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WORKING PAPER

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From: Commission
To: Delegations

Subject: State of Play of migration-related expenditure outside the EU
- Non-paper by the Commission

Delegations will find enclosed a non-paper on the state of play of migration-related expenditure outside the EU, prepared by the Commission services.

State of Play of migration-related expenditure outside the EU

Introduction

The EU's external financing instruments explicitly target support for migration-related action. The decision to include an indicative target for migration-related spending in the Neighbourhood, Development and International Cooperation Instrument¹ (NDICI-Global Europe) ensures migration and forced displacement is appropriately integrated in both the programming and the implementation of EU financial assistance.

The June 2021 European Council conclusions underlined the importance of making best possible use of NDICI-Global Europe migration-related funding, as well as funding from other relevant instruments, and called on the Commission to report to the Council by November on its intentions in this respect.

This deadline was set taking account of the programming process set out in the NDICI-Global Europe Regulation. Following the adoption of the Regulation in June 2021 and some months of preparation and consultation, draft programming documents covering several years ahead and action plans, individual and special measures for 2021 are currently being submitted to the NDICI-Global Europe Committee, according to the comitology procedure set out in the Regulation. The Commission will subsequently adopt the programming documents, and will continue reporting to Council on migration-related expenditure during the financial execution of Global Europe.

Funding under the NDICI-Global Europe Regulation will be a key tool to support implementation of the New Pact on Migration and Asylum, which stresses the importance of building comprehensive, mutually beneficial partnerships with third countries on migration.

Specifically, the New Pact foresees the following priorities for external cooperation: protecting those in need and supporting host countries; building economic opportunities and addressing root causes of irregular migration; forging partnerships to strengthen migration governance and management; fostering cooperation on return, readmission and reintegration; and developing legal pathways to Europe. These priorities are reflected in the areas for cooperation on migration set out in the NDICI-Global Europe Regulation and in the proposed programming decisions. This also allows concrete follow-up to initiatives associated with the New Pact, in areas such as voluntary return and reintegration, combatting migrant smuggling, providing life-saving support to refugees and displaced people, and Talent Partnerships.

The NDICI-Global Europe Regulation provides that indicatively 10 % of the financial envelope for the Instrument should be dedicated to actions supporting management and governance of migration and forced displacement within the objectives of the Instrument². The target also includes actions to address the root causes of irregular migration and forced displacement when

¹ Regulation (EU) 2021/947 of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe, amending and repealing Decision No 466/2014/EU and repealing Regulation (EU) 2017/1601 and Council Regulation (EC, Euratom) No 480/2009

² See in particular recital (51) of Regulation (EU) 2021/947

they directly target specific challenges related to migration and forced displacement.

The Commission has put in place a robust and transparent marker system to allow this expenditure to be planned and tracked. Only actions exclusively focussed on the management and governance of migration and forced displacement, or directly targeting their root causes, will be counted as contributing to the migration spending target at 100% of their value. Measures for which migration or forced displacement represent only a part of their scope will be counted at 40%, provided this topic represents a significant objective. Any actions in which migration is only marginal, will not be counted towards the migration spending target.

Other relevant programmes include the Instrument for Pre-accession Assistance (IPA III) and instruments under Headings 4 and 5 of the Multiannual Financial Framework. Whilst the Home Affairs funds under these headings (i.e. the Asylum, Migration and Integration Fund (AMIF), the Border Management and Visa Policy Instrument (BMVI), and the Internal Security Fund (ISF)) are expressly designed to serve internal policy interests, some related activities can be supported outside the EU. The division of roles between these different instruments is based on their respective legal bases.

Funding under the NDICI-Global Europe and other programmes is only part of the EU’s toolbox to establish partnerships on migration with third countries. Tailor-made outreach through political dialogue, coordinated efforts and messaging from the EU and Member States, and effective use of policy instruments in other areas are also essential to build trust with partners, identify shared objectives, and incentivise cooperation on migration. In this broader approach, Team Europe initiatives involving the EU Member States, their development banks, the EIB and EBRD, will play a key role in increasing the effectiveness of EU external action on migration.

I. Proposed Allocations under NDICI-Global Europe

Current programming proposals see the new budget period starting with **migration-related spending estimated at around 12.3%** of the total €79.5 billion foreseen for NDICI-Global Europe for this budget period. Current planning points to an indicative total of €9.753 billion falling under the definition of migration-related expenditure in the NDICI regulation. The indicative 10% target relates to NDICI-Global Europe spending as a whole: there are naturally regions where the importance of migration calls for the 10% to be exceeded – such as in Asia, Sub-Saharan Africa, the Middle East and North Africa – whereas in other cases, other priorities prevail. The table in Annex I provides an overview of allocations per region.

This major commitment to migration policy is also reflected in the organisation of work under NDICI-Global Europe. While previously the EU often responded to developing crises with emergency mechanisms such as the Trust Funds (e.g. EU Emergency Trust Fund for Africa and the Regional Trust Fund in Response to the Syrian Crisis), current programming treats migration challenges as constant realities that must be planned for, with increased coherence between migration and development cooperation and other external policies. The NDICI-Global Europe’s strong focus on supporting and fostering dialogue with partner countries also means that defining migration even more clearly as a bilateral priority, will provide new opportunities for political exchanges on migration challenges and joint management of migration. More consistent support to partner countries to manage migration effectively will help maximise synergies and apply the necessary leverage.

This approach will maximise the impact of available funds, with tailor-made responses to the migration and forced displacement challenges of each partner country and each region or route, drawing on both country, and regional/multi-country programmes, which may combine activities addressing several countries along a migration route.

Experience suggests that **flexibility** will be required to cater for changing circumstances and migration patterns. The initial planning will be complemented by built-in flexibilities as the budget period progresses. First, the NDICI-Global Europe foresees a flexible incitative approach. As a result, not all available funding for migration-related activities is to be allocated at the start of the budget period. Funds under the country Multiannual Indicative Programmes are mostly programmed only for 2021-2024. Those for 2025-27 will be decided in 2024 through a mid-term review taking into account the needs and performance of the partner countries, as well as developments in their relations with the Union and on the ground, which represents a shift away from entitlements towards increased flexibility. In addition, funds will be kept available in relevant regional programmes throughout the entire period to allow the EU to support improved cooperation when demonstrated by partners. This applies to migration-related spending through the regional programmes on migration for Asia-Pacific and Sub-Saharan Africa, and to the performance-related funds³ specific to North Africa and other Neighbourhood countries. Regional programmes can further contribute to flexibility, by enabling choices on country-specific actions to reflect changing circumstances, and provide extra leverage to promote cooperation with key partner countries.

Beyond these built-in flexibilities on migration-related expenditure, the emerging challenges and priorities cushion of over €9.5 billion can be mobilised to address new needs, emerging challenges, unforeseen circumstances or to promote new initiatives. Some funding from the cushion is already being mobilised or in the pipeline for the support agreed for Syrian refugees, and for migration-related activities in North Africa.

II. Migration funding priorities in NDICI-Global Europe programming

As noted above, prioritisation of migration and forced displacement under NDICI-Global Europe varies according to the region concerned. This is true not only of the volumes of funds to be committed, but of the kind of activities to be supported, according to whether partners are countries of origin, transit or destination. For example, countries of origin may see more actions directed to root causes and reintegration of returnees, while countries of transit are more likely to see a strong emphasis on migration management. Refugee destination countries are likely to see more focus on protection and integration.

Migration has an important place in programming for **Sub-Saharan Africa**, with actions relevant to the 10% indicative target proposed in 26 out of 48 country programmes⁴. A tailor-made approach means that where migration is a key factor in the country's relationship with the EU, funding will be both larger and cover a wider range of goals. For example, for Nigeria and

³ See Article 20 of Regulation (EU) 2021/947 on the incentive-based approach.

⁴ Burkina Faso, Burundi, Cameroon, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Djibouti, The Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Liberia, Mali, Mauritania, Niger, Nigeria, Rwanda, Sierra Leone, Senegal, Somalia, South Africa, Tanzania and Uganda. Country programmes for Eritrea, Ethiopia, and Sudan are on hold, pending political developments.

Niger, funding can address all priority areas of set out in the New Pact, in line with the migration Action Plans.

Country actions will be complemented by a proposed €1.6 billion Regional Migration Support Programme for Sub-Saharan Africa. This will allow a wide range of support to migration management, to address the needs of forcibly displaced populations and host communities, and to strengthen migration partnerships through a flexible mechanism. This means that the funds will be deployed over the course of the period on the basis of a flexible incitative approach, focussing on actions strengthening key partners' cooperation with the EU or encouraging them to further align their policies to the EU's interests and values.

In **Asia**, migration is a prominent priority area for funding in key countries, whereas in others migration will be mainstreamed into other activities⁵. There is necessarily a strong focus on the hosting and integration of refugees and returnees in certain country programmes, notably Iran, Iraq and through planned special measures for Yemen and Afghanistan. To address the regional ramifications of the situation in Afghanistan, funds will also be allocated to the country's neighbours to support forcibly displaced Afghans and host communities. At the same time, there will be a focus on migration management activities for example in Pakistan, Iraq, and Bangladesh. An envelope of €422 million for the regional Multiannual Indicative Programme for Asia and the Pacific will allow supplementary funds to address priorities such as migration management, legal migration and strengthened partnerships, using the flexible mechanism outlined above, as well as to respond to major forced displacement crises.

In the **Southern Neighbourhood**, future actions in the area of migration will go hand in hand with other actions under the new Economic and Investment Plan for the region, which will both underpin relations with some key migration partners, and help to address root causes of irregular migration and forced displacement. This can play an important part in building wide-ranging partnerships, with migration issues as one of the core subjects for dialogue.

North Africa is of particular importance for tackling irregular migration, given its proximity to the EU, and the migration patterns of recent years. While irregular arrivals remain well below the levels of the 2015 crisis, recent years have shown substantial increases in flows across the Mediterranean, impacting very directly on Member States. It is essential to work with partners to address the situation, building on the substantial portfolio of actions developed under the EU Emergency Trust Fund for Africa and its North of Africa window.

The core of action on migration in North Africa will be a new multi-country programme that will meet the level of ambition of the past, over the course of the MFF period. The allocation for 2021/2022 for this programme will amount to €373 million. A key objective will be to ensure that essential actions funded under the Trust Fund are maintained or extended, where needed. Actions envisaged in the multi-country MIP range from support to border management, search and rescue and combatting migrant smuggling in Libya and Tunisia, protection and resilience in Libya and Egypt, to legal migration and migration-related budget support to Morocco.

⁵ Migration and forced displacement are addressed in 13 country programmes: Bangladesh, Cambodia, Fiji and Small Island Developing States, Iran, Iraq, Laos, Nepal, Pakistan, Papua New Guinea, Tajikistan, Timor-Leste, Uzbekistan, Vietnam. Country programmes for Afghanistan, Myanmar and Yemen are on hold, pending political developments.

Deployments from the multi-country programme will be €165 million in 2021 and €208 million in 2022⁶.

The multi-country programme is complemented by bilateral country programming in North Africa, which includes action to address the key drivers of irregular migration and forced displacement in Egypt, Morocco, Tunisia and special measures for Libya. Overall, North Africa migration-related spending is on track to exceed the volumes of the last financing period.

The strategic support package of €5.7 billion for refugees and host communities in **Turkey, Jordan, Lebanon and Syria** will be taken forward, and the specific NDICI-Global Europe contribution to this will be counted under the indicative 10% target. While NDICI-Global Europe plays a major part in support for the Palestine refugees, this has been excluded from calculation of the 10% migration target, due to the very specific circumstances of their case.

The more limited place of migration in EU relations with **the Americas and the Caribbean** is reflected in an estimated contribution of 4% to actions addressing migration and forced displacement (around €50 million) through the regional Multiannual Indicative Programme⁷. Key themes are the support for displaced persons from Venezuela, and for the host communities in the region, as well as addressing root causes of displacement from and within Central America.

As regards the **Eastern neighbourhood**, allocations from bilateral⁸ and regional programmes will prioritise integrated border management, labour and student mobility, and the implementation of readmission and visa facilitation agreements. This can also be linked to fulfilment of visa liberalisation benchmarks.

In all regions, there may be countries where, due to political and other reasons, Multiannual Indicative Programmes cannot be established. In those cases, it may nevertheless be possible to finance actions via special measures. This will be the case for instance for countries such as Libya, Syria, Afghanistan, Eritrea, Myanmar, and Yemen.

Thematic programmes should contribute with indicatively €200 million to the migration and forced displacement goals of the NDICI-Global Europe and the New Pact. In particular, €50 million is foreseen under the Global Challenges programme for global-level actions on migration and forced displacement that will support key multilateral initiatives and partners such as UNHCR, IOM and ILO. This funding will also support a strengthened global knowledge and evidence base on specific aspects of migration management.

⁶ As stated in its Declaration related to the adoption of the 2022 Budget, the Commission confirms its intention ‘to ensure that the average annual funding for migration for the Southern Neighbourhood from the NDICI-Global Europe Neighbourhood allocation and, if needed, from other instruments, remains at least at the level envisaged for 2022’.

⁷ Migration and forced displacement will also be addressed in 7 proposed country Multiannual Indicative Programmes: Belize, El Salvador, Guatemala and Honduras in Central America and Colombia, Ecuador and Peru in South America.

⁸ Migration and forced displacement will be addressed in country programmes for Ukraine, Georgia, Moldova, Armenia and Azerbaijan.

III. Team Europe Initiatives

The Team Europe approach allows Member State initiatives and EU tools to be combined in order to leverage the EU's collective weight and strategic interests. Migration is an area where Team Europe Initiatives could be particularly effective, bringing together a range of instruments to further the priority areas set out in the New Pact on Migration and Asylum, and in cooperation with Member States, who made substantial contributions to EU Trust Funds, including 25% of the funds available to the North of Africa window of the Emergency Trust Fund for Africa.

Two dedicated regional Team Europe Initiatives based on a whole-of-route approach on migration are being developed for Africa: one covering the Maghreb and West Africa and another one covering the Central Mediterranean route. A third regional Team Europe Initiative will focus on the forced displacement of Afghans to neighbouring countries such as Iran, Pakistan, Tajikistan and other Central Asian countries potentially affected by the recent crisis. This approach will allow EU and Member State actions to benefit from a common strategic framework to ensure complementarity and effectiveness, while ensuring adequate political steer. Additional Team Europe Initiatives may be developed in the future.

IV. Migration funding under other Union Instruments

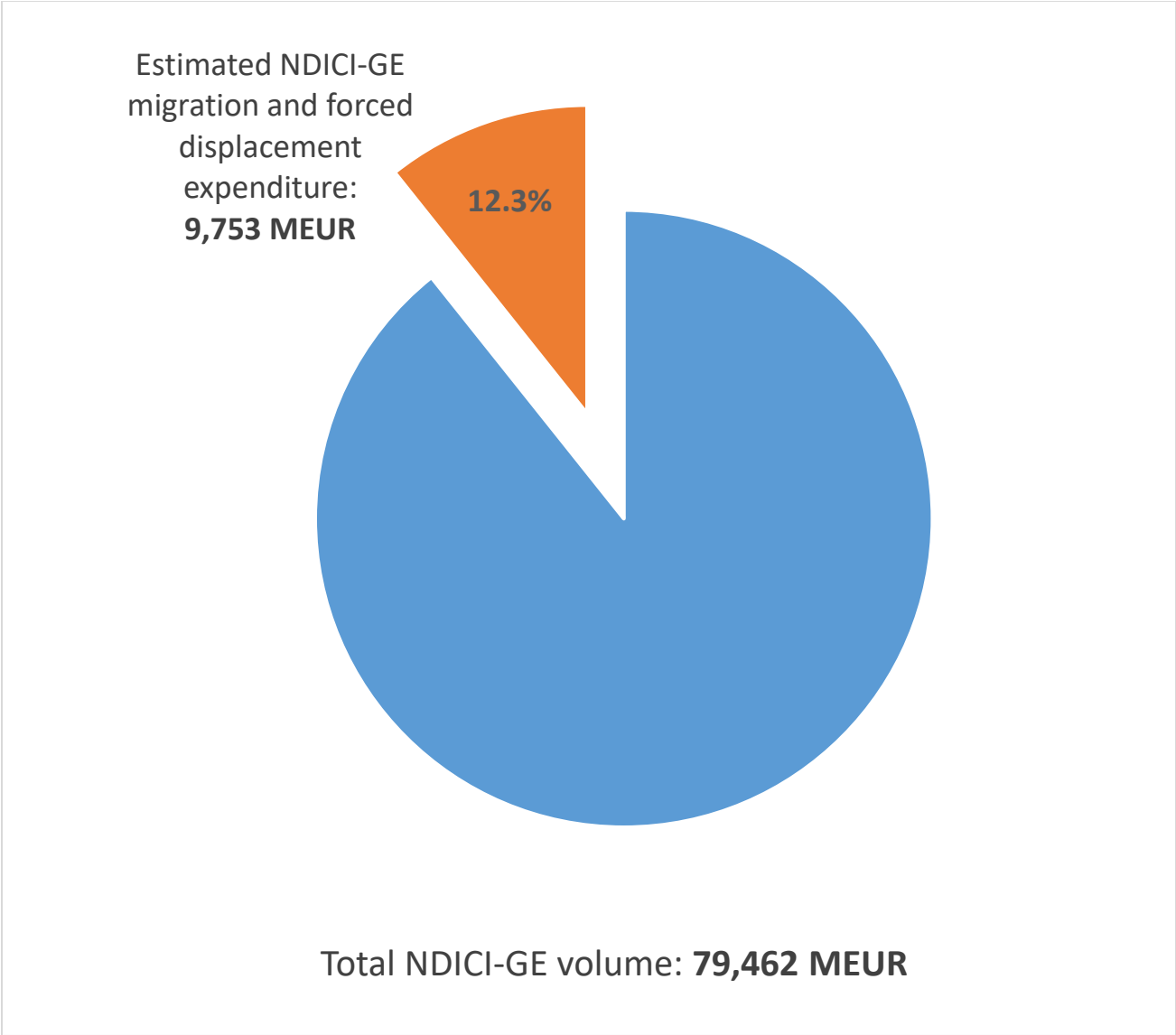
A number of other EU funding instruments finance actions related to external migration, in full complementarity with NDICI-Global Europe.

The **Instrument for Pre-Accession (IPA III)** will support efforts to bring Western Balkans partners closer to the EU in terms of migration management and governance. Planned programmes totalling over €132 million will focus on protection for migrants, capacity-building for border and migration controls, more effective and sustainable migration management systems, support to returns, fighting migrant smuggling and EU-compliant border security.

The MFF devotes over €18.2 billion to **Asylum, Migration and Integration Fund (AMIF)**, the **Border Management and Visa Instrument (BMVI)**, and the **Internal Security Fund (ISF)**⁹. Although the main goals of these instruments are to support actions inside the EU, Thematic Facilities supported by around a third of the funding can also support certain activities in third countries. These have to serve the interests of the Union's internal policies; contribute to the specific objectives of the relevant fund/instrument; ensure consistency and complementarity at EU level; not be development-oriented; and be consistent with the EU strategic programming for the third country or region in question. This type of funding will thus necessarily be limited to only a few targeted actions in third countries, in a spirit of continuity of ongoing activities in areas such as readmission, resettlement, legal migration and joint operations against migrant smuggling.

⁹ €9.9 billion for the AMIF, €6.4 billion for BMVI, €1.9 billion for ISF.

Annex: Estimated overall preliminary contribution to NDICI-Global Europe migration and forced displacement spending target – total:



Estimated preliminary contribution to spending target by region:

Region/Thematic	Total amounts 2021-27 ¹⁰ (in MEUR)	Total amounts 2021-27 (in MEUR)	Estimated preliminary contribution to migration and forced displacement target	Estimated amount for migration and forced displacement (in MEUR) ¹¹
Sub-Saharan Africa	Total	28,097	12%	3,240
	- Country programmes	17,263	9%	1,640
	- Regional	10,242	16%	1,600
	- Erasmus+	570	0%	0
North Africa	Total	5,753	20%	1,131
	- Country programmes	4,024	9%	358
	- Regional	1,548	50%	773
	- Erasmus+	181	0%	0
Middle East (Neighbourhood)	Total	5,385	31%	1,668
	- Country programmes	3,373	16%	540
	- Regional	1,858	61%	1,128
	- Erasmus+	154	0%	0
Asia and the Pacific	Total	8,174	14%	1,192
	- Country programmes	5,381	14%	770
	- Regional	2,344	17%	422
	- Erasmus+	370	0%	0
Americas and the Caribbean	Total	3,269	4%	126
	- Country programmes	1,793	4%	70
	- Regional	1,280	4%	56
	- Erasmus+	196	0%	0
Eastern Neighbourhood	Total	5,307	8%	398
	- Country programmes	3,980	6%	238
	- Regional	998	16%	160
	- Erasmus+	329	0%	0
Thematic programmes	Total	6,358	3%	200
Rapid response actions	Total	3,182	17%	545
Cushion¹²	Total	9,534	13%	1,253

¹⁰ As allocations for country programmes are usually only proposed for 2021-24, total amounts for the 2021-27 overall period are estimates based on projections. Regional and thematic programmes have a proposed allocation for 2021-27. Programmable amounts are indicated.

¹¹ The allocations for migration in this table are preliminary, reflecting only funds that have been identified and allocated to date.

¹² Support for Syrian refugees in Turkey, Jordan, Lebanon and Iraq plus €50 million for North Africa. This reflects only cushion funds that are allocated to date.