Briefing

EU Legislation in Progress
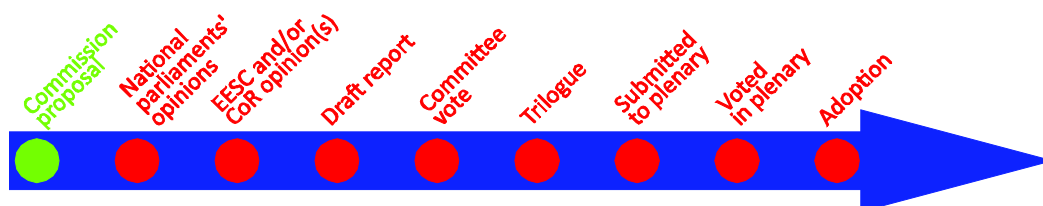
8 October 2015

European Parliament

Safe countries of origin
Proposed common EU list

SUMMARY

As part of the European Agenda on Migration, the Commission proposed on 9 September 2015 to establish a common EU list of safe countries of origin, initially comprising Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Kosovo, Montenegro, Serbia and Turkey. This would enable fast-tracking of asylum applications from citizens of these countries, which are considered 'safe' according to the criteria set out in the Asylum Procedures Directive and in full compliance with the principle of non-refoulement. Currently, these lists are defined at national level and not coordinated, which can lead to different recognition rates of similar asylum applications and the incentive to apply for asylum in Member States with higher recognition rates.

Proposal for a Regulation of the European Parliament and of the Council establishing an EU common list of safe countries of origin for the purposes of Directive 2013/32/EU of the European Parliament and of the Council on common procedures for granting and withdrawing international protection, and amending Directive 2013/32/EU

Committee responsible:	Civil Liberties, Justice and Home Affairs (LIBE)	COM(2015) 452 *of* 9 September 2015
Rapporteur:	Sylvie Guillaume (S&D, France)	procedure ref.: 2015/0211(COD)
Next steps expected:	Deliberations in LIBE Committee, Opinion from AFET Committee	Ordinary legislative procedure

Commission proposal · National parliaments' opinions · EESC and/or CoR opinion(s) · Draft report · Committee vote · Trilogue · Submitted to plenary · Voted in plenary · Adoption

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Introduction

On 9 September 2015, the European Commission adopted its second implementation package under the European Agenda for Migration in response to the unprecedented migrant flows arriving in the European Union. The new package includes a proposal for a Regulation establishing an EU common list of safe countries of origin, as agreed by the European Council of 25-26 June 2015. The UK and Ireland may choose to opt in, while Denmark will not participate in the adoption of the regulation. The proposed list would initially comprise seven countries: Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Kosovo, Montenegro, Serbia and Turkey.

The concept of a 'safe country of origin' (SCO) is used in migration management to define countries which, based on their stable democratic system and compliance with international human-rights treaties, are presumed safe to live in. Based on this presumption, the recast Asylum Procedures Directive applicable since 21 July 2015 permits the use of an accelerated procedure, without prejudice to the final decision, when the applicant is from a 'safe country of origin'. The Asylum Procedures Directive and the recast Qualification Directive set standards for determining which asylum applicants qualify for international protection. These Directives rely on the refugee law requirements set out in the 1951 UN Convention (Geneva Convention) and the 1967 Protocol, which define a refugee as a person who 'owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country.' The definition of refugees was intended to exclude internally displaced persons, economic migrants, victims of natural disasters, or persons fleeing violent conflict but not subject to discriminatory persecution.[1]

However, procedures for returning asylum-seekers who do not meet the criteria must not violate the principle of non-refoulement enshrined in Article 33 of the Convention, which stipulates that 'no Contracting State shall expel or return (*refouler*) a refugee in any manner whatsoever to the frontiers of territories where his life or freedom would be threatened on account of his race, religion, nationality, membership of a particular social group or political opinion.'

> The Geneva Convention and its Protocol relating to the status of refugees currently bind 142 Contracting States, including all EU Member States. Turkey and all Western Balkan states except Kosovo are signatories to both the Convention and the Protocol.
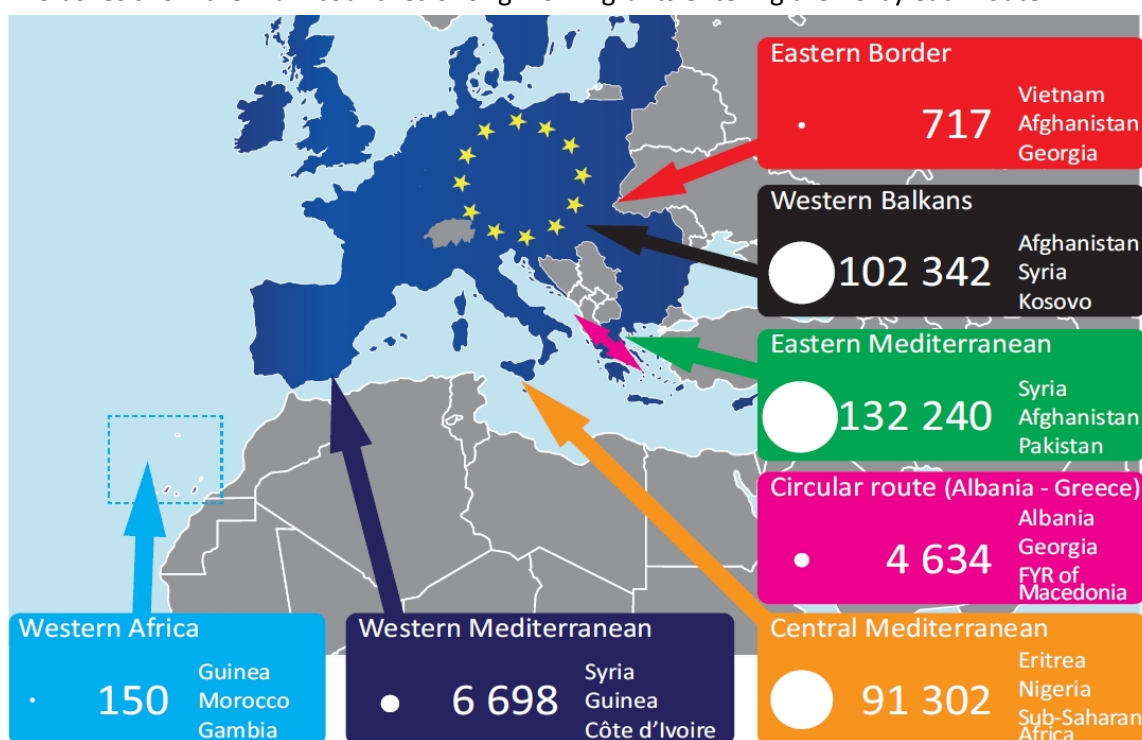
The concept of safe country of origin should not be confused with the notion of safe third country. The first applies to a country whose own citizens are not persecuted, whereas the latter refers to a transit country considered safe for providing international protection.

Context

The proposals for enhanced migration management come at a time when the EU is faced with significant migratory flows. The violent conflicts in Syria and Iraq, and instability and poverty in parts of Africa have forced millions of people to flee their homeland in search of protection and a decent life elsewhere, many of them in the EU (see Figures 1 and 2). According to the 'Asylum Trends Snapshot' of the European Asylum Support Office (EASO) from August 2015, the number of asylum applications recorded by EU+ (EU-28 plus Norway and Switzerland) countries reached a record high for the fourth consecutive month, with over 148 880 applications reported. This places a heavy burden on national asylum systems, not least in countries situated at the external borders of the EU.

Figure 1: Numbers of illegal entries into the EU by route, January–June 2015

The boxes show the main countries of origin of migrants entering the EU by each route.
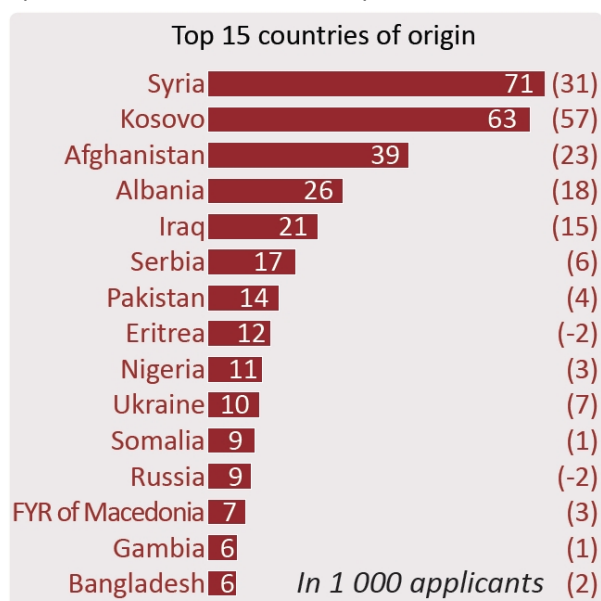

Eastern Border
717   Vietnam Afghanistan Georgia

Western Balkans
102 342   Afghanistan Syria Kosovo

Eastern Mediterranean
132 240   Syria Afghanistan Pakistan

Circular route (Albania - Greece)
4 634   Albania Georgia FYR of Macedonia

Western Africa
150   Guinea Morocco Gambia

Western Mediterranean
6 698   Syria Guinea Côte d'Ivoire

Central Mediterranean
91 302   Eritrea Nigeria Sub-Saharan Africa

Source: Recent migration flows to the EU, European Parliament, DG EPRS, Giulio Sabbati, September 2015.

According to the United Nations Refugee Agency (UNHCR), during mass movements of refugees, usually as a result of conflicts or generalised violence as opposed to individual persecution, there is no – nor ever will be – capacity to conduct individual asylum interviews for everyone who has crossed a border. Nor is it usually necessary, since in such circumstances it is generally evident why they have fled. As a result, such groups are often declared 'prima facie' refugees.

The current migration flows are mixed, comprising both economic migrants and asylum-seekers. In reality, these groups can and do overlap and this grey area is often exacerbated by the inconsistent methods with which asylum applications may be processed in the Member States. This has pointed to a need to better coordinate practices in order to avoid clear discrepancies within the EU when processing similar asylum applications.

Figure 2: Top 15 countries of origin of asylum applicants in the EU, January–June 2015

The values for the same period in 2014 are shown in parenthesis.

Top 15 countries of origin

Country	In 1 000 applicants	(2014)
Syria	71	(31)
Kosovo	63	(57)
Afghanistan	39	(23)
Albania	26	(18)
Iraq	21	(15)
Serbia	17	(6)
Pakistan	14	(4)
Eritrea	12	(-2)
Nigeria	11	(3)
Ukraine	10	(7)
Somalia	9	(1)
Russia	9	(-2)
FYR of Macedonia	7	(3)
Gambia	6	(1)
Bangladesh	6	(2)

Source: Recent migration flows to the EU, European Parliament, DG EPRS, Giulio Sabbati, September 2015.

Existing situation

At the moment, SCO lists are defined at national level in accordance with the criteria laid down in the Asylum Procedures Directive, ensuring that

- the applicant's life and liberty are not in danger on account of race, religion, nationality, membership of a particular social group or political opinion';
- there is no risk of serious harm, in the meaning of the Qualification Directive;
- the principle of non-refoulement is respected;
- the prohibition of removal, in violation of the right to freedom from torture and cruel, inhuman or degrading treatment as laid down in international law, is respected; and
- refugee status can be requested and those recognised as refugees receive protection in accordance with the Geneva Convention.

Article 31(8)(b) of the recast Asylum Procedures Directive stipulates that 'Member States may provide that an examination procedure in accordance with the basic principles and guarantees of Chapter II be accelerated and/or conducted at the border or in transit zones … if the applicant is from a safe country of origin within the meaning of this Directive'. The provisions make a distinction between prioritised and accelerated procedures, the latter being applicable for unfounded or manifestly unfounded applications, on the assumption that these will probably be rejected.

Under the Directive, the time limit for processing asylum applications is six months, which can be extended for compelling reasons up to a maximum of 21 months. The Commission observes that the national time limits to process claims using accelerated procedures currently vary from between a few days to five months, whereas all the basic procedural rights, including the right to a personal interview still apply. The Commission has consistently stressed that the fast-track approach should not compromise the obligation to examine applications case by case. Granting protection to a citizen from a country that is included in the SCO list is possible but in that case the applicant needs to demonstrate his or her individual need for international protection.

As for appeals, although the recast Directive now allows applicants to stay pending the outcome of the process, this need not be the case when applicants have been given the chance to challenge their removal decision in court. However, taking into account the short processing periods, fast-tracking may mean that asylum-seekers are returned before their appeal is decided. The Asylum Information Database (AIDA) 2014/2015 Annual Report draws attention to the risks of legal uncertainty and arbitrariness, as well as to the gap between acceleration as set out in law and in practice.

Moreover, several Member States do not have SCO lists at all. The Commission in its proposal affirms that SCO lists are currently used in at least 12 Member States. Other countries either do not differentiate asylum applications in this respect, as is the case in Lithuania, or apply the concept without a designated SCO list, as in the Netherlands. The AIDA 2014/2015 Annual Report suggests that the administrative practice may exist in countries with no formal SCO list.

Not surprisingly, national SCO lists are different (see Table 1) and as pointed out in the AIDA 2013/2014 Annual Report, no country is on the safe list of all EU Member States. The way Member States conduct safety assessments with regard to countries of origin is far from homogenous in practice. This is also the case for Western Balkan countries and Turkey, which it is now proposed be included in the common EU list. Turkey is defined as a safe country of origin only by Bulgaria. Kosovo, while currently recognised as safe by five Member States, is not party to the Geneva Convention and its Protocol.

There are also recent changes in SCO lists. France withdrew Kosovo from its safe list as of 10 October 2014. Germany added Serbia, Macedonia, and Bosnia and Herzegovina on 19 September 2014, and its Government put forward changes to asylum law on 29 September 2015 to add Albania, Kosovo and Montenegro. The latter changes should come into force on 1 November 2015 following debate in the Bundestag.

Table 1: Western Balkan countries and Turkey and EU Member States' SCO lists

	Austria	Belgium	Bulgaria	Czech Rep.	France	Germany	Ireland	Latvia	Luxembourg	Malta	Slovakia	UK
Albania	●	●	●	●	●				●			●
Bosnia and Herzegovina	●	●	●	●	●	●			●			●
former Yugoslav Republic of Macedonia	●	●	●	●	●	●			●			●
Kosovo	●	●		●					●			●
Montenegro	●	●	●	●	●				●		●	●
Serbia	●	●	●	●	●	●			●			●
Turkey			●						●			

Source: EMN Ad-Hoc Query and Statewatch information note

The divergences in national SCO lists may lead to different recognition rates for asylum applications, especially for Western Balkan nationals whose recognition rates are low across the EU. According to the 2014 EASO Annual Report, the rate was 4.8% in EU+. Statewatch notes that the recognition rate has followed a downward trend, dropping from 15% in 2008 to 5% in 2010. Regardless of this, Western Balkan nationals are

increasingly applying for international protection in the EU. EASO observes in its 2014 Annual Report that the number of asylum applicants from these countries was nearly 110 000 in 2014, making them the second-largest group of applicants after Syrians, and ahead of Eritreans. Of the Western Balkan applications, 60-80 % come from citizens of Serbia and Kosovo.

The flow is not evenly distributed: in the past two years, 91 % of applications were received by only five Member States: Germany, Hungary, France, Sweden and Belgium. Frontex notes a 239 % rise in asylum applications, mostly from Kosovo nationals, in Hungary, which became the main entry point due to its geographical situation, not least since its belonging to the Schengen area enables migrants to move on from Hungary without the need to cross any internal borders. Nevertheless, the same source suggests that Hungary might only be a transit country for Kosovars, who register their asylum applications in Hungary, but then try to reach other EU Member States, in particular Germany.

Compared to other nationalities, the number of repeat applications is particularly high for Western Balkan applicants. EASO confirms that the countries receiving the highest number of applications have the lowest rates of positive decisions. Member States that had a higher recognition rate, such as Italy, UK and Denmark, mostly relied on national humanitarian legislation, but again the number of decisions was low.

Possible asylum misuse by citizens of Western Balkan countries that benefit from visa-free travel was addressed by the European Commission in February 2015 and by the Justice and Home Affairs Council on 20 July 2015, which came to the conclusion that Western Balkan countries should be defined as safe countries of origin to enable fast-tracking of their asylum applications.

The changes the proposal would bring

The Commission is proposing to establish the EU list of safe countries so that all Member States would use procedures linked to this concept. The seven countries were chosen because their nationals account for around 17% of the total number of applications lodged in the EU. Other countries may be included in the future after a thorough assessment by the Commission and adoption by the two co-legislators: the European Parliament and the Council.

Moreover, the seven countries were selected as they are considered, in principle, to fulfil the requirements set out in the Asylum Procedures Directive. Rankings of countries of origin based on recognition rate (from low to high) and for which at least 1 000 applicants were registered in 2014 show that all six Western Balkan countries can be found in the top 10.

The majority of these countries have also been designated as candidate countries by the European Council, fulfilling, again in principle, the Copenhagen criteria guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities. Candidates for EU membership can thus a priori be considered 'safe'. The Commission asserts that it will regularly review the situation in the countries concerned, and where necessary can propose to temporarily suspend countries from the list.

The purpose of establishing the list of safe countries is to separate better those who are in clear need of international protection and are therefore very likely to succeed in their asylum applications, and those who are leaving their country for other reasons which do not fall under the right of asylum. This list will enable Member States to fast-track

asylum procedures for nationals of countries that are presumed safe to live in. The Commission President, Jean-Claude Juncker, explained that 'the presumption of safety must certainly apply to all countries which the European Council unanimously decided meet the basic Copenhagen criteria for EU membership – notably as regards democracy, the rule of law, and fundamental rights'. The Commission confirms that it should also apply to other potential candidate countries in view of their progress towards candidate status.

This common European list is also intended to reduce discrepancies among Member States in processing asylum claims. The list is meant to help eliminate potential 'loopholes' and deter secondary movements of applicants for international protection, who may currently seek to reach a specific Member State based on a perceived higher chance of being successfully granted protection. The 'safe countries of origin' list could also allow for swifter returns of those applicants who do not qualify for asylum. The establishment of the list should deter attempted abuses of the Common European Asylum System and allow Member States to devote greater resources to providing adequate protection to persons in genuine need.

According to some observers, the 'safe country of origin' concept still bears a number of substantial conceptual and procedural risks. Criteria such as the number of European Court of Human Rights (ECtHR) rulings finding violations, the Copenhagen criteria for EU accession or even the fact that a particular country is considered 'safe' by several Member States do not necessarily guarantee that the safety criteria in Annex I to the recast Asylum Procedures Directive are met. The Commission approached this issue by assessing the existence of human rights protection in the national legal orders.

Table 2: Comparison of countries to be included in the common safe country of origin list

Country	ECtHR rulings of violations of European Convention on Human Rights in 2014	Percentage of well-founded asylum applications in 2014	EU candidate country
Albania	4 of 150 cases	7.8%	✓
Bosnia and Herzegovina	5 of 1 196	4.6%	
former Yugoslav Republic of Macedonia	6 of 502	0.9%	✓
Kosovo	not party to ECHR	6.3%	
Montenegro	1 of 447	3.0%	✓
Serbia	16 of 11 490	1.8%	✓
Turkey	94 of 2 899	23.1%	✓

Source: European Commission fact sheet of 9 September 2015.

A balance between efficiency and respect for the right to seek asylum needs to be sought: statistics show that there are still thousands of applicants from these states who demonstrate a genuine need for protection. The Commission's own explanatory memorandum notes that in all the states concerned, there was persecution on lesbian, gay, bisexual, transgender and intersex (LGBTI) grounds, as well as persecution in some states against Roma, women and children.

Preparation of the proposal

Establishing a minimum common EU list was previously attempted in 2005 but at the time the Member States failed to reach agreement on the countries to include in the list. This option, included in the 2005 Asylum Procedures Directive, was subsequently challenged by the European Parliament in the Court of Justice of the European Union (CJEU), which annulled it for lack of procedural conformity.

This time, the Commission is using the option for 'Union rules leading to a common asylum procedure in the Union' provided for in recital 4 of the recast Asylum Procedures Directive, building on the fact that the majority of the suggested countries are already included in national SCO lists. This option is now being negotiated with the Council and the European Parliament.

The legal basis stated in the proposal is Article 78(2)(d) TFEU, providing for common procedures for the granting and withdrawing of uniform asylum and subsidiary protection status. The objective is to amend the Asylum Procedures Directive to enable the establishment of a common EU list. As pointed out by Statewatch, without such an amendment there is currently no legal basis for adopting a binding common SCO list. The Asylum Procedures Directive only enables the adoption of national lists pursuant to the requirements listed in Annex I. However, these lists could be harmonised based on the consensus reached at the Justice and Home Affairs Council meeting on 20 July, at which Member States agreed on the suggested list.

The Commission explains in its proposal for a regulation that there is a sharp increase in asylum applications submitted by citizens of the proposed countries. All except Turkey and Kosovo have been exempt from EU visa requirements since 2010. In its assessment report published in February 2015, the Commission deplored that the number of asylum applications from the visa-free countries had been increasing constantly since visa liberalisation, while the recognition rates in EU+ continued to fall, leading to a large number of manifestly unfounded claims. The overarching aim of the new regulation would be to improve migration management, especially through reducing abuse of national asylum systems as well as the Common European Asylum System.

As highlighted by the Jean-Claude Juncker in the debate following his State of the Union speech, adopting a common EU list of safe countries of origin 'will enable Member States to fast-track asylum procedures for nationals of countries that are presumed safe to live in'. Indeed, the Commission departed from the premise that as candidate countries for EU accession, their compliance with the requirements is regularly assessed in annual progress reports. But, as pointed out by Juncker, 'the list of safe countries is only a procedural simplification. It cannot take away ... the fundamental right of asylum ... We are not neutralising the Geneva Convention.' The Commission asserts that if the situation should suddenly deteriorate in one of the countries such as to render it unsafe, the Commission would have the competence to immediately suspend it from the list. Such a suspension could potentially have repercussions on the progress a candidate country can make towards EU accession. Should a candidate country be suspended repeatedly from the 'safe country of origin list', this could also have implications for the continuation of negotiations in view of its accession.[2]

Paving the way to the proposal, an EASO expert-level meeting on 2 September 2015 expanded on the findings of the updated EASO report on Western-Balkan asylum applicants. The Commission also confirms it made use of reporting by the European External Action Service (EEAS), Member States, the Council of Europe, the UNHCR and other relevant international organisations, which helped to reach broad consensus to include the Western Balkan countries. However, commentators point out that Turkey was added on the Commission's initiative.

Parliament's starting position

The European Parliament adopted a resolution on 17 December 2014, in which it reiterated the need for a holistic EU approach to migration which would open up more legal channels for economic migration to counteract irregular migration, while bringing about a fairer system of burden-sharing across the EU regarding humanitarian protection in compliance with Article 80 TFEU.

On 26 February 2015, the Civil Liberties, Justice and Home Affairs Committee was tasked with drafting an own-initiative report on a holistic approach to migration, which is awaiting committee decision.

The European Parliament adopted a resolution on 29 April 2015, calling for the strongest possible criminal sanctions against human trafficking and smuggling as well as strengthening cooperation with third countries to save lives at sea. It called on the Commission to develop an ambitious European Agenda for Migration.

On 20 May 2015, the European Parliament held a plenary debate on the Commission proposals to cope with the large numbers of migrants seeking to reach the EU, including through an emergency mechanism for relocating migrants, a resettlement scheme to take in migrants from countries outside the EU and increased funds for securing borders.

On 16 July 2015, the Civil Liberties, Justice and Home Affairs Committee backed a binding emergency mechanism on relocation of an initial 40 000 asylum-seekers from Italy and Greece.

The European Parliament adopted a resolution on migration and refugees in Europe on 10 September 2015. Members stressed their commitment to open borders within the Schengen area, at the same time ensuring effective management of external borders. While welcoming the Commission's proposals, Parliament recalled that the possibilities for people in need of protection to legally enter the EU are very limited, leaving them no other option than to resort to criminal smugglers and dangerous routes. To this end, the Parliament insisted on humanitarian corridors and humanitarian visas as well as on a compulsory resettlement programme, enhanced family reunification principle and private sponsorship schemes. Lastly, it called upon the Commission and the VP/HR, Federica Mogherini, to convene an international conference on the refugee crisis with the aim of establishing a common global humanitarian aid strategy.

Stakeholders' views

The UNHCR does not oppose the notion of 'safe country of origin' as long as it is used as a procedural tool to prioritise and/or accelerate examination of an application in very carefully circumscribed situations. UNHCR recognises the inherent difficulties in making an assessment of general safety. Displacement situations and general conditions can be volatile in many countries. Moreover, any assessment by states is susceptible to political, economic and foreign policy considerations.

The UNHCR considers it critical to ensure that:

- each application is examined fully and individually on its merits in accordance with certain procedural safeguards;
- each applicant is given an effective opportunity to rebut the presumption of safety of their country of origin in his or her individual circumstances;
- the burden of proof on the applicant is not increased; and
- applicants have the right to an effective remedy in the case of a negative decision.

Michael Diedring, Secretary General of ECRE stated, at the launch of the 2014/2015 AIDA Annual Report, that the proposed regulation will enable EU countries to apply accelerated procedures, which in practice often significantly curtail asylum-seekers' rights to appeal a negative decision and to lawfully remain on the territory pending such an appeal. Sharp discrepancies exist in the current interpretation of the 'safe country of origin' concept across the EU. At the same time, refugee-status determination processes often reveal that asylum-seekers coming from 'safe countries of origin' are in need of international protection. He warned that 'advocating for a common EU approach to "safe countries of origin" therefore runs the risk of a "race to the bottom" in protection standards by standardising presumptions'.

Similar concerns were echoed by Amnesty International as well as Human Rights Watch. Amnesty International's Iverna McGowan underlined that 'refugee status is determined by individual circumstances, meaning no country of origin can be deemed "safe". ... The EU must stop looking for ways to keep people out, and increase ways for people in need of international protection to access it safely and legally.'

Advisory committees

The European Economic and Social Committee is organising a hearing on the European Agenda on Migration on 15 October 2015, followed by its study group's second meeting on 16 October 2015. The EESC opinion on the proposal is expected in May 2016.

The Committee of the Regions has adopted, at commission level, a draft opinion on European Agenda on Migration, where it suggests 'agreeing on EU-wide lists of "safe third countries" in order to guarantee common standards at EU level'. The draft opinion will be submitted for adoption in plenary on 3 December 2015.

Council and European Council

In view of the implementation of the European Agenda on Migration, the European Council of 25-26 June 2015 stressed the need for cooperation with countries of origin and transit to accelerate readmission negotiations. Subsequently, the Justice and Home Affairs Council of 20 July 2015 adopted conclusions on the designation of certain third countries as safe countries of origin. On the same day, the Foreign Affairs Council re-affirmed its support for a geographically balanced EU external migration policy and adopted a new Action Plan on Human Rights and Democracy for the 2015-2019 period.

The Presidency collected suggested revisions to the Commission's proposal, which were fed into the Justice and Home Affairs Counsellors meeting on 2 October 2015. One insertion concerns the suspension of a country from a safe list. It is suggested that the Member States would not be able to designate a country as safe in their national lists after the Commission has suspended it from the EU common list. Similarly, should the Commission remove a country from the common list, a Member State would only be able to designate it in its national SCO list after establishing again that the country fulfils the conditions.

The Justice and Home Affairs Council will discuss the proposal on 8-9 October 2015. The European Council of 15-16 October 2015 will follow up on the high-level conference on the Western Balkans route which took place in Vienna in August 2015. Another high level conference on the Eastern Mediterranean – Western Balkans Route takes place in Luxembourg on 8 October 2015, bringing together EU Member States, Western Balkan countries and Turkey with the participation of HR/VP, Federica Mogherini.

The Valletta Summit on 11 and 12 November 2015 will build on existing cooperation between the EU and Africa, particularly on regional policy dialogues with countries along the western migratory route (Rabat Process) and the eastern migratory route (Khartoum Process).

The Council will continue to monitor implementation of the measures agreed to date and as co-legislator will be asked to pronounce on the Commission proposal in due course.

National parliaments

No Member State has so far submitted a reasoned opinion on the proposal. The subsidiarity deadline is 9 November 2015.

Parliamentary analysis

In September 2014, the Civil Liberties, Justice and Home Affairs Committee commissioned a study, Humanitarian visas: option or obligation?, which analyses existing EU legislation and practice on the issuing of humanitarian visas.

In October 2014, the same committee commissioned a study on New approaches, alternative avenues and means of access to asylum procedures for persons seeking international protection and in July 2015, a study on Enhancing the Common European asylum system and alternatives to Dublin which contains recommendations to resolve current practical, legal and policy problems related to the Dublin system.

The European Parliament's DG EPRS has produced, and continues to publish, an extensive set of publications on issues concerning migration and asylum, which include statistics as well as policy analysis in this field.

Legislative process

The proposal, COM(2015) 452, submitted by the Commission on 9 September 2015 has been assigned to the Civil Liberties, Justice and Home Affairs Committee. The topic will be discussed at the Committee's meeting on 9-10 November 2015.

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Endnotes

[1] The 1951 Convention Relating to the Status of Refugees and its 1967 Protocol: a commentary, Andreas Zimmermann, Jonas Dörschner, Felix Machts, Oxford, Oxford University Press, 2011

[2] See negotiating framework with Turkey, Article 5, and negotiating framework with Montenegro, Article 23.

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