ***Irregular migration***

The EU is a key donor when it comes to improving partner countries' capacities on irregular migration and border management, including on voluntary return and reintegration, taking an integrated approach which ensures borders are secure but at the same time allows swift movements of legitimate flows of people and goods. Efforts are continuing on addressing trafficking in human beings as well as smuggling of migrants, including a new global EUR 10 million action to be launched shortly.

The EU is also active through its common security and defence policy. In May the Member States agreed (within the Political and Security Committee) to broaden the scope of EUCAP Niger to include a migration dimension and to reinforce the mission in particular with a permanent presence in Agadez. On 18 May 2015, the Council established an EU military crisis management operation (EUNAVFOR MED), contributing to the disruption of the business model of human smuggling and trafficking networks in the Southern Central Mediterranean. It is anticipated that the operation will be launched in late June 2015.

### ***Legal migration***

The EU continues to support legislative, institutional and operational capacity building for authorities in partner countries in order to improve their migration management systems, including on labour migration for low- and high-skilled workers alike. This support in key countries in Africa includes a focus on international migration recruitment standards, labour matching capacities, bilateral labour agreements, protection of migrant workers' rights, circular labour migration schemes; skills, qualifications and ethical recruitment.

### ***Migration and development***

The EU supports key partner countries, in particular in Africa, to improve their legal and regulatory frameworks, both to facilitate the transfer of remittances, including between developing countries, and to ensure they can be better promoted and utilised for development and investment purposes in migrants' countries of origin. EU efforts on fostering diaspora engagement is continuing, in particular on capacity building for government authorities and diaspora associations in developing appropriate policies and programmes to maximise the development contribution of their diaspora. The EU also continues to support the implementation of regional mobility agreements in partner regions, such as the EUR 24 million support project for the Economic Community of West African States.

### **III. Questions for discussion**

- *How can development cooperation become more effective in addressing the root causes of irregular migration and forced displacement, including in sectors such as growth and job creation, good governance, etc.?*
- *In relation to the recent EU policy developments, where are the gaps and most urgent challenges to be addressed under development cooperation (e.g. voluntary return and reintegration)?*
- *How can development cooperation better address refugee and IDP situations, including situations of protracted displacement, in coherence with humanitarian assistance?*