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**WORKING DOCUMENT**

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From:	Presidency
To:	MOCADDEM Roundtable
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Subject:	Action file on Afghanistan

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In view of the Mocadem Roundtable of 26 September 2025, delegations will find attached the "Action file on Afghanistan".

# Operational Coordination Mechanism for the External Dimension of Migration

**MOCADEM**

Action file

**AFGHANISTAN**

22 September 2025

## **Introduction / objectives**


- Provide protection and support to displaced Afghans (internally and in neighbouring countries), paying particular attention to the most vulnerable populations, in terms of access to basic services and a decent reception;
- Strengthen regional cooperation and dialogue with countries in Afghanistan's immediate neighbourhood (Iran, Pakistan, Central Asia) as well as with countries along the migratory route, such as Türkiye;
- Ensure accurate monitoring of the evolution of migration flows along the entire route;
- Fight against trafficking in human beings and migrant smuggling, irregular migration flows and ensure effective border management, respecting human rights and the principle of *non-refoulement*.



Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
				<p>UNHCR's Executive Committee, SSAR Support Platform marked an important milestone with the official transition of the Chairmanship from the State of Qatar to the Kingdom of the Netherlands.</p> <ul style="list-style-type: none"> <li>Regional TEI on Afghan Displacement launched (currently 13 MS; Italy participation to be confirmed at the next coordination meeting on 23 October 2025). Last coordination meeting held on 17 March 2025.</li> <li>Mission of Directors (political and development side) to Kabul (March 2025)</li> </ul>	
Action 2: Promote the protection, reception and management of Afghan refugees in the	Promote the protection, reception and management of Afghan refugees in the region neighbouring Afghanistan consistent with the framework of relevant regional processes,	Commission, EEAS and Member States		<ul style="list-style-type: none"> <li>The Budapest Process Reference Group meeting took place on 07 May 2024 with Afghanistan on the agenda.</li> </ul>	<ul style="list-style-type: none"> <li>EU-Pakistan Migration and Mobility Dialogue scheduled to take place in Q4 2025.</li> <li>EU-Pakistan Subgroup on Democracy, Governance and</li> </ul>

Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
<i>region neighbouring Afghanistan</i>	<i>including the Budapest Process, which includes Pakistan, Iran and Türkiye.</i>			<ul style="list-style-type: none"> <li><i>The 2024 Budapest Process ministerial declaration expressed concerns about the protracted crisis in Afghanistan.</i></li> <li><i>Visit of EU Special Representative for Democracy and Human Rights in Pakistan, January 2025, discussions with Pakistani government and the Pakistani Commissioner for Afghan Refugees.</i></li> <li><i>HU: On 1 December 2022, at the Budapest Process Senior Officials' Meeting, Hungary had a bilateral consultation with a representative of the Budapest Process Secretariat. Hungary raised the idea of organising a thematic meeting on assistance to the Afghan population. The Secretariat of the Budapest Process was basically open to the</i></li> </ul>	<i>Human Rights scheduled in Q4 2025.</i>

Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
				event due to the importance of the issue, but currently has no funds allocated to organise it.	
<i>Action 3: Integrate the Afghan issue into the bilateral dialogues conducted by the EU and Member States with Afghanistan's neighbours</i>	<i>Integrate the Afghan issue into the bilateral dialogues conducted by the EU and Member States with Afghanistan's neighbours, in particular Pakistan, by ascertaining the intention of the new Pakistani authorities to increase the effectiveness of exchanges on migration issues through the establishment of a formal dialogue, and Iran. Continue addressing the Afghan issue also within the dedicated EU-Türkiye dialogue.</i>	<i>Commission and EEAS</i>	<i><b>Sep 2025:</b> preparation of the third Migration and Mobility Dialogue (MMD) with Pakistan. <b>S2 2022:</b> For Iran, continue to approach the authorities with the offer to launch exchanges under the dialogue.</i>	<ul style="list-style-type: none"> <li>• <i>Pakistan: During the second MMD (April 2024) the EU reiterated its standing call to pause the implementation of the 'Illegal Foreigners Repatriation Plan' and the repatriation of Afghans.</i></li> <li>• <i>Iran: Expanded Iran Local Core Group of 29 September at the presence of Iranian authorities.</i></li> <li>• <i>Türkiye: Continued engagement with Türkiye on migratory flows from Afghanistan.</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Third EU-Pakistan Migration and Mobility Dialogue (Q4 2025) to review situation of Afghan nationals in Pakistan and the region.</i></li> <li>• <i>EU-Pakistan Subgroup on Democracy, Governance and Human Rights scheduled in Q4 2025, together with the EU-Pakistan Joint Commission, to raise the point of Afghan refugees hosted in Pakistan and the implementation of the Illegal Foreigners' Repatriation Plan.</i></li> </ul>
<i>Action 4: Address the displacement of Afghans as</i>	<i>During contact with the de facto authorities in Afghanistan, guided by the five benchmarks</i>	<i>EEAS, Commission and Member States</i>		<ul style="list-style-type: none"> <li>• <i>Diplomatic outreach: safe passage issues addressed with the de facto authorities by the</i></li> </ul>	

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<i>well as the safe passage of Afghans and non-Afghans with the de facto authorities</i>	<i>(humanitarian access, safe passage, counter-terrorism, human rights and fundamental freedoms, and inclusive governance), seek to address, as relevant, the issue of displacement of Afghans as well as the safe passage of Afghans and non-Afghans wanting to leave.</i>			<p><i>EU Chargé d'affaires and EUSE.</i></p> <ul style="list-style-type: none"> <li>  </li> </ul>	
<i>Action 5: Support measures for displaced Afghans throughout the region</i>	<i>In close cooperation with UNHCR, IOM and relevant partners, increase support for forcibly displaced Afghans in Afghanistan and neighbouring countries (Iran, Pakistan, Central Asia), notably in the framework of the regional TEI on Afghan displacement. Within this framework and in coherence with the work of the SSAR platform, support Afghan refugees, IDPs and host communities through policy dialogue, protection (including reception, shelter, registration, social inclusion and sustainable</i>	<i>Commission, EEAS, Member States and EUAA</i>		<ul style="list-style-type: none"> <li><i>Regional TEI on Afghan Displacement launched (currently 13 MS; Italy participation to be confirmed at the next coordination meeting on 23 October 2025). Last coordination meeting held on 17 March 2025.</i></li> <li><i>Under the TEI, development support provided to date by the Commission (INTPA, MENA, ECHO, HOME, FPI, EUAA) of around € 900mln. for Afghan refugees, IDPs and host communities in Pakistan, Iran, Central</i></li> </ul>	<ul style="list-style-type: none"> <li><i>Next coordination meeting of the Regional TEI on Afghan Displacement to be held on 23 October 2025.</i></li> </ul>

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	<i>reintegration), provision of basic services (WASH, health, psychological support, education for children and youth), job creation and access to the labour market in the host countries, in consistence with their national legislation (in Afghanistan, actions under the TEI combine humanitarian and basic needs type of support).</i>			<p><i>Asia and Afghanistan to meet the urgent needs of the population.</i></p> <ul style="list-style-type: none"> <li><i>Member States: Indicative financial contributions to the TEI of around € 1,1 bln. from 13 participating Member States.</i></li> <li><i>EUAA is committed to provide technical assistance on vulnerabilities and information provision. On 7 September 2025, EUAA published its raining Needs Analysis methodology, following a survey on training needs under the Prague Process to deliver foundational training modules in cooperation with ICMPD.</i></li> </ul>	
<i>Action 6: Support measures for humanitarian admission and resettlement</i>	<i>Member States to implement under the ongoing EU ad hoc resettlement and humanitarian admission scheme the 29,110 pledges for the humanitarian</i>	<i>Commission, EEAS, Member States and EUAA</i>	<b>Ongoing:</b> <i>Under the ad hoc 2024-2025 EU Resettlement and Humanitarian Admission Scheme, Afghans at risk</i>	<ul style="list-style-type: none"> <li><i>Member States to implement the pledges submitted for 2023-2025 before the end of 2025.</i></li> </ul>	<ul style="list-style-type: none"> <li><i>30 September 2025: Next meeting of the EUAA Expert Platform on safe pathways for Afghans.</i></li> </ul>

Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
	<p>admission and resettlement of Afghans submitted in the framework of the specific support scheme for Afghans at risk. Continue the coordination work, including with international partners, in the framework of the EUAA Expert Platform on safe pathways for Afghans. Continue, on a voluntary basis or for those countries that have not yet met their commitments, evacuation operations for people at particular risk in Afghanistan, while considering the [REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p>		<p>remained a priority for the EU efforts.</p>	<ul style="list-style-type: none"> <li>Member States reported more than 52 000 arrivals of Afghans at risk since 2021, mostly humanitarian admission arrivals.</li> <li>Since 2022, the EUAA organised 21 meetings of the EUAA Expert Platform on Safe Pathways for Afghans (the last meeting took place on 19 June 2025).</li> <li>[REDACTED]</li> </ul>	
<p>Action 7: Measures to combat the</p>	<p>Provide support to addressing challenges related to migration in the</p>	<p>Commission, Member States, Frontex</p>	<p>Ongoing Project "Integrated Border Management in</p>	<ul style="list-style-type: none"> <li>Preparation of the FRONTEX visit - agreement from PK</li> </ul>	

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<i>smuggling of migrants and trafficking in human beings, as well as to support border management</i>	<i>Afghan neighbourhood, including the fight against migrant smuggling and trafficking in human beings - including enhancing knowledge and relevant statistical data - and border management. Pakistan: Continue cooperation in this area, following ongoing projects ("Global Action against trafficking in Persons and the Smuggling of Migrants - Asia and the Middle East" - "Integrated Border Management in the Silk Route Countries"); Step up Frontex cooperation with the Pakistani authorities, in particular in the area of border management, through the deployment of a liaison officer (FLO).</i>		<i>the Silk Route Countries" ended in 2024</i>	<i>side, Frontex to propose concrete dates to PK (through EMLO in Islamabad).</i>	
<i>Action 8: Monitoring the evolution of flows</i>	<i>Within the framework of the Blueprint network, in conjunction with all relevant partners, including IOM and UNHCR, provide a detailed update on migratory movements and</i>	<i>Commission, Agencies, Member States and EUAA</i>	<i>Ongoing</i>	<i>EUAA has published the following specialised reports with focus on Afghanistan:</i>  <i>• Afghanistan: Country Focus, November 2024;</i>	<i>• Activities covered by Regional INTPA Action DATA ("Displacement Tracking and Evidence for Migration Analysis and Policy in Asia") implemented by IOM</i>

Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
	<p><i>internal displacement in the context of the crisis. Report any significant trends in departures and arrivals in the European Union.</i></p>			<ul style="list-style-type: none"> <li>• <i>Afghanistan: Country Focus, December 2023;</i></li> <li>• <i>Guidance note on Afghanistan, 7 October 2022;</i></li> <li>• <i>Mobility Trends Report on Afghan nationals in Pakistan, Iran, Turkey and Central Asia, 28 September 2022;</i></li> <li>• <i>Three Country of Origin Information (COI) reports, focusing on key socio-economic indicators in Afghanistan and in Kabul city, on the targeting of individuals in Afghanistan and on the security situation in the country, 16 September 2022;</i></li> <li>• <i>Afghanistan: Key socio-economic indicators, August 2022;</i></li> <li>• <i>Afghanistan: Targeting of Individuals, August 2022;</i></li> <li>• <i>Factsheet detailing developments regarding Afghan</i></li> </ul>	<p><i>including Afghanistan, Pakistan, Central Asia (2023-2026)</i></p> <ul style="list-style-type: none"> <li>• <i>EUAA continuously produces relevant analytical reports on Afghanistan to the Blueprint Network.</i></li> </ul>

Action	Specific Objectives	Lead actor(s)	Timeframe	Actions completed, Results	Next Steps / Comments
				<p><i>nationals seeking international protection in the EU+, 23 August 2022;</i></p> <ul style="list-style-type: none"> <li>• <i>Country of Origin Information report covering the situation of Afghan refugees in Pakistan, 20 May 2022;</i></li> <li>• <i>EUAA-Europol-Frontex Joint Analysis on Secondary Movements by Afghan Nationals, 12 May 2022;</i></li> <li>• <i>Mobility Trends Report on Afghan nationals in Pakistan, Iran Turkey and Central Asia, 4 May 2022;</i></li> <li>• <i>Updated Country Guidance on Afghanistan, 20 April 2022;</i></li> <li>• <i>Updated COI report on Afghanistan, 10 January 2022.</i></li> </ul>	

## 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>