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WORKING DOCUMENT

From:	Presidency
To:	Delegations
N° prev. doc.:	WK 9925/2024 INIT
Subject:	Action File - Pakistan

In view of the Mocadem Roundtable meeting of 23 July 2025, delegations will find attached the updated "Action file on Pakistan".

Introduction / objectives

Make use of the existing migration and mobility dialogue to further enhance a comprehensive and balanced migration partnership with Pakistan in order to:

- prevent irregular migration, by reinforcing border management capacity, countering migrant smuggling and trafficking in human beings, increasing the use of awareness raising and information campaigns, and by addressing the root causes of irregular migration and forced displacement
- ensure effective return cooperation, readmission and sustainable reintegration of returnees to Pakistan
- support international protection and sustainable solutions for Afghan refugees in Pakistan in line with the Team Europe initiative on Afghan displacement
- strengthen legal migration frameworks from Pakistan to third countries as well as between interested EU Member States and Pakistan, notably in the framework of the EU-Pakistan Talent Partnership.

The protection of human rights of all migrants and the full respect of international law are guiding principles for EU engagement.

The annual meetings of the Migration and Mobility Dialogue (in March 2023, April 2024 and Q4 2025), back-to-back with the Joint Readmission Committee and a roundtable on Talent Partnerships, set the scene for the broad engagement on migration with Pakistan.

The implementation of relevant measures under this Action file should also be taken into consideration when Pakistan's cooperation on migration is assessed in line with the flexible incitative approach of NDICI Global Europe. Under NDICI funding adopted since 2021, Pakistan is benefitting from country-specific actions linked to migration with a total EU contribution of EUR 50 million. Pakistan is also benefitting from regional and multi-country programmes addressing migration and forced displacement challenges, with a total of EUR 121 million for all the countries covered, including Pakistan.

Outcome: MOCADEM will assess progress achieved in Q3 2025.

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 engagement with Pakistan authorities, including in regional fora such as the Budapest Process, to follow up on the first meeting of the migration and mobility dialogue on 16 March, including with the option to use coordinated diplomatic demarches in accordance with the Action files on the Central Mediterranean route and Libya where Pakistan is mentioned among countries of origin.	Commission, Member States.	Ongoing.	9th EU-Pakistan Political Dialogue, led by EEAS, was held on 6 March 2024 in Islamabad, where issues related to migration were also discussed. - A technical mission from the Commission took place in March 2024 to prepare the second EU-Pakistan Migration and Mobility Dialogue (April 2024). - The 2nd meeting of the Migration and Mobility Dialogue took place on 25 April 2024 in Brussels, back-to-back with the 15th Joint Readmission Committee on 24 April and the 2nd Talent Partnership Roundtable on 23 April. - Pakistan followed up on its participation in	<i>Q4 2025: EU-Pakistan Migration and Mobility Dialogue, back-to-back with the Joint Readmission Committee and Talent Partnership Roundtable, in Islamabad.</i> <i>Next EU-Pakistan Joint Commission is foreseen for December 2025 in Brussels (migration will be on the agenda).</i> <i>Further interactions with Pakistan in the framework of the Budapest Process.</i>

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				the first International Conference on a Global Alliance to Counter Migrant Smuggling in November 2023 by organising on 26-27 April 2024 (with the United Nations Office on Drugs and Crime and the EU Delegation in Pakistan) a regional conference with countries of origin and transit to target migrant smuggling. Interactions with Pakistan, in the framework of the Budapest Process, have continued and involved i.a. the Commission's participation in the Budapest Process Reference Group and Thematic Working Group meetings, e.g. on Legal Pathways for Migration, co-chaired by Pakistan, on 7-8 May 2024, and on 20 June 2025. Pakistan also participated in the	

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				Budapest Process Ministerial Meeting on 11-12 November 2024. The 14th EU-Pakistan Joint Commission took place in Islamabad on 21 November 2024. Migration was addressed, including return and readmission, migrant smuggling and legal pathways.	
2.Strengthen coordination and information sharing locally, including among liaison officers, or other relevant officials.		EEAS (EU Delegation), EMLO, Commission and Member States (Embassies)	2025: Continue regular EU meetings on migration-related issues coordinated by the Commission/EMLO, with the EU Delegation and broad participation of other relevant stakeholders.	Several meetings between the EU Delegation and EU MS embassies' migration counsellors/consuls have been organised. A European Migration Liaison Officer (EMLO) and Frontex Liaison Officer have been deployed to Pakistan as of 1 May 2025.	
3. Migration and border management	Implement common operational partnership project to strengthen cooperation to prevent and combat migrant smuggling through training programmes, exchange of	Commission, Member States, Europol, Frontex	Q3 2023: Launch and support the Common Operational Partnership project (EASTEAMS), with EU funding of EUR 1.7	Kick-off meeting of the EASTEAMS project took place on 26 September 2023, in Athens. Implementation continues.	

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	information and support to investigations, in adherence with international law and human rights.		million through the Internal Security Fund.	- An introductory VTC between Pakistan and Europol was held on 22 April 2024, to explain the work of the Agency and explore the possibilities for enhanced cooperation. - International workshop 'stronger together' on countering migrant smuggling with Pakistan took place on 18 - 19 June 2025 in Athens as part of the EASTEAMS project with the participation of Pakistan, UNODC, Interpol, IOM, EU Member States (Greece, Cyprus, France, Germany), EU agencies (Frontex and Europol) and the Commission. - The Commission participated in the UNODC regional workshop on migrant smuggling, on 26-27 April in Islamabad, co-	

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				organised by EU Delegation in Islamabad and Pakistan's Federal Investigation Agency. The Commission's and Pakistan's focal points for exchange of information on migrant smuggling and trafficking in human beings were appointed and take part in regular exchanges.	
4. Support and conduct awareness raising and information campaigns, including implementation of the information campaign PARIM II, Migrant Resource Centres, and consider		Commission, Member States	- Q3-Q4 2023: - Launch and implementation of the EUR 9 million contracts (AAP 2022), with ICMPD and UNODC, of the PROTECT programme supporting Migrant Resource Centres and responses to trafficking in human beings and the smuggling of migrants in Pakistan and Central Asian states.	- PROTECT programme was contracted and launched. "PARIM II - Awareness raising and information campaigns on the risks of irregular migration in Pakistan" and "SAFER - Safe and legal alternatives for Pakistani potential migrants and migrants on the Route" were successfully implemented and finalised in April 2025.	<i>New EU-funded information and awareness raising projects may be launched following the recently closed call for proposals under AMIF. Pakistan is a priority third country for project proposals under the call and new projects would build on the information campaigns previously implemented.</i>

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further activities in this area.			Implementation of PARIM II information and awareness raising campaign on the risks of irregular migration and migrant smuggling (financed under AMIF with EU contribution to EUR 990 000, implemented by ICMPD and supported by Austria, Germany, Bulgaria, Finland and Greece; finalised in April 2025).		<i>Targeted communication campaigns addressing irregular migration and migrant smuggling could also be foreseen under the Global Alliance's Communication Response Facility, which will be integrated into the Migration Partnership Facility (MPF) until 2029. ICMPD will design and launch the campaigns, while the Commission will oversee the Facility in coordination with EU agencies, EU Delegations, and Member States, including via the EMN Working Group on Information Campaigns. The Facility would include partnerships and sub-contracts with local agencies and organisations in third</i>

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					<i>countries, ensuring strong involvement of local actors and authorities.</i>
5. Complete the process of deployment of a Frontex liaison officer (FLO) in Pakistan.		Commission, EEAS, Frontex	Completed.	Formal approval for the deployment of Frontex Liaison Officer to Pakistan was granted by the Pakistan's Ministry of Foreign Affairs in April 2024. FLO was deployed on 1 May 2025.	
6. Support measures for return and reintegration	Strengthen the capacities of Pakistan's authorities for identification and the issuance of travel documents, ensure functioning of the Readmission Case Management System (RCMS) tool.	Commission, Member States	May 2025: New Service Level Agreement signed with Pakistani authorities for maintenance and technical developments of RCMS. Q4 2025: 16th EU-Pakistan Joint Readmission Committee	- The EU and Pakistan held the 15th Joint Readmission Committee meeting on 24 April 2024 to discuss the cooperation on return and readmission. - On 24 April 2024, the Commission and Pakistan, with participation of International Organisation for Migration (IOM), held technical exchanges on the Readmission Case	<i>Conduct technical meeting on the EU-Pakistan RCMS.</i> <i>Conduct the 16th Joint Readmission Committee meeting.</i>

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				reintegration project took place on 8 May 2025. The draft internal SOPs of the project are being developed – consultations are ongoing. • Sustainable Reintegration Pakistan: Swedish Migration Agency/Return and Reintegration Facility project 2023-24.	██████████ ██████████████████ ██████████████████ ██████
8. Protection and sustainable solutions for displaced Afghans in Pakistan	Promote the Team Europe initiative on Afghan displacement to coordinate and highlight European support in the area and continue engagement in the framework of the Solutions Strategy for Afghan Refugees (SSAR) platform, while ensuring sufficient EU coordination.	Commission, EEAS, Member States, EUAA	• Coordination meeting among TEI Members in July 2023 to compare plans for funding in the region. • Implementation of the NDICI regional action “Support to Afghan refugees and displaced people in Pakistan, Iran, Central Asia and Afghanistan” adopted in 2021 (EUR 50 million) ongoing. • Implementation of the NDICI regional action	• A high-level coordination meeting of the regional TEI on the Afghan displacement situation took place on 27 February 2024. Regular coordination meetings of the TEI continue. • Work of the EU Agency for Asylum (EUAA) Expert Platform on Safe Pathways for Afghans continues. The last meeting was held in June 2025.	

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			“Displacement Tracking and Evidence for Migration Analysis and Policy in Asia (DATA), adopted in 2022 (EUR 9 million) ongoing. NL assumed the chair of the SSAR platform from Qatar in October 2024.	 - The Commission continues engaging with international like-minded partners within other fora with a view to strengthening collaboration on resettlement and other available pathways for Afghans at risk. - The most recent meeting of the SSAR core group took place in March 2025 with Commission and EEAS participation.	
9. Legal migration and mobility	Develop a Talent Partnership with Pakistan before the end of 2023, increasing the number of	Commission, Member States	April 2024 – second Talent Partnership Roundtable on the	The financing decision for the EUR 3 million support programme was adopted by the	<i>The third Talent Partnership roundtable</i>

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	participating Member States.		development of the Talent Partnership. • NDICI programme to support the Talent Partnership in Pakistan was signed in November 2024 (EUR 3M). The project is implemented by GIZ and co-funded by BMZ (EUR 2M).	Commission in November 2023. The project has been contracted and kicked off in February 2025. • The second Talent Partnership roundtable with Pakistan took place on 23 April 2024, building on regular exchanges. • Two EU-funded MPF projects, implemented by ANOLF Piemonte (SkillsNet) and the City of Turku (Pafiic), were launched and are being implemented in complementarity with the Talent Partnership programme.	<i>with Pakistan to take place in Q4 2025.</i>

ANNEX I: Member States actions

- *Description of the action with the following details (content of the action – indication of the link to the Action file objectives, overall budget, timeframe, key implementors)*

Action	Objective	Budget	Timeframe
<i>Title of the action</i>	<i>Link to the Action file objectives</i>	<i>Indicative budget</i>	<i>Foreseen timetable</i>

ANNEX II: Common messages

- Welcome the continuation of the comprehensive and constructive exchanges in the framework of the annual Migration and Mobility Dialogue, which takes place back-to-back with the Joint Readmission Committee and Talent Partnership Roundtable. The broad agenda of the dialogue reflects the EU's comprehensive approach to fostering a balanced and mutually beneficial migration partnership with Pakistan.
- Emphasise that the EU will continue supporting Pakistan to address challenges related to migration, including migrant smuggling, trafficking in human beings and border management, Afghan displacement and the sustainable reintegration of returnees from the EU.

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- Underline the importance for the EU of an effective implementation of the EU-Pakistan Readmission Agreement to ensure the well-functioning return of Pakistani nationals without the right to stay from the European Union.
- Recall that, in the framework of the Article 25a process of the Visa Code, the cooperation of the Pakistani authorities in the field of readmission is continuously assessed.
- Underline that legal migration can offer opportunities both to countries of origin and destination and is an integral element of the EU's comprehensive approach to migration, while fully respecting national competences of EU Member States. Highlight the potential and progress made in the EU-Pakistan Talent Partnership implementation and recall the ambition to foster legal migration in a mutually beneficial way.