

DE/NL Food for Thought-Paper

Tapping the full potential of CSDP in the field of migration

At FAC on 12 October, Ministers discussed the external dimension of the ongoing migration crisis over lunch. Ministers identified three priorities: the common control of external borders, the establishment of a registration mechanism and returns / readmissions. Relevant Council conclusions were adopted. They explicitly refer to CSDP as an important tool of the external dimension of the EU migration policy.

These references clearly show that there is no systematic approach to the use of CSDP in the field of migration. Furthermore, the use of this tool remains far beyond its potential. However, we need a realistic approach on what CSDP missions can do in the field of migration - and what they cannot achieve. In particular, it must be clear that CSDP missions are a crises management instrument and not a long-term programme. CSDP is an important element and, at the same time, only one part of an overall and comprehensive approach.

A thematic **Political Framework for Crisis Approach** (PFCA) on the causes for migration and on options of how to deal with it could be a useful next step – the discussions we had over the last weeks and months demonstrated our lack of proper understanding who is doing what by which means aiming at which specific objective. Furthermore, the EU's toolbox is vast. We need to grasp a better understanding when and where we should make use of our specific instruments. Therefore, we would like to task the EEAS and the COM to prepare a thematic PFCA on key migration routes. Such a PFCA should be built on earlier work and PFCAs, and could look into potential options for additional regional initiatives.

Against this background this paper aims at providing some thoughts on how CSDP missions could be developed further in order to become an essential pillar of the EU migration policy. In order to give migration aspects more relevance in CSDP, the following steps should be taken: (1) reinforcing existing training and capacity-building activities; (2) broadening permanent regional presence in order to gain a better overview on migration developments; (3) enabling partners; and (4) establishing a horizontal CSDP migration mission.

1. Reinforce existing missions with migration instruments (EUCAP Sahel Niger, EUCAP Sahel Mali, EUBAM Libya, SOPHIA)

- CSDP Missions have encompassed a variety of approaches and tools for crisis management and stabilization. They range from the training of security forces and the support for the rule of law, to the provision of a military or civilian presence to safeguard elections or to monitor border arrangements and ceasefire agreements, to the fight against piracy or other forms of organised crime.
- Tackling migration is a complex task. Starting from mitigating the causes of migration in the countries of origin, to the destabilizing challenges faced by transit countries when trying to separate legal from irregular migration up to managing our European borders responsibly.

- Through CSDP, we have started in the countries of origin and transit by adapting EUCAP Sahel Niger and preparing to adapt EUCAP Sahel Mali. We are working on the European borders through SOPHIA. Even though the future of EUBAM Libya is at the moment uncertain, a reactivation would perhaps also offer possibilities.
- In order to reinforce our CSDP tools existing relevant CSDP missions should be evaluated. If and where appropriate, mandates should be broadened in scope. For instance, it might be useful to enlarge the field of activity of an existing mission to new activities in order to make the performance more effective in the field of migration. We should consider increasing resources by enlarging training programmes in order to maximize the missions' impetus.

2. Multiply regional permanent CSDP presence ("satellite") and regional centers ("Model Agadez")

- **Broadening the CSDP network:** The CSDP Mission EUCAP Sahel Niger has already been adapted and now includes a permanent presence in Agadez, which is primarily responsible for gathering information on migrant routes and relevant actors. It should be thoroughly evaluated to what extent establishing additional "satellites" could be a way to enlarge the permanent CSDP presences in West Africa.
- **Creating synergies:** Under the chapeau of the European Commission migration in Agadez (a migration hub in Niger) is being addressed by a regional multi-purpose centre, which is a pilot case for possible other regional centers planned by the EU. The multi-purpose centre is a project of the European Commission. It is due to be up and running by summer 2016. It builds on existing structures of the IOM (International Organization for Migration) in Agadez and works in close cooperation with UNHCR. The multi-purpose centre primarily aims at informing migrants about the risks of and possible alternatives to irregular migration. It also seeks to provide emergency help / shelter for refugees and to facilitate voluntary returns to countries of origin. It does not, however, accept or process asylum applications. In order to create additional impact both the "satellites" and the COM multi-purpose centres should join forces in the spirit of the comprehensive approach.

3. Capacity building in Support of Security and Development (CBSD) as instrument for migration management

- With a view to potential added value of CBSD for migration management and integrated border management, CBSD should be mainstreamed into the mandates of relevant CSDP missions and operations, as well as in EU country or regional strategies including by fostering the role of EU Delegations in this regard.
- In this sense, we strongly urge the EEAS and the European Commission to take forward the Joint Communication "Capacity building in support of security and development - Enabling partners to prevent and manage crises" and to increase efforts for its concrete implementation.

- The Council Conclusions on CSDP of May 2015 and EC Conclusions of June 2015 set forth next steps on a joint policy approach. We reaffirm the implementation process outlined in the CSDP Council conclusions, including in view of the FAC in November, and the need for coherent, well-coordinated and systematic implementation of all components of CBSD.
- We note the importance of continuing to follow the “learning by doing” approach, also with regard to cooperation with partners for migration and integrated border management.

4. A horizontal CSDP Mission with new tasks to tackle migration

- The migration flows towards the EU call on all actors to act in a comprehensive fashion. The European Commission, FRONTEX and all classical border management actors are undertaking a massive effort. For CSDP to play a bigger role it would need to be able to respond quickly and with a range of capabilities in a wide region of origin and transit countries. It would need to do this in very close cooperation with the relevant internal agencies and with the EU delegations on the spot. If we are innovative and think outside the traditional CSDP box we can explore and develop new ways of making best use of CSDP in this context, building on the frameworks for cooperation that already exist with FRONTEX and EUROPOL.
- In this light, we should explore whether a horizontal CSDP mission specifically for migration issues, with its HQ in the EU itself, could serve to rapidly deploy expertise to third countries to assist in analyzing and addressing specific issues that affect migration flows into the EU. This may also be a useful mechanism to respond to requests for support from third countries, for example as part of the outcome of the Valetta summit.