Draft report: Human rights protection and the EU external migration policy

(2020/2116(INI))

Rapporteur: Tineke Strik

COMPROMISE AMENDMENTS Version 10/03/2021

AMs 1, 2, 3, 4, 9, 10, 11, 16 Koster et al; AM 8 Mato et al; AMs 13, 14

COMP 1 - citations

Discrimination of 1966,

AMs covered:

Millan Mon et al; AM 26 Ochojska

AMs falling: AM 5 Holvenyi and Gal; AMs 6, 7, Koster et al; AM 15 Millan Mon et al
AMs voted separately outside the compromise: AM 12 Mato et al; AM 17 Holvenyi and Gal

The European Parliament,

having regard to the Universal Declaration of Human Rights of 1948, and in particular Article 13 and article 14 (AM 1) thereof,

having regard to the Convention Relating to the Status of Refugees of 1951 and the additional protocol thereto,

having regard to the International Covenant on Civil and Political Rights of 1966 and to the International Covenant on Economic, Social and Cultural Rights of 1966 and their additional protocols,

having regard to the International Convention on the Elimination of All Forms of Racial

	having regard to the Convention against Torture and Other Cruel, Inhuman or Degrading ent or Punishment of 1984 and in particular Article 3, and (AM 2) the additional protocol
	having regard to the Convention on the Rights of the Child of 1989 and the additional ols thereto,
	having regard to the International Convention on the Protection of the Rights of All t Workers and Members of Their Families of 1990,
	having regard to the International Convention for the Protection of All Persons from ed Disappearance, (AM3)
	having regard to the UN Palermo Protocols on Human Trafficking and Migrant Smuggling,
	having regard to the Rome Statute of the International Criminal Court,
the pro	having regard to the report of the United Nations Secretary-General of 3 August 2015 on motion and protection of human rights, including ways and means to promote the human of migrants,
	having regard to UN General Assembly Resolution 71/1 of 19 September 2016 on the New Declaration for Refugees and Migrants,
	having regard to UN General Assembly Resolution 72/179 of 19 December 2017 on the ion of migrants,
reports the regi on the associa	having regard to the work of various international human rights mechanisms, including the of the UN Special Rapporteur on the human rights of migrants, notably his follow-up to ional study on the management of the external borders of the European Union and its impact human rights of migrants of 8 May 2015, as well as the report on the freedom of ation of migrants of May 2020 (AM 4), and of other Special Rapporteurs, the Universal c Review and the work of other treaty bodies,
Rights	having regard to the work and reports of the Office of the High Commissioner on Human (OHCHR), including the Recommended Principles and Guidelines on Human Rights at tional Borders and the Report on the Situation of Migrants in Transit,
	having regard to the Global Compact for Safe, Orderly and Regular Migration and the

Global Compact on Refugees, adopted by the UN General Assembly in 2018,

Rights	having regard to the Joint Guidance Note on the Impacts of the COVID-19 Pandemic on aman Rights of Migrants of 26 May 2020 by the UN Committee on the Protection of the of All Migrant Workers and Members of their Families and the UN Special Rapporteur on man rights of migrants,
	having regard to the Dhaka Principles for Migration with Dignity,
	having regard to Article 21 of the Treaty on European Union,
— Union	having regard to Articles 79 and 80 of the Treaty on the Functioning of the European , (AM 8, 26)
	having regard to the EU Charter of Fundamental Rights,
Europ	having regard to EU Regulation 656/2014: establishing rules for the surveillance of sternal sea borders in the context of operational cooperation coordinated by the bean Agency for the Management of Operational Cooperation at the External Borders Member States of the European Union, (AM 9)
— Rights	having regard to the relevant reports of the European Union Agency for Fundamental,
 23 Sep	having regard to the New Pact on Migration and Asylum proposed by the Commission on otember 2020,
and D on the Action	having regard to the Commission's Joint Communication to the European ment and the Council of 25 March 2020 entitled 'EU Action Plan on Human Rights emocracy for 2020-2024' (JOIN(2020)0005), having regard to the Council Conclusions EU Action Plan on Human Rights and Democracy 2020-2024, and the annexed EU Plan on Human Rights and Democracy 2020-2024, as agreed by the Council on 17 nber 2020, (AM10)
— Appro	having regard to the Commission communication of 18 November 2011 on the Global ach to Migration and Mobility (GAMM) (COM(2020)0743),
	having regard to the Commission communication of 7 June 2016 on establishing a new rship Framework with third countries under the European Agenda on Migration (2016)0385),

	having regard to the Commission Staff Working Document of 30 April 2014 on a rights-approach, encompassing all human rights for EU development cooperation (2014)0152),
— Migrat	having regard to the Commission communication of 23 September 2020 on a New Pact on tion and Asylum (COM(2020)0609),
	having regard to the Malta Declaration by the members of the European Council on ternal aspects of migration: addressing the Central Mediterranean route of 3 February (AM 14 and 16)
— Counc	having regard to the Joint Communication to the European Parliament and the cil for the EU Gender Action Plan (GAP) III {SWD(2020) 284 final}, (AM 11)
— a com	having regard to the Commission communication of 9 March 2020 entitled 'Towards prehensive Strategy with Africa' (JOIN(2020) 4 final), (AM 13)
— Afgha	having regard to the Joint Way Forward agreement on migration issues between nistan and the EU, signed on 3 October 2016,
	having regard to the EU-Turkey statement of 18 March 2016,
Bangla Proced	having regard to other informal arrangements, in particular those with The Gambia (Good ces on Identification and Return, which entered into force on 16 November 2018), adesh (Standard Operating Procedures, agreed in September 2017), Ethiopia (Admission dures, agreed on 5 February 2018), Guinea (Good Practices, in force since July 2017) and l'Ivoire (Good Practices, in force since October 2018),
situation 2015 c	having regard to its previous resolutions on migration-related issues, in particular those of tober 2016 on human rights and migration in third countries, of 17 December 2014 on the on in the Mediterranean and the need for a holistic EU approach to migration, of 29 April on the latest tragedies in the Mediterranean and EU migration and asylum policies, and of ril 2016 on the situation in the Mediterranean and the need of a holistic EU approach to cion,
— beings	having regard to its resolution of 5 July 2016 on the fight against trafficking in human in the EU's external relations,
— of mig	having regard to various reports by civil society organisations on the human rights situation grants,

- having regard to Rule 54 of its Rules of Procedure,
- having regard to the opinions of the Committee on Development and the Committee on Civil Liberties, Justice and Home Affairs,
- having regard to the report of the Committee on Foreign Affairs (A9-0000/2020),
- having regard to the Commission Communication of 23 September 2020 on the Guidance of the implementation of EU rules on the definition and prevention of the facilitation of unauthorized entry, transit and residence;

COMP 2 (A-AF)

AMs covered: AM 20 Lopez Gil; AM 21 Koster et al; AM 22 Ochajska; AM 23 Holvenyi and Gal; AM 24 Urban Crespo; AM 27 Strik; AM 28 Millan Mon; AM 29 Holvenyi and Gal; AM 30 Millan Mon; AM 35 Zovko; AM 42 Arena and Glucksmann; AM 53 Strik; AM 54 Goerens et al; AM 72 Mato and Lopez Gil; AM 73 Millan Mon et al; AM 86 Urban Crespo; AM 134 Millan Mon et al; AMs 141, 142 Urban Crespo; AM 143 Goerens et al, AM 153 Urban Crespo; DEVE 7, 8; LIBE C-F, K

AMs falling: AM 18 Berg et al; AM 19 Riviere and Mariani; AM 25 van Dalen; AMs 37, 38 Millan Mon et al; AM 45 Kanko

AMs voted separately outside the compromise: AM 46 Urban Crespo

Recital A

AMs covered: AM 20 Lopez Gil, AM 21 Koster et al; AM 22 Ochajska; AM 23 Holvenyi and Gal; AM 24 Urban; AM 27 Strik; AMs 28-30 Millan Mon; AM 35 Zovko; AM 42 Arena and Glucksmann; 134 Millan Mon et al; LIBE E

AMs falling: AM 18 Berg et al; AM 19 Riviere and Mariani; AM 25 van Dalen; AMs 37, 38 Millan et al; AM 45 Kanko

A. whereas migration is a global phenomenon amplified by globalisation, rising conflicts, inequalities, and climate change and environmental degradation disruption; (AM22) whereas gradual, normative development within the modern international human rights framework of the rights of refugees (AM 20) and migrants, independently of their legal status, represents a source of progress and collective pride for humanity; whereas migrants, and in particular forcibly displaced persons, (AM 21) remain, however, among the most vulnerable and disadvantaged (AM 21, 24) groups worldwide and continue to face violations of their rights; whereas women, children, elderly and people with disabilities are amongst the most vulnerable migrants (AM 22, 23); whereas migration continues to be for many individuals a human journey marred by suffering, discrimination and violence; whereas thousands of migrants have lost their lives on their migration route (AM24);

Recital AA

AMs covered: AM 20 Lopez Gil; AM 21 Koster et al; AMs 28-30 Millan Mon; AM 72 Mato and Lopez Gil; AMs 73, 134 Millan Mon; DEVE7

AA. whereas for the European Union and its Member States, migration has been and will continue to be one of its challenges and opportunities; whereas Member States whose geographical location places them on the front line are bearing a disproportionate share of the responsibility (AM 20 mod, 28 mod, 72 mod, 73 mod, 134 mod); whereas responsibility must go hand in hand with solidarity (AM 72); whereas the European Union, as a historic region of both emigration and immigration and as a community united by founding values of human dignity, freedom and human rights, and as one of the worlds' largest donors promoting sustainable development, supporting displaced persons, addressing the drivers of migration and working through multilateral forums towards finding durable solutions, (AM 21, 29) has a particular duty to respect, protect and promote the rights of migrants, notably in its external dealings; whereas the human dignity of all migrants must be at the heart of all EU policies on this matter (AM 30, 45 covered)

Recital AB

AMs covered: AM 35 Zovko

AB. whereas a comprehensive approach to migration and the asylum system requires addressing the external dimension of the EU migration policy; whereas the impact of the external dimension largely depends on joined-up action at EU level and active coordination of activities with external partners; (AM 35 mod)

Recital AC

AMs covered: AM 42 Arena

AC. whereas the European consensus on development adopted in June 2017 highlights that a well-managed migration and mobility can make positive contributions to inclusive growth and sustainable development in line with the 2030 Agenda; (AM 42)

Recital AD

AMs covered: AM 53 Strik; 54 Goerens et al; AM 86 Urban Crespo; AM 143 Goerens et al; AM 153 Urban Crespo; LIBE C-D, K

AD. whereas human rights violations, violations of international humanitarian and/or refugee law, such as non-refoulement, pushbacks and violent attacks against migrants, arbitrary and indefinite detention under inhumane conditions, exploitation, torture and other ill-treatment including rape, disappearance and death, (AM153) are increasingly being reported globally, including at the EU external borders (AM 53, 54); whereas Member States have an obligation to respect Union, human rights and international law, humanitarian and refugee law; whereas the Commission has to ensure that Member States fulfill their humanitarian and human rights obligations and to launch infringement procedures in case

the latter are not met (AM143); whereas the Commission has yet to act on proven or alleged cases of pushbacks (AM 54);

Recital AE

AMs covered: AMs 141, 142 Urban Crespo; DEVE8; LIBE F

AE. whereas rescue at sea is a legal obligation under international law, in particular according to Article 98 of the United Nations Convention on the Law of the Sea, which requires the assistance to any person in distress at sea; (AM141 mod) whereas the enhancement of border management capacities and fighting smuggling and trafficking should not to be used to criminalise migrants, nor those assisting them; (AM142 mod); whereas the Commission invited the Member States that have not already done so to use this article 1(2) of the Facilitation Directive.

Recital AF

AMs covered: AM 27 Strik

AF. whereas the EU's Communication on the Global Approach to Migration and Mobility (GAMM) of 2011 refers to a migrant-centred approach, in which human rights are said to occupy a central place, with the aim to strengthen 'respect for fundamental rights and the human rights of migrants in source, transit and destination countries alike'; (AM 27)

COMP3 (B-F)

AMS covered: AM 32 Goerens et al; AM 33 Holvenyi and Gal; AM 34 Strik; AM 36 Millan Mon et al; AM 39 Basescu, AM 40 Zovko; AM 41 Arena et al; AM 43 Lopez Gil; AM 44 Arena et al; AM 47 Lopez Gil; AM 48 Millan Mon et al; AM 50 Lopez Gil; AM 51 Koster et al; AMS 67, 68 Urban Crespo; AM 70 Ochojska; AMS 71, 74 Millan Mon et al; AMS 75, 154 Urban Crespo; AMS 155, 156 Lopez Gil; AM 157 Millan Mon; AM 190 van Dalen; DEVE 10; LIBE A, G

AMs falling: AM 31 Arena and Glucksmann

Recital B

AMs covered: AM 32 Goerens et al; AM 33 Holvenyi and Gal; AM 47 Lopez Gil; AM 71 Millan

Mon et al

AMs falling: AM 31 Arena and Glucksmann

B. whereas the Commission communication of 7 June 2016 on establishing a new Partnership Framework with third countries under the European Agenda on Migration, which builds on the GAMM principles, stresses that migration issues are at the top of the EU's external relations priorities; whereas this framework calls for intensified cooperation with third countries, **notably those from European neighborhood (AM 47 mod)**, through 'partnerships' aiming at ensuring cooperation on migration management, in effectively preventing irregular migration (AM71) and readmitting irregular migrants, including with positive and negative incentives stemming from different policy elements within EU competence, including neighbourhood, development assistance (AM 33) aid, trade, mobility, energy, security and digital policies, all leveraged towards the same objective; whereas all such "partnerships" need to have a clear legal basis (AM 32)

Recital C

AM included: AM 34 Strik

C. whereas in its 2016 communication the Commission outlined three main objectives for cooperation with third countries, namely: saving lives at sea, increasing the rate of returns to countries of origin and transit, and enabling migrants and refugees to stay close to home and to avoid taking dangerous journeys; whereas the 2016 Communication mentions addressing irregular migration as a priority for the Union and introduces the "less for less approach", whereby the Commission expresses its readiness to apply all EU tools and instruments with

the exception of humanitarian aid, as incentives to achieve cooperation from third countries on readmission and border control; (AM 34)

Recital CA

AMs covered: AM 74 Millan Mon et al; AMs 155, 156 Lopez Gil

CA. whereas the fight against migrant smuggling is a common challenge that requires cooperation and coordination with third countries (AM156 mod); whereas the new EU Action Plan against migrant smuggling aims at promoting cooperation between the EU and third countries through targeted partnerships to counter migrant smuggling, as part of broader partnerships with key third countries; (AM156) whereas Europol plays a key role in the fight against migrant smuggling; (AM155 mod);

Recital CB

AMs covered: AM 36 Millan Mon et al; AM 51 Koster et al; AM 154 Urban Crespo; AM 157 Millan Mon et al; AM 190 van Dalen; DEVE 10

CB. whereas cooperation with third countries is essential to prevent and combat trafficking in human beings; whereas migration routes may be exploited by human trafficking networks; whereas trafficking in human beings has a disproportionate impact on women and girls, who constitute the overwhelming majority of victims of trafficking and suffer violence and exploitation along their migration route; (AM154 mod) whereas measures taken against human trafficking should not adversely affect the rights of victims of trafficking, migrants, refugees and persons in need of international protection; (AM36, AM157 mod, AM190 mod)

Recital D

AMs included: AM 39 Basescu; AM 40 Zovko; AM 41 Arena et al; AM 48 Millan Mon et al; LIBE G

D. whereas since 2016 the EU and some individual Member States have (AM 41 mod) multiplied the number of informal agreements and arrangements with third countries, aiming to strengthen their operational capacities in border control and management, the fight against human trafficking as well as regarding (AM 40) effective (AM 48) return and readmission with third countries, including Joint Migration Declarations, Memoranda of Understanding, Joint Ways Forward, Standard Operating Procedures and Good Practices as well as police cooperation agreements (AM 41); whereas, similarly to formal readmission agreements, such informal arrangements affirm states' commitments to readmitting their nationals (or others) and establish procedures to carry out returns in practice; whereas since 2016, the EU has concluded at least 11 informal agreements but only one new readmission agreement; whereas informal agreements

between the EU and third countries do not provide a predictable policy or any stable and coherent statutory framework provisions regarding irregular migration; (AM 39 mod)

Recital E

AMs covered: AM 43 Lopez Gil; AM 44 Arena et al; AM 67 Urban Crespo; AM 68 Urban Crespo; AM 70 Ochojska; AM 74 Millan Mon et al; LIBE A

E. whereas in its communication on the new Pact on Migration and Asylum of 23 September 2020, the Commission reiterated that the internal and external dimensions of migration are inextricably linked and that tailor-made comprehensive and balanced migration dialogues and partnerships with countries of origin and transit is essential in order to address valuable objectives for both sides, such as the main drivers of migration, combating migrant smuggling, support for refugees residing in third countries and supporting well-managed legal migration; whereas as stated by the Commission communication on the New Pact, engagement at regional and global level is fundamental to complement such dialogues and partnerships; whereas it emphasised, furthermore, that in the framework of comprehensive partnerships with third countries migration should be built in as a core issue and linked to other policies, such as those relating to development cooperation, security, visas, trade, agriculture, investment and employment, energy, environment and climate change and education;

Recital F

AMs covered: AM 50 Lopez Gil

F. whereas the EU Action Plan on Human Rights and Democracy 2020-2024 commits the EU and its Member States to 'advocate for the specific protection to which migrants, refugees, and internally displaced and stateless persons are entitled'; whereas with this Action Plan, commits the EU will promote (AM 50) "non-discriminatory access to social services, including quality and affordable healthcare and education (also online), and build[ing] practitioners' capacity to respond to the specific needs of (...) migrants [and] refugees' and to 'support[ing] a human rights-based approach to migration governance and strengthen[ing] the capacity of states, civil society and UN partners to implement this approach';

COMP 4 (FA-H)

AMs covered: AM 49 Urban Crespo; AM 51 Koster et al; AMs 52, 55 Zovko; AM 56 Koster et al; AM 57 Ochojska; AM 77 Urban Crespo; AM 78 Castaldo; AM 154 Urban Crespo; AM 176 Urban Crespo; AM 177 Strik; DEVE 9, 21; LIBE I, J

Recital FA

<u>AMs covered</u>: AM 49 Urban Crespo; AM 51 Koster et al; AM 77 Urban Crespo; AM 78 Castaldo; AM 154 Urban Crespo; DEVE21

FA. whereas, according to UNHCR, women account around 48% of the refugee population in the world and account for a high share of vulnerable asylum seekers(AM154); whereas the EU Gender Action Plan III commits the EU to ensuring that "the human rights of migrant women and girls are fully realised through gender-responsive migration policies, programmes and laws, and gender-responsive migration governance at global, regional and national levels are reinforced" (AM 49, 51); whereas gender-responsive migration policies would ensure the realisation of the rights of women, girls and LGTBIQ+ persons and protection against potential violence, harassment, rape and trafficking; (AM77 mod, AM78 mod)

Recital G

AMs included: AM 52 Zovko; LIBE I

G. whereas the 2015 report of the (AM 52) former UN Special Rapporteur on the human rights of migrants notes shortcomings with (AM 52) the EU's approach to migration for its lack of transparency and clarity, and for the weak status of many of the agreements reached in this framework, which in his view generally lack monitoring and accountability measures; whereas the Special Rapporteur also concludes that there are few signs that mobility partnerships have resulted in additional human rights or development benefits, while the overall focus on security and the lack of policy coherence within the approach as a whole create a risk that any benefits arising from human rights and development projects would be overshadowed by the secondary effects of more security-focused policies;

Recital H

AMs included: AM 55 Zovko; AM 56 Koster et al; AM 57 Ochojska

H. whereas UN human rights experts and civil society organizations (AM 56) warned that the COVID-19 pandemic is having serious and disproportionate effects on migrants and their

families globally; whereas they have called on states to protect the rights of migrants and their families, regardless of their migration status, both during and after the pandemic; (AM 55) whereas the pandemic has extended the period of examination of asylum applications (AM 57);

RECITAL I

AMs included: AM 176 Urbán Crespo; AM 177 Strik; DEVE9; LIBE J

Whereas upholding freedom of movement and the right to work is key to allow migrants to become self-reliant and help further their integration; whereas intra-regional migration is an important element of these cross-border economic patterns; (AM 176, AM 177)

COMP 5 (1-5)

AMs covered: AM 58 Zovko; AM 59 Holvenyi and Gal; AM 60 Urban Crespo; AM 61 Koster et al; AM 63 Urban Crespo; AM 64 Koster et al; AM 65 Ochojska; AM 66 van Dalen; AM 75 Urban Crespo; AM 76 Mato and Gil; AM 80 Koster et al; AM 81 Lopez Gil; AM 82 Castaldo; AM 83 Urban Crespo; AM 84 Ochojska; AM 85 Koster et al; AM 95 Koster et al; AM 191 van Dalen; DEVE 6, 16, 19, 20; LIBE L, 1, 2, 17, 18

AMs falling: AM 62 Riviere and Mariani

AMs voted separately outside the compromise: AM 87 Strik

I. The migration policy framework and its external dimension

Paragraph 1

AMs covered: AM 58 Zovko

1. Highlights that, alongside the Treaty-based obligation to pursue the values of respect for human dignity, the rule of law and respect for human rights and international law in all external dealings, the EU and its Member States have human rights obligations towards third-country nationals (TCNs) when cooperating on migration with third countries and other non-EU actors such as private contractors or international organisations; (AM 58)

Paragraph 2

AMs covered: AM 59 Holvenyi and Gal; AM 60 Urban Crespo; AM 61 Koster et al; LIBE 18

2. Stresses that these obligations require not only the abstract (AM 59) recognition of the applicability of the relevant standards, but also an appropriate operationalisation through detailed and specific instruments that allow for effective protection and safeguards (AM 60, 61) in practice as well as through a human rights-based approach to the entire migration policy cycle, with a particular focus on migrant women and unaccompanied children (AM 60);

Paragraph 2a

AMs covered: AM 75 Urban Crespo; AM 76 Mato Gil; DEVE19-20

2a. Is concerned about the increasing number of- and lack of protection for unaccompanied minors travelling through irregular migration pathways (AM76 rephrased); highlights in particular the lack of effective monitoring and reporting of EU agencies and Member States on the protection of unaccompanied minors, and calls on the EU to ensure that Member States and third countries report on the mechanisms applied to protect the rights of children in accordance with the UN Convention on the Rights of the Child (AM75 rephrased);

Paragraph 3

AMs included: AM 63 Urban Crespo; AM 64 Koster et al; AM 65 Ochojska; AM 66 van Dalen; AM 95 Koster et al; AM 191 van Dalen; DEVE6, 16

AMs falling: AM 62 Riviere

3. Recalls that, in compliance with Articles 3(5) and 21 TEU, (AM 64, 63) and the Charter of Fundamental Rights, the EU and, when applying EU law, the Member States, in their external and extraterritorial actions, agreements and cooperation (AM 63) in the areas of migration, borders and asylum, shall uphold human rights (AM 63, 64) should pay specific attention, including the right to life (AM 64), liberty, the right to asylum, including the individual assessment of asylum applications (AM95) with appropriate guarantees in accordance with international law (AM 95), the right to human dignity and security, the protection from enforced disappearance (AM 63, 64), the prohibition of torture and (AM 63, 64) ill-treatment, slavery and forced labour, the right to the protection of personal data, protection in the event of removal, expulsion or extradition (AM 64), freedom of religion, belief, thought and conscience (AM 66, AM191) and the obligation to take the interests of the child as a primary consideration as well as to adopt a gender-sensitive approach, (AM 63, 64) and to ensure nondiscrimination and procedural guarantees such as the right to an effective remedy as well as the right to family reunification and preventing the situation of dividing children from their parents or legal guardians (AM 65);

Paragraph 4

AMs covered: AM 80 Koster et al; AM 81 Lopez Gil; AM 82 Castaldo; LIBE L, 1, 2

AMs falling: AM 79 Urban Crespo

4. Observes that the Commission has yet to evaluate the impact of the implementation of its successive migration policy frameworks, notably the GAMM and the new Partnership Framework, on the human rights of TCNs as well as the human rights impact of the EU's cooperation on migration with third countries, including the impact of EU's support for partner countries' border and security forces (AM80); insists on the need to carry out such an evaluation a review

systematically and (AM81 mod, AM82) in a comprehensive, inclusive and public format with a view to ensuring the full human rights compliance of the EU's external migration policy;

Paragraph 5

AMs covered: AM 83 Urban Crespo; AM 84 Ochojska; AM 85 Koster et al; LIBE 17

NB: part of AM83 (referring to EU funds) covered in section III

5. Notes with **great** concern the absence of operational, reporting, monitoring, **evaluation** and accountability mechanisms at the level of individual cases to track and respond to potential violations, as well as the lack of effective judicial remedies for persons whose rights are allegedly violated as a consequence of EU informal agreements and financial cooperation;

COMP 6 (6-9)

AM 90 Kokalari; AM 91 Zovko; AM 92 Koster et al; AM 93 Urban Crespo; AM 94 Strik; AM 97 Millán Mon et al; AM 98 Goerens et al; AM 100 Koster et al; AM 101 Urban Crespo; AM 102 Arena et al; AM 103 Zovko; AM 104 Hölvényi and Gal; AM 107 Kanko; AM 109 Urban Crespo; AM 110 Koster et al; AM 111 Strik; AM 112 Arena et al; AM 113 Urban Crespo; AM 114 Goerens et al; DEVE 5, 17, 18; LIBE 3, 5-8, 21

AM 89 Kanko; AM 99 Basescu, AM 105 Riviere and Mariani; AM 106 Zovko

Paragraph 6

AMs covered: AM 90 Kokalari; AM 91 Zovko; AM 92 Koster et al; AM 93 Urban Crespo; AM

97 Millán Mon et al; DEVE 17, 18; LIBE 3, 5, 6

AMs falling: AM 89 Kanko

6. Reiterates that for the Union's policy on migration to function properly, the EU must increase its external cooperation with countries of origin and work to ensure sustainable and effective readmission of returnees (AM97); calls for the EU to ensure that readmission agreements and agreements for cooperation on border management are only concluded with third countries that explicitly commit to respecting human rights, including the principle of non-refoulement (AM 90) and the rights enshrined in the UN Refugee Convention, and to ensure that such cooperation does not lead to violations of those rights and offers operational means to nullify these agreements, (AM91) ensure effective (AM92, AM93) accountability should such violations occur;

Paragraph 6a

AMs covered: AM 94 Strik; LIBE 7, 21

6a. Notes that most of the 18 official readmission agreements (EURAs) concluded to date include the readmission of third-country nationals to a transit country; underscores the fact that returns to transit countries entail the risk of potential human rights violations of returnees; supports the recommendation from the evaluation of EURAs by the Commission in 2011, that, as a matter of principle, to the extent that circumstances allow to do so, the EU should always first try to readmit a person to his/her country of origin; (AM94)

Paragraph 7

AMs covered: AM 98 Goerens et al; AM 100 Koster et al; AM 101 Urban Crespo; AM 102 Arena

et al; AM 103 Zovko; AM 104 Hölvényi and Gal; DEVE 5

AMs falling: AM 99 Basescu

7. Calls on the Commission to ensure transparent (AM104) risk assessments, performed by independent EU-bodies and experts, independent agencies such as the EU Agency for Fundamental Rights (AM103), on the impact of any formal, informal or financial EU cooperation with third countries on the rights of migrants and refugees, including women, on local human rights defenders and civil society in-country working to defend these rights and, to the extent possible, on the impact that such cooperation would have on the wider population in the country affected by it, , in relation to access to rights, contribution to human security and peace, and sustainable development (AM100, AM101, AM102); calls on the Commission to set implementation guidelines for EU agencies and Member States before entering into cooperation with third countries; calls in this respect for particular vigilance in relation to countries which are experiencing ongoing or frozen conflicts and face increased risks of human rights violations; calls on the Commission to ensure that any EU cooperation with third countries is fully formalised to ensure agreements with third countries can be effectively monitored; (AM98)

Paragraph 8

AMs covered: AM 98 Goerens et al; AM 107 Kanko; AM 109 Urban Crespo; AM 110 Koster et al; AM 111 Strik; AM 112 Arena et al; LIBE 8

AMs falling: AM 105 Rivière and Mariani; AM 106 Zovko

8. Calls on the Commission to establish an independent, transparent and effective monitoring mechanism, on the basis of international law, the European Charter of Human Rights and the Sustainable Development Goals, (AM112) which entails periodic reports on the implementation of formal, informal and financial agreements with third countries, (AM109, AM110) that can potentially impact the rights of migrants and refugees and the work of human rights defenders and civil society defending these rights, (AM109, AM110) in third countries, such as migration partnerships, readmission agreements, and international cooperation on migration management and governance, including direct targeting of challenges connected to migration and forced displacement; stresses that such a monitoring mechanism has to be transparent, participatory, and publicly available public (AM107); insists on the need to ensure means for civil society and other interested stakeholders to be able to contribute to the work of the mechanism; stresses that such a system should contribute to ensuring accountability for human rights violations, including pushbacks violating the principle of non-refoulement; (AM109, AM110); calls on the Commission to establish a follow-up mechanism whereby evaluation results and expert recommendations are duly incorporated in the relevant agreement, arrangement or action; stresses the need for ensuring parliamentary scrutiny and democratic oversight; (AM111; AM 98)

Paragraph 9

AMs covered: AM 113 Urban Crespo; AM 114 Goerens et al

9. Calls on the EU to consider means to ensure access to justice for persons affected by measures implementing cooperation between it and third countries on migration, including through setting up an independent and accessible complaints mechanism accessible mechanisms for seeking information, submitting complaints and securing effective remedy; (AM114) asks to ensure that those who might suffer human rights violations can access effective legal remedies and therefore can obtain redress or reparation; (AM113,)

COMP 7 (10)

AMs covered: AM 117 Arena et al; AM 118 Koster et al; AM 120 van Dalen

Paragraph 10

10. Notes that the implementation and funding of the EU's external migration policy is assigned to different Commission Directorates-General and mainstreamed across the EU's migration and asylum, as well as development and foreign policies without a designated lead institutional actor (AM117); notes with concern that this blending of executive responsibilities has created a lack of sufficient and coherent oversight of the Commission's activities that would enable Parliament to exert democratic control over the EU's external migration policy; insist on the importance to ensure coherence synergies and complementarities in order to avoid overlap between the different tools (AM117); and exercise budgetary authority over development funds; urges the Commission to designate a single lead institutional interlocutor at Commissioner level on the external dimension of migration; ()

COMP 8 (11)

AMs covered: AM 79 Urban Crespo; AMs 88, 108 Basescu; AM 122 Urban Crespo; AM 123

Strik; AM 125 Koster et al; AM 126 Castaldo

AMs falling: AM 121 Millán Mon et al; AM 124 Berg et al

Paragraph 11

11. Highlights the practical human rights implications stemming from the increasing number, and hence the extrajudicial nature, of informal arrangements on return and readmission, which are concluded in the absence of due democratic scrutiny and parliamentary oversight and are not subject to judicial scrutiny; notes that the rights of asylum seekers are inherently dependent on the possibility to have human rights violations assessed by a court,; (AM123) calls on urges (AM126) the Commission to formulate a plan and take all necessary measures to initiate or finalise negotiations and accordingly sign readmission agreements and to (AM88) prioritise the conclusion of formal readmission agreements, thus ensuring full respect for Article 218(6) TFEU, and to ensure that formal EU Readmission Agreements (EURAs) exclude the application of informal agreements); believes that Parliament must scrutinise informal agreements which include commitments on issues that fall within its competencies, such as readmission, and that the Commission must be ready to undertake further action, including suspension, (AM79, AM125, AM122) if these informal agreements appear to be incompatible with the Treaties; calls on the Commission to establish a general framework for the effective monitoring and evaluation of the implementation of all present and future EU readmission agreements and the inclusion therein of special monitoring provisions; (AM108)

COMP 9 (12-14a, 15)

AM 128 Urban Crespo; AM 129 Koster et al; AM 130 Zovko; AM 132 López Gil; AM 138 Urban Crespo; AM 139 Koster et al; AM 142 Urban Crespo; AM 144 Zovko; AM 145 Strik; AM 146 Lopez Gil; AM 149 Goerens and Austrevicius; AM 150 Koster et al; LIBE H, 9-11, 22, 23

AMs falling: AM 127 Rivière and Mariani; AM 131 Kympouropoulos; AM 133 Ochojska; AM 135 Kympouropoulos; AM 137 Zovko; AM 147 Hölvényi and Gal; AM 148 Berg et al; AM 151 van Dalen; AM 152 Kympouropoulos

AMs to be voted separately: AM 140 Urban Crespo

II. Human rights compliance and EU actors implementing the external migration policy

Paragraph 12

AMs covered: AM 128 Urban Crespo; AM 129 Koster et al; AM 130 Zovko; AM 132 López Gil; LIBE H, 4, 9, 10, 22, 23

AMs falling: AM 127 Rivière and Mariani; AM 131 Kympouropoulos; AM 133 Ochojska; AM 135 Kympouropoulos

12. Notes the increased role of the European Border and Coast Guard Agency in practical and operational cooperation with third countries, including on return and readmission, fight against human trafficking (AM130), provision of training, operational and technical assistance to authorities of third countries for the purpose of border management and border control, carrying out operations or joint operations at the EU's external borders or in the territories of third countries, and deploying liaison officers and operational staff in third countries; calls for an assessment of the needs of the Agency on a regular basis to ensure its optimal functioning (AM132); calls on the Commission to establish an independent, transparent and effective monitoring mechanism on all activities carried out by the European Border and Coast Guard Agency, in addition to the internal complaint mechanism in place (AM128, AM129);

Paragraph 13

AMs covered: AM 138 Urban Crespo; AM 139 Koster et al; AM 144 Zovko; LIBE 23

AMs falling: AM 137 Zovko

13. Stresses the importance of Status Agreements to ensure a legal framework for cooperation between the European Border and Coast Guard Agency and authorities of third countries on border management; (AM144); Recalls that ad hoc Status Agreements, to be approved by the European Parliament, are required for the deployment of the European Border and Coast Guard Agency's border management teams to a third country where the members of the teams will exercise executive powers; regrets that the two status agreements concluded to date do not include specific measures for the operationalisation of human rights as part of border management, nor ensure that material support and training to third countries is not given to perpetrators of human rights violations, (AM138, AM139) and also fail to clearly regulate accountability for potential human rights violations, and calls for any future status agreements to include such measures;

Paragraph 14

AMs covered: LIBE 22, 23

14. Stresses that Regulation 2019/1896 requires the European Border and Coast Guard Agency to ensure timely, consistent, transparent, complete and accurate reporting to Parliament on its activities relating to cooperation with third countries and, in particular, those related to technical and operational assistance in the field of border management and return in third countries, the deployment of liaison officers, and detailed information on compliance with fundamental rights; calls on the Agency to regularly inform Parliament's Subcommittee on Human Rights, Committee on Foreign Affairs and Committee on Civil Liberties, Justice and Home Affairs of any activities involving cooperation with third countries' authorities, and in particular the operationalisation of human rights as part of such activities;

Paragraph 14a

AMs covered: AM 142 Urban Crespo; AM145 Strik; AM 146 Lopez Gil

14a. Stresses that Regulation (EU) 2019/1240 on the creation of a European network of immigration liaison officers should further improve the capacity of the European Union to coordinate, cooperate and exchange information among immigration liaison officers deployed in third countries, the Commission and EU agencies, in order to respond more effectively to the Union's priorities in the field of migration, (AM146) and highlights that one of the central tasks of the Steering Board of this EU network is to support the development of the capabilities of immigration liaison officers, including through developing guidelines on implementing human rights as part of their activities; calls on the Commission, through the Steering Board, to urgently draw up such human rights-based guidelines; (AM145);

Paragraph 15

AMs covered: AM 144 Zovko; AM 149 Goerens and Austrevicius; AM 150 Koster et al; LIBE 11

AMs falling: AM 147 Hölvényi and Gal; AM 148 Berg et al; AM 151 van Dalen; AM 152 Kympouropoulos

15. Recommends the extension of the mandate, competencies and budget of the Fundamental Rights Agency to allow it to effectively monitor, the external dimension of EU asylum and migration policies (AM 144), including by issuing alerts to the relevant authorities in cases of human rights shortcomings and its involvement in monitoring exercises; ; calls for the development of relevant tools and guidelines by the Fundamental Rights Agency; (AM150)

COMP 10 (14b)

AMs covered: AM 136 Koster et al; AM 142 Urban Crespo; LIBE 4

Paragraph 14b

14b. Recalls that also other EU actors implementing the external migration policy in the context for example of EU naval missions, are bound to applicable international law and thatforwarding information to authorities of third countries that ultimately result in the unlawful return of migrants and refugees to unsafe countries, could be considered under international law as assisting in human rights violations; (AM136) stresses that the EU's external migration policy should not support interceptions at sea that would return people to an unsafe port (AM 142);

COMP 11 (15a)

<u>AMs covered</u>: AM 115 Koster and Majorino; AM 116 Ochojska; AM 141 Urban Crespo; DEVE 8; LIBE F

Paragraph 15a

15a. Notes with great concern that it is not possible to determine the identity of the majority of the people who die during the attempt to cross the Mediterranean; considers it necessary to establish a coordinated European approach in order to ensure prompt and effective identification processes and to establish a database of those who died on their way to the EU as well of their belongings and personal items, in order to provide data to their family and relatives and facilitate the body recognition (AMs 115, 116); asks the EU and its Member States to better coordinate and improve the European action for adequate and effective search and rescue operations (AM 141)

COMP 12 (16)

AMs covered: AM 160 Băsescu; AM 163 Urbán Crespo; AM 164 Arena et al; AM 165 Köster et al; AM 166 Kokalari; AM 167 López Gil; AM 170 Hölvényi and Gal; AM 178 Holvenyi and Gal; DEVE 1-4, 12; LIBE B, 13

AMs falling: AM 158 Kanko; AM 161 Hölvényi and Gal; AM 169 Berg et al

III. EU cooperation with and financial aid to third countries in the field of migration

Paragraph 16

16. Notes the increasing recourse since 2016 to enhanced conditionality between development cooperation and migration management, including return and readmission; underlines that EU development cooperation and assistance must be aligned with sustainable development goals also in the context of gender related actions (AM178); stresses in this regard the definition of the Official Development Aid as defined by the OECD DAC as well as the Development Aid Effectiveness Principles (AM164); reiterates (AM 167) however, that according to Article 21 TEU and 208 TFEU the primary objective of Union development cooperation policy shall be the reduction and, in the long term, the eradication of poverty, tackling inequality and exclusion, promoting democratic governance and human rights, and enhancing sustainable and inclusive development (AM163, 166, 167); underlines that such action as well as the development of stable institutions are key to address the root causes of migration (AM 170); calls, therefore, on the Commission to ensure that policies on development cooperation, including development assistance or bilateral or multilateral partnerships, (AM163) do not contravene the principles enshrined in Article 208 TFEU (AM166); stresses that the use of development cooperation as an incentive for migration management undermines meaningful action on the needs of people in developing countries, the rights of refugees and migrants, and their potential impact on regional migration patterns and contribution to local economies, and thus also undermines a wide range of rights stemming from the Sustainable Development **Goals** (AM160);

COMP 13 (16a)

AMs covered: AM 159 Zovko; AM 172 Urban Crespo

Paragraph 16a

16 a. calls for a needs-based approach to humanitarian assistance, which respects humanitarian principles, international human rights law, international humanitarian law, and international refugee law; (AM172) stresses as well that making humanitarian aid and emergency aid conditional on cooperation with the EU on migration is not compatible with humanitarian principles (AM 159)

COMP 14 (17, 18, 20, 21)

AM 179 Goerens et al; AM 162 Millan Mon et al; AM 171 Holvenyi and Gal; AM 173 Urbán Crespo; AM179 Köster et al; AM 180 Goerens et al; AM 181 Urbán Crespo; AM 182 Bogdan; AM 183 Holvenyi and Gal; AM 185 Urbán Crespo; AM187 Zovko; AM188 Holvenyi and Gal; AM 189 Köster et al; AM 192 Kympouropoulos; AM 194 Goerens et al; AM 195 Ochojska; AM 203 Urbán Crespo; AMs 204, 205 Köster et al, AM 206 Holvenyi and Gal; AM 224 Koster et al; AM 231 Kympouropoulos; DEVE 13, 14; LIBE 12, 15, 16, 20

AMs falling: AM 161 Holvenyi and Gal; AMs 169, 186 Berg et al; AM 193 Basescu; AM 228 Holvenyi and Gal

AMs to be voted separately: AM 184 Urbán Crespo

Paragraph 17

AMs covered: AM 179 Koster et al; AM 180 Goerens et al; AM 181 Urbán Crespo; AM 182 Bogdan; AM 183 Hölvényi et al; LIBE 15

17. **Notes (AM182)** that a complete, public overview of EU funding to third countries to facilitate cooperation on migration issues remains unavailable; calls on the Commission to **provide improved ensure full (AM180, 181)** transparency, including by establishing a clear overview of **the funds all instruments within the EU budget (AM183)** used to finance cooperation with third countries in the field of migration management **across all its financial instruments and their implementation**, **(AM183)** including information on the amount, purpose and source of funding as well as detailed information on any other potential support measures provided by EU agencies such as the European Border and Coast Guard Agency, in order to ensure that Parliament can efficiently perform its institutional role of scrutiny of the implementation of the EU budget (AM 179; AM 184)

Paragraph 18

AMs covered: AM 162 Millan Mon et al; AM 171 Holvenyi and Gal; AM 173 Urbán Crespo; AM 187 Zovko; AM 188 Hölvényi et al; AM 189 Köster et al; AM 192 Kympouropoulos; AM 194 Goerens et al; AM 195 Ochojska; AM 224 Koster et al; AM 231 Kympouropoulos; LIBE 20 AMs falling: AM 186 Berg et al; AM 193 Basescu; AM 228 Hölvényi and Gal

18. Highlights the objective of European financial instruments to support third countries in the development of the necessary institutional framework and capacities to manage

migration in all its aspects, while aligning with European and international standards; (AM187) stresses the importance of allocating a substantial share of future EU funding in the field of migration to civil society, non-governmental and community-based (AM189, AM195) groups and governmental, intergovernmental, regional and local organisations active (AM192 and AM194 rephrased,) in third countries for providing assistance and for the pro tection and monitoring of the rights of migrants, supporting forcibly displaced persons and their host communities (AM189) and of ensuring that a significant part of EU funding is earmarked for the improvement of human rights, international protection, and the future perspective of refugees; calls for EU financial support to create sustainable solutions that address local and regional challenges, particularly around democratic processes and the rule of law, socio economic development, health care, education (AM 188), root causes of poverty, youth employment in countries of origin (AM 173) social exclusion; gender equality, climate change, conflicts, access to services, and to advance refugee rights and enhance self-reliance; (AM 162; 173, 188, 224)

Paragraph 20

AMs covered: AM 185 Urbán Crespo; AM 203 Urbán Crespo; AM 204 Köster et al; DEVE 13-14; LIBE 16

20. Calls on the Commission to regularly and publicly (AM203, AM204) report to Parliament on the funding of migration-related cooperation programmes in third countries and their human rights impact, and on the ways in which such funding has been used by partner countries (AM204), including within the framework of the working group on external financial instruments of the Committee on Foreign Affairs; deplores that the Parliament is not involved in the scrutiny of emergency funds, including of the EU Trust Funds (EUTF) (AM185 rephrased); calls for the Parliament to be given a stronger role in monitoring the impact of the use of EU financial contributions to human rights in the concerned third countries; (AM203)

Paragraph 21

AMs covered: AM 205 Köster et al; AM 206 Hölvényi et al; AM 119 Goerens et al

21. Believes that Parliament must make full use of its powers of implementation, scrutiny and budgetary control as well as of auditing procedures before the European Court of Auditors (AM205) over development funds, trust funds, facilities and other funding instruments used to meet EU policy goals related to migration, (AM119) and ensure that EU funding decisions and related allocations comply with the Union's principles of legality and sound financial management, in line with the EU's Financial Regulation (AM206);

COMP 15 (19)

AMs covered: AM168 Goerens et al; AM 198 Goerens et al; AM 199 Arena et al; AM 200 Köster et al; AM 201 Urbán Crespo; DEVE 15

AMs falling: AM 196 Kanko; AM 197 Hölvényi and Gal; AM 202 Kokalari

Paragraph 19

19. stresses that the human rights-based approach is applicable to all pillars of the NDICI, including crisis response in the rapid response pillar; (AM199) stresses once again that migration-related spending in the NDICI should be indicatively of 10% and that migrationrelated activities under NDICI should concentrate on addressing the root causes of irregular migration and forced displacement (AM 201) and on supporting strengthened engagement to facilitate safe, orderly, regular and responsible migration as well as on the implementation of planned and well-managed migration policies and governance; highlights that the NDICI is an external instrument and there should be a clear demarcation between internal and external EU migration policies, instruments and funds (AM168, AM198);; underlines that the final agreement on migration-related activities in the NDICI should be horizontally coordinated with internal EU funds as well as IPA to avoid overlaps; notes with concern, however, that migration related actions in crisis situations through the 'rapid response actions pillar' component, cooperation with third countries on migration management can be funded without the need for the Commission to publish any programming documents or consult civil society actors, and without the involvement of Parliament, including in the framework of the 'Migration Preparedness and Crisis Blueprint', which lacks mechanisms to assess the possible adverse impact of such interventions; should address, in particular, needs related to forced displacement including supporting host communities, in accordance with international humanitarian law and principles; (AM199) insists in this regard on the need to ensure that the 2021-2027 Multiannual Financial Framework is accompanied by a robust human rights framework for the identification, implementation and monitoring of future migration cooperation programmes, in order to link the EU financial disbursement to human rights obligations; (AM200, 201)

COMP 16 (22)

AMs covered: AM 96 Castaldo; AM 210 Kokalari; AM 211 Băsescu; AM 212 Strik; AM 213 Köster et al; AM 214 Urbán Crespo; AM 218 Urbán Crespo

AMs falling: AM 207 Berg et al; AM 208 Hölvényi and Gal; AM 209 Rivière and Mariani; AM 215 Berg et al; AM 219 Kympouropoulos; AM 220 van Dalen

Paragraph 22

Recalls the commitment of the EU and its Member States under the Global Compact on Refugees to share responsibility for the *effective and comprehensive* (AM213, AM214) protection of refugees and ease the pressure on host countries; stresses in this regard that the EU and its Member States should increase resettlement pledges, ensuring that resettlement is not made conditional upon the cooperation of the transit country on readmission or border control and step up safe and legal pathways and preventing forced refugee returns from hosting countries, (AM212, 213, AM214, AM218, AM96); calls on the EU and its Member States to contribute to a more structural and substantial funding of the communities and countries regions (AM213) hosting most refugees, and should not use financial means to shift responsibility for the protection of refugees to third countries; (AM210, AM211) reiterates the importance of fully implementing the 23 objectives of the Global Compact for Safe, Orderly and Regular Migration; believes that Parliament must ensure the proper scrutiny of the implementation of both Compacts by the EU;

COM 17 (23)

AMs covered: AM 69 Goerens et al; AM 216 Hölvényi and Gal; AM 217 Köster et al; AM 218 Urbán Crespo; AM 230 Ochajska; DEVE 11; LIBE 19

AMs to be voted separately: AMs 174, 175 Urban Crespo; AM 221 Hölvényi and Gal; AM 222 Berg et al; AM 223 Köster et al

IV. The EU's external human rights policy and migration objectives

Paragraph 23

AMs covered: AM 69 Goerens et al; AM 216 Hölvényi and Gal; AM 217 Köster et al; AM 218

Urban Crespo; AM 230 Ochajska; DEVE11; LIBE 19

AMs falling: AM 221 Hölvényi and Gal; AM 222 Berg et al

23. Calls for the EU and its Member States to pursue a migration policy that fully reflects the human rights of migrants and refugees (AM 216) as enshrined in both-international, and regional and national laws; (AM217) calls on the EEAS, the Commission and the Member States to engage with third countries on the rights of migrants as an integral dimension of the EU's human rights policy; insists that the human rights and migration nexus be adequately covered within the framework of bilateral EU human rights dialogues with the relevant countries; calls on the EU Delegations in those countries to monitor closely the rights of migrants, particularly in countries of transit, as well as the rights of refugees and internally displaced persons (AM 216); emphasizes the urgent need for safe and legal migration (AM 69) and protection routes to be created and strengthened in order to guarantee human rights and avoid loss of life; (AM218) insists on the proactive engagement of the EU in countries where human rights defenders and civil society and community-based (AM217) organisations, including those who are protecting the lives of migrants and asylum seekers who are at risk, are under threat or are being criminalised for their legitimate work (AM 230)

COM 18 (25)

AMs covered: AM 194 Goerens; AM 231 Kympouropoulos

AM 225 Berg et al; AM 226 Kanko; AM 227 Kympouropoulos; AM 229 Lega

Paragraph 25

25. Believes that the EU must take a leading role in supporting policy and normative developments in relation to the rights of migrants in multilateral fora; **highlight the key role that international organizations (AM 194)**, regional bodies and NGOs such as the International Committee of the Red Cross, the UN High Commissioner for Refugees (UNHCR) and UNRWA, as well the OHCHR and the UN Special Rapporteur on the human rights of migrants; calls on the Commission and the Member States to increase financial and political support to these organizations and entities.