

JHA
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**Council of the
European Union**

Justice and Home Affairs

Refugee and Migration Crisis

Welcome to this regional conference. My name is Oliver Xie, and I will be your chair for this committee. A bit about myself first: I am a senior at Dr. Phillips High School and have participated in Model UN for four years now. I am excited to have the chance to chair this committee and hear the solutions you will bring to the table in softening this human tragedy.

The migrant crisis in the European Union is an ongoing one, and a situation with serious implications for the future of Europe. Not only must we consider the root causes of these migrations, but also their effects on European stability. The added burden on a continent with already low rates of economic growth combined with social and cultural pressures due to changing demographics have the potential cause serious geopolitical consequences.

You will be simulating one configuration of the Council of the European Union (commonly referred to as the Council) – Justice and Home Affairs. This is a meeting of ministers representing all 28 states in the EU. This specific configuration deals with a variety of matters, including all movement of individuals (refugee and migrants) as well as matters regarding the judicial enforcement of EU laws within and without its borders. Therefore, your powers will be substantial and any decisions you make will have effects on the EU for years to come.

I hope that this committee opens your eyes not only to the mass migration that is occurring every day, but also to the difficulties facing EU leaders in ensuring both the well-being of these migrants and their own citizens.

- Oliver Xie

VP | United Nations Association of Orlando

Committee Operations

This committee will be a crisis style committee, meaning delegates will have to manage changing situations while still debating and solving the problem at hand.

Unlike traditional Model UN committees, this council will operate on the principle of **consensus**. This means that formal proceedings will be less important and smaller work-groups or lobbying strategies will be more effective. This style of consensus-building is like that found in the actual United Nations and European Union; the rules of procedures found in Model UN do NOT accurately reflect these international bodies.

This means that formal rules of procedures will not be implemented. The committee will operate on an unmoderated basis that allows delegates to gather in small groups to form solutions, negotiate with other groups, or lobby other delegates to sign onto their proposal. Only when a paper has been fully formed will the body formally vote upon it.

When voting, the actual Council's procedures will be adopted. A double majority – 55% or more of the governments representing 65% or more of the Union's citizens – will be needed to pass any regulation, directive, or decision. Four votes against will be enough to block it. In addition, any combination of members may issue a recommendation or opinion without a formal vote.

Crisis Operations

While this committee is in the crisis style, it will not operate like traditional crisis committees. Situations will arise constantly throughout that may change a delegate's country's stance on the issue at hand. If this occurs, delegates are **expected to reflect this new attitude in country policy**. Delegates may also influence the arc of the committee by submitting crisis notes which include directives, communiqués, or press releases. Only the power of their office and not personal power (like family connections, etc.) will be considered. Furthermore, unlike crisis committees, any action considered outlandish or outside the scope of the committee will be considered null and void.

Please keep in mind that we are here to learn about consensus building in the European Union and not to launch a world war. That means I expect constructive actions. **However**, if a country's policy matches an action, then unconstructive actions may pass. For example, the election of an ultra-right wing government may allow that country's delegate to take actions that close down immigration into that country.

There will be **three classes** of positions described as follows.

1. **Countries** of the EU will have full voting rights and will represent their own country's interests.
2. **EU Bodies' Representatives** represent the checks-and-balance system of the EU. To pass any binding resolution, the committee must ensure that the EU Parliament and the EU Committee of Regions do not veto it. The EU Commission introduces ideas and direction into the committee. This group does not get a vote in any legislative decision.

3. **NGOs** (Non-Profit Organizations) can lobby all other delegates and provide resources for these organizations. Bound to no government, these delegates can use crisis notes to their advantage by trying to solve issues independent of the governments present. They may put public pressure on the committee to do more. This group does not get a vote in any legislative decision.

Crisis Notes are the primary means by which delegates can influence the outcome of the crisis independent of the room. Each delegate has powers as a representative of the country or organization, and each has open lines of communication with their superiors. A crisis note is a written (or in this case typed) request for an action. These are super simple and should be written as you would any request to anyone else.

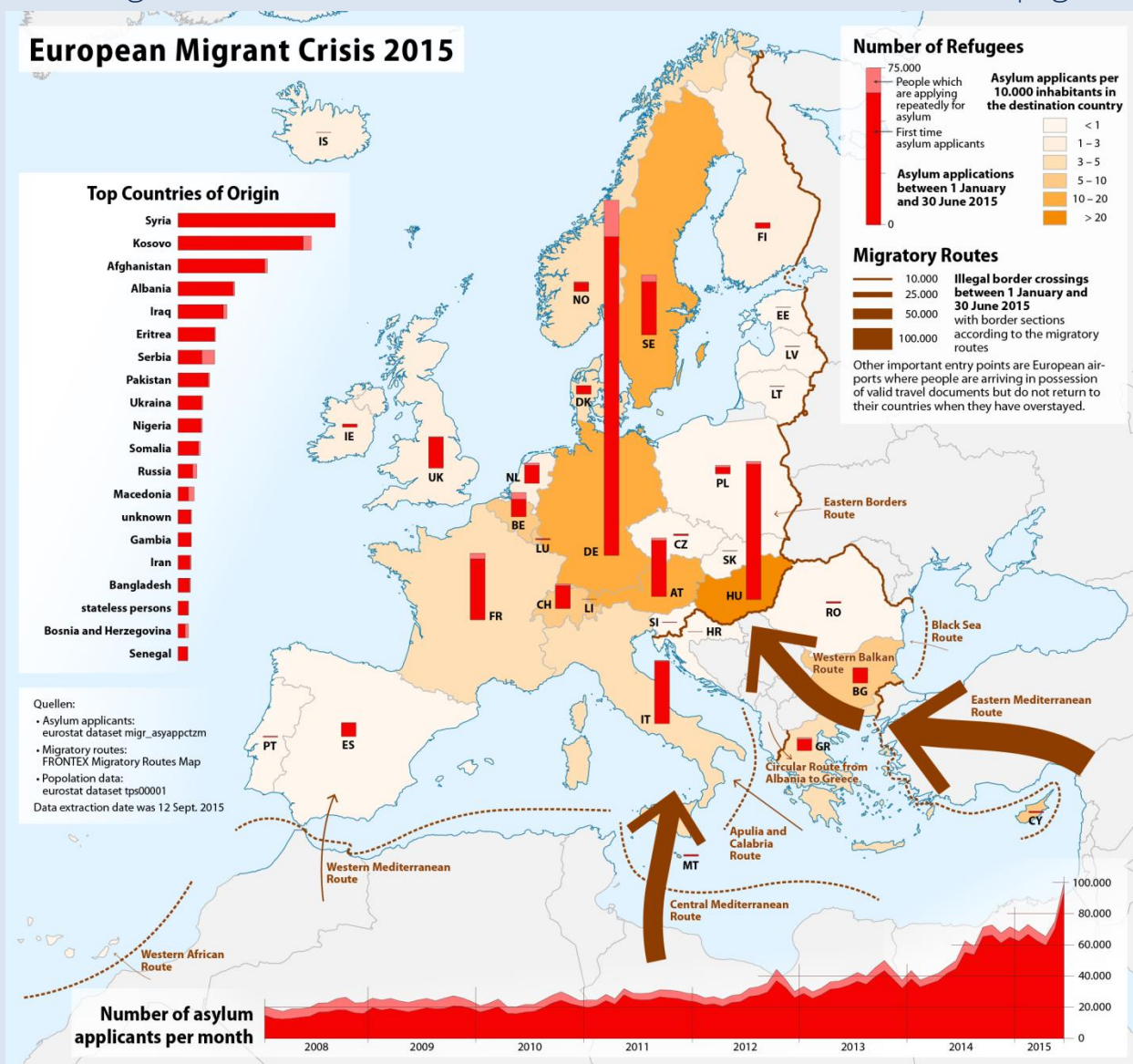
Portfolio Powers are the powers each delegate has inherent to their positions. **All delegates are expected to represent their country or group's attitude on an issue. At no time should a delegate try to go against country policy without good reason.** You may request your country or group to do something, however they may not always do it.

I will be using an Internet-based system for crisis notes, therefore please bring a computer with you.

Migrant Crisis

Background

Starting in 2014, mass migration from the Middle East and North Africa to Europe has occurred. Facing political instability and economic misfortune at home, these migrants – a combination of asylum-seekers and economic-migrants – have travelled to Europe, often via dangerous means across the Mediterranean Sea with human smugglers that take advantage of their plight.

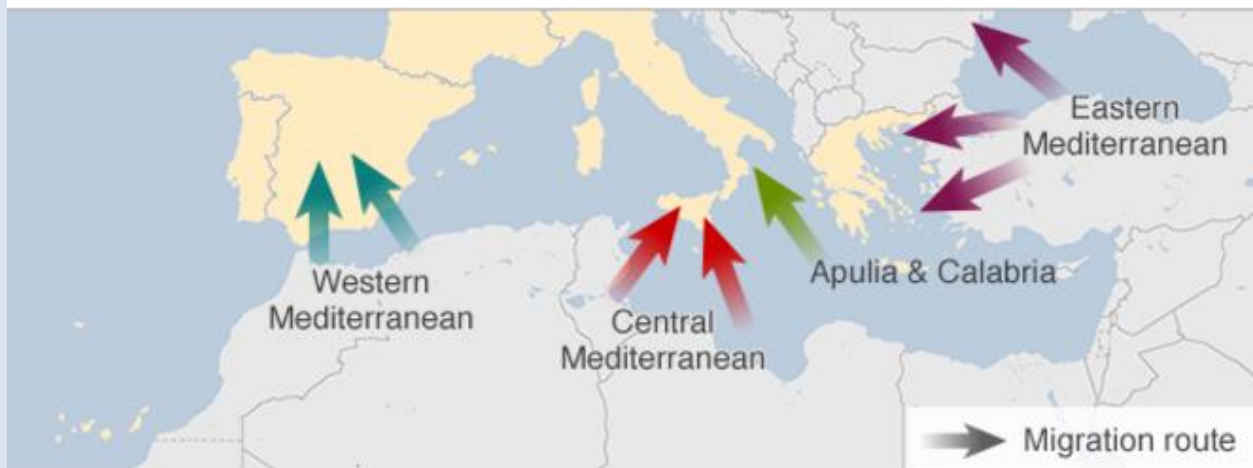


Crossing Incidents

The world took notice of these migrations after a series of deadly shipwrecks which took the lives of hundreds of migrants. Following the 19 April 2015 shipwreck off the Libyan coast which resulted in over 800 missing migrants, European countries started reconsidering their asylum and immigration policies. Expanding rescue missions in the Mediterranean were a priority, as well as a comprehensive reform of the quota and distribution systems.



Figures up to 03 November 2015



Source: Frontex, IOM

BBC

Summer 2015 Crisis

A decision by Macedonia to reverse its asylum-seeker policy, thus making it legal for migrants to travel through the country, increased dramatically the number of migrants who attempted the Western Balkan Route. In addition, public pledges by Angela Merkel of Germany in welcoming the asylum seekers dramatically increased migration along the Balkan's route to Germany.

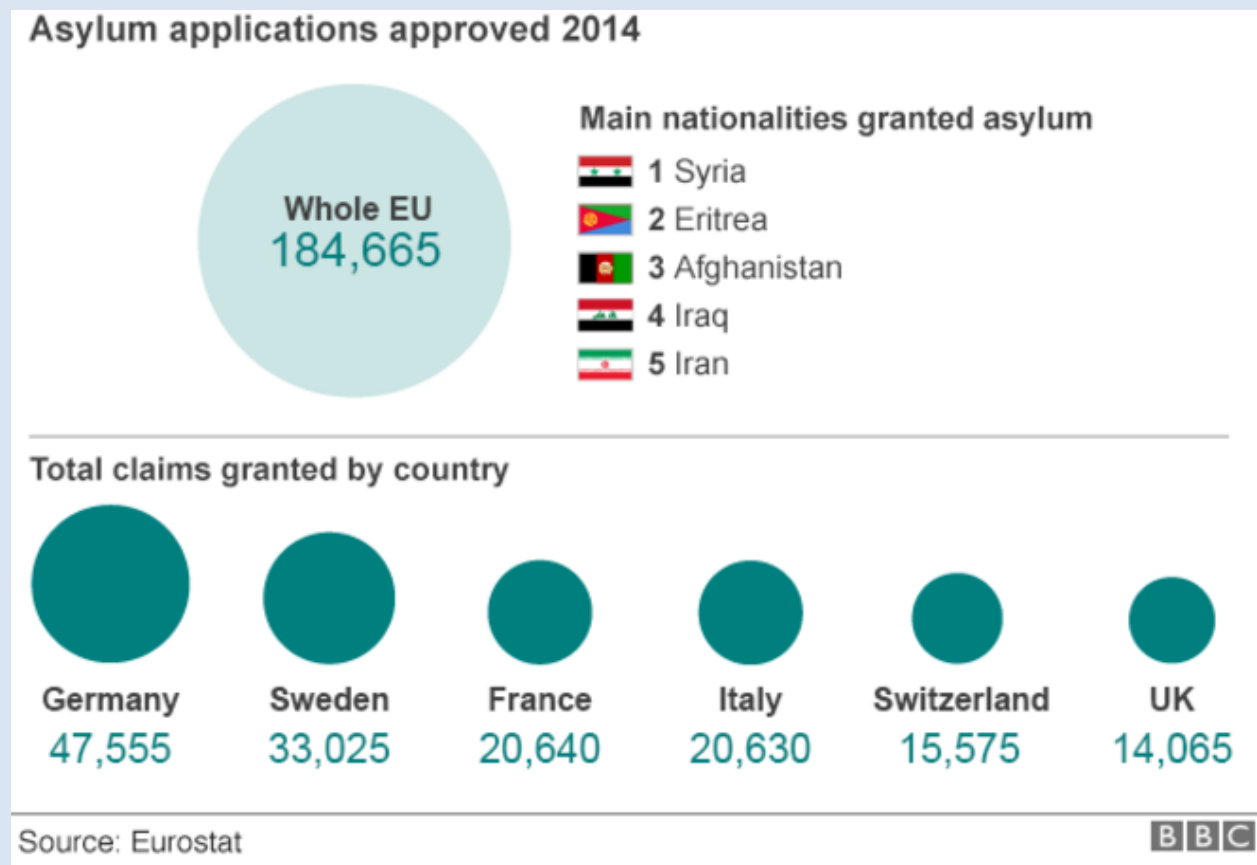
The crisis dramatically escalated during the summer, as Hungary, facing this unprecedented movement of people, closed off its Croatian and Serbian borders by building border fences. In addition, due to the sheer number of migrants who were coming, the Dublin Regulation on asylum-seekers was suspended by many countries.

Paris Attacks

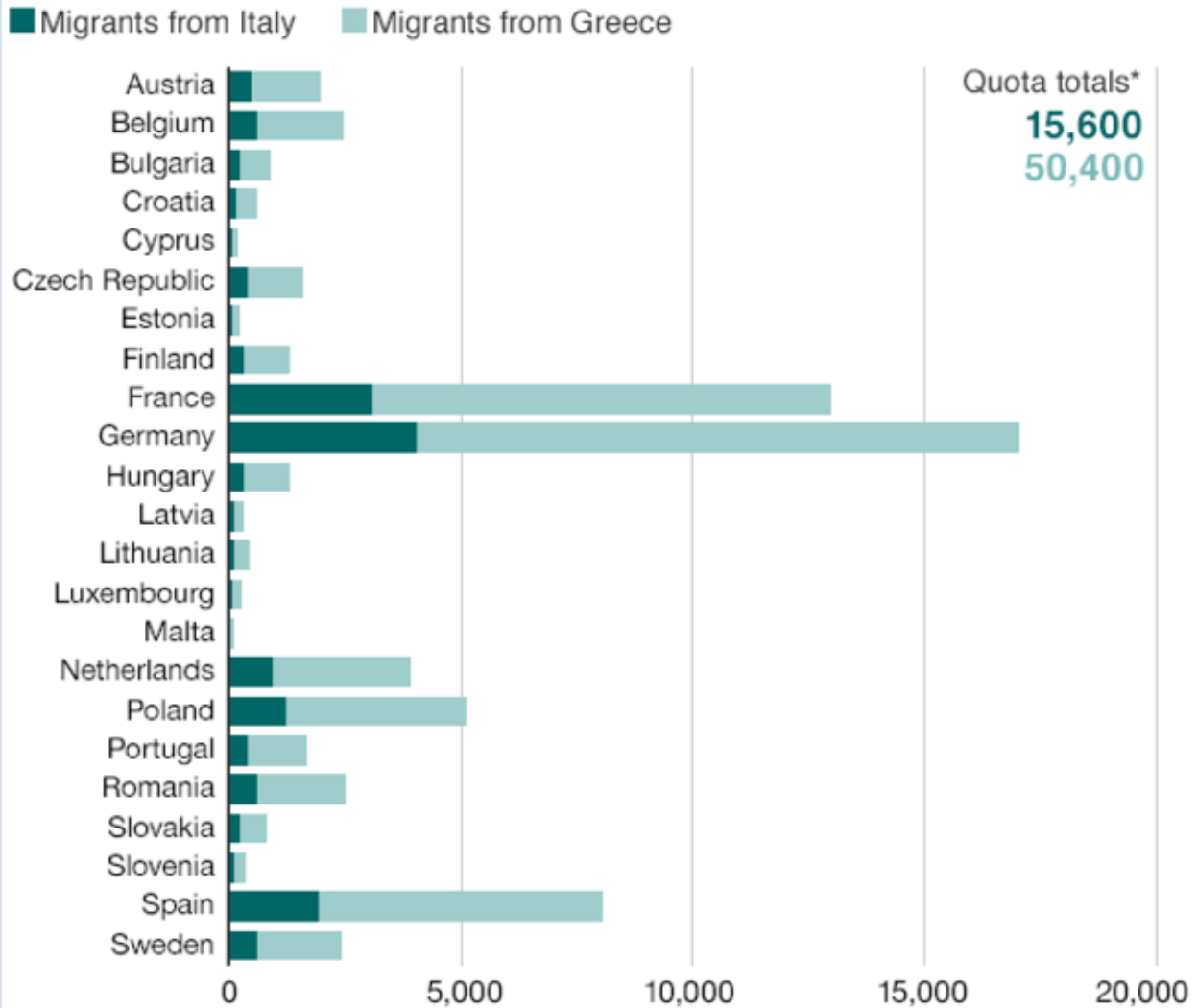
Following the 13 November 2015 attacks on Paris, a rapid escalation in European response to the migrant challenge occurred. Many countries within the European Union have re-implemented border checks – never before done after the implementation of the Schengen Agreement. Furthermore, several countries, including those in the Balkans and Eastern Europe, have responded with hostility to the further influx of migrants. This in turn has spurred illegal migration. The conflicting attitudes of those countries that support continued acceptance of migrants and those wishing to stem the flow of migration have resulted in a fractured Europe, with no clear immigration policy. The current situation of letting all migrants in is clearly unsustainable, yet no agreed upon solution has yet occurred. Furthermore, attitudes among European citizens have turned against the migrants, as strings of attacks against migrant housing have occurred.

Redistribution Plan

This disunity has led to no clear plan in redistributing the migrants. Currently, Germany takes the brunt of the migrants. The current plan is not enough to accommodate the number of people crossing the border every day. A more comprehensive solution is needed to fairly and evenly distribute the migrants.



Number of migrants EU member states are being asked to take



Note: UK has opted out, Ireland has offered to take 4,000, Denmark will take 1,000.
 Switzerland and Norway have also agreed to take refugees, numbers yet to be agreed.
 *Relocation of a further 54,000 migrants still to be decided.



Committee Objectives

The job of this council is to come up with a clear migrant policy for Europe. The Council has legislative authority to implement binding acts for all countries to follow. However, the opposing attitudes between many countries make compromise harder than ever. The rise of ultranationalist parties and xenophobia has made Europeans unfavorable towards unrestricted migration. Furthermore, the renewed threat of terrorism within Europe's borders has spurred many calls to stop all flow of migrants from the Middle East and North Africa.

The task facing you is daunting, yet any step forward is a step in the right direction. The situation is dire, and failure to find a solution could be the eventual disintegration of the European Union.

Positions

*** For the sake of convenience, there will only be **one** representative per country. This representative will have the simultaneous powers of the Ministry of Interior and Ministry of Justice for their country (please note that some countries have different names for these ministries).

Members of the European Union

Belgium	Lithuania
Bulgaria	Luxembourg
Czech Republic	Hungary
Denmark (no vote – opt out)	Malta
Germany	Netherlands
Estonia	Austria
Ireland (opt-in or opt-out)	Poland
Greece	Portugal
Spain	Romania
France	Slovenia
Croatia	Finland
Italy	Sweden
Cyprus	United Kingdom (opt-in or opt-out)
Latvia	

European Union Bodies (Non-Voting)

Representative from the Committee of the Regions
Representative from the European Commission
Representative from the European Parliament

NGOs (Non-Voting)

Amnesty International

European Council on Refugees and Exiles

Observer States (Non-Voting)

Turkey

Research Tips

Please familiarize yourselves with:

- History of the Migrant Crisis
- Relevant Legislations and Past Actions of the EU on the Issue
- Your Country's Stance on the Issue
- Powers Delegated to the EU
- Possible Solutions to the Crisis
- Your own powers