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WORKING DOCUMENT

From: Presidency
To: MOCADDEM Roundtable

N° prev. doc.: WK 15413/2024 INIT

Subject: Action File – Iraq

In view of the Mocadem Roundtable of 17 October 2025 delegations will find attached the "Action File - Iraq".

Introduction / objectives

Reinforce dialogue and cooperation with Iraqi authorities on overall migration issues in order to notably:

- Keep return, readmission, and sustainable reintegration as central issues on the agenda of the broader political dialogue between the EU and Iraq.
- [REDACTED]
- Continue the dialogue with Iraqi authorities on assessments and needs related to sustainable reintegration and other migration management related aspects to accompany the cooperation and practical progress on return and readmission.
- Conclude negotiations of the practical arrangements on readmission at EU level (EU-Iraq readmission arrangement).

In parallel, it is crucial to continue to support the implementation of Iraq's National Migration Management strategy and take measures to address the root causes of fragility, forced displacement and irregular migration. Initiatives for sustainable reintegration of IDPs, refugees and returnees, anti-smuggling and anti-trafficking, work towards a centralized system for migration data, integrated border management and sustainable solutions for Syrian refugees, returnees and Iraqi IDPs must continue.

Actions

List of actions with objectives following a list identified in the introduction

Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
1. Political and technical outreach	Continue high level outreach to the Iraqi government and intensify the overall migration dialogue with the Iraqi authorities, as well as, when appropriate, with the Kurdistan Regional Government (KRG), and make use of common EU messages including on benchmarks related to return cooperation (annex).	Commission, EEAS, Presidency, Member States.	<ul style="list-style-type: none"> • Ongoing: Continue dialogue with the Iraqi National Migration Committee on return with special focus on non-voluntary returns. • Ongoing: Continue the regular Brussels-based dialogue between the Commission, EEAS, Council Presidency, and the Iraqi Ambassador to the EU to assess concrete progress on return cooperation with the aim to achieve and ensure substantial and sustained progress in the longer term. 	<p>Key actions completed in the last six months:</p> <p>Two high level meetings (May and September 2024) in Brussels and Baghdad respectively with a delegation from the Commission (at DDG level) for the negotiation of an EU-Iraq Readmission Arrangement.</p> <p>Regular monitoring meetings between Iraqi authorities and the Commission (at DDG level) accompanied by EEAS and Council PRES.</p>	<p>Key actions planned for next 6-12 months:</p> <p>████████████████████ ████████████████████ ████████████████████</p> <p>Continue holding monitoring meetings with the Iraqi Ambassador under the same limited format (as is deemed useful by all participants).</p>
	As a complement and in close coordination with the Brussels-led discussions on return, readmission, and sustainable reintegration, continue regular discussions with Member States on migration at local level, led by the EU-delegation and including	EEAS (EU Delegation - EUD), (future) EURLO, Commission and Member States (Embassies)	<ul style="list-style-type: none"> • Ongoing: Establish a routine of regular meetings. 	<p>Key actions completed in the last six months:</p> <p>EUD held a number of migration related meetings locally, such as: regular Migration Governance Coordination Meetings with Member States and partners. Local coordination meetings are</p>	<p>Key actions planned for next 6-12 months:</p> <p>Continue migration-related meetings led by EUD locally.</p> <p>EURLO (European Return Liaison Officer) vacancy open for applications by the MS (call will remain</p>

Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
readmission cooperation	[REDACTED]	Commission, EEAS		[REDACTED]	[REDACTED]
3. Possible additional support measures for return and sustainable reintegration	Strengthen bilateral and EU assisted voluntary return and sustainable reintegration programmes, in a coordinated manner and in cooperation with the Frontex joint reintegration services. This should be done in parallel with	Commission, EU Delegation in Baghdad, Frontex, EURLO, Member States with bilateral reintegration	<ul style="list-style-type: none"> • Ongoing: Dialogue with Iraqi authorities to identify priorities for possible increased support to continue accompanying cooperation on return and readmission. 	<ul style="list-style-type: none"> • COM actions 2021-2027 (EUR 225m) – Migration Governance and Root Causes • FPI Action (EUR 5m) - Support to the community reintegration of Iraqi returnees from Syria 	<p>Programming ongoing: Special Measure (30m) 2025 to be adopted in the coming weeks.</p> <p>Drafting of AAP2026 with additional support to migration governance and root causes of migration is ongoing.</p>

Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
	<i>progress on readmission cooperation.</i>	<i>programmes in Iraq and Frontex with EURP activities</i>		<p><i><u>Details:</u></i> <i>AAP 2021, EUR 75 million to support migration governance as well as integration into the national labour market, and national systems for education and social protection.</i></p> <p><i>AAP 2022, EUR 20 million targeting sustainable social and economic reintegration through migration governance as well as TVET and job creation.</i></p> <p><i>AAP 2023, EUR 40 million for durable solutions for all vulnerable populations: support to migration governance and reintegration of all displaced persons and returnees into a reformed labour market and reformed national system for training and education.</i></p> <p><i>Special Measure 2025, EUR 30 million for Safe and Secure Movements for all: support to Integrated</i></p>	

Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
	<p><i>Continue capacity support to Iraqi authorities on civil registration and identification, at national and local level, and capacity building of the Ministry of Migration and Displacement and possibly other relevant ministries and government agencies in the field of migration, as appropriate.</i></p>	<p><i>Commission, Member States</i></p>	<p>Ongoing</p>	<p><i>COM actions 2021-2027 (EUR 225m) – Migration Governance and Root Causes.</i></p>	

ANNEX I: Member States actions

Action	Objective	Budget	Timeframe
<p>BG: <i>MIRAMI project (Migration information and raising awareness on the risks of irregular migration in Iraq)</i></p>	<p><i>Address the irregular migration</i></p>	<p><i>EUR 1 million (supported by AMIF)</i> <i>Bulgaria is a donor and partner in a consortium of EUMS</i></p>	<p><i>2023 – 2025</i></p>
<p>DE: <i>Centers for Migration and Development (in Iraq: Iraqi-German Centre for Jobs, Migration and Reintegration)</i></p>	<p><i>Enabling partner structures to support people in regular labour and educational migration, voluntary return and sustainable reintegration, as well as regional migration.</i> <i>(Linked to Action 1 and 3)</i></p>	<p><i>EUR 121 million - for all countries covered by the program Centers for Migration and Development</i> <i>Overall budget foreseen for Iraq: EUR 10,9 million</i></p>	<p><i>June 2023 – May 2027</i></p>
<p>FI: <i>Support to Return Awareness Campaign in Iraq</i></p>	<p><i>Possible additional support measures for return and sustainable reintegration / Continue capacity support to Iraqi authorities.</i> <i>(linked to Action 3)</i> <i>Implemented under the Nordic NORAQ cooperation framework.</i></p>	<p><i>EUR 60 000 (supported by AMIF)</i></p>	<p><i>July 2024 – March 2025</i> <i>(to be extended with a new national AMIF-funded project early 2025)</i></p>
<p>FR: [REDACTED]</p>	<p>[REDACTED]</p>	<p>[REDACTED]</p>	<p>[REDACTED]</p>
<p>SE:</p>	<p><i>Possible additional support measures for return and sustainable reintegration /</i></p>	<p><i>EUR 2,5 million</i></p>	<p><i>2024 – 2026</i></p>

Action	Objective	Budget	Timeframe
<i>Swedish-Iraq Cooperation on Migration Governance (SI-COM)</i>	<i>Continue capacity support to Iraqi authorities (linked to Action 3) Implemented under the Nordic NORAQ cooperation framework.</i>		

ANNEX II: Common messages to Iraqi authorities

General support

- Express EU's unequivocal support to the sovereignty, unity, and territorial integrity of Iraq, with full respect to its ethnic and religious diversity. A stable, democratic, and prosperous Iraq is essential, and an anchor of stability, with direct effect on regional security, including on migration flows.
- Welcome the regular informal migration meetings. Restate EU's firm commitment to further develop the strong partnership with Iraq and look forward to the Cooperation Council of 19 October 2025 in Luxembourg, as well as Iraqi participation in the second conference of the Global Alliance on 9-10 December 2025. Welcome the regular informal migration meetings and the successful completion of the cycle of technical Subcommittees (Human Rights and Democracy, Development Cooperation, Trade and Energy) in the past two years.
- Assure that the EU is seeking to create conditions and perspectives for all Iraqis and in particular youth and women to thrive, thus consolidating social cohesion and addressing root causes or irregular migration and forced displacement, including climate change. This while strengthening the capacity of national Iraqi institutions and creating development opportunities.

Migration and asylum

- Reaffirm that EU will continue to closely cooperate with Iraq on root causes, migration, including on protection and forced displacement, migration governance and management, awareness-raising and information campaigns highlighting the danger of illegal migration, countering migrant smuggling and trafficking in human beings, return and readmission, as well as sustainable reintegration.
- Underline that the EU supports, through different NDICI-Global Europe and Member States' funded projects, ongoing Iraqi efforts inter alia in the field of integrated border management and sustainable reintegration of returnees, and to find durable solutions for Iraq's internally displaced populations and Syrian refugees. Highlight the contribution of EUAM Iraq in the area of border management and fight against smuggling networks.
- The continued progress on readmission cooperation supported through predictable and efficient procedures, allows for -openness to discuss migration cooperation between the EU, its Member States, and the Government of Iraq.
- Highlight the common interest in cooperation to prevent further instrumentalisation of migrants for political purposes. Commend Iraq's past constructive engagement to help address the situation at the EU-Belarus border, including efforts to repatriate its citizens and facilitate their reintegration.

Return and sustainable reintegration

- Refer to the substantial and sustained progress on readmission cooperation. [REDACTED].
- Underline the expectations from the EU side that the progress on cooperation continues for all Member States.
- [REDACTED]