European Migration Network
Synthesis Report contributing to evaluation of the Stockholm Programme 2010-2013 from the EMN

A Descriptive Analysis of the Impacts of the Stockholm Programme 2010-2013

May 2014

CONTENTS

Disclaimer

This Report has been produced by the European Migration Network (EMN), which comprises the European Commission, its Service Provider (ICF GHK) and EMN National Contact Points (EMN NCPs) in EU Member States and Norway. The report does not necessarily reflect the opinions and views of the European Commission, EMN Service Provider (ICF GHK) or the EMN NCPs, nor are they bound by its conclusions. Similarly, the European Commission, ICF GHK and the EMN NCPs are in no way responsible for any use made of the information provided.

The Report was part of the EMN Work Programme for 2013, but was delivered in 2014 to enable statistics and other data to be included from 2013.

Explanatory note

This Report has been prepared through desk research, drawing on secondary sources, including EMN Annual Policy Report Synthesis Reports and EMN thematic studies, compiled from national contributions from EMN NCPs using Common Specifications to the extent possible, comparability across Member States.

National Contributions from EMN NCPs were themselves largely based on desk analysis of existing legislation and policy documents, independent reports, academic literature, internet resources and reports and information from national authorities.

The listing of Member States in this Report results from the availability of information provided by the EMN NCPs in the National Contributions.

Statistics were sourced from Eurostat, DG HOME, national authorities and other (national) databases.

The information contained in this Report refers to the situation in the (Member) States up to and including 2013 and specifically the contributions from their EMN NCPs. More detailed information on the topics addressed here may be found in the available Synthesis Reports and National Contributions and it is strongly recommended that these are consulted as well for further details.

Abbreviations used

API	Advanced Passenger Information
AVR	Assisted Voluntary Return
AVRR	Assisted Voluntary Return and Reintegration
CABSI	Central Asia Border Security Initiative
CEAS	Common European Asylum System
COI	Country of Origin Information (Frontex)
CTA	Common Travel Area
EAC	European Asylum Curriculum
EASO	European Asylum Support Office
EBF	European Border Fund
ECHR	European Court of Human Rights
EIF	European Fund for the Integration of third-country nationals
EMN	European Migration Network
EMN NCP	European Migration Network National Contact Point
ERF	European Refugee Fund or European Retrun Fund
ESF	European Social Fund
EUREMA	Pilot project for intra-EU re-location of beneficiaries of international protection from Malta
EUROSUR	European External Border Surveillance System
FOO	Frontex Operational Office
FRA	The EU Agency for Fundamental Rights
FRAN	Frontex Risk Analysis Network
Frontex	European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union
GDISC	General Directors' Immigration Services Conference
IBM	Integrated Border Management (AT)
ICMPD	International Centre for Migration Policy Development
ICONet	Web-based Information and Coordination Network for Member States' Migration Management Services
iFADO	EU False and Authentic Documents online tool
IFAD	International Fund for Agricultural Development
ILOs	Immigration Liaison Officers
INPS	National Institute for Social Pensions (IT)
INTI	Integration of Third Country Nationals EU Funding Programme
IOM	International Organization for Migration
JSG	NGO Joint Strategic Group (UK)
MIDA	Migration for Development in Africa
MIDWEB	Migration for Development in the Western Balkans
MIEUX	Migration EU Expertise
MIM	Mutual Information Mechanism
NSHF	Nordic Cooperation in Migration and Asylum
NVIS	National Visa Systems
OECD	Organisation for Economic Co-operation and Development
PES	Public Employment Service
RAPID	Automatic Recognition System for Passengers Identified by Documents (PT)
RF	European Return Fund

RTP	Registered Traveller Programme
SIS	Schengen Information System
TAIEX	Technical Assistance and Information Exchange
UNHCR	United Nations High Commissioner for Refugees
UAM	Unaccompanied minor
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIFEM	United Nations Entity for Gender Equality and the Empowerment of Women
VIS	EU Visa Information System
VREN	Voluntary Return European Network

EXECUTIVE SUMMARY

KEY POINTS TO NOTE:

⭐ At Member State level, this analysis has shown that for the actions of the Stockholm Programme reviewed in this Report, Member States have implemented changes in their legislation, policy and practices that are consistent with the Programme's aims.

⭐ However, the degree to which actions have been implemented has varied across Member States, with some undertaking more extensive actions than others, in line with their national situation and the degree to which the specific issue impacts at the level of the Member State.

⭐ From the information provided by Member States, it is difficult to determine specifically the degree to which the Stockholm Programme has been a driver for change in Member States. In many of the areas of action, momentum for change was already underway at national level to address national needs in these areas in the period before the Stockholm Programme was implemented. In other Member States, changes in legislation, policy and practices at national level have been stimulated by the implementation of the EU acquis during the period and the availability of European funding streams supporting change that has complemented and strengthened national approaches in this area, which have been implemented within the framework of the Stockholm programme during the reference period.

⭐ The Report highlights a lack of comparable, reliable statistics in some areas of action (for example, in trafficking in human beings) which make it difficult to apply effective indicators to measure change and thus the degree to which the Stockholm Programme might have impacted.

⭐ The Report also highlights the challenges faced in evaluating impacts; whilst Member States are able to report effectively on activities that have been delivered in their respective countries, there have been fewer reports on the degree to which these activities were effective in delivering on longer term strategic outcomes as well as outputs. Additional focus here would assist in the identification and sharing of good practices which could be of benefit to those Member States who are seeking to implement new interventions or to adapt and improve the effectiveness of existing mechanisms.

1. Introduction

The European Migration Network (EMN), through its Annual Policy Reporting process, has collected between 2010 and 2013, descriptive information and statistics on the actions of Member States relevant to elements[1] of the Stockholm Programme (2010/C115/01) in the fields of migration, international protection, and trafficking in human beings. This Report synthesises information collected annually to provide a descriptive analysis of the situation in the Member States and to identify trends in relation to the Stockholm actions during this four-year period. The analysis draws also on wider information collected by the EMN, including EMN Studies, Ad-Hoc Queries and other outputs, and where relevant, from (published) EU studies evaluations of relevant Directives and Programmes to aim to provide, to the extent possible, an understanding of what has worked well and what has worked less well and to identify where activities have been small or not undertaken.

2. Access to Europe in a Globalised world:

2.1 INTEGRATED MANAGEMENT OF EXTERNAL BORDERS

Section 5.1 of the Stockholm Programme focuses on the further development of integrated border management, including the reinforcement of the role of Frontex in order to increase its capacity to respond more effectively to changing migration flows. The Report demonstrates that over the reference period, all EU Member States and Schengen States contributed to the EU policy to operate the integrated management of external borders aiming to ensure a uniform and high level of border control and surveillance. Cooperation of the relevant authorities and agencies involved in border management and border security took several forms, including joint operations; joint return operations; training and capacity building; plus piloting and implementation of new border control, border surveillance and passenger information and clearance systems. Whilst these developments support the objectives of the Stockholm Programme, the speeds at which Member States have embraced

---

[1] The relevant sections are identified in each of the sections of the Report.

technological changes have varied. The temporary nature of joint operations arguably also leaves those Member States with long land and sea borders and with many air border crossing points with higher responsibilities in preventing irregular migration or in facilitating bona fide cross border movement.

2.2 VISA POLICY

Section 5.2 of the Stockholm Programme encourages the Commission and Member States to take advantage of the entry into force of the Visa Code and the gradual roll-out of the Visa Information System (VIS) to further develop the Common Visa Policy and to intensify regional consular cooperation. During the reference period, applications for uniform short-stay C Schengen visas have increased by some 48% between 2009 and 2012, having grown at more than 10% a year over the period, with further increases expected to continue. Representation agreements, new approaches for processing visa applications (e.g. using External Service Providers (ESP) as well as the implementation of Visa Facilitation Agreements have eased the process and visa liberalisation dialogues have been launched or progressed e.g. with Kosovo, Georgia, Moldova, Russia and Ukraine; indeed new visa facilitation agreements with Moldova[2] and Ukraine [3] were finalised on 1st July 2013. Other developments have included local border traffic agreements with neighbouring non-EU countries (e.g. LV, LT, PL, NO).

3. Europe of responsibility, solidarity and partnership in migration and asylum matters

3.1 A DYNAMIC AND COMPREHENSIVE MIGRATION POLICY

3.1.1 CONSOLIDATING, DEVELOPING AND IMPLEMENTING THE GLOBAL APPROACH TO MIGRATION

Section 6.1.1 of the Stockholm Programme aims to ensure Union migration policy is an integrated part of Union foreign policy within an overall Global Approach to Migration. The EMN has collected information over time in relation to the use and expansion of the Mobility Partnership instrument, where momentum has gathered, particularly in the priority regions of Africa

and Eastern and Southern Eastern Europe. During the reference period the willingness of Member States to engage in EU Mobility Partnerships to complement their national policies, not only in relation to addressing labour market needs through migration, but increasingly in later years, to tackle issues such as trafficking in human beings, irregular migration and return has been demonstrated by the rise in the numbers of Partnerships, from just one in 2008 (Moldova) to six by 2013 (Armenia, Azerbaijan, Cape Verde, Georgia, and Morocco), plus one (Tunisia) signed in March 2014.

Twenty three Member States participate in one or more Mobility Partnerships. One Member State (FR) is a signatory to all seven; five Member States (AT, FI, HR, IE, MT) are not currently represented. That Member States have been active throughout the reference period in independently developing bilateral agreements with third countries reflects the added value of formalised cooperation in very specific policy areas, for example, on social security and promoting international student flows.

The Stockholm Programme anticipated the further development of dialogue and cooperation with Asia and Latin America, where common interests and / or challenges were identified[4]. Member States have taken independent action in forming bilateral agreements with countries from these regions, particularly in Asia. However, no Member State has reported developing multilateral agreements in 2010-2013 that drew together two or more Member States into a cooperation agreement with a third country outside of the EU endorsed Mobility Partnerships.

3.1.2 MIGRATION AND DEVELOPMENT

Section 6.1.2 of the Stockholm Programme aims to maximise the positive and minimise the negative effects of migration on development. The issues monitored by the EMN in this policy field were remittances, the involvement of diaspora groups, and the potential role of circular migration initiatives.

Across the Member States, remittances amounted to some €38.8 billion in 2012, including intra-EU27 and extra-EU27 flows[5]. Almost three quarters of this total went outside the EU, with extra-EU27 flows of €28.4 bn and intra-EU27 flows of €10.3 bn. The outflow overall of remittances in 2012 was highest in France (€8.8 bn), Italy (€6.8 bn), Spain (€6.6 bn), United

---

[2] Official Journal of the EU L168/11 (20/06/2013)
[3] Official Journal of the EU L168/3 (20/06/2013)

[4] The Stockholm Programme, 6.1.1. Consolidating, developing and implementing the Global Approach to Migration
[5] Eurostat newsrelease: 187/2013 10th December 2013

Kingdom (€6.3bn) and Germany (€3.1bn). Together, these five Member States accounted for more than 80% of total worker's remittances across the EU (27).

Over half of all Member States and Norway reported on actions in legislation, policy or practice to improve the efficiency of remittance transfers and to reduce costs that maximise the benefits of remittances. Measures have included websites / portals on remittances and other actions to increase transparency and competitiveness, and where positive results have been reported, these could provide examples of practice for further national and EU level initiatives for the (significant) minority of Member States who have not reported any specific developments during the reference period. Several strong examples of initiatives to involve diaspora groups in the EU to contribute to development in countries of origin have been reported; plus business / economic / trade initiatives that aim to be mutually beneficial to both Member States and countries of origin, in line with the EU growth agenda. Interventions as reported appear to be relatively diverse and are uncoordinated although an EU wide diaspora platform on development is in place to improve the sharing of good practices and learning to improve diaspora engagement in the future. Since 2010, Member States have reported a growing body of practical experience, with more than a third of Member States having implemented initiatives to promote at least some aspects of temporary and circular migration, creating a basis to inform policy making and practice, increasingly relevant since the adoption of the EU Seasonal Workers' Directive.[6]

3.1.3 A CONCERTED POLICY IN KEEPING WITH NATIONAL LABOUR MARKET REQUIREMENTS

Section 6.1.3 of the Stockholm Programme outlines the contribution labour immigration can make to increased competitiveness and economic vitality, calling for the Union to 'encourage the creation of flexible admission systems that are responsive to the priorities, needs, numbers and volumes determined by each Member State and enable migrants to take full advantage of their skills and competence', whilst respect the competences of Member States to manage their labour markets and to have due regard to the Union preference.

Between 2009 and 2012, the numbers of first residence permits issued to third-country nationals in the EU decreased from 2.5 million (2010) to 2.1 million

(2012) (see Statistics Annex Table 11). However, the number of first permits issued for remunerated activities also decreased, from 800,000 (2010) to 490,000 (2012). With regard to highly qualified workers,[7] there has been an increase in the proportion of third-country nationals in high-skill occupations. In the EU in 2012, 26% (2.03 million) of all employed third-country nationals reached the highest education attainment level (university degree and/or PhD)[8] and 21% (1.64 million) were working as managers, professionals, technicians or associate professionals.[9] The overall decrease in the number of first residence permits issued for reasons of remunerated activities and education is linked to the economic environment in the EU during 2010 to 2012; however, the increase in highly qualified workers reflects in most cases pro-active national policies to meet identified labour market gaps.

Indeed, during the reference period, Member States have enhanced their capacity for labour matching, for example, through the analysis of their labour market needs and the development of skills recognition and labour matching, and focus has increasingly been placed on attracting economic migrants from third countries in order to fill particular skills gaps in the labour market that cannot be met by domestic / EU labour and/or who can contribute positively to the national economy. This includes the increased focus on attracting investors and entrepreneurs in many Member States. However, the Report has highlighted that obstacles still exist in the flexibility of permits issued to third-country nationals when entering the EU and that some third-country nationals may face obstacles to become self-employed, to establish businesses and / or to obtain a stable permit for entrepreneurs and may face problems when seeking to change jobs or employers and to move from one Member State to another. Overall, Member States have adapted their policies over the reference period; however, it is difficult to determine whether their actions have had the required impacts on national labour markets as few Member States have specific evaluation systems in place to measure outcomes in this area.

---

[6] Directive 2014/36/EU of 26 February 2014

[7] Information available from EMN Study 2013 on Attracting Highly Qualified and Qualified third-country nationals to the EU
[8] ISCED categories 5-6
[9] ISCO categories 1-3

3.1.4 PROACTIVE POLICIES FOR MIGRANTS AND THEIR RIGHTS

The Stockholm Programme commits the Union to fair treatment of third country nationals residing legally in the territory of the Member States, and steers integration policies to aim towards granting rights and obligations to legal migrants comparable with those of EU citizens, within a timeframe of 2014. This action was targeted at the Commission rather than the Member States. However, there is evidence that year on year, and incrementally, Member States have adapted their legislation and / or policies to enhance and improve the integration of migrants, through the introduction of legislative and policy measures to widening access to the democratic process plus integration policy documents, integration programmes, institutional changes, new materials to inform third-country nationals of their legal rights and obligations, and a new institutions to support integration. Some Member States reduced the requirements necessary to become citizens, and increased public awareness about the acquisition of citizenship. Momentum for change continued throughout the reference period. Whilst it is acknowledged that integration measures should be determined by individual Member States, it is clear that wide variations in legislation, policy and practice operate across Member States, offering the potential for opportunities for learning and sharing of good practices in this area.

3.1.5 INTEGRATION

Section 6.1.5 of the Stockholm Programme refers to the integration of legally residing third-country nationals as key to maximising the benefits of immigration, with actions to support cooperation amongst Member States to achieve the core integration objective of granting comparable rights, responsibilities and opportunities for all, and balancing migrants' rights and duties. One of the key indicators of integration of third-country nationals is the unemployment rate of third-country nationals, compared to total unemployment rates in the respective (Member) State). Whilst an analysis over the period 2010 and 2013 has shown a steady increase across the EU in total unemployment rates; however, the gap between the unemployment rates of third-country nationals and total unemployment rates has widened year on year, from 10.3 percentage points in 2010 to 10.4 in 2011, to 10.8 in 2012 and to 11.0 in 2013. Over the period, the widest gaps were reported consistently in four Member States (BE, FI, FR and SE), and have remained on or above 20 percentage points in two Member States (BE and SE).

The actions indicated in relation to Integration in the Stockholm Programme build on a process of enhancing Member States already in place in the period pre-dating Stockholm and as a result, momentum for change has grown and consolidated during the reference period. In terms of trends, Member States have reported more recently on an increasingly wide range of mechanisms to support labour market integration of migrants, and several Member States have introduced increased obligations on migrants to take up integration measures on arrival or indeed to demonstrate proficiency in some aspects of integration, notably language competence, at pre-departure stage. Educational attainment is closely linked to labour market integration for migrants[10], and enhancing educational attainment has been identified as a key focus in implementing integration policy in the majority of Member States.

3.1.6 EFFECTIVE POLICIES TO COMBAT ILLEGAL IMMIGRATION

Section 6.1.6 of the Stockholm Programme focuses on actions to reduce irregular migration and return. Irregular migration is the situation of third-country nationals present on the territory of a given Member State, who do not, or no longer fulfil, the conditions for stay or residence. It is difficult to measure and is influenced by many factors due to its clandestine nature, and patterns and trends are best understood in relation to a number of measures that can be reliably reported and compared. These include typically the numbers of third-country nationals refused entry at external borders; third-country nationals found to be illegally present in the EU; those ordered to leave, and those returned following an order to leave. During the reference period 2010-2013, while trends vary between Member States, based on all the above EU indicators of irregular migration, overall, a decline in the numbers of irregular migrants is apparent (see Statistics Annex Tables 13-16). However, such measures do not provide insights into the situation of those who become irregular by loss of their previous legally acquired status (e.g. visa over-stayers, expired work/residence permit, returnees not complying with an expulsion order, etc.) and the Stockholm Programme appears to place a rather greater emphasis on effective border management and return than on tackling the abuse of legal migration channels, which were identified in the EMN Study 2011 on irregular migration[11] as significant source or

---

[10] EMN APR Synthesis 2013 (draft)
[11] EMN Study 2012 Practical measures to reduce irregular migration.

irregularity in some Member States. The Employer Sanctions Directive 2009[12] was transposed during the reference period of the Stockholm Programme and thus represents a key instrument to address irregular migration, while protecting the rights of exploited workers and penalising employers.

During the reference period, cooperation measures with competent authorities in third countries of origin and transit at all stages of the processes to prevent irregular migration and to undertake effective return, have increasingly been implemented, and there has been significant take up of EU readmission agreements to support return, building on agreements in place between third countries and EU Member States. The EU evaluation report on readmission agreements has highlighted further scope for Member States to enhance practical/operational cooperation among their ILOs, posted in the same host third country involving the local EU Delegations and Frontex.

3.1.7 UNACCOMPANIED MINORS

Section 6.1.7 of the Stockholm Programme emphasises that unaccompanied minors (UAMs) represent a particularly vulnerable group in need of special attention in EU and national legislation and policy, and are protected under international legislation on the rights of the child. During the reference period, the numbers of UAMs seeking asylum in the EU increased slightly: in 2013, it was around 2% percent higher than in 2009 (12,430 compared to 12,215 in 2009). During 2009-2013, each year, Sweden received on average 21 percent more UAMs seeking asylum than in other Member States.

In line with the Stockholm Programme, many Member States introduced legislative and policy changes at national level to implement the Action Plan on UAMs, enhancing assistance and protection to UAMs, including age assessment; guardianship; criminal law to better protect minors; reception; legal representation during asylum procedures; and, return. Some Member States made changes to their residence permit systems, and amended other policy measures, for example, to prohibit the detention of UAMs. Over half implemented (EU-funded) projects specifically for UAMs. In relation to other vulnerable groups, over half of all Member States also introduced new measures to meet the special needs of other vulnerable groups, following the increased importance placed on this group in the recast Reception Conditions and recast Asylum Procedures Directives in 2013.

During the reference period, advancements have primarily taken place at EU level with improvement of conditions in several EU legislative instruments, the adoption of the Action Plan on UAMs, the establishment of the Expert Group on UAMs and activities of EASO in particular in relation to age assessment. At national level, various legislative and policy changes were introduced with a view to increase protection provided to UAMs as well as other vulnerable groups, which remain rather ad hoc and uncoordinated. Shortcomings exist in procedures for age assessment, family tracing, education, legal guardianship and reception conditions as indicated in the EASO Annual Activity Report 2012. There remains also a lack of (comparable) statistics on UAMs at EU level. However, the mid-term report on the implementation of the Action Plan on unaccompanied minors acknowledges that a common EU approach to unaccompanied minors is an on-going and incremental process and identifies remaining challenges, including in areas such as data collection, reception conditions, legal guardianship, and engagement with countries of origin and transit.

3.2 ASYLUM: A COMMON AREA OF PROTECTION & SOLIDARITY

3.2.1 A COMMON AREA OF PROTECTION

Section 6.2.1 of the Stockholm Programme calls for a "common area of protection and solidarity based on a common asylum procedure and a uniform status". Reference is made to "high protection standards" and "fair and effective procedures". The general philosophy is that similar cases should be treated alike and should result in the same outcome. The number of asylum applications lodged in the EU has steadily increased in recent years: whilst, in 2010, a total of 260 835 applications were lodged (EU 28), the number has year on year to 436,705 in 2013. There is considerable variation in the numbers of applications received across Member States with just 5 countries - Germany (126,995), France (66 265), Sweden (54,365), the United Kingdom (30,110) and Italy (27,930) together registered 70% of all applicants in 2013 (Table 23 in the Statistics Annex).

During the period of implementation of the Stockholm Programme, Member States have remained committed to establishing a Common European Asylum System (CEAS) and have implemented legislative changes and policy developments linked to requirements of the CEAS, aimed at transposing the EU asylum acquis, and in relation to amending specific legal provisions to close loopholes, reduce instances of potential misuse,

---

[12] 2009/52/EC

and/or to adapt the system to new realities. Policy developments have related primarily to reception, including the special needs of vulnerable persons, procedures, qualification criteria and country of origin information and have aimed to further improve reception conditions and asylum procedures, including better meeting the needs of vulnerable groups, and improving the efficiency of asylum procedures, including through better training and guidance to staff.

Since the inauguration of the EASO in June 2011, an increasing number of Member States have participated in practical cooperation activities organised by the EASO, including participation in practical cooperation workshops, seminars, meetings and EASO-led trainings. New forms of cooperation developed by EASO include Country of Origin Information and the development of an EU-wide Early Warning System, foreseen under the Dublin Regulation. EASO has also provided operational support to Greece and has started further support actions in Italy, Bulgaria, Sweden and Luxembourg.

The 2012 EASO Annual Report on the situation of asylum in the EU indicated that in general different approaches remain in relation to many international protection aspects[13] and the risk of differences in interpretation of the asylum acquis remains. Statistics on asylum applications reported during the period also show that an unequal distribution of asylum seekers across Member States remains.

3.2.2 SHARING OF RESPONSIBILITIES AND SOLIDARITY BETWEEN THE MEMBER STATES

Section 6.2.2 of the Stockholm Programme aimed to promote effective solidarity with Member States facing particular pressure and stipulated that this should be achieved through the voluntary and coordinated sharing of responsibility and the creation of instruments and coordinating mechanisms, with Member States committing sufficient capacity in their national asylum systems and EASO being assigned a central role in coordinating capacity-building measures. However, during the reference period 2010-2013, many Member States have taken part in initiatives to support other Member States faced with particular or disproportionate pressure on their national asylum system, for example, Bulgaria, Greece, Italy, Malta, and Poland all received bilateral support from other Member States, including material

and logistic support; training; capacity-building; exchange of asylum officers; and financial assistance. Since June 2011, support has been coordinated by the EASO. With regard to relocation, twelve Member States (BG, DE, FR, HU, LU, LT, PL, PT, RO, SK, SI, UK) participated in EUREMA[14] phase I (2011) and / or II (2012) whilst eight Member States and Associated Countries (DE, DK, ES, IE, NL, NO, CH, LI) made bilateral arrangements with Malta[15]; however the number of beneficiaries actually relocated amounted to just over 70% of places pledged.

During the reference period, progress has been made in terms of solidarity and the sharing of responsibility. Nevertheless, solidarity between Member States is still in its infancy - less than half of the Member States participated in the EUREMA Intra-EU Relocation project, and pledges made by Member States have faced difficulties in practice when relocating beneficiaries from Malta. Several Member States have limited reception capacity, resulting in overcrowded facilities whilst others have excess capacity.[16]

3.2.3 THE EXTERNAL DIMENSION OF ASYLUM

Section 6.2.3 of the Stockholm Programme calls on the Union to express solidarity, to act in partnership and to cooperate with third countries in order to promote and to help build capacity to handle migratory flows and protracted refugee situations in these countries. Some Member States have significant experience in implementing resettlement activities in cooperation with UNHCR, IOM etc; others less so; however, during the reference period, the numbers of Member States participating in such activities increased from 10 in 2010 to 13 in 2012 and 2013 (BE, CZ, DE, ES, FI, FR, IE, NL, PT, SE, SK, UK and NO). Member States also carry out capacity-building activities in third countries either in the neighbourhood of the EU or in other regions of the world, in cooperation with other Member States or bilaterally with third countries.

Resettlement efforts have improved over the years, however, the number of resettlement places provided by Member States remains small, accounting for fewer than 8 per cent of the annual resettlement places on

---

[13] As illustrated in the evaluation reports of the first generation legislative instruments and confirmed more recently by the EASO Annual Activity Report 2012, p.9.

[14] The EUREMA project is an EU Pilot Project that provides an organised framework for preparing and implementing relocation in which several Member States participate. It was established to assist Malta to cope with the pressures of hosting a relatively large number of recognised beneficiaries of international protection.

[15] EASO Fact-Finding Report on Intra-EU Relocation Activities from Malta, p3: http://easo.europa.eu/wp-content/uploads/EUREMA-fact-finding-report-EASO1.pdf

[16] EMN Study Organisation of Reception Facilities for Asylum Seekers (2013)

offer around the world[17] and the setting up of the EU joint resettlement scheme during the reference period constitutes a milestone. However, initiatives in terms of capacity-building in third countries, most implemented recently in 2012 and 2013, whilst important, remain rather ad hoc and uncoordinated overall. EASO has so far lacked the capacity (as well as budgetary means) to develop activities in order to support Member States in this field. The external dimension of asylum in 2013 remains still at the early stages of its development.

4. A Europe that protects: protection against serious and organised crime

4.1 TRAFFICKING IN HUMAN BEINGS

Section 4.4.2 of the Stockholm programme focuses on the issue of trafficking in human beings. International reports (in particular ILO and UNODC) show global trends on trafficking in human beings, and are estimated to be some 20.9 million over the last 10 years. However, at EU level, available statistics provide a fragmented picture: Member States do not systematically collect comparable information on victims of trafficking in human beings, or share common definitions in relation to detection and identification of victims. The first report at the EU level[18] on statistics on trafficking in human beings was published in 2013 (covering the reference period 2008-2010). In terms of the scale of the issue across the EU, the Report suggests that there were in total 2 468 presumed and identified victims in 2010 based on information from 24 Member States. For those Member States that were able to provide data across all three reference years, an increase of 18% was recorded.

Across the reference period, measures to address trafficking in human beings have gained considerable momentum due to EU and national legislative and policy developments. The adoption of Directive 2011/36/EU and the launch of the EU Strategy towards the eradication of trafficking in human beings 2012-2016 have contributed to greater harmonisation of national legislative frameworks and policy measures to tackle this issue. Member States' measures implemented during the period include the development of strategies and plans; institutional changes (including coordination and cooperation among key actors); and legislative and procedural reviews and their implementation. By 2013, almost all

(Member) States (AT, BE, BG, CY, CZ, DE, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK, NO) had in place comprehensive actions to enhance the coordination and cooperation amongst key actors by establishing interdepartmental coordination units. Active measures to prevent trafficking in human beings and to protect and assist its victims have mostly focused on raising awareness and information to communities under threat (in the EU and third countries); cooperation and capacity building (including training) between Member State agencies; monitoring and assistance to victims; the mobilisation of consular services; and better identification of victims at borders. Cooperation with third (source or transit) countries has also been widespread, including for the purpose of information exchange, specific prevention and protection programmes; capacity building; and monitoring and direct assistance. However, Member States have to date undertaken few direct evaluations of their activities, for example, the impacts of awareness raising campaigns, to enable an overall assessment of effectiveness.

****

---

[17] UNHCR welcomes adoption of the Joint EU Resettlement Programme: http://www.unhcr.org/4f7589ef9.html

[18] Trafficking in human beings – Eurostat 2013

1. INTRODUCTION

The European Migration Network (EMN), through its Annual Policy Reporting process, has collected between 2010 and 2013, descriptive information and statistics from Member States specifically relating to elements within the relevant Sections[19] of the Stockholm Programme (2010/C115/01), concerning migration, international protection, and trafficking in human beings.

The aim of this Report is to synthesise this information, collected over the four years, to provide a descriptive analysis of the situation in the Member States and to identify trends. The analysis draws information, available from the EMN, including Studies, Ad-Hoc Queries and other outputs.

In addition to information held by the EMN, the Report draws on information available from various (published) EU studies and evaluations of relevant Directives and Programmes. This helps to provide, to the extent possible, an understanding of what has worked well and what has worked less well and to identify where activities have been small or not undertaken.

The purpose of the Report is to inform policymakers at the EU level on the status of implementation of activities on migration, international protection and trafficking in human beings to help to inform the future development of policy and priorities for action in these areas. Overall, it serves as a 'stocktake' of progress on implementation, based on factual information, statistical data and secondary evaluative evidence and will contribute to an 'evaluation' of the impacts of the Stockholm Programme from 2010 to 2013.

The Report follows the structure of the Stockholm Programme and provides a short descriptive analysis of actions undertaken by Member States and Norway.

2. ACCESS TO EUROPE IN A GLOBALISED WORLD

2.1 INTEGRATED MANAGEMENT OF THE EXTERNAL BORDERS

This section relates to Section 5.1 of the Stockholm Programme, which focuses on the further development of integrated border management, including the reinforcement of the role of Frontex in order to increase its capacity to respond more effectively to changing migration flows.

2.1.1 OVERVIEW OF RELEVANT STATISTICS 2010-2013

The Schengen area was created with a view to eliminating internal border controls for the participating States. It currently comprises 22 of the EU 28 Member States (with the exceptions of BG, CY, HR, IE, RO and UK) as well as four associated states (IS, LI, NO and CH). Liechtenstein joined the Schengen area in December 2011 and two candidate Member States (RO and BG) are awaiting a decision of the Council of the European Union on their accession to the Schengen area.

The external border of the Schengen area is over 50,000 km long (about 80 % sea and 20 % land) and includes several hundreds of airports and maritime ports, as well as land border crossing points. The Schengen area represents more than 50% of the external borders of EU Member States and includes more than 80% of the overall EU population. In 2011, it is estimated that about 700 million individuals crossed the external border. These flows are part of an increasing trend which is expected to persist in the coming years as international travel and migratory flows continue to grow.

The resources required to manage Schengen external borders represent around 40,000 border guards on the external border at a cost of approximately €1.2 billion in 2013, or around €31,000 per border guard on average[20].

The two solidarity funds, the European Border Fund (EBF) and the Return Fund (RF) participated in sharing this financial burden by financing the cost of IT systems and border infrastructure and the cost of returning irregular migrants – with an overall amount allocated of €438 million and €162 million respectively in 2011. However, if total costs are proportionate to border length then costs are disproportionate to the capacity and resources of Member States directly affected by migratory pressures.

---

[19] The relevant Sections are set out below in Section 2 of these specifications.

[20] Source: COM(2013) 97

2.1.2 STOCKHOLM ACTIONS

> - *clarify the mandate and enhance the role of Frontex, taking account of the results of the evaluation of the Agency and the role and responsibilities of the Member States in the area of border control*

Frontex coordinates operational cooperation between Member States and maintains a centralised record of technical equipment that Member States are ready to place at the disposal of other Member States. Other activities include establishing the common EU training standards for border guards and following developments in research relevant to control and surveillance of external borders. Following EU Member States' calls to improve Frontex's mandate, its founding Regulation was amended[21] in 2011 so as to:

★ Ensure efficient coordination, implementation and evaluation of joint operations;

★ Ensure the availability of technical equipment for joint operations;

★ Ensure the availability of qualified border guards for joint operations;

★ Improve the efficiency of joint return operations;

★ Ensure efficient cooperation between Frontex and third countries on border management;

★ Improve the evaluation of the performance of Member States in the area of border management.

With regard to Joint Operations, Frontex's and Member States' Joint Operations mostly focussed on responding to disproportionate migratory pressures on the South Eastern Border (including the Western Balkans) and the South Mediterranean Border. The Greek-Turkish and the Bulgarian-Turkish land borders became the focus of land border activities. For instance, the joint operations RABIT[22] which in 2010 was the first ever deployment of Frontex's rapid response capability and included the participation of, amongst others, 24 Member States[23] and Norway. RABIT achieved a 76% reduction of the average daily numbers of irregular migrants crossing the Greek-Turkish land border over a four month period[24]. Land and Maritime Joint Operations Poseidon continued throughout the 2010-2013 period and involved the deployment of patrol units of almost all Member States[25] and aimed to more effectively combat irregular migration and dismantle organised smuggling networks in the South-Eastern

Mediterranean region. Other Land operations focused on the EU Eastern external land borders and Western Balkan borders (Jupiter, Neptune as well as Focal and coordination points). Sea operations mostly focussed on the Western African Coast, Ionian sea Region, Aegean Sea Region and the Mediterranean, thus mainly hosted by EL, IT[26], MT and ES[27] via the European Patrols Network. Other operations focussed on Cyprus, and specific maritime border crossing points. Finally, air operations funded by Frontex took place in almost all international airports across the Schengen area and involved an increasing number of incoming flights from third countries.

With regard to Joint Return Operations, over the 2010 to 2012 period, Frontex coordinated 119 joint return operations which were undertaken in cooperation with Member States. They represented 1% of the overall number of returned irregular migrants by the Member States and involved a majority of Member States hosting or participating in returning irregular migrants to an increasing number of return destinations. The most active Member States were in decreasing order of volume Austria, Germany, Spain, Italy, Sweden, the Netherlands, Ireland, the United Kingdom, France, Finland and Belgium, accounting for 100% of the hosted joint return operations and almost 75% of the participation in joint return operations. EL, HU, MT, PL, PT, NO and CH though, for the most part, not taking a leading role in Frontex joint return operations, were very active as partners. Some Member States also organised return fights on their own initiative or in cooperation with other Member States. AT, BE, BG, CY, DK, EL, FR, FI, IT, IE, NL, PL, RO, SE, UK and NO have organised joint return flights on their own accord on a bilateral or multilateral basis over the period.

With regard to the training of border guards, the above mentioned Joint Operations and Joint Return Operations contained training and continuous improvement activities so that lessons were learned. In addition, most Member States (AT, BE, BG, CY, CZ, DE, DK, EE, EL, ES, IE, FI, FR, HU, IT, LT, LV, LU, MT, NL, PL, PT, RO, SI, SK, UK) reported on specific professional and language training given to border personnel over the 2010 to 2013 period. Many Member States (BE, BG, EE, EL, ES, IT, CY, LT, LU, HU, NL, AT, PL, PT, SK, FI, SE, UK) and NO also provided training to personnel responsible for external border controls on international protection. Training was also provided in third countries via ILOs and Member States' international cooperation actions (see the related Stockholm Programme actions).

> - *Frontex to consider, within its mandate, establishing regional and/or specialised offices to take account of the diversity of situations*

---

[21] Regulation (EU) No 1168/2011 of the European Parliament and of the Council of 25 October 2011 amending Council Regulation (EC) No 2007/2004 establishing a European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union.
[22] Rapid Border Intervention teams
[23] The RABIT operation organised in 2010 included AT, BE, BG, CY, CZ, DK, EE, FI, FR, DE, HU, IT, LV, LT, LU, MT, NL, PL, RO, PT, SI, SK, ES, SE.
[24] RABIT Operation 2010 Evaluation Report (2011)
[25] At least 26 Member States plus NO participated in the various Joint Operations Poseidon over a three year period..

[26] Hermes and Aeneas
[27] MINERVA, HERA and INDALO

Frontex opened its first Operational Office (FOO) in Greece (Piraeus) in October 2010 aiming to effectively combat irregular migration and dismantle organised smuggling networks in the South-Eastern Mediterranean region.

- Initiate a debate on the long-term development of Frontex

The EC launched further discussion on the feasibility of a European System of Border Guards in 2013, which has involved intensive consultations with Member States in the context of a feasibility study launched by the Commission. Member States took an active role in this debate, for instance, by cooperating with the contractor to produce "national studies on Assessment of Feasibility" as well as by sending speakers at the conference on this subject organised by Frontex in Warsaw in October 2013.

- EASO to develop methods to better identify those in need of international protection in mixed flows

Over the period, Member States became increasingly involved in EASO activities. They involved a handful Member States in 2010 (FI, MT, SE) implementing preparatory activities. In 2012, nine Member States (AT, BE, CY, DE, FI, PT, SE, SK, UK) and NO deployed their national experts in Asylum Support Teams to provide assistance in EL and LU. More specifically, some Member States (BE, BG, CY, IT, SE) contributed to the EASO early warning and preparedness system by supplying data on trends and analysis with regard to applications for international protection. In 2013, the European Commission, EASO and other Member States supported EL in the implementation and the monitoring of the Greek Action Plan on Asylum and Migration Management, focusing on increased operational capacity at the border.

- the evaluation of the Schengen area will continue to be of key importance and that it therefore should be improved by strengthening the role of Frontex in this field

In the framework of the Schengen evaluation, training was provided by Frontex and national experts (e.g. PL, FI in 2010) to Schengen evaluation experts. The Evaluation programme covered 22 of the 26 Schengen Member States over the period 2010-2013[28].

- support enhanced capacity building in third countries so that they can control efficiently their External Borders

Over the 2010-2013 period, 24 (Member) States (AT, BE, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, HU, HR, IT, LV, LT, PL, PT, RO, SK, SI, ES, and NO) signed bilateral or multilateral agreements with third countries to enhance their capacities to better address irregular migration and mixed migratory flows. The underlying rationale was to improve joint management of external border sections with neighbouring third countries or to reinforce border controls in third countries of origin.

Other forms of cooperation led by 22 Member States (AT, BE, BG, CZ, DE, DK, EL, ES, FI, FR, HU, IE, IT, LT, LV, NL, PL, PT, RO, SK, SI and UK) in third countries[29] in the field of border management included training on combatting human trafficking and smuggling, and institutional capacity building around risk management, border control and border surveillance technologies, document control and fraudulent documentation detection. Some of these activities were supported by Migration EU expertise initiative (MIEUX)[30] as well as EULEX[31] and the Instrument for Pre-Accession Assistance (IPA) in neighbour countries.

- ensuring that the necessary cooperation is established between the Member States and with Frontex to share necessary surveillance data

Regulation (EU) No 1052/2013 of the European Parliament and of the Council establishing the European Border Surveillance System (EUROSUR) was adopted in 2013. The year before, Member States located at the eastern and southern external borders had established their national coordination centres for border surveillance and Frontex had connected these centres to the EUROSUR communication network on a pilot basis. In 2013, EUROSUR became fully operational in eight (Member) States (EE, ES, FI, HU, IT, NL, SI, NO) and pre-operationalisation initiatives took place in four others (BE, LU, MT, and SK)[32].

- Member States and Frontex to continue their work in order to establish best practice with a view to improving border controls at the external borders

In 2011, the EC adopted a recommendation amending the common ''Practical Handbook for Border Guards (Schengen Handbook)'' used by Member States' competent authorities when carrying out the border control of persons, taking into account the latest developments. This Handbook contains common

---

[28] In 2010 AT, IT, EL, ES, PT + (BG and RO); in 2011 DK, FI, IS, NO, SE, FL and in 2012-213 CZ, EE, HU, LT, LV, MT, PL, SI, SK. See: http://eeas.europa.eu/delegations/thailand/documents/thailande_eu_coop/migration_management/8_schengen_evaluation_mechanism2_en.pdf

[29] Either neighbouring countries e.g. CIS States, Balkans, Caucasus, North-African and Middle Eastern countries, countries of transit (e.g. Libya, Turkey) or countries of Origin (e.g. Syria, Afghanistan, Nigeria, etc.).
[30] It aims to enhance the capacities of partner countries and regional organisations to better address all areas of migration via a comprehensive approach to migration management.
[31] The European Union Rule of Law Mission in Kosovo.
[32] According to the Regulation, all Member States shall establish a national coordination centre in accordance with Article 5 of the Regular as from 1 December 2014.

guidelines, best practices and recommendations on border controls in order to assist the border guards of Member States in implementing the common rules on border control of persons.

Member States also shared best practice as part of the training sessions organised at national, EU or international level and as part of existing collaborations (i.e. Frontex Joint Operations or third country cooperation). Examples of sharing of best practice, in 2010, included the 'Guide on best practices on inter-institutional cooperation in the area of combating illegal migration and return of third-country nationals', which was produced and disseminated by RO to all authorities with competencies in this area or the '*Guidelines for the cooperation between Border Guards - Customs administrations working at the external borders*' created in cooperation between the Commission and the Member States.

> *- Member States and the Commission to explore how the different types of checks carried out at the external border can be better coordinated, integrated and rationalised*

Over the 2010 to 2013 period, almost all Member States referred to the deployment of modern technological means to improve the effectiveness of border checks, to upgrade existing or introduce new border management systems (e.g. e-gates) and to improve land and maritime border surveillance. The specific national actions are described under the following Stockholm actions:

★ an electronic system for recording entry to and exit (EES) from Member States could complement the existing systems, in order to allow Member States to share data effectively while guaranteeing data protection rules;

★ present proposals for an entry/exit system alongside a fast track registered traveller programme;

★ further examine the issue of automated border controls and other issues connected to rendering border management more efficient; and,

★ prepare a study on the possibility and usefulness of developing a European system of travel authorisation (EU ESTA)

The Commission Communication 'Smart Borders – options and the way ahead' (COM (2011) 680) set out the main options for moving forward in this area. Preparatory work continued during 2012 including consultation with stakeholders on key points such the use of biometrics and access for law enforcement purposes in the Entry/Exit system. On that basis, the Commission on 28th February 2013 adopted "the Smart Border package", consisting of an Entry/Exit system and of a Registered Traveller Programme.

In 2009, according to the EU Parliament's Study "The Commission legislative proposals on Smart Borders:

Their feasibility and costs" 14 Member States (BG, CY, CZ, EE, FI, HU, LV, LT, MT, PL, PT, RO, SK, and the UK) already operated border control systems proximate to the EES proposed by the EC (i.e. recording entries and exit of visa holding, visa exempt TCNs and in some cases EU citizens on a case by case basis). In 2013, 13 Schengen States (AT[33], BE, CZ, DE, EE, EL, ES, FI, HU, NL, NO, PT) as well as Ireland and the United Kingdom operated automated border crossing schemes (ABCs), allowing for the rapid screening of bona fide travellers by automated systems, in some cases combined (NL) or planning to combine (e.g. DE, HU) with schemes such as Registered Traveller Programme (RTP) or likewise. Furthermore, at least four Member States (DK, BG, IT, LV, and RO) had plans to use ABCs in the future.

In 2011 the EC funded a study on the practical implications of an EU ESTA, a system to screen third-country nationals not subject to the visa requirement to verify that they fulfil the entry conditions before travelling to the EU. Following this study, the Communication on Smart Borders concluded that the development of an EU ESTA should be discarded at this stage.

2.1.3 ANALYSIS OF DEVELOPMENTS

Over the period, all EU Member States and Schengen States contributed to the EU policy to operate the integrated management of external borders ensuring a uniform and high level of border control and surveillance. The national, European and international coordination and cooperation of all the relevant authorities and agencies involved in border management and border security took several forms:

★ Joint Operations supporting those Member States facing disproportionate pressures on their maritime, land and Air external borders;

★ Bilateral and Frontex coordinated Joint Return Operations of irregular migrants;

★ The training and institutional capacity building of border guard forces in Member States, neighbouring countries and in countries of origin and transit;

★ The piloting and implementation of national and European border surveillance systems;

★ The piloting and implementation of border control systems, including automated border control and passenger information and clearance systems.

These developments aimed at contributing to establishing a more effective, efficient and integrated border management system at EU level, allowing for more open but secure external borders and in line with the objectives of the Stockholm Programme; however,

---

[33] Austria does not operate ABC gates but has only a pilot at Vienna Schwechat Airport

the speeds at which Member States embrace technological changes have varied, creating some inconsistencies across the EU's external borders.

In a similar fashion, Joint Operations, although increasing in scope and frequency, are temporary by nature and leave those Member States with long land and sea borders and with many air border crossing points with higher responsibilities in preventing irregular migration or in facilitating bona fide cross border movement.

2.2   VISA POLICY

This section relates to Section 5.2 of the Stockholm Programme, which encourages the Commission and Member States to take advantage of the entry into force of the Visa Code and the gradual roll-out of the Visa Information System (VIS) to further develop the Common Visa Policy and to intensify regional consular cooperation.

2.2.1   OVERVIEW OF RELEVANT STATISTICS 2010-2013

The number of applications for Schengen A, B and C visas increased by almost 45% between 2010 and 2013, to almost 17.2million in 2013. This increase is expected to continue for the foreseeable future as tourism, trade links, cultural and diplomatic links strengthen (Statistics Annex Table 6). Over the same period, the number of A, B and C visas not issued fell by almost 75%, from 686,555 in 2010 to 176,948 in 2013. The rise in C-visas issued could also be made possible by the increase in representation agreements, higher reliance on External Service Providers (ESP) for processing visa applications as well as the implementation of Visa Facilitation Agreements. The trends are commented on in the respective Stockholm actions below.

New visa liberalisation dialogues were launched with Kosovo and Georgia in 2012 aiming at reaching in due course visa free travel for citizens of both sides. Visa liberalisation dialogues also continued during the period with Moldova, Russia and Ukraine; indeed new visa facilitation agreements with Moldova[34] and Ukraine [35] were finalised on 1st July 2013.

Further agreements on local border traffic with neighbouring non-EU countries were negotiated by some Member States (NO, LV, LT, and PL) with Russia (and also Belarus but only for LV, LT[36] and PL) to enable border residents of well-defined areas to cross EU external borders, under certain conditions, without having to obtain a visa.

2.2.2   STOCKHOLM ACTIONS

- Member States to take advantage of the entry into force of the Visa Code and the gradual roll out of the VIS in order to intensify regional consular cooperation by means of regional consular cooperation programmes which could include, in particular, the establishment of common visa application centres where necessary on a voluntary basis.

With regard to the implementation of the Visa Code, Member States reported a range of updates to their national legal framework over the period (AT, BE, BG, CY, CZ, DE, EL, ES, EE, FR,FI, IE, IT, HU, LV, LT, PL, PT, RO, SE, SI, and SK). For instance, Member States made, in the course of 2011, concrete efforts not only to harmonise their procedures for issuing visas to the benefit of applicants, but also to improve the conditions by applying some of the optional facilitations provided for by the existing EU visa legislation. This was especially the case for Turkish applicants in 2011. Training sessions of consular staff were implemented in most Member States as a result of the introduction of Visa Code and the VIS.

With regard to VIS implementation, by the end of 2013, the VIS was in operation in Africa, Middle East, the Gulf region, Central and South East Asia and South America covering an estimated 23% of all C-visas issued[37]. Member States gradually tested, implemented and piloted VIS roll out leading to the second and third phases of VIS implementation.

Alongside the implementation of VIS, most Member States made progress in relation to the processing of biometric data as part of their visa procedures (AT, BE, BG, CZ, DE, DK, EE, EL, FI, FR, HU, IE, IT, LT, LV, LU, MT, NL, PL, PT, RO, SE and SK). This included the purchase of biometric equipment and software, the collection and verification of Visa holders' biometric data and in a few cases establishing new online applications and administration systems. Ireland and the United Kingdom did not participate in the VIS, but they have undertaken actions to collect and verify biometric data from visa applicants.

With regard to consular cooperation progress was made in ensuring better consular coverage in processing visas over the period. This progress was achieved through the conclusion of representation arrangements and cooperating with External Service Providers (ESPs) rather than establishing co-locations or common application centres. More than 200 new representation agreements were concluded over the period. The number of outsourcing contracts with ESPs have increased from less than 200 in 2010 to more than 300 in 2012; and the share of ESPs out of total "visa collecting presence" reached 7.3 % in 2012. In comparison, Co-locations and Common Visa

---

[34] Official Journal of the EU L168/11 (20/06/2013)

[35] Official Journal of the EU L168/3 (20/06/2013)

[36] Lithuania signed the agreement on local border traffic with Belarus in 2010 but it has not yet come into force.

[37] Refer to relevant Commission implementing decisions determining the date from which the Visa Information System (VIS) is to start operations in specific world regions.

Application Centres (CACs) are hardly used with only three projects to date in Democratic Republic of Congo, Cape Verde and Moldova.

> - the Commission and Council to continue to explore the possibilities created by the conclusion of visa facilitation agreements (VFA) with third countries in appropriate cases.

VFA with neighbouring third countries have increased from six in 2010 to eleven at the beginning 2014. The principle of the EU engaging VFA negotiations with Morocco was acted in late 2013. In addition to the EU led Visa Facilitation Agreements, Member States (BG, CZ, ES, IE, HU, IT, LU, LV, PL, PT, SK, and SE) reported new cooperation initiatives to enhance economic, cultural, commercial ties with third countries.

> - the Commission to keep the list of third countries whose nationals are or are not subject to a visa requirement under regular review in accordance with appropriate criteria relating for example to illegal immigration, public policy and security, which take account of the Union's internal and foreign policy objectives.
>
> - the Commission to strengthen its efforts to ensure the principle of visa reciprocity and prevent the (re)introduction of visa requirements by third countries towards any Member State and to identify measures which could be used prior to imposing the visa reciprocity mechanism towards those third countries

The negotiations undertaken since 2011 on amendments to Council Regulation 539/2001 led to:

★ The adoption of the Commission proposal amending the Regulation resulting in the transfer of the Republic of Moldova to the visa free list (April 2014),

★ a proposal in 2012[38] to add 16 Island Nations[39] to the list of third countries and territories whose nationals are exempt from the Schengen visa obligation, plus UAE, Peru and Colombia under certain circumstances); and,

★ The introduction of a new visa suspension mechanism and the revision of the existing reciprocity mechanism entered into force in January 2014[40]. The suspension mechanism will provide a last resort measure to the

European Commission[41] in situations where the visa-free-regime with a given third country has led to sudden and substantial increases of irregular migrants, unfounded asylum applications and/or asylum cases, or a sudden decline in readmission cases, by allowing quick-re-imposition of the visa obligations on a temporary basis on those third country nationals.

2.2.3 ANALYSIS OF DEVELOPMENTS

EU and Member States actions during the reference period have contributed to strengthening the Common Visa Policy for short stays by: making changes to national rules so as to comply with the Visa Code; gradually rolling out VIS; and harmonising and streamlining visa application and visa processing procedures.

3. A EUROPE OF RESPONSIBILITY, SOLIDARITY AND PARTNERSHIP IN MIGRATIONAND ASYLUM MATTERS

3.1 A DYNAMIC AND COMPREHENSIVE MIGRATION POLICY

3.1.1 CONSOLIDATING, DEVELOPING AND IMPLEMENTING THE GLOBAL APPROACH TO MIGRATION

This section corresponds to section 6.1.1 of the Stockholm Programme, which calls for the need to ensure Union migration policy is an integrated part of Union foreign policy and remains relevant within the Global Approach to Migration. The EMN has collected information during the reference period in relation to the use and expansion of the Mobility Partnership instrument.

3.1.1.1 Overview of relevant statistics 2010-2012

Momentum has gathered for the development of EU Mobility Partnerships with the priority regions of Africa and Eastern and Southern Eastern Europe under the Stockholm Programme, with the number of Mobility Partnerships increasing from one in 2008 (Moldova) to six by 2013 (Armenia, Azerbaijan, Cape Verde, Georgia, and Morocco). A further Mobility Partnership with Tunisia was signed in March 2014 and discussions are underway for further agreements with Jordan. All of the signed Mobility Partnerships and their membership are shown in Table 9 of the Statistics Annex.

Currently twenty-three Member States participate in at least one Mobility Partnership; indeed one Member State (FR) is a signatory to all seven. Participation levels from Member States vary per Mobility Partnership, ranging from 16 (Georgia) to 5 (Cape Verde. Five Member States (AT, FI, HR, IE, MT) are

---

[38] European Commission - IP/12/1179 07/11/2012
[39] Includes 5 Caribbean Island Nations (Dominica, Grenada, Saint Lucia, Saint Vincent and the Grenadines and Trinidad and Tobago), 10 Pacific Island Nations (Kiribati, the Marshall Islands, Micronesia, Nauru, Palau, Samoa, the Solomon Islands, Tonga, Tuvalu and Vanuatu) and Timor-Leste
[40] http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2013:347:0074:0080:EN:PDF

[41] Press release n° 17328/13

not currently represented across any of the seven existing Mobility Partnerships.

- strategic, evidence-based and systematic use of all available instruments of the Global Approach to Migration — migration profiles, migration missions, cooperation platforms on migration and development and Mobility partnerships — for long-term cooperation on all dimensions of this policy in close partnership with selected third countries along priority migratory routes

- continued and expanded use of the Mobility Partnership instrument as the main strategic, comprehensive and long- term cooperation framework for migration management with third countries, adding value to existing bilateral frameworks. Success in implementing these partnerships requires improved coordination and substantial capacity- building efforts in countries of origin, of transit and of destination. The European Council calls for further development of the Mobility partnership instrument, while respecting their voluntary nature. Partnerships should be flexible and responsive to the needs of both the Union and the partner countries, and should include cooperation on all areas of the Global Approach to Migration

Activities undertaken within the framework of the Mobility Partnerships have been applied flexibly, covering a number of priorities.

In relation to their national objectives, Member States have reported favourably on a range of joint activities. In 2010, for example, four Member States (BG, HU, PL, PT) referenced EU Mobility Partnerships with Moldova and Georgia as tools to facilitate labour migration, and others (BG, HU and PL) described its participation in a project to strengthen Moldova's capacity to manage labour and return migration. By 2011, five Member States (BE, CZ, DE, HU, RO) explicitly referred to the EU Mobility Partnerships with Armenia, Moldova and Georgia in relation to the facilitation of labour migration. Germany for example, reported that under the Agreement, citizens of Moldova holding legal residence titles in Germany may leave the country for up to 24 months (longer that the usual 6 months without losing their residence titles. Poland introduced a scheme under which citizens of Moldova, Georgia and Armenia (as of 1 January 2014) may take up short term employment without the need to obtain a work permit;

Member States reported on the impact of Mobility Partnerships also in relation to tackling trafficking in human beings (2012) and to support their efforts in tackling irregular migration including return (2013). For example, the Mobility Partnership established with Morocco in 2013 is expected to re-launch negotiations on a Readmission Agreement and negotiations on the planned Mobility Partnership with Tunisia will also

include a commitment to conclude a Readmission Agreement. Under Mobility Partnerships, Belgium, Poland and the Netherlands, amongst others, provided support to Armenia and Georgia on readmission and return, including voluntary return and reintegration; the Slovak Republic helped to build capacity migration data analysis in Moldova and Georgia; in the framework of a Mobility Partnership with Moldova, France is committed to a project to combat trafficking in human beings; whilst Poland and Sweden implemented a twinning project supporting the State Migration Service for strengthening of migration management in Armenia.

At National level, and consistent with the commitments of the Stockholm Programme, Member States have reported widely on other cooperation measures, across a wide range of regions and countries to complement various policy objectives, significantly in the area of labour migration. New bilateral agreements were launched to support a range of policy measures in some 12 Member States (DK, EL, FR, CY, IT, LV, LT, AT, PL, RO, SE, UK), 7 Member States in 2011 (ES, FI, HU, IT, LV, NL, SK) and a further 9 Member States (EL, ES, HU, IT, NL, PL, SI, SK, SE) concluded, ratified or reviewed bilateral agreements in 2012. Examples included, bilateral Social Security Agreements signed between India and Luxembourg (2009); India and Denmark (2010) and between India and Finland (2011); Luxembourg signed also Social Security Agreements with Moldova in 2010 and with Brazil and also Uruguay, both in 2012; and Poland signed Social Security Agreements with Ukraine (2012) and with Moldova in 2013.

A bilateral agreement to combat organised crime was signed between Cyprus and South Africa, and negotiations took place for similar agreements between Cyprus and Syria and Qatar (2010); Spain signed new bilateral agreements with Cameroon, Brazil, Bosnia and Herzegovina, Croatia and Jordan to address criminality, including organised crime and trafficking in human beings (2011). Agreements to facilitate working holiday scheme for youth came into force in several Member States, for example, in Lithuania in 2010 and in Hungary and Slovak Republic in 2012. Further developments in 2013 included the setting up (BE, FI, PL) and planning (FI) of bilateral support to third countries to manage mixed migration flows, whilst Poland and Sweden implemented a twinning project *Support the State Migration Service for Strengthening of Migration Management in Armenia*.

Member States have also effectively applied bilateral agreements at national and sub-national level to facilitate the migration of international students to the EU[42]. Whilst Member states have entered into many bilateral agreements in relation to labour migration, there is also evidence that in some cases (ES, FR, NL,

---

[42] EMN Study 2013: Immigration of international students to the EU

SI) these have also been used to attract qualified and highly qualified workers from third-countries to their territories.[43]

> - *more efficient use of the Union's existing cooperation instruments to increase the capacity of partner countries, with a view to ensuring well-functioning infrastructures and sufficient administrative capacity to handle all aspects of migration, including improving their capacity to offer adequate protection and increasing the benefits and opportunities created by mobility*

Through the EU external cooperation instruments, the European Commission is supporting a number projects and programmes to increase the capacity of partner countries in the field of migration. In the period 2012-2013, within the framework of the Global Approach to Migration and Mobility[44] (GAMM), the Commission has supported more than 90 migration-related projects with more than € 200 million in all regions of the developing world.

3.1.1.3 Analysis of developments

During the reference period the willingness of Member States to engage in EU Mobility Partnerships has been demonstrated by the rise in numbers from just one in 2008 to six signed agreements by 2013. Also Member States have reported being engaged in dialogue to set up further cooperation with countries such as Turkey and Ghana. Member States' participation rates in the current EU Mobility Partnerships in North Africa and Eastern and Southern Eastern Europe have been strong, an indicator of their perceived effectiveness as a complementary tool to support Member States in addressing issues relating to their migration policies and practices. The Mobility Partnership framework provides for a range of migration-related issues to be addressed under one agreement, and Member States have entered into these increasingly during the reference period to complement their national policies, in relation to addressing labour market needs through migration, but also to tackle issues such as trafficking in human beings, irregular migration and return.

That Member States have been active throughout the reference period in independently developing bilateral agreements with third countries reflects the added value of formalised cooperation in very specific policy areas, for example, on social security and promoting international student flows (see Table 10 Statistics Annex).

As well as maintaining a principle focus on cooperation with the most relevant countries in Africa and Eastern and South-Eastern Europe, the Stockholm Programme anticipated the further development of dialogue and

cooperation with Asia and Latin America, where common interests and / or challenges were identified[45], and also recognised the continued and expanded use of the Mobility Partnership instrument as the main strategic, comprehensive and long-term cooperation framework for migration management with third countries. Member States have taken independent action in forming bilateral agreements with countries from these regions, particularly in Asia. However, no Member States have reported developing multilateral agreements in 2010-2013 that drew together two or more Member States into a cooperation agreement with a third country outside of the EU endorsed Mobility Partnerships.

3.1.2 MIGRATION AND DEVELOPMENT

This section relates to Section 6.1.2 of the Stockholm Programme, which aims to maximise the positive and minimise the negative effects of migration on development. Specific issues in this policy field included in the Stockholm Programme include issues such as remittances, the involvement of diaspora groups, and the potential contribution of circular migration initiatives.

3.1.2.1 Overview of relevant statistics 2010-2012

Across the Member States, remittances amounted to some € 38.8 billion in 2012, down by about 1% when compared with 2011, including intra-EU27 and extra-EU27 flows[46]. Almost three quarters of this total went outside the EU, with extra-EU27 flows of € 28.4 bn and intra-EU27 flows of € 10.3 bn. Over the last four years, workers' remittances have been stable at around € 28 bn for extra-EU27 flows and € 10 bn for intra-EU27 flows.

The outflow overall of remittances in 2012 was highest in France (€ 8.8 bn), Italy (€ 6.8 bn), Spain (€ 6.6 bn), United Kingdom (€ 6.3bn) and Germany (€ 3.1bn). Together, these five Member States accounted for more than 80% of total worker's remittances across the EU (27).

3.1.2.2 Stockholm actions

> - *how to further ensure efficient, secure and low-cost remittance transfers, and enhance the development impact of remittance transfers, as well as to evaluate the feasibility of creating a common Union portal on remittances to inform migrants about transfer costs and encourage competition among remittance service providers*

The issue of ensuring efficient, secure and low cost remittance transfers and to enhance their impact appears to have remained on the agenda of Member

---

[43] EMN Study 2013: Attracting qualified and highly qualified third-country nationals to the EU
[44] COM(2011) 743 final

[45] The Stockholm Programme, 6.1.1. Consolidating, developing and implementing the Global Approach to Migration
[46] Eurostat newsrelease: 187/2013 10th December 2013

States throughout the reference period, both through individual national interventions and through the involvement of Member States in wider initiatives.

During the reference period, many Member States (AT, BE, CZ, DE, DK, ES, FR, HU, IE, IT, LU, NL, PL, SE, UK) and Norway all reported having supported instruments or promoted actions in line with Stockholm actions in relation to remittances. In 2013, over a third of Member States and Norway reported on new or updated measures.

In Germany a website was set up in 2010 to inform migrants about their options for money transfer, to improve transparency and open up competition. A similar initiative was launched by NO in 2011, again, allowing for price comparisons, and by 2012, Italy and Netherlands had also reported such initiatives in place, which were seen to result in competition among providers, and hence to faster, cheaper and safer services[47]. By 2013, five countries (DE, FR, HU, IT, NO) reported on new or ongoing initiatives in this specific field, and Germany reported updating its remittance price comparison website in line with World Bank standards.

Czech Republic launched an interagency consultation to consider how to improve transparency and increase competition also in 2012 with follow up work to better understand the remittances market in 2013. United Kingdom participated in 2012 in the Technology and Business Innovation Programme initiative, to explore the use of branchless banking to reduce costs and improve the speed and security of international remittance transfers through the application of new technologies.

Other initiatives during the period included conducting research and disseminating information (AT, CZ, DE, ES, FR, IT, NL, PL, SE); developing a Financial Literacy for Remittances and Diaspora Investment Handbook (DE in cooperation with the "European Microfinance Platform" NGO) and improving financial literacy of both senders and recipients of remittances (DE, HU); projects to mobilize migrants' savings in order to finance micro-financial institutions (DE, LU); international development initiatives to help reduce the cost and improve the speed and safety of transmitting remittances to third countries (DE, FR, IE, UK).

In relation to legislative measures and policy commitments, Spain adopted a new regulation to further liberalise its money transfer market (2010); Italy abolished taxation on financial transfers made to non-EU countries by foreigners without national insurance / social security numbers and developed a protocol of agreement signed by the Ministry of Interior and the Italian Banking Association to promote the financial inclusion of migrants 2012; Norway liberalised regulations for the operation of money

transfer agencies (2012), increasing the number of agencies and thus improving choice. In Italy, legislation was approved in 2011 setting out additional urgent measures for financial stabilisation and development, which introduced a new stamp duty of 2% on international money transfers made by non-EU citizens to non-EU countries, however, this measure was abolished in 2012. Italy launched a new Strategic Plan (2013-2015) to renew its commitment to reducing the cost of remittances.

Several Member States reported on their involvement in wider international initiatives linked to remittances including those led by the World Bank (CZ, DK, ES, UK) and IOM (BE), notably the World Bank's Global Remittances Working Group (ES, FR, UK), which committed to reducing average costs of transferring remittances from 10% to 5% by 2014 and a World Bank Study on 'Migration and Remittances for the development of Africa' (DK).

> - *how diaspora groups may be further involved in the Union development initiatives, and how Member States may support diaspora groups in their efforts to enhance development in their countries of origin*

The Stockholm Programme proposes actions to involve diaspora groups further in Union development initiatives as well as actions from Member States to support diaspora groups in their efforts to enhance development in countries of origin. One notable development was the launch of the European-wide African Diaspora Platform for the Development of Africa (EADPD) as a three year project, on 1st January 2011. Its aim is to support the African Diaspora and its role in promoting development in Africa, and to strengthen the network of African diaspora organisations in the EU. Otherwise EU actions in this specific area have remained modest, although the EC-UN Joint Migration and Development Initiative (established in 2008) includes work with diasporas and the UN High Level Dialogue on International Migration and Development (2013) recognised the important role of diasporas.

At the national level, by 2013, over 70% of all Member States (AT, BE, CZ, DE, DK, EE, EL, ES, FI, FR, HU, IE, IT, LU, NL, PL, PT, SK, SE, UK) and Norway had reported on activities supporting diaspora groups in enhancing development in their countries of origin, including networks, dialogue and remittance projects.

Initiatives during the reference period include: the 'Migration for Development in the Western Balkans' (MIDWEB) project which works with the Balkan diaspora to provide information about opportunities for legal migration and to improve development in the Balkans (AT); the Migration and Development for Africa (MIDA) Great Lakes Programme, with the aim to encourage the mobility of the skills and resources of the EU diaspora in response to local development needs (BE, IT, NL with IOM); a programme of Support to the Local Development Projects of Migrants'

---

[47] EMN SWD 2012.

International Solidarity Organisations (PRA-OSIM) supported by France; and a 'Diaspora Handbook' to show how policymakers can involve diaspora groups with countries of origin based on good practices and lessons learned (NL, CH plus the IOM). As 'Chair-in-Office' of the Global Forum for Migration and Development in 2013, Sweden initiated a round table on empowering migrants, their households and communities, to improve the protection of rights and social development outcomes.

Some initiatives have been launched to support business and trade to mutual advantage. In 2012, Belgium entered into a two year pilot project "Mobilisation of Moroccans residing in Belgium for the Development of Morocco" (MEDMA 2), which provides information to facilitate potential investors from the Moroccan diaspora in Belgium to contribute to the socio-economic development of Morocco. Until 2013, Belgium also cooperated in an initiative between the Diaspora cell of the Chamber of Commerce, Industry and Agriculture Belgium, Luxembourg, Africa, Caribbean, Pacific (CBL-ACP) and key actors such as the Belgian Investment Company for Developing Countries (BIO), to support potential entrepreneurs from the Diaspora (mainly from Central Africa). Projects in Sweden have been set up to facilitate access by businesses in third countries to the Swedish market working with foreign-born nationals, also improving access by third countries to foreign investment, and to support the business ideas of entrepreneurs from immigrant backgrounds with potential to become viable enterprises in the entrepreneur's country of origin. Germany and the Netherlands also promoted diaspora migrants as entrepreneurs in their countries of origin. In the Netherlands between 2011 and 2013 the NGO *Seva* received funding to facilitate Diaspora communities in the Netherlands who were interested in starting businesses in their countries of origin.

In 2013, Denmark supported a fund for diaspora involvement in development in respective countries of origin, supporting the Afghan and Somali diaspora in Denmark; and Finland initiated a project to improve health care in Somalia through the temporary return of Somali health care professionals residing in Finland. An initiative in Italy brings together regional and local governments with immigrant associations, NGOs and civil society organisations, with similar institutions and organisations in countries of origin, to facilitate return and initiate cooperation. Initiatives in Finland and Germany support national diaspora communities to access advice and sometimes cooperation funding in countries of origin.

- ways to further explore the concept of circular migration and study ways to facilitate orderly circulation of migrants, either taking place within, or outside, the framework of specific projects or programmes including a wide-ranging study on how relevant policy areas may contribute to and affect the

preconditions for increased temporary and circular mobility.

In relation to circular migration, a significant development has been the adoption of Directive 2014/36/EU on the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers, after several years of negotiation. The Directive specifically provides for the facilitation of the re-entry of third-country nationals admitted to a Member State as seasonal workers at least once within the previous five years, who fully respected the conditions applicable to seasonal workers during each of their stays (Article 16.1). The Directive formalises incremental work undertaken by Member States in this policy area throughout the period covered by the Stockholm Programme.

In the first year of the reference period, at least four Member States (ES, IT, NL, PL) introduced new legislation or implemented actions to favour circular migration. These included a pilot project implemented in Netherlands to permit labour migrants from Indonesia and South Africa to perform temporary work in the Member State with a view to improving their professional experience or to setting up a business on return to their country of origin. Poland adopted regulations - previously applied as a temporary solution - allowing the possibility for third-country nationals from specific countries, to take up work for up to 6 months without the need to obtain a work permit during an indefinite period, thus facilitating circular migration. During 2011, Spain introduced measures to facilitate circular migration of seasonal work through fast tracking of procedures, providing preferential labour market access for migrants committed to return to their country of origin and with the potential to reject future applications in the case of non-return. France and Sweden also introduced new measures to promote circular migration, as part of their migration and development policies in 2011 and 2012.

The Stockholm Programme invited further study and exploration of the concept of circular migration. In 2011, the EMN published its Study 'Temporary and circular migration: empirical evidence, current policy, practice and future options'[48]. The Study found considerable diversity in national approaches to temporary and circular migration, with no common understanding of the concepts of temporary and circular migration, and legislation, policy and practice to encourage these forms of migration in Member States were found to be at a very early stage of development: whilst most accommodated elements of circular migration into national policy, few did this explicitly. Initial evaluations of existing programmes and policies were found in the Study to confirm the positive results for participating migrants (the so-called 'triple-win' for countries of origin and destination

---

[48] Available from EMN website

and for migrants themselves) although there was less evidence to suggest significant benefits to employers and countries of origin. Areas for development included harmonising key concepts and improving data collection; considering choices between targeted programmes involving agreements with third countries, or by providing incentives to encourage 'spontaneous' movements of workers; and raising awareness and promoting exchanges of experience and best practice.

Several Member States have reported on regulatory measures to facilitate temporary and circular migration (e.g. EE, IT, NL, PL). In Poland for example, since 2014, Armenian nationals are entitled to work in Poland on simplified principles, under the conditions set out above. Italy launched a bi-annual project to facilitate circular migration between Mauritius and Italy. This initiative, launched in January 2013, includes training for Mauritian administrative agencies as well as pre-departure training of workers.[49.] Bulgaria, Germany and Italy also undertook measures to facilitate circular migration to address labour shortages in key sectors.

Further legislative and policy developments are expected as Member States begin the transposition process for Directive 2014/36/EU on the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers (26th February 2014).

3.1.2.3   Analysis of developments

Over half of all Member States and Norway have reported on actions in legislation, policy or practice to improve the efficiency of remittance transfers and to reduce costs that maximise the benefits of remittances. In some cases, there is evidence of consolidated action over several years to improve such facilities for both the users and providers of the services. Those Member States that have set up websites / portals on remittances and other actions to increase transparency and competitiveness reported positive results. Whilst the possibility of evaluating the feasibility of creating a common Union portal on remittances is an EU action and has not been explored in this Report, the work of the Member States in setting up national portals and websites could provide pointers to how an initiative at EU level might operate in practice. There are possibilities also for the analysis of practice in what has been most successful (and less so) in these comparative cases, which could contribute good practice examples for the (significant) minority of Member States who have not reported any specific developments during the reference period with respect to migrants' remittances.

With regard to involving diaspora communities to enhance development activities, there are several examples of development programmes which have involved groups of Member States, and a wider number of bilateral arrangements in place to harness the potential of diaspora communities in the EU to contribute to development in the country of origin. Of interest too in relation to the EU growth agenda have been business / economic / trade initiatives that aim to be mutually beneficial to both Member States and countries of origin. Overall, interventions as reported appear to be relatively diverse and are uncoordinated, however, at EU level, infrastructure is in place, for example, through the EU-wide diaspora platform on development, to improve the sharing of good practices and learning to improve diaspora engagement in the future.

Since the launch of the Stockholm Programme, there has been a growing body of practical experience, with more than a third of Member States having implemented initiatives to promote at least some aspects of temporary and circular migration. There is thus a basis to inform future policy making and to facilitate policy choices in this area; which is now highly relevant in the context of the adoption of the Seasonal Workers' Directive and the formalisation of Member States' legal and policy frameworks during its transposition.

3.1.3   A CONCERTED POLICY IN KEEPING WITH NATIONAL LABOUR MARKET REQUIREMENTS

This section relates to Section 6.1.3 of the Stockholm Programme, which outlines the contribution labour immigration can make to increased competitiveness and economic vitality. The Stockholm Programme calls for the Union to 'encourage the creation of flexible admission systems that are responsive to the priorities, needs, numbers and volumes determined by each Member State and enable migrants to take full advantage of their skills and competence'. The Stockholm Programme highlights the need to respect the competences of the Member States for managing their labour markets and to have due regard to the Union preference.

3.1.3.1   Overview of relevant statistics 2010-2012

The number of first residence permits issued to third-country nationals in the EU decreased from 2.3 million (2010) to 2.1 million (2012)[50] (Statistics Annex Table 1`). In 2012, of the 2.1 million first residence permits issued, 23% were issued for remunerated activity. The number of first permits issued for remunerated activities has decreased however during the period of the Stockholm Programme, from 800,000 (2010) to

---

50 First residence permits issued for reasons of family, education, remunerated activities and other. Data not complete for 2013 at time of publication

490,000 (2012).[51] With regard to highly qualified workers,[52] there has been an increase in the proportion of third-country nationals in high-skill occupations. In the EU in 2012, 26% (2.03 million) of all employed third-country nationals reached the highest education attainment level (university degree and/or PhD)[53] and 21% (1.64 million) were working as managers, professionals, technicians or associate professionals.[54]

International students made up 22% of all third country nationals granted a residence permit in 2012. The number of first permits issued for education reasons decreased slightly, from 510K (2010) to 460K (2012).

The decrease in the number of first residence permits issued to third-country nationals for reasons of remunerated activities and education is linked to the economic environment in the EU during 2010 to 2012. This is further discussed in the sections below.

3.1.3.2   Stockholm actions

> - *The Commission to consider how existing information sources and networks can be used more effectively to ensure the availability of the comparable data on migration issues with a view to better informing policy choices, which also takes account of recent developments*

The EMN, established in 2008 through Council Decision 2008/381/EC[55], plays a 'key role in providing up-to-date, objective, reliable and comparable information on migration and asylum topics' to the Commission and other policy makers. During the period 2010-2013, the Commission, working with an independent evaluator, examined the outputs and uptake of the EMN and recommended actions to improve the relevance of its outputs to assist policymaking in the EU.

With regard to information outputs, the EMN has continued to contribute to the monitoring of the implementation of the Stockholm Programme (and additionally the European Pact on Asylum and Immigration) through its Annual Policy Report and also by the development of EMN studies that have explored current issues linked to policy changes and developments at EU level. The undertaking of studies assists the Commission in better informing policy choices. For example, the EMN Study for 2012 on the Immigration of International Students[56] assisted the

Commission in its Impact Assessment study on the amendment of Directive 2004/114/EC on the conditions of admission of third-country nationals for the purposes of studies, pupil exchange, unremunerated training or voluntary service.

In addition to studies and reports, the EMN manages an Ad-Hoc Query tool to enable the Commission and the National Contact Points to quickly collect comparative information from other Member States on a specific issue. At EU level, EMN Ad-Hoc Queries have been used to inform Commission Communications and Staff Working Documents. The Commission used an EMN Ad-Hoc Query to rapidly assess the conditions of automatic and unconditional granting of citizenship to persons born on the territory of a Member State, irrespective of the immigration status of the parents (unconditional jus soli)[57] to inform them about the general situation in the Member States following the European Court of Justice's decision on the Zambrano (C-34/09) case in 2011.

The EMN developed a Glossary and Thesaurus of migration and asylum terms in 2009 with a view to improving comparability of information between EU Member States by developing a common understanding of terms applied.[58] In 2011 an updated version of the EMN Glossary was published with more than 2 000 copies distributed to national and EU stakeholders and with translations in six languages (DE, EN, ES, FR, IT, PT). A version in Arabic was added in 2013. The Glossary is also available as a web-based tool on the EMN Website. A third version of the Glossary will be published in 2014. The EMN Glossary and Thesaurus Working Group liaises closely with external entities such as the Fundamental Rights Agency (FRA) and the EU Inter-Institutional Terminology Database (IATE) to ensure consistency. The EMN Thesaurus facilitates structured searching of documents available through the Information Exchange System of the EMN.[59]

In order to improve the comparability of data, an EMN Working Group on statistics has been established and collaboration with Eurostat has been enhanced.

To enhance the provision, and dissemination, of information on migration and asylum matters, the EMN has also increased its cooperation with the European Parliament, relevant EU Agencies (EASO, FRA, Frontex), the EU Anti-trafficking Coordinator and international organisations (e.g. OECD, ILO) and research bodies (e.g. ICMPD, MPI).

3.1.3.3   Analysis of developments

The Commission has strengthened the role of the EMN and has taken actions to increase the EU added value

---

[51] Eurostat data
[52] Information available from EMN Study 2013 on Attracting Highly Qualified and Qualified third-country nationals
[53] ISCED categories 5-6
[54] ISCO categories 1-3
[55] Available at http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2008:131:0007:0012:EN:PDF .
[56] Available at http://ec.europa.eu/dgs/home-affairs/what-we-do/networks/european_migration_network/reports/studies/results/student-migration/index_en.htm

[57] Commission Status Report 2011
[58] EMN Status Report 2010
[59] Commission Status Report 2011

of the network. The external evaluation of the EMN helped the Commission to identify obstacles that existed in the functioning of the EMN which had an impact on the effective provision of information to policymakers. Though the EMN was considered to be performing well overall, the external evaluation proposed improvements in the analysis and relevance of information collected by the EMN to enhance its effectiveness in policy making, and to increase its visibility amongst practitioners.

The EMN responded to the recommendations set out in 2011 and introduced new outputs[60] including policy briefs (EMN Informs[61]), and has worked more closely with policymakers since 2011 in the design and focus of its studies. 'EMN Bulletins[62]' were also created on a quarterly basis in order to provide policymakers and other practitioners with an outline of recent migration and international protection policy developments and relevant statistics.

EMN outputs have been presented during Conferences and other events at EU (e.g. SCIFA meetings, EMN Annual Conferences, Conferences organised by EU Agencies, such as FRA and EASO) and at national level Conferences, events and round table discussions and are increasingly contributing directly to the work of policy makers who have shaped their content through interventions at the design stage, ensuring that the information collected by the EMN is relevant and appropriate for use by policy makers.

> *- The Commission and the Council to evaluate existing policies that should, inter alia, improve skills recognition and labour matching between the European Union and third countries and the capacity to analyse labour market needs, the transparency of European on-line employment and recruitment information, training, information dissemination and skills matching in the country of origin.*

Improve skills recognition and labour matching between the European Union and third countries

Under the Stockholm Programme, Member States have introduced changes in their approach to legal migration. The national policies have often focussed on specific categories of third-country national workers while restricting labour migration where needs can be met from domestic and EU workers (Union preference). In order to understand what gaps exist in the national labour market that need to be filled by third-country nationals, methods and tools have been implemented by Member States (AT, BE, BG, CZ, DE, EE, EL, ES, IE, FR, IT, CY, LV, LT, LU, MT, PL, RO, SI, SK, FI, UK) to analyse labour market needs and shortages. These include: forecasting (EE, IT, LV, LU (planned), FI); the use of annual analyses on labour market trends, shortages and demand (EL, IE, IT, LU,

PL, FI);[63] the drawing up of shortage occupation lists (AT, BE, CZ, DE, IE, EL, ES, FR, LT, AT, PL, SK, UK); and, research (RO, UK). In Sweden, a demand-driven approach to labour immigration has been introduced, making it possible for employers to determine themselves whether or not they need to recruit employees from third countries. Due to the emphasis placed by Member States on satisfying labour demand, new projects have also been initiated. For example, in 2012, an employment monitoring service was established by Germany for the analysis of current and long-term labour market needs.

Member States continued during the reference period 2010-2013 to adapt their lists of professions and/or sectors where labour shortages exist. For example, in Germany, a Skilled Labour Concept was adopted which comprised the setup of a shortage occupation list which is checked and updated on a bi-annual basis. Priority checks are no longer required for third country migrants qualified for these occupations. Some Member States (e.g. ES and LT in 2010) reduced their lists of professions and/or sectors where labour shortages exist. The shortage occupation lists drawn up by the Member States also impact on the policies and strategies implemented at national level, which focus on particular categories of third-country nationals. Member States have also adopted a number of actions relating to improving qualifications and skills recognition, and labour matching. During a time of economic crisis, some Member States have placed particular emphasis on ensuring that national labour market needs are being effectively met and that the right individuals are being employed in the correct jobs.

Following the analysis of labour market needs and shortages, Member States (AT, BE, CY, DE, DK, EL, ES, FR, IE, IT, LV, LT, LU, MT, NL, PL, PT, RO, SI, SK, SE, UK and NO) undertook actions relating to labour matching and skills recognition. Actions relating to skills recognition in the Member States have focussed on simplifying and shortening recognition procedures, facilitating validation procedures and increasing information provision. The actions undertaken in regard to skills recognition at national level complement those undertaken by the EU via the EU Skills Panorama which aims to enhance the match between supply and demand for labour across Europe.[64]

In order to assist third-country nationals with skills recognition, some Member States in 2012 (IT, PT) undertook information sharing through the publication of a dedicated handbook assisting third-country nationals with the recognition procedure (IT) and the publication of a guide to skills recognition which summarised the national educational system and the processes for academic and professional recognition

---

[60][60] Reported in EMN Status Reports 2011 and 2012
[61] Available from the EMN website
[62] Available from the EMN website

[63] Annual Report on Migration and Asylum for 2012
[64] Further information available at
  http://euskillspanorama.ec.europa.eu/

(PT). In 2011, Netherlands offered legally residing third-country nationals the same rights to skills recognition as citizens, entitling them to the recognition of diplomas with accreditation of prior learning.

Most Member States undertake some form of labour matching.[65] In most Member States (AT, BE, BG, CZ, EE, FR[66], DE, HU, IE, LT, LU, ML, PL, PT, SK, ES, SE, UK) job matching is directly ensured by the employer. In addition, a number of other institutional bodies, both public and private, assist in job matching, such as Public Employment Services, for example, the State Employment Agencies in Latvia. While labour matching is undertaken by most Member States, the EMN Annual Reports for 2010 to 2012 provide little evidence on concrete developments in this area. In 2013, however, Member States (AT, CZ, DE, FI, HU, IT, LU, PL, PT, SE, SK, NO) introduced a number of new activities such as the development of specialised platforms and databases.

Improve the transparency of European on-line employment and recruitment information, training, information dissemination and skills matching in the country of origin

The EU and Member States have attached high importance to providing information to third-country nationals on the routes and conditions of legal migration.[67] The EU launched the EU Immigration Portal[68] in 2011 and all Member States and Norway provide information on legal migration channels. Multilingual websites and more general information campaigns and projects are the most commonly-used instruments. Some Member States have also worked towards a "one-stop-shop" that provides information on legal migration, integrating all its online information into one single site in order to provide high quality information and easier access for applicants.[69] In 2013, the interventions by Member States for providing information on legal stay were driven by the aim of improving communication channels regarding legal entry and stay in order to promote safe alternatives to irregular migration and trafficking in human beings.

In 2011 some Member States (FR, IT, NL, PL, SK, UK) reported using their embassies in third countries to disseminate information on the possibilities and conditions of legal migration. For example, in Netherlands, a joint knowledge bank with the Ministry of Foreign Affairs was used to answer questions from third-country nationals.

Information tools targeting specific groups were also developed by some Member States. For example, in

2012, this was the case for (qualified or highly qualified professionals) (AT, BE, DE, FR), students (BE, FR, IT, LT, SE) and investors (IE, PT).

Between 2010 and 2013 bilateral agreements have been concluded and ratified between Member States and third countries. The principal aims of the bilateral agreements were to strengthen cooperation in the management of labour migration with the countries of origin that generate the largest in-flows of third-country nationals (e.g. Italy) and the setting of general principles of employment for third-country nationals (Slovenia). In Italy in 2012, a Local Coordination Office in countries of origin was established in order to facilitate information provision. Agreements were completed by Slovak Republic (2012) and Bulgaria and Poland (2013) establishing social insurance arrangements with third countries. A further agreement between Slovak Republic and the USA was signed in 2012 but has not yet come into force.

3.1.3.4   Analysis of developments

Since 2010 Member States have advanced in relation to the analysis of their labour market needs and the development of skills recognition and labour matching. The economic crisis has had an impact on Member States' actions in this area. The reduction in occupation lists in a number of Member States (e.g. ES, LT, in 2010) was a result of the economic crisis. This was reflected by the decrease in the number of third-country nationals receiving residence permits for remunerated activities between 2010 and 2012.

With regard to skills recognition, Member States have undertaken actions to facilitate recognition procedures. The time taken to recognise qualifications and skills was identified by Member States as an obstacle to facilitating entry to the national territory for certain third-country nationals.[70] Member States have prioritised their actions for some groups, e.g. (highly) qualified workers, in order to subsequently facilitate their admission and entry. Problems still arise in Member States due to the time taken for qualifications to be recognised. The recognition of diplomas and qualifications was cited as one of the most common barriers to accessing the EU by a majority of Member States in the EMN Study on Attracting Highly Qualified and Qualified third-country nationals.

> *- Encourage the creation of flexible admission systems that are responsive to the priorities, needs, numbers and volumes determined by each Member State*

Member States have been particularly active in the creation of flexible admission systems between 2010 and 2013. Member States either made changes or adopted new policies relating to legal migration. Member States undertook these actions in order to

---

[65] EMN Study 2010 on Satisfying Labour Demand through migration

[66] In France this criteria is also analysed by the competent French labour authorities responsible for the work permit issuance.

[67] EMN Study 2013 on Attracting Highly Qualified and Qualified Third-Country Nationals

[68] http://ec.europa.eu/immigration/

[69] Annual Report 2011

[70] EMN Study 2013 on Attracting Highly Qualified and Qualified third-country nationals

improve national competitiveness and to ensure a link between migration policy and labour demand.

Admission systems responsive to the priorities and needs determined by each Member State

Labour market analysis has enabled Member States to identify priority groups of third-country nationals. The lists of occupations where vacancies exist have enabled Member States to identify the types of third-country nationals needed to fill gaps in their labour markets. Moreover, the economic advantages associated with some categories of foreign workers have influenced Member States in adapting their admission systems. [71]

Member States have taken steps to increase the attractiveness of the EU and the national system for (highly) qualified workers, with most Member States having policies and strategies in place for attracting this category of workers either in their wider migration policy (BE, EE, FI, EL, HU, LT, LU, PL, SK, SI, SE) or in specific policies (AT, CZ, DE, FR, IE, NL, ES, UK).[72] During 2010-2013, Member States continued to develop their national policy while also adapting it to the transposition of the EU Blue Card Directive (Directive 2009/50/EC) which has as its objective to improve the EU's ability to attract highly qualified workers from third countries.[73] Following the transposition of the Single Permit Directive (Directive 2011/98/EU), a number of Member States in 2013 (e.g. DE, HU, LU, PL, SI) and early 2014 (AT, LV, SK) introduced a single application procedure to simplify access and reduce the administrative burden for economic migrants. In 2013, some Member States (e.g. ES, HR, UK) undertook actions regarding measures to facilitate access to intra-corporate transferees ('ICTs') such as legislative measures and the introduction of accelerated procedures. These actions were in parallel with continued negotiations for the proposal for a Directive on ICTs.[74] Six other Member States (EE, FR, IT, LV, NL, SK) planned to implement new measures in the future for this group (France implemented an initial residence permit for this category of worker in 2007).

In addition to (highly) qualified workers, the attraction of investors and entrepreneurs gained increased importance. In 2012, attracting investors (HU, IE, LV, PL, PT, SE, UK) and/or entrepreneurs (IE, FR, LV, PL, UK) was on the political agenda, and some Member States identified the economic advantage of attracting these individuals to their Member States due to the financial and other resources that they bring. Indeed

France created two specific residence permits as early as 2007 and 2008 dedicated to these categories (investors and entrepreneurs) introducing a simplified process.

For (highly) qualified workers, investors and entrepreneurs, Member States implemented a variety of measures to attract these individuals such as the use of incentive mechanisms (e.g. family accompaniment, tax incentives) and facilitated and accelerated procedures for entry and admission (e.g. waiver of labour market test).

International students were also considered as a priority group by Member States. Member States placed priority on this group due to their wish to internationalise their education systems, to compete in the global market of education as well as due to the positive impact on revenue and gains generated from the immigration of international students. Between 2010 and 2013, most Member States (AT, BG, DE, EE, ES, FR, HU, IE, IT, LV, LT, LU, PL, PT, SE, SI, SK, UK) undertook new measures to further facilitate the reception of students and / or researchers and their movement within the EU. With regard to researchers, the Researcher's Directive led to more favourable legislation, measures and conditions for this group including the exemption from the work permit requirement, the possibility to apply for long-term residence, simplified procedures and the facilitation of family reunification. The Directive had a positive impact on the administrative procedure in several Member States (e.g. CZ, HU, IE, LT, LU, SK) mainly relating to the fast-tracking of applications.[75]

Admission systems responsive to the numbers and volumes determined by each Member State

Following the analysis of labour market needs, some Member States (CY, EL, ES, HU, IT, PT, SI, UK, NO) implemented annual quotas to ensure that labour migration meets the needs of the labour market. In Estonia the immigration quota is linked to the permanent population; however labour migrants are also subject to annual immigration quotas. Member States have made changes to the quota system in recent years in order to adjust its numbers to take account of the impact of the economic crisis. For example, in 2010 a few Member States (IT, CY, HU) reported they had lowered their quotas, with only PT reporting the retention of the same quota from the previous year. Sweden has introduced an open, flexible and demand-driven approach to labour immigration from third countries, which replaces the labour-market needs assessment, and no quotas or shortage lists exist for economic migration, rather, employers themselves determine whether they need to recruit workers from abroad, irrespective of their qualification levels.

---

[71] EMN Study Attracting Highly Qualified and Qualified third-country nationals (2013)

[72] EMN Study Attracting Highly Qualified and Qualified third-country nationals (2013)

[73] The instrument is designed to facilitate the admission of these individuals by harmonising entry and residence conditions throughout the EU, simplify admission procedures and improve the legal status of those already in the EU.

[74] COM(2010)378.

[75] EMN Study 2013 on Attracting Highly Qualified and Qualified third-country nationals

3.1.3.5   Analysis of developments

During 2010-2013, Member States adapted systems at national level that respond to their particular needs. The economic crisis has impacted on policies implemented at national level and on priorities and needs determined by each Member State. Focus has been placed on attracting economic migrants from third countries who can fill particular skills gaps in the labour market that cannot be met by domestic labour and/or who can contribute positively to the national economy. For example, the increased focus on investors and entrepreneurs in many Member States demonstrates their acknowledgement of the financial benefits that can be associated with these categories of third-country nationals. This is in line with the EU Entrepreneurship 2020 Action Plan. The enhanced attraction of (highly) qualified workers by many Member States, on the other hand, is linked to the shortage occupations still existing, even in times of crisis, in certain qualified sectors such as information / communications technologies ICT (AT, FR, DE, ES, IE, IT,) and healthcare (AT, DE, HU, IE, IT, PL, SI, UK).[76]

The EU Entrepreneurship 2020 Action Plan highlighted the obstacles some third-country nationals encounter when attempting to enter the EU such as legal difficulties, restricted labour markets and limited opportunities for advancement. For example, due to varying national conditions, some third-country nationals face obstacles to become self-employed, to establish businesses and to obtain a stable permit for entrepreneurs. This can be seen, for example, for international students / graduates facing barriers to enter into self-employment, with only 14 Member States and Norway currently permitting this action.[77] Third-country nationals also face problems when wishing to change jobs or employers and to move from one Member State to another. Though the EU Blue Card provides for highly qualified migrants and employers to take full advantage of skills and competences through the possibility of intra-EU mobility, this is not the case for all groups of economic migrants, some of which must fulfil all national admission conditions in the second Member State before moving to avail of a new position[78].

Though Member States have adapted their policies over recent years, it is difficult to determine whether their actions have had a positive impact on their national labour market. Only a limited number of Member States have specific evaluation systems in place for regularly assessing the impacts of their policies. For example, for highly qualified third-country nationals, only IE and the NL currently undertake evaluations while other Member States (AT, FR, DE,

ES, SE, UK) conduct research or produce reports that review some aspects of effectiveness.[79] The limited existence of national evaluations is a deficiency to be addressed since such activities at national level are also required to determine the effectiveness of policies.

> - *the Commission to assess the impact and effectiveness of measures adopted in this area with a view to determining whether there is a need for consolidating existing legislation, including regarding categories of workers currently not covered by Union legislation*

In order to assess the impact and effectiveness of EU policy and legislation in relation to economic migration, the Commission has monitored the implementation of the Directives in force and has examined the results of a number of studies in this area, namely the EMN Study 2012 on Immigration of International Students to the EU and the EMN Studies 2013 on Attracting Highly Qualified and Qualified third-country nationals and Intra-EU mobility of third-country nationals.

A thorough evaluation and assessment of the legal migration acquis, in view of a possible streamlining and consolidation, will however only be possible once the more recently adopted Directives (e.g. Single Permit, Seasonal Workers, Intra-Corporate Transferees)[80] will be fully transposed and implemented by Member States.

3.1.4   PROACTIVE POLICIES FOR MIGRANTS AND THEIR RIGHTS

The Stockholm Programme commits the Union to fair treatment of third country nationals residing legally in the territory of the Member States, and steers integration policies to aim towards granting rights and obligations to legal migrants comparable with those of EU citizens, within a timeframe of 2014.

3.1.4.1   Stockholm actions

> - *Consolidation of legislation in the area of integration starting with legal migration based on an evaluation of the existing acquis and including amendments needed to simplify and/or where necessary, extend the existing provisions and improve their implementation and coherence*

This action was targeted at the Commission. However, there is evidence (see relevant sections below) that year on year, and in an incremental way, Member States have adapted their legislation and / or policies to enhance and improve the integration of migrants. In 2010, new legislative measures were introduced by about a third of Member States (DK, EL, ES, LU, FI,

---

[76] EMN Study 2013 on Attracting Highly Qualified and Qualified third-country nationals, page 17

[77] BE, DE, EE, ES, FI, IT, LT, NL, PL, PT, SK, SE, SI, UK, NO – Information available from EMN Study 2012 on Immigration of International Students to the EU, page 36

[78] EMN Study 2013: The Intra-EU mobility of third-country nationals .

[79] EMN Study 2013 on Attracting Highly Qualified and Qualified third-country nationals, page 24

[80] Negotiations on the proposal for a Directive recasting the existing Researchers and Students ' Directives are still on-going.

FR, IE, PL, SE), mainly in relation to widening access to the democratic process (see below) as well as new policy measures (DK, DE, IE, EL, ES, FR, CY, LU, AT, PT, SE). These included integration strategies (AT, PT); new integration policy documents (BE) and nationwide integration programmes (DE, CY, LU); institutional changes (BE, EL, LU, AT). Other Member States (EL, LV, MT, PL, FI, UK) modified their existing policies with the aim of facilitating integration.

Momentum for change continued throughout the period 2011 and 2013. In 2011 new legislative measures were reported in several Member States (FR, IT, AT, SK, FI) including the Integration Act in Finland which introduced provisions to cover the integration of all immigrants residing in Finland (whose residence is legally registered) from the point of arrival. The majority of Member States (AT, BE, DE, DK, IE, EE, EL, ES, FR, IT, CY, LV, LU, MT, AT, PT, SI, SK, FI, UK) and NO reported on further policy developments in this field, including new (AT, BE, EE, EL, ES, LV, LU, PT,) or updated (CZ, SK) policy documents and institutional changes (AT, CY, SK, AT).

Legislative changes in 2012 were reported in four Member States (PL, LV, NL, SE and NO) and again, the majority reported further policy measures to enhance integration (AT, BE, DE, EE, EL, FI, FR, HU, IT, LU, LV, MT, NL, PL, PT, RO, SE, SI, SK, UK and NO). In some Member States, migrants are encouraged to participate in such measures; in others (e.g. AT, IT, PL, UK (certain groups only) integration measures, particularly in relation to language requirements, have become an obligation on migrants, as reported in 2012.

In 2013, legal and policy developments with an emphasis on migrants' rights were identified by at least 15 Member States (AT, BE, CZ, DK, EE, EL, FI, HU, IT, LV, LU, MT, PL, SE, SK) and Norway. These included: a new initiative to provide information and counselling centres for third-country nationals, including an introduction programme for the newly arrived (EE); the establishment of legal and administrative aid offices, plus new materials to inform third-country nationals of their legal rights and obligations (EL) and a new Advisory Council for the Integration of Third Country Nationals (LV). Some Member States (e.g. AT, SE) reduced the requirements necessary to become citizens, and increased public awareness about the acquisition of citizenship.

3.1.4.2   Analysis of developments

Whilst it is acknowledged that integration measures should be determined by individual Member States, [81] it is clear that wide variations in legislation, policy and practice operate across Member States, offering the potential for opportunities for learning and sharing of good practices in this area.

---

[81] Common Basic Principles: 14615/04 (Presse 321)

> - *evaluation and review of the Council Directive 2003/86/EC on the right to family reunification, taking into account the importance of integration measures*

Family reunification aims to foster socio-cultural stability by facilitating the integration of third-country nationals within Member States, and promote economic and social cohesion. In Council Directive 2003/86/EC, integration measures are provided for under Article 7(2) which is an optional clause. The Commission's Report[82] on the implementation of the Directive found that few Member States had introduced integration measures into their national legislation; three Member States (DE, FR, NL) had applied it as a pre-entry condition, others (AT, CY, EE, EL, SI) applied it (mainly language courses) after admission. The Directive provides also that children over 12 years arriving independently from their family may also have to prove they meet integration conditions required under national legislation, respecting however, the best interests of the child.

Following the publication of the Green Paper[83] and broad consultation on family reunification in 2011-2012 (which included also evidence from the EMN Study on *Misuse of the right to family reunification*, the Commission issued Guidelines on family reunification on 3 April 2014 (COM (2014)210).

3.1.5   INTEGRATION

This section relates to Section 6.1.5 of the Stockholm Programme. Integration of legally residing third-country nationals is identified in the Stockholm Programme as key to maximising the benefits of immigration, with actions to support cooperation amongst Member States to achieve the core integration objective of granting comparable rights, responsibilities and opportunities for all, balancing migrants' rights and duties.

3.1.5.1   Overview of relevant statistics 2010-2013

Table 12 in the Statistics Annex of this Report gives an overview of one of the key indicators of integration of third-country nationals (i.e. the unemployment rates of third-country nationals, compared to total unemployment rates in the respective (Member) State).

The differences between the total unemployment rates and the unemployment rates of third-country nationals are shown in Figure 1 below:

---

[82] COM(2008) 610 final
[83] COM(2011) 735 final

Fig: 1: EU-average trend of total unemployment rate and unemployment of third country nationals (age 15-64) (2009-2013)
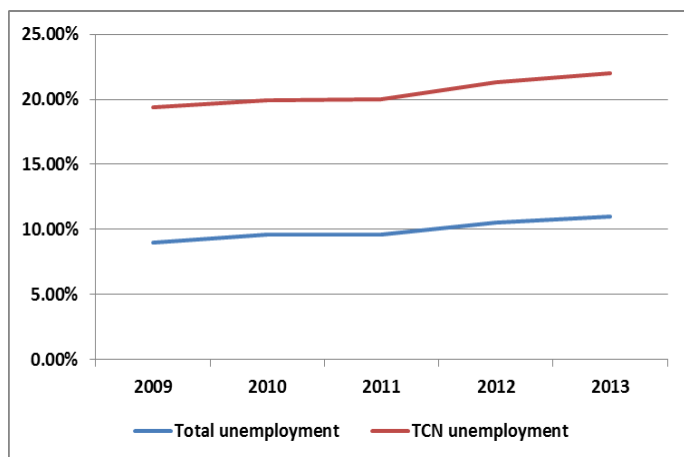
Source: Eurostat [lfsa_urgan] extracted on 12th May 2014

The period 2010 and 2013 has seen steady increases across the EU in total unemployment rates; however, the gap between the unemployment rates of third-country nationals and total unemployment rates has widened year on year, from 10.3 percentage points in 2010 to 10.4 in 2011, to 10.8 in 2012 and to 11.0 in 2013. Over the period, the widest gaps were reported consistently in four Member States (BE, FI, FR and SE), and have remained on or above 20 percentage points in two Member States (BE and SE).

3.1.5.2   Stockholm actions

> - Development of a coordination mechanism involving the Commission and the Member States using a common reference framework which should improve structures and tools for European knowledge exchange

A number of platforms and tools (National Contact Points on Integration; European Integration Forum; European Website on Integration; EU Handbooks on Integration; and the European Fund for the Integration of third-country nationals) were all in place at the time of the launch of the Stockholm Programme in 2010. These were the basis for further cooperation and coordination at EU level, as set out in the European Agenda for the Integration of Third-Country Nationals presented in 2011 and building on the Stockholm Programme.

Several Member States have specifically referenced their contributions to the European Web Site on Integration (AT, BE, EE, LV), and involvement in meetings of the European Integration Forum (AT, BE, CZ, EE, EL, FR, IE, IT, LV, NL, PL, SE, SK) in their EMN Annual Reports.

As well as the specific mechanisms in place at EU level to support integration, Member States have also referenced the EMN as a further cooperation tool, and specifically the EMN Ad-Hoc Query facility, where on average Member States exchange typically 80 Ad-Hoc Queries across the network annually, including specific

aspects of integration. Other relevant EU and international mechanisms where information on integration issues have been shared, include the network of experts established by the EU Agency for Fundamental Rights (LV), the UNHCR Project Integration Evaluation Tool in Central Europe promoting the integration of third country nationals under international protection (SK), and in the context of EU Presidency events, for example, the Expert Conference on immigrant integration within the framework of the CY EU Presidency in 2012.

At national level, a plethora of recent measures of exchange have taken place during the reference period, recognising the interdisciplinary nature of the issue of integration (see relevant sections also below); Roundtables organised by Austria, Belgium, and Estonia on inter-culturalism (2010), led to the publication in November 2010 of 68 recommendations to recognise and manage the growing diversity of the society. In Hungary, the Budapest Migration Round-table was established as a network of stakeholders to empower relevant NGOs and to create more inclusive approaches for migrant inhabitants of Budapest and in France, a seminar was organised on reviewing reception measures for the integration of legal immigrants in the EU in April 2013.

However, few Member States (only AT, BE, DE, DK, FR and NL in 2012/13) reported ongoing exchange of information and co-operation with other Member States via bilateral contacts, demonstrating the important role of the EU in establishing and driving such mechanisms for exchange.

> - Incorporation of integration issues in a comprehensive way in all relevant policy areas

At national level, in 2010 about three quarters of Member States (AT, CY, CZ, DK, DE, EE, EL ES, FI, FR, IT, HU, LV, LU, NL, PT, RO, SI, SK, SE, UK) reported specifically that they had taken steps to incorporate integration issues in a comprehensive way in all relevant policy areas, and in 2011, this had increased to over 80% (BE, CZ, DK, DE, IE, EE, EL, ES, FR, IT, CY, LV, LU, HU, NL, AT, PT, SI, SK, FI, SE, UK plus NO). Many of these Member States (AT, CY, DE, EL, ES, FI, FR, LU, NL, RO, SK) mainstreamed integration objectives and/or targets into policy areas such as education, employment, childhood and adolescence, gender, housing, social welfare, health care services and tax policy.

On a practical level, this was done in 2010 through regular joint meetings (CZ, LU and UK) with representatives of other Ministries; by setting inter-ministerial plans and committees (EE, IT, LV). In HU, where no comprehensive integration act existed in 2010, rights enhancing integration were mentioned in the sectorial sections of legislation.

In 2011, Member States described national policy documents which placed integration objectives in the

mainstream (BE, EL, LV, PT, AT, SK) and/or integration targets in the policies of relevant sectors, including in national action plans (BE, CY, LU, AT) or guidelines (LV). Other Member States set up interdepartmental working groups or committees (AT, EE, FI, FR, IT, NL, SE, SI, UK). Institutional changes in Denmark resulted in a new mainstreaming approach to migrant integration across several policy areas - labour markets, education and housing - consistent with the national aim to improve equal opportunities and social inclusion of immigrants. The Netherlands has established several interdepartmental working groups on different subjects concerning integration policy, for example on delinquency among migrant youth.

In 2012, ten Member States (AT, BE, EE, ES, HU, IE, LT, NL, RO, SK) reported on the activities of their national mechanisms to improve national cooperation, consultation and coordination with wider stakeholder groups, and in 2013, some 12 Member States (BE, CY, EE, EL, IT, LU, LV, LT, NL, PL, PT, SK) and Norway reported further improvements. Eight Member States (AT, EL, IT, MT, NL, PT, SE, SK) and Norway undertook new initiatives to promote action at the local level with the active involvement of local authorities and to improve multi-level cooperation between the different levels of governance in 2012, and this had increased to eighteen in 2013 (AT, BE, BG, CY, DE, DK, EE, FI, FR, IT, LU, LV, NL, PL, PT, SE, SI, SK). In Slovak Republic, for example, new projects were established in 2012 to promote social and cultural orientation bringing together representatives from state administrations with representatives of local government, towns and municipalities. Tools such as institutional agreements, workshops and events proved useful in developing dialogue, and were reported in seven Member States.

At the EU level, integration is closely linked with immigration policy and it covers a vast range of issues, which are mainstreamed in different policy areas and processes (employment, education, social policies etc.), for example in the frame of the European Semester and the Open Method of Coordination.

> - towards the identification of joint practices and European modules to support the integration process, including essential elements such as introductory courses and language classes, a strong commitment by the host community and the active participation of immigrants in all aspects of collective life

European modules on migrant integration were developed in 2011 in collaboration between the Commission and the National Contact Points on Integration. Three draft modules were developed in the areas indicated in the Stockholm Programme. They were reviewed and updated in 2013 and the final version was published on the European Web Site on Integration in 2014.

> - Core indicators in a limited number of relevant policy areas (for example employment, education and social inclusion) for monitoring the results of integration policies, in order to increase the comparability of national experiences and reinforce the European learning process

A limited number of indicators were identified in four areas: employment, education, social inclusion and active citizenship, to monitor results of integration policies. Following the Council conclusions on integration in 2010, the data required to calculate the indicators was analysed and the relevance of the indicators tested in a pilot project in 2011-2012. A report on 'Using EU Indicators of Immigrant Integration' presenting the results of the project was published on the European Web Site on Integration in 2013. The indicators continue to be a basis for regular updates and analysis of the socio-economic situation of third-country nationals as well as collaboration with other relevant organisations, such as the OECD.

> - improved consultation with and involvement of civil society, taking into account integration needs in various policy areas and making use of the European Integration Forum and the European website on Integration

Member States reported measures to improve consultation with civil society in regard to their integration policies. Already in 2010, in the first year of reporting under the Stockholm Programme, almost all Member States (BE, BG, CZ, DK, DE, EE, IE, EL, ES, FR, IT, CY, LV, LU, HU, MT, NL, PL, PT, AT, RO, SI, FI, SE, SK, UK) had regular consultation with and involvement of civil society organisations in integration policymaking. Measure included their involvement in the elaboration and implementation of national integration plans; participation in hearings and government initiatives, implementation projects, local integration plans and measures to facilitate access to employment. Four Member States (ES, IE, SI, UK) operated national dialogue structures on integration policy. Whilst the Netherlands has abolished its national dialogue structure with specific migrant groups, it now has a broader dialogue with migrant and religious groups, although this dialogue is less institutionalised than the official national dialogue structure was originally. In Denmark, the legal basis for local integration councils and a national council for ethnic minorities was laid down in the Integration Act in 2010 to promote the role of civil society.

Measures to improve consultation were also widely reported in 2011 and 2012; and new approaches were introduced in 2011 to facilitate consultation with civil society for the elaboration (CY, CZ, EE, EL, ES, IT, MT, PL, PT, SK, UK) and implementation (DE, FR) of national integration policy and plans. Practically, several Member States reported that information seminars (CZ), fora (ES, SK, UK), and summits (DE) had been organised to encourage the exchange of

views between civil society and policymakers; in the case of Germany, these included specific dialogue fora to define strategic and operational goals and to specify measures. Greece held online consultations on their draft National Strategy for Third Country Nationals' Integration via a web dialogue platform, addressed to civil society and other stakeholders. Nine Member States (AT, BE, EE, ES, HU, IE, NL, RO, SK) reported that they introduced relevant new national activities in 2012, and this increased to 16 in 2013 (AT, BG, BE, CY, DE, DK, EE, PL, IT, LU, LV, PT, PL, SE, SI, SK). Measures included involvement in developing strategies, including cooperation agreements (DK, FI, PT, SE), consultations (CY, EE, IT) and working groups (BG, DE). New mechanisms for sharing information were also introduced in four Member States (BE, IT, FI, SI).

Activities were in place or have been undertaken to involve migrants directly in the design and implementation of integration policies (BE, CZ, EE, FI, IE LV, and NO), including encouraging minorities to play an active role in the design of development plans emphasising the role of integration and the situation of migrants (EE); and in improving the participation of migrants in advisory boards at local level (BE) and consultative fora (FI, HU, IE, SK) to enhance their role in policy-making. Some Member States reported working with migrants' associations to improve migrants' participation in the democratic process (DE, PT, NO).

Member States undertook measures to further improve the equal treatment of migrants; five reported such developments in 2012 (BG, DE, EE, IT, NL); however in 2013, actions were reported in 19 Member States (BE, DE, DK EE, EL, ES, FI, FR, HU, IE, IT, LV, LT, LU, MT, NL, PL, SI, UK). These included the adoption of new guidelines/charters and the implementation of public campaigns focusing on anti-discrimination, equality, and the promotion of diversity.

Most of the initiatives reported took place at the national and local levels involving national civil society organisations and stakeholders, complementing actions organised at EU level making use of EU level tools such as the European Integration Forum and the European Web Site on Integration and the National Contact Points on Integration. Most Member States reported in their participation in these activities; also in the EU Belgian Presidency Expert Conference on European Integration Modules in December 2010 which presented an initial opportunity for information sharing based on Member States' experiences and to clarify the concepts of the 'modules'. The European Integration Forum continued to be the main EU platform for consultation with civil society on integration issues.

> - enhancement of <u>democratic values and social cohesion</u> in relation to immigration and integration of immigrants and to promote intercultural dialogue and contacts at all levels

In all four reference years, the majority of Member States reported extensively on actions undertaken to enhance democratic values and social cohesion to promote integration of immigrants and to promote intercultural dialogue. In 2010, AT, BE, CY, DE, DK, EE, EL, ES, FI, FR, HU, IE, IT, LU, LV, MT, NL, PL, PT, SE, SI, SK) reported on such actions, and in at least four Member States (AT, CY, PT and ES) intercultural dialogue was established as a key priority of their national integration plan. Some Member States introduced legislative changes in 2010 aiming to specifically enhance democratic values, including the right for all legally-residing third-country nationals residing in the Member State for at least five years (LU) and for certain categories of legally residing third-country nationals (ES) to vote and stand for elections at municipal level. In France, legislation facilitated access to citizenship by naturalisation for third-country nationals who had an 'exceptional integration pathway'. In 2013 Lithuania ratified the 1961 United Nations Convention on the Reduction of Statelessness, which established more favourable naturalisation conditions for stateless persons.

Finland's Integration Act in 2011 introduced provisions for integration measures for all legally registered immigrants residing in Finland including an initial needs assessment followed by an individual integration plan. Also in 2011, Italy adopted Integration Agreements stipulating the mutual obligations for the State and third-country nationals in the integration process. An EMN Ad-Hoc Query [84] launched in 2013 revealed that a similar agreement was operating in France (since 2007), the Reception and Integration Contract (*Contract d'Accueil et d'Intégration*) which aims to prepare third country nationals to integrate into French society by developing language skills and commitment to the principles of the French Republic; and were being tested in Germany as a pilot. A non-mandatory version, the Welcome and Integration Contract (*Contrat d'Accueil et d'Intégration)* has also existed in Luxembourg since 2011. In Spain and United Kingdom, whilst no agreements exist, legislation provides for immigrants' efforts to integrate; in the case of United Kingdom there are pre-entry English language requirements for work and family routes. Further legislative updates continued in 2012, including the adoption by Slovenia of a Regulation on integration assistance programmes, introducing new provisions on language programmes.

Member States have also strengthened the obligations on migrants to integrate; including in 2012, new requirements for naturalised migrants to sign the 'Charter of the Citizen's rights and duties' (FR), requirements for migrants to demonstrate knowledge of the national language to be granted citizenship (PL) or long-term residence permit (AT). In Denmark, new legislation was introduced which emphasised the

---

[84] EMN Ad-Hoc Query on Integration Agreement requested by IT EMN NCP on 18th January 2013, compilation produced on 13th March 2013, based on 23 Member State responses plus Norway.

responsibility of the individual third-country national for their integration process, recognising also the commitments required from the host society to support successful integration, whilst in the Netherlands, the level of language proficiency of the integration examination abroad for third-country nationals was increased in 2010.

In relation to promoting democratic values, specific actions were undertaken to encourage migrant take up of voting rights in 2012 (BE, FI, LU, PT, UK and NO). Practically these included measures such as designating Electoral Roll Supporting Offices at local level to support the electoral enrolment of migrants (PT), and new guidance documents (UK). In Italy, where under current legislation third-country nationals do not have the right to vote, even at the local administrative level, a number of initiatives were encouraged to promote foreign citizens' representation. Proposals were made to extend the right to vote in administrative elections to legally residing migrants living in Italy for at least 5 years. In 2013, reported measures that increased migrants' involvement in political life and the democratic process included active citizenship (AT, CY, EE, FI), representation of migrants in elective bodies (IT, LU), and the promotion of participation of migrant voters to elections (DK, NO).

There is certainly a wealth of information across the Member States in terms of practice in delivering essential elements effective in social cohesion integration, such as orientation and language classes plus access to employment. All Member States have reported measures in place to enable migrants to learn the language of the host country and the vast majority offer the possibility to learn about the host society's history and culture, using both national funding alongside funding from the European Fund for the Integration of Third-Country Nationals (EIF), the European Refugee Fund (ERF) and the European Social Fund (ESF). There are examples of language training delivered in the framework of agreements (FR), or in flexible ways to enhance access and take up, including waiving charges for disadvantaged groups (EE); outreach / decentralised access (EL, IT, LV, LU, PT, UK), the use of language portals for training delivery (LV); and, by working with volunteers (IE). Indeed, in some Member States, the requirements for language proficiency from third country has been enhanced as a measure to further facilitate integration, for example, in Poland, where legislation introduced in 2012 means that applicants from third countries for citizenship must first prove their Polish language competence. In 2013, 14 Member States (AT, BE, CY, DE, EE, FI, FR, IT, MT, PL, PT, SE, SI, SK) reported having implemented (or planned) enhanced language training in their integration programmes. Estonia, for example, introduced additional free-language training courses to migrants with low economic status.

Activities including support services, programmes and/or projects to enhance migrants' access to

employment are also widely reported across almost all Member States. These typically include job-related language training (AT, DE, FR, SI); employment preparation activities (DE, EE, ES, FR, IE, PL, SE); social support and training (CY, DE, MT); mapping of labour market possibilities for newly-arrived third-country nationals (DE, EL, HU); one stop shops for migrants to access the labour market (DE, AT); projects promoting immigrant entrepreneurship (FR, PT); vocational training and advisory programmes (AT, BG, DE, EE, FI, PL, RO); initiatives focusing on refugees' access to employment (DE, EL, LT, UK) plus the adaptation of Public Employment Services (DE, FR, LU). In 2011, measures to support the promotion of entrepreneurship were introduced in some Member States (DE, DK, FR, PT), including a National Centre for Immigrant Entrepreneurship (DK) and to support businesses (IE).

In relation to intercultural dialogue and enhancing contacts at all levels, a very wide range of activities have been reported by Member states between 2010 and 2013. These include the promotion of active dialogue, in some cases with specific faith groups (AT, DE, IE, SK, SE, UK, NO), multicultural events (AT, CZ, HU, LU and SK); working actively with the media (BE, IE, SI, SK); campaigns and awareness raising (EL, IT, PT); training and intercultural communications for key workers in education / social services (EE, EL, LV, LT); and activities to combat discrimination and intolerance (BE, ES, LT, UK). In 2012, the Danish Presidency organised a European conference on 'Enhancing democratic values, promoting social cohesion, and furthering intercultural dialogue: Sharing of best European practices'.

In recent years, Member States have included actions involving countries of origin; in 2013, at least 13 Member States (AT, CY, CZ, DE, FR, HU, IT, LV, LU, PL, PT, SE, UK) implemented such initiatives at various stages of the migration process and specific pre-departure measures were introduced by 9 Member States (AT, CY, CZ, DE, FR, HU, IT, NL, SE). These included providing relevant information to begin the integration process at the earliest possible time.

3.1.5.3   Analysis of developments

The actions indicated in relation to Integration in the Stockholm Programme build on a process of enhancing Member States already in place in the period pre-dating Stockholm and as a result, momentum for change has grown and consolidated during the reference period.

In terms of trends, Member States have reported more recently on an increasingly wide range of mechanisms to support labour market integration of migrants, and several Member States have introduced increased obligations on migrants to take up integration measures on arrival or indeed to demonstrate proficiency in some aspects of integration, notably language competence, at pre-departure stage.

Where evaluated, Member States have reported that educational attainment is closely linked to labour market integration for migrants[85], and enhancing educational attainment has been identified as a key focus in implementing integration policy in the majority of Member States. However the gap in unemployment rates between migrants and the general populations (a key indicator of migrant integration) in many Member States and overall at EU level (see Figure 1) has persisted and indeed widened during the reference period.

3.1.6 EFFECTIVE POLICIES TO COMBAT IRREGULAR IMMIGRATION

This section responds to Section 6.1.6 of the Stockholm Programme, which focuses on actions to reduce irregular migration and return.

3.1.6.1 Overview of relevant statistics 2010-2013

Measuring irregular migration in the EU presents significant challenges due to its clandestine nature [86], and patterns and trends are best understood in relation to a number of measures that can be reliably reported and compared. These include typically the numbers of third-country nationals refused entry at external borders; third-country nationals found to be illegally present in the EU; those ordered to leave, and those returned following an order to leave. Other more specialised statistics can provide insights into irregular movements due to trafficking and smuggling. Member States also maintain their own national records but these are not readily comparable.

The numbers of third-country nationals refused entry at the external borders of the EU overall have increased by 11% from 2010 – 2013 (see Fig. 2 below).

Fig 2: Third-country nationals refused entry at the external borders: (2010-2013 - % variation)
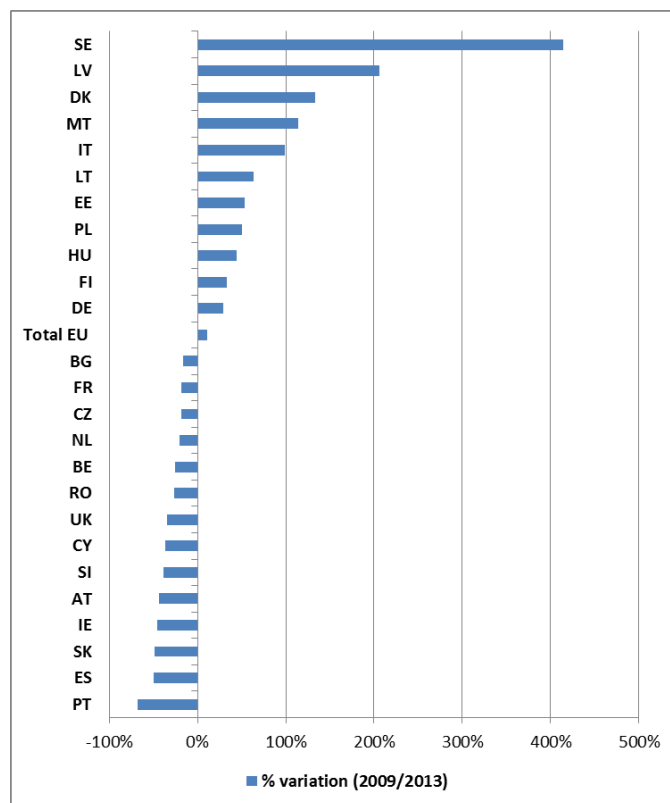
Source: Eurostat [migr_eirfs] extracted on 12th May 2014

Notes: Statistics on %variations not available for EL, HR, LU

However, in more than half the Member States where statistics were available, the numbers have increased, and in five of these the increase exceeded 50% (SE, LV, DK, MT, IT and LT). In Sweden, the percentage increase was 414%. These differences are shown in Fig 2; the highest numbers of third –country nationals refused at the border in 2013 were reported in Spain (192 775); Poland (40 385); United Kingdom (13 435) and France (11,745).

During the reference period 2010-2013, while trends vary between Member States, based on all the above EU indicators of irregular migration, overall, a decline in the numbers of irregular migrants is apparent during the reference period (see Statistics Annex Tables 13-16).

The numbers of persons found to be illegally present in the EU overall in2013 decreased by 32% in comparison to 2009 data. However, in 10 Member States, the percentage variation was positive, showing overall increases in the numbers found to be illegally present. The increase was the highest in Bulgaria (259%) and Hungary (258 %). These differences are shown in Fig 3 below.

---

[85] SWD (2014)165
[86] EMN Study 2012: Practical measures to reduce irregular migration

Figure 3: Persons found to be illegally present in EU Member States (2010-2013 - % variation)
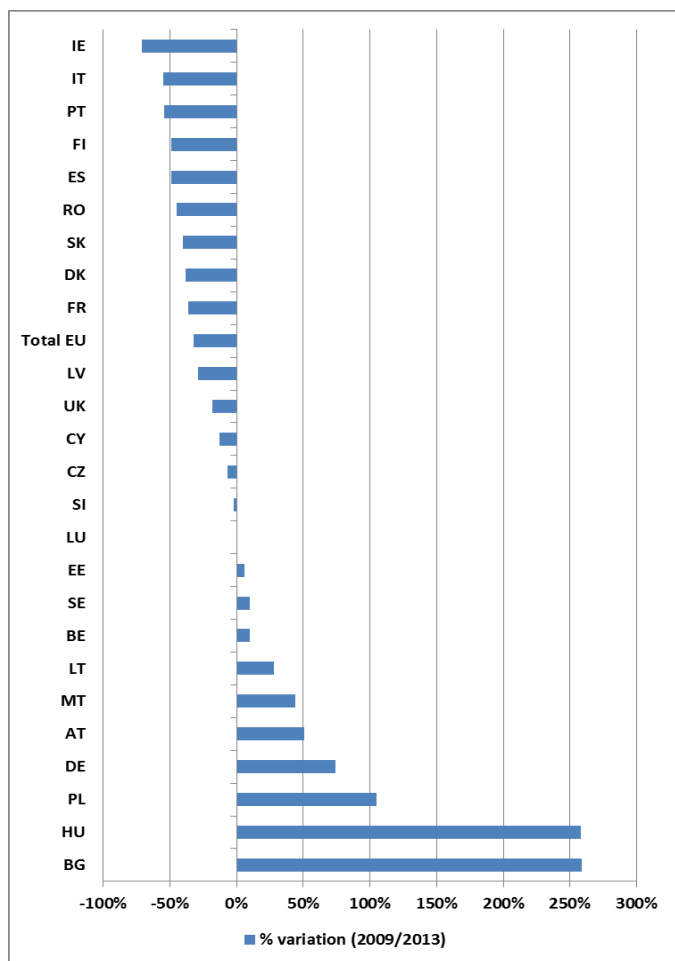
Source: Eurostat [migr_eipre] extracted on 12th May 2014

Notes: Statistics on %variations not available for EL, HR and NL

For the last two measures, the numbers of third-country nationals ordered to leave decreased by 39% between 2009 and 2013 (Statistics Annex Table 16). France reported the highest number in 2013 (84,890), followed by United Kingdom (57,195); Belgium (47,465) and Spain (32,915). In France, Spain and United Kingdom, these figures represented decreases of 4%, 68% and 18% respectively since 2009. For Belgium, the numbers increased by 97%. The numbers of third country nationals returned following an order to leave also fell by 32% between 2009 and 2013 (Statistics Annex Table 16).

These overall percentage decreases over the reference period at EU level, however, mask significant variations at Member State level.

On other measures, the number of both joint return operations by hosting and participating Member States was respectively 38 and 171 in 2010, 42 and 221 in 2011 and 39 and 187 in 2012. The forms of cooperation and readmission agreements signed continued to increase.

Facilitation of illegal immigration ("smuggling") remained an issue for Member States. According to Frontex[87] 1,883 "facilitators" (i.e. persons facilitating the illegal entry of migrants / smugglers) were detected or reported in the EU in the fourth quarter of 2013. This figure was 11% higher than the figure for the same quarter of the previous year, but 11% lower than the figure for the previous quarter (quarter three in 2013.

3.1.6.2   Stockholm actions

- encouraging of voluntary return, including through the development of incentive systems, training, reintegration and subsidies, and by using the possibilities offered by existing financial instruments

The European Return Fund was in the third year of operations at the start of the Stockholm Programme in 2010, and almost all Member States (AT, BE, BG, CY, CZ, DE, DK, EE, EL, ES, FI, FR, IE, IT, LT, LV, LU, MT, NL, PL, PT, RO, SE, SL, SK, UK) reported on programmes, measures, and incentives to promote assisted voluntary return (AVR) in place already.

These programmes and projects included: information campaigns; counselling on return opportunities; outreach activities; financial assistance; support to set up an economic activity in the country of return; and, other forms of reintegration assistance. At least fifteen Member States (BE, DE, DK, ES, FI, FR, IE, IT, LT, LU, NL, PL, SE, SK, UK) had tailored their programmes and projects to specific categories and nationalities of potential returnees, or to their specific needs, for example, to support those in a vulnerable situation, of those intending to set up businesses on return. Member States reported a general trend to place increasing focus on post departure and reintegration measures to ensure sustainability of return[88].

Many Member States reported specifically on legislative changes in 2011, especially in relation to their transposition of the Return Directive[89] whilst five (BE, CZ, IT, NL, FI) introduced policy or legislation in relation to assisted voluntary return (AVR) in the same year. Belgium committed itself to prioritising voluntary return in its coalition agreement and Italy introduced new legislation to regulate implementation of AVR programmes whilst Netherlands established a subsidy framework to provide in-kind assistance for sustainable return. New measure in France introduced assisted return without financial aid for destitute returnees present on the territory for less than three months. Almost all Member States continued to implement return projects with financial assistance from the ERF. Since 2011 Luxembourg continues to implement, in cooperation with IOM, the AVRR

---

[87] Frontex Risk Analysis Network (FRAN) Report for Q4 of 2013: http://frontex.europa.eu/publications/?c=risk-analysis
[88] EMN APR / SWD 2010
[89] Directive 2008/115/EC

programme, which is financed by the Directorate of Immigration and the ERF.

Specific new initiatives introduced in 2012 included the establishment of a "Return Centre" (CZ) as a common platform for strategic management of voluntary returns. France took part in the MAGNET project led by IOM for Iraqi returnees. As well as implementing national initiatives in 2012, Member States also collaborated through a number of mechanisms, including participation in the Voluntary Return European Network (VREN), a two year project financed by the ERF and launched in 2012; the European Reintegration Instrument (ERI) to develop and share common reintegration projects in several countries of origin (BE, DE, FR, NL, SE) and the ERPRUM project setup to ensure adequate reception for unaccompanied minors returned to Afghanistan and Iraq.

Developments at national level in 2013 demonstrated an increased focus on voluntary return. Hungary's use of forced removal dropped by nearly 60%; Estonia and Finland drafted legislation to facilitate voluntary return (EE) and to further develop the system of voluntary return (FI), while Croatia introduced encouraging voluntary return of as one of the objectives of its migration policy 2013–2015. Voluntary return remained a key priority of the Bulgaria's National Strategy on Migration, Asylum and Integration that runs until 2020. Lithuania introduced legal provisions on the application of assisted voluntary return for vulnerable irregular migrants in 2013. The Danish project for prepared return was extended to the end of December 2014 and the reintegration period was extended from 3 to 6 months, raising the monthly support from 150 USD to 200 USD and doubling the amount for migrants who support minors.

> - *Member States to put into full effect the Union provisions pursuant to which a return decision issued by one Member State is applicable throughout the Union and the effective application of the principle of mutual recognition of return decisions by recording entry bans in SIS and facilitating exchange of information*

The majority of Member States transposed the Return Directive thus 'signing up' to the principle of mutual recognition of return decisions. EU support was made available to facilitate cooperation through relevant Contact Committee meetings involving Member States during 2010. In that year, several Member States (BE, BG, CZ, EL, FI, LU, NL, PL, SK.) referred to the status of transposition of the Return Directive; some explicitly stated that expulsion decisions would as a general rule be accompanied by an entry ban entered into SIS (e.g. AT, FI) and others that they had explicitly included the mutual recognition of expulsion decisions in their national legislation (e.g. DK (which does not take part in the Return Directive) and SI). Luxembourg transposed the Directive by law of 1 July 2011.

Progress continued also in 2011, where the Commission continued to provide support to Member

States through the relevant Contact Committees. Six Member States (EE, EL, ES, FR, IT, SK) reported explicitly on their commitment to mutual recognition of removal orders and entry of alerts into the SIS. In 2013, twelve (Member) States (AT, DE, DK, EE, FR, HU, LT, LV, LU, MT, PL, SI, SK, NO) completed accession to the second phase of the Schengen Information System (SIS II). The system allowed Austria to identify and extradite to Schengen States 2,666 wanted migrants, while receiving 2,482 individuals arrested in other Member States.

> - *Member States to improve the exchange of information on developments at national level in the area of regularisation, with a view to ensuring consistency with the principles of the European Pact on Immigration and Asylum*,

Member States use case-by-case regularisations, rather than generalised ones, for humanitarian or economic reasons. This happened in several cases (BE, BG, CY, DE, EL, FR, HU, IT, LT, LU PL, PT) during the reference period; an approach that may be used as exceptional policy tool to address internal issues (labour shortages or humanitarian cases) which varies greatly across Member States.[90] In Bulgaria only was a case of generalised regularisation reported, in 2010, which concerned third-country nationals and their children, mainly from the former Soviet Union.

Through their membership of the EMN, Member States regularly exchange information across the spectrum of migration and asylum policies, including regularisation, which is addressed specifically and annually through the EMN Annual Policy Report process, and can be specifically addressed through the EMN Ad-Hoc Query tool. The Mutual Information Mechanism (MIM), in place since 2006 established a mechanism for the mutual exchange of information concerning national measures in the areas of migration and asylum, and consists of a web-based portal through which Member States can exchange information, with the ultimate goal of achieving greater coordination between EU countries. There is limited evidence however that this has been systematically used in the area of regularisation, but is potentially an opportunity for Member States whose potential has not been fully achieved.

> - *assistance by the Commission, Frontex and Member States on a voluntary basis, to Member States which face specific and disproportionate pressures, in order to ensure the effectiveness of their return policies towards certain third countries*,

Overall, throughout the reference period, there is a good level of evidence that assistance is being provided to those Member States facing specific and disproportionate pressures. The impact of the support and whether it has been effective and sufficient is not

---

[90] http://research.icmpd.org/1184.html

assessed by this Report. In 2010, almost half of all Member States (AT, BE, DE, DK, EE, ES, FR, IT, LT, LU, NL, SK, UK) provided support to Greece which faced disproportionate pressures, while Malta participated in projects aimed at strengthening partnerships with and enhancing the effectiveness of the readmission process in Ghana and Nigeria. In 2011, Greece, Italy and Malta all benefited from return support in relation to specific and disproportionate pressures in order to ensure the effectiveness of their return policies and were supported in eight expulsion flights by other Member States. Other (Member) States (DE, DK, ES, EE, FR, LV, NL, PL, SK, UK, NO) also supported Greece in implementing effective return actions through participation in the Frontex ATTICA project (DE, DK, ES, EE, LV, NL, PL, SK, UK) and in the Frontex RABIT operation (DE, FR); a cooperation agreement involving IOM's voluntary returns programmes (NO); an inter-governmental peer review mission to support border control (ES). In 2012, as regards support to national asylum systems, many Member States (BE, CY, CZ, FR, NL, PL, RO, SE, SK, UK) and Norway took part in initiatives to support those Member States faced with specific and disproportionate pressures on their national asylum system. In 2013, a number of Member States (BG, EE, EL, FR, HR, IT, LV, PL, SE, SI, SK, UK) adopted operational protocols to improve their capacity to cope with sudden and fluctuating migration pressures.

> *- more effective action against illegal immigration and trafficking in human beings and smuggling of persons by developing information on migration routes as well as aggregate and comprehensive information which improves our understanding of and response to migratory flows, promoting cooperation on surveillance and border controls, facilitating readmission by promoting support measures for return and reintegration, capacity building in third countries*

At EU level, in October 2013 a Task Force Mediterranean (TFM) was set up in to respond to the tragic events taking place off the coast of Lampedusa, where more than 360 migrants lost their lives. The TFM proposed, among others, a number of concrete actions to tackle trafficking, smuggling and organised crime, including the development of an EU plan against smuggling, the organisation of information campaigns in countries of origin and transit, the reinforcement of Europol and an assessment of the current EU legal framework. The European Council discussed the work of the TFM in December 2013 and confirmed its intention to return to these issues in June 2014 in the context of a broader discussion on the future perspectives of the area of freedom, security and justice.

Member States carried out a variety of actions to collect and exchange information on migratory routes involving irregular migrants (including "over-stayers") and on trends and risks in (irregular) migratory flows, making use of existing channels with Frontex (BE, CY, CZ, DE, EE, FI, FR, IE, IT, LV, LT, PL, PT, SE, SI, UK,

NO), and through the Frontex Risk Analysis Unit (FRAN) and ICONet. Member States also referenced specific activities undertaken with Europol (AT, CY, DE, EL, FR, IE, LT, SE, SI, SK, UK); Interpol (EL, FR, LT, SE, SK); and the Intergovernmental Consultation on Migration, Asylum and Refugees (DE, NO).

The Netherlands, together with France, Italy and United Kingdom, launched the third stage of the Interactive Map on Migration in Africa, the Middle East, and the Mediterranean Region (MTM i-Map), a project involving Europol, Frontex, iFADO, Interpol, IOM, UNHCR, and UNODC. At the 2011 G8 meeting, FR proposed the adoption of a standard definition for the common analysis of irregular immigration. Finally, several Member States (CZ, IE, EL, LV, HU, AT, PL, SK, UK) cooperated bilaterally while others (BE, DE, LT, PL, FI) brought together national departments and agencies in relation to analysis of irregular migration routes, trends and risks. In 2012, a map illustrating illegal migration routes covering all members of the Prague Process was developed. Member States exchanged information on good practices on return through the European Initiative on Integrated Return Management (EURINT) network which in 2013 was led by the Netherlands. Many Member States exchanged information on smuggling in the EU through participation in specific Frontex operations, such as *Perkūnas* ("Thunder") which was led by Lithuania with the support of 23 other Member States with the aim of establishing a link between irregular crossings at external borders of the EU and secondary migration in the EU Member States and Schengen Associated Countries. Cyprus launched a call for proposals with the aim of establishing a multilateral network on return policies involving Member States as well as third countries.

> *- the conclusion of effective and operational readmission agreements, on a case-by-case basis at Union or bilateral level*

A credible return policy strongly relies on cooperation with third countries. Reciprocal readmission agreements, signed between Member States and third counties to establish effective procedures for the identification and safe and orderly return of persons who do not, or no longer, fulfil the conditions for entry and / or stay in the Member States or the third country, to be returned in a spirit of cooperation[91] have been widely concluded.

In 2010, for example, at the beginning of the reference period, the number of readmission agreements has increased markedly: in 2012 most (Member) States (AT, BE, BG, CZ, DE, EE, ES, EL, FI, FR, HU, LT, LU, LV, NL, PL, PT, RO, SI, NO) applied implementing protocols concluded under the EU readmission agreements with third countries. In 2013, protocols to support the implementation of EU

---

[91] EMN Glossary: Readmission agreement

readmission agreements entered into force in at least eight Member States (CZ, DE, EE, EL, HR, PL, SK, UK). Ireland completed the necessary parliamentary procedures to opt-in to eleven EU readmission agreements.

> - *ensuring that the objective of the Union's efforts on readmission should add value and increase the efficiency of return policies, including existing bilateral agreements and practices*

The Commission's 2011 evaluation of readmission[92] concluded that on the one hand, there was strong evidence that EURAs do provide added value in the context of readmission of nationals and tackling irregular migration, in particular in the EU's neighbouring countries; however, on the other, their rigidity and lack of incentives, impeded their effectiveness, for example, by creating delays in the negotiation process and the need for additional concessions. Scope for improvement was also identified in relation to the monitoring of human rights issues.

The importance of strong cooperation can be evidenced also by the high numbers of cooperation agreements signed by (Member) States (e.g. AT, BE, CZ, IE, EE, ES, FI, FR, HU, IT, LV, MT, NL, PL, PT, SE, SK, FI, UK, NO) during the reference period with third countries (origin or transit) to deter and to prevent irregular migration. In 2011, for example, Austria, Hungary and Serbia signed a trilateral Joint Declaration on joint actions and cooperation measures. Spain developed an Agreement with the Republic of Cameroon in combating criminality in relation to irregular migration. Italy ratified an agreement with Tunisia which committed the Tunisian Police Authorities to intensify controls on departures, and to accept direct readmission of Tunisians arriving irregularly in the EU. Poland implemented bilateral projects with Moldova and Georgia to reduce irregular migration to and through its territory.

In 2013, Austria and the Czech Republic signed a Memorandum of Understanding on enhanced cooperation in the area of internal security regarding the fight against illegal immigration. Action agreements on combating cross-border crime were signed between Latvia, Estonia, Lithuania, Poland and Russia and joint operations subsequently carried out. Malta signed a Memorandum of Understanding on Migration Matters with Burkina Faso to strengthen cooperation on return, readmission and reintegration. The Netherlands and the United Kingdom participated in a twinning project with Turkey to improve the third country's intelligence and analysis capacity. The Slovak Republic signed an agreement with Ukraine on common guards on the Slovak-Ukrainian border.

In the framework of the Salzburg Forum (SF), participating Member States (AT, BG, CZ, HR, HU, PL, RO, SI, SK) further intensified cooperation with the Western Balkan countries. Other actions resulted in the creation of the 'Police-Equal-Performance-Project' in relation to law enforcement cooperation in Southeast Europe (AT), and the setting up of visa processing offices in third countries (IE). Member States actively cooperated within the Prague Process with EU neighbouring states on the East and South-East borders with regard to irregular migration (AT, HU, NO, PL, RO, SK). Poland cooperated with the Ukrainian Border Guard in the context of the EURO 2012 European Football Championship finals.

> - *The presentation by the Commission of an evaluation, also of ongoing negotiations, during 2010 of the EC/EU readmission agreements and propose a mechanism to monitor their implementation. The Council should define a renewed, coherent strategy on readmission on that basis, taking into account the overall relations with the country concerned, including a common approach towards third countries that do not cooperate in readmitting their own nationals*

This action was achieved in 2011 through the publication of the Evaluation of EU Readmission Agreements[93] in 2011.

> - *increased practical cooperation between Member States, for instance by regular chartering of joint return flights, financed by Frontex and the verification of the nationality of third-country nationals eligible for return, and the procurement from third countries of travel documents*

The number of joint return flights remained relatively stable during the reference period; there were some 38 joint flights in 2010, 42 in 2011 and 39 in 2012. Many Member States (AT, BE, CY, CZ, DK, DE, IE, EL, FR, HU, IT, LT, LU, NL, PL, RO, SI, SK, FI, SE, UK) and NO reported that they participated in joint return flights. Several of these (AT, BE, DE, DK, ES, FI, FR, IE, IT, LU, PL, SE, SK, UK) participated in joint flights organised by Frontex and/or with other Member States bilaterally (AT, BE, DE, DK, FI, IT, NL, LT, PL, RO, SE, SK, UK). The main return countries were Afghanistan, Armenia, Colombia, Democratic Republic of Congo, Ecuador, Egypt, Georgia, Ghana, Gambia, Kosovo, Iraq, Nigeria, Pakistan, Serbia, Syria, Ukraine and Uzbekistan.

> - *increased targeted training and equipment support*

The majority of (Member) States (AT, BE, BG, CZ, DE, DK, IE, EL, ES, EE, FR, IT, CY, LV, LT, MT, NL, NO, PL, PT, SI, SK, FI, SE, UK) implemented training aimed in particular at: improving official's skills in interacting with irregular migrants and returnees and in

---

[92] SEC(2011) 620 final

[93] COM(2011) 76 final

identifying and preventing irregular migration (BE, CZ, DE, EE, FI, HU, LV, LT, PL, SE, SK); detecting false documents (CY, CZ, DE, EL, FR, LT, LU, NL, PL, SI, SK, UK); testing techniques for interviewing asylum applicants (EE, LV); using specific equipment – e.g. fingerprint scanners (UK); escort and detention of irregular migrants (EL, FR, PL); treatment of vulnerable groups and protection of human rights of third-country nationals under return procedures (EL); and, work with the SIS (LT, SK) and migration-related crime (NL). In NL, labour inspectors received training in how to recognise the signs of potential labour exploitation. Some Member States (CY, EL, IT, MT, SK) were also supported in their training activities by Frontex. Spain organised courses on irregular migration for senior police officers from Morocco, Mali, Guinea, Nigeria, the Gambia and Ghana provided by the Spanish National Police. Some Member States provided training to border authorities in the Eastern Partnership countries of Moldova (DE, PL, SE, SK) and Ukraine (PL, SE, SK).

Twelve Member States (BE, CY, CZ, DE, ES, IE, IT, LT, LU, PT, SK, UK) developed equipment support in relation to combating irregular migration. BE and ES supported third countries in their actions to prevent outward irregular migration from Gambia, Guinea, Mail and Morocco. IE and UK agreed to strengthen their Common Travel Area (CTA) by enhancing electronic border systems with a view to combating abuse of the system.

> *- A coordinated approach by Member States by developing the network of liaison officers in countries of origin and of transit*

One of the key roles of Immigration Liaison Officers (ILO's) is to contribute to the prevention and the reduction of irregular immigration, by participating also in specialised training[94]. In 2010 Many Member States (AT, CZ, DE, DK, EE, EL, ES, FR, HU, IT, LT, LV, PT, SE, UK) reported on the activities of ILOs in third countries, most frequently in Vietnam, Egypt, Ukraine, Russian Federation, Serbia, China and Pakistan. In 2011, a few Member States (ES, PT, FI, SE) deployed new liaison officers in Niger, Yemen and Cameroon (ES); Cape Verde and Guinea-Bissau (NL, PT), Algeria (PT); Ethiopia (FI, SE), India (FI, SE) and Thailand, Syria and FYRoM (SE). By contrast, Slovak Republic did not engage ILOs, as their tasks in the area of irregular migration are ensured by Slovak Republic's network of police attachés which have a presence in Slovak Republic's foreign missions. In 2012 several Member States posted ILO's in Turkey (AT, BE, BG, DK – representing all Nordic States - FR, EL, ES, HU, IT, NL, SE, UK) although only one (PT) had been posted in 2011. In 2013, several Member States (AT, EE, FI, IT, LV, LT, PT, RO, SI, UK) expanded their ILO's networks. The Latvian State Border Guard's liaison officer

cooperated with 33 state liaison officers accredited in Moscow. Portugal has initiated a new phase of deployment of ILOs in Brazil, Cape Verde, Senegal, Angola, Guinea-Bissau and Russia. Several Member States reduced costs and increased the collective impact of the ILO by setting up joint ILO missions to Thailand (AT, CZ, HU, IT, RO, SI); Ukraine and Moldova (EE, FI, LT); Moscow (EE, LT, LV) and Doha (DE, NL). New ILO's were deployed in Pakistan (AT) and Nepal and Albania (UK). As a result of the airline authority training delivered by the ILO in Kathmandu (Nepal), the United Kingdom reported a reduction in the number of inadequately documented arrivals (IDAs) originating from Nepal.

3.1.6.3 Analysis of developments

Irregular migration is the situation of third-country nationals present on the territory of a given Member State, who do not, or no longer fulfil, the conditions for stay or residence. It is difficult to measure and is influenced by many factors.

A number of measures that can be reliably collected which include the numbers of third-country nationals refused entry at external borders; third-country nationals found to be illegally present in the EU; those ordered to leave, and those returned following an order to leave, which allow for analysis of trends year on year. These indicators may provide evidence on the scale of irregular migration however, fluctuations year on year provide only a partial image of the irregular presence in the EU. In addition, they do not provide insights into the situation of those who become irregular by loss of their previous legally acquired status (e.g. visa over-stayers, expired work/residence permit, returnees not complying with an expulsion order, etc.). Overall trends at EU level in the scale and scope of irregular migration as understood through the use of these basis measures also mask significant variations at the level of individual Member States.

The Stockholm Programme appears to place a rather greater emphasis on effective border management and return than on tackling the abuse of legal migration channels, which were identified in the EMN Study 2011 on irregular migration[95] as significant source or irregularity in some Member States. The Study reports that data and information relating to the specific circumstances of each Member State helps to develop appropriate and proportional responses to the issue of irregularity, and suggests for example, that significant investment in technology at the border will be unnecessary, if national information on irregularity identifies visa-overstay as the biggest reason for irregularity in the territory, and in such situations, practical measures may be best focussed on tackling abuse of legal migration channels nationally, and preventing irregular work. Finally, Member States agree that illegal migration tends to be under-reported

---

[94] Council Regulation (EC) No 377/2004 of 19 February 2004 on the creation of an immigration liaison officers network

[95] EMN Study 2012 Practical measures to reduce irregular migration.

and facilitators remain undetected due to their clandestine operations.

The Employer Sanctions Directive 2009[96] was transposed during the reference period of the Stockholm Programme (transposition deadline 20th July 2011), and represents a key instrument to address irregular migration, while protecting the rights of exploited workers and penalising employers. As a result of changes to the national definition of 'illegal work' following transposition of EU Directive 2009/52/EC (Employer Sanctions), the Czech Republic saw an increase in penalties to employers who allowed illegal work. In the United Kingdom, as a result of increased operational enforcement of the rules against illegal working, more than double the number of penalty notices were served on employers from April to August 2013 (1,436) as compared to the same period in 2012 (669). By contrast, Italy reports that the labour crisis has contributed a reduction in the number of irregularly staying migrants employed in the Member State. Estonia also reports a reduction in incidences from 71 irregular migrants detected in work in 2012 to 41 in 2013. The Netherlands and Slovak Republic raised fines for illegal employment, while Poland introduced new regulations on criminal and minor offences, as well as provisions on enhanced cooperation between respective national institutions.

Cooperation measures with the competent authorities in third countries of origin and transit at all stages of the processes to prevent irregular migration and to ensure those in an irregular situation are returned efficiently and in accordance with their fundamental rights, have increasingly been implemented during the reference period. The take up of EU readmission agreements in the context of return has proved fruitful, and builds on the bi-lateral and multi-lateral agreements in place between third countries and EU Member States. The EU evaluation report on readmission agreements highlighted further scope for Member States to enhance practical/operational cooperation among their ILOs, posted in the same host third country involving the local EU Delegations and Frontex, and this is an area for consideration in future policymaking. ILOs played a fundamental role in the collection, the understanding and the transmission of information and in promoting international cooperation on migration, acting as a form of permanent dialogue. ILOs' work was efficient in detecting illegal practices, by better predicting and controlling irregular immigration flows.

3.1.7 UNACCOMPANIED MINORS

This section relates to Section 6.1.7 of the Stockholm Programme, which emphasises that unaccompanied minors (UAMs) represent a particularly vulnerable group in need of special attention in EU and national

legislation and policy, and protected under international legislation on the rights of the child.

3.1.7.1 Overview of relevant statistics 2010-2013

Tables 20 to 22 in the Statistics Annex provide an overview of the number of unaccompanied minors including, where possible, a distinction between those who did and did not apply for international protection.

Fig 4: EU average number of asylum applicants considered to be UAMs: annual data 2009-2013 (rounded)
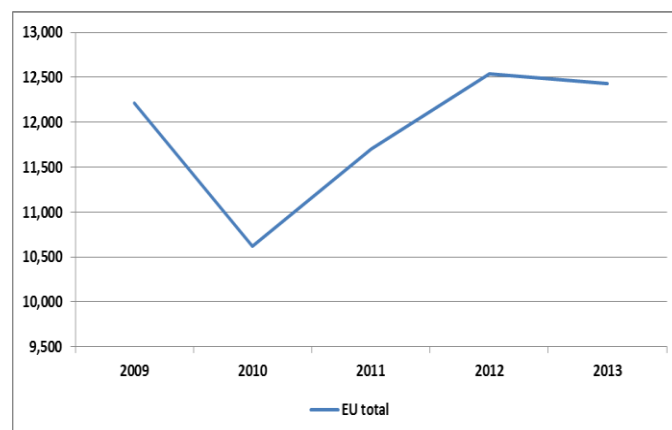
Source: Eurostat, [migr_asyunaa], extracted on 12th May 2014

The number of UAMs seeking asylum in the EU has increased slightly since 2009. In 2013, it was around 2% percent higher than in 2008 (12,430 compared to 12,215 in 2009). During 2009-2013, each year, Sweden received on average 21 percent more UAMs seeking asylum than in other Member States.

3.1.7.2 Stockholm actions

> - develop an <u>action plan</u>, to be adopted by the Council, on unaccompanied minors which underpins and supplements the relevant legislative and financial instruments and combines measures directed at prevention, protection and assisted return.

Many Member States introduced legislative and policy changes at national level to implement the Action Plan on UAMs, enhancing assistance and protection to UAMs. Legislative changes aimed to improve access to rights for UAMs and related to, amongst others: age assessment (BE, DK, EL, ES, FI, LT, LV, SI, NO); guardianship (DE, PL, SI, NO); criminal law to better protect minors (EL, MT); reception (HU); legal representation during asylum procedures (LU); and, return (AT). Various Member States (BE, DK, IT, SK) also made changes to their residence permit system, e.g. consisting of new provisions regarding applications (BE) and amendments to the procedure (IT). Examples of policy developments include: the prohibition of detention for UAMs (FI); a new national protocol to assess age and isolation of UAM (FR); new guidance

---

[96] 2009/52/EC

for determination of the child's best interests (SK); allocation of social workers to each UAM (IE); further improvement of protection services to UAMs; and, the provision of accommodation in secure places (IT). Italy adopted a National Action Plan on UAMs and the Czech Republic introduced a new concept of protection and care for UAMs in 2012, stipulating the system of care and integration and setting out new rules for dealing with UAMs.

Many Member States (AT, BE, DE, EL, ES, FI, IT, MT, PT, RO, SE, SI, SK, UK, NO) also carried out (EU-funded) projects concerning UAMs. The focus of different projects has included: the exchange of information/best practice; age assessment; cooperation with countries of origin; and, identification and family tracing. For example, Germany carried out an age assessment project which is expected to develop and validate diagnostics that are permissible, reliable and practicable when assessing the age of UAM applicants without proper documents[97]. Specific quality assurance projects have been set up and continued and some Member States are exploring possibilities of family tracing and opportunities to return UAMs to adequate reception facilities in their country of origin. Finally, in the context of the EU Action Plan on Unaccompanied Minors, SE, NL, UK and NO continue to implement an EU-funded project which aims for the establishment of a European platform for unaccompanied minors that enables safe return to their countries of origin.

Several Member States also introduced new measures in relation to other vulnerable groups (AT, BE, BG, CY, EE, EL, FI, FR, IE, IT, LU, PT, SE, SK). The majority of measures aiming to attend to the special needs of other vulnerable groups were introduced in 2013, following the increased importance placed on this group in the recast Reception Conditions Directive and recast Asylum Procedures Directive, adopted that year. Some Member States introduced or strengthened a focus on other vulnerable groups via the transposition of EU law (CY, EE, HR, LU) and/or policy developments (AT, BE, BG, FI, FR, IE, IT, PT, SE, SK). In Estonia, changes to the Victims Support Act introduced a general obligation to take into account the special needs of vulnerable groups (including UAMs). Policy developments were various. Belgium, for example, signed the Convention on preventing and combatting violence (Istanbul Convention). In Finland, an action plan that is currently being drafted seeks to improve identification of persons in a vulnerable position. Other Member States (CY, FR, PT, SK) implemented projects financed by the EU with the aim of raising awareness and improving conditions and ensuring rights of vulnerable groups. Some Member States (BE, CY, SE) have taken specific measures to ensure that authorities are sensitive to the specific needs of, in particular, gay, lesbian, bisexual and transgender (LGBT) groups.

3.1.7.3 Analysis of developments

During the period covered by the Stockholm Programme, developments have been initiated to aim to improve the protection provided to UAMs and other vulnerable groups. Advancements have primarily taken place at EU level with improvement of conditions in several EU legislative instruments, the adoption of the Action Plan on UAMs, the establishment of the Expert Group on UAMs and activities of EASO in particular in relation to age assessment. At national level, various legislative and policy changes were introduced with a view to increase protection provided to UAMs as well as other vulnerable groups. Although measures introduced at national level contribute further to enhanced protection, initiatives remain rather ad hoc and uncoordinated.

Whilst the number of UAMs has increased over the past years, shortcomings exist in age assessment, family tracing, education, legal guardianship and reception conditions as indicated in the EASO Annual Activity Report 2012. A lack of (comparable) statistics on UAMs not applying for asylum at EU level also remains.

The EMN Reception Facilities Study[98] also showed that many differences exist between Member States in terms of addressing the special reception needs of UAMs and other vulnerable groups both in relation to the vulnerability assessment (differences are apparent in assessment criteria, methods, timing and follow-up measures) as well as the provision of tailored accommodation (differences are apparent in *how* and *whom* they cater for).

The mid-term report on the implementation of the Action Plan on unaccompanied minors[99] acknowledges that the development of a common EU approach to unaccompanied minors is an on-going and incremental process and identifies remaining challenges which require more attention and targeted action. These relate to, amongst others, data collection, reception conditions, legal guardianship, and engagement with countries of origin and transit.

3.2 ASYLUM: A COMMON AREA OF PROTECTION AND SOLIDARITY

3.2.1 A COMMON AREA OF PROTECTION

This section relates to Section 6.2.1 of the Stockholm Programme, which calls for a "common area of protection and solidarity based on a common asylum procedure and a uniform status". Reference is made to "high protection standards" and "fair and effective procedures". The general philosophy is that similar

---

[97] EASO 2012 Annual Policy Report.

[98] EMN Study 2013 The organisation of reception facilities for asylum seekers in EU Member States.
[99] COM(2012) 554 final

cases should be treated alike and should result in the same outcome.

3.2.1.1 Overview of relevant statistics 2010-2013

Figure 5 below and Tables 23 to 25 in the Statistics Annex provide an overview of applications for international protection and first instance decisions for the years 2010-2013. The number of asylum applications lodged in the EU has steadily increased in recent years: whilst, in 2010, a total of 260 835 applications were lodged, the number in 2011 increased to 303 645 to 336 015 in 2012 and further rose to 436 705 in 2013 (Statistics Annex Table 23). It is estimated that around 90% of these were new applications and around 10% were repeat applications. Most applications in 2013 were handled by Germany (126 995), France (66 265), Sweden (54 365), the United Kingdom (30 110) and Italy (27 930).

Fig 5: Total number of asylum applicants in 2013
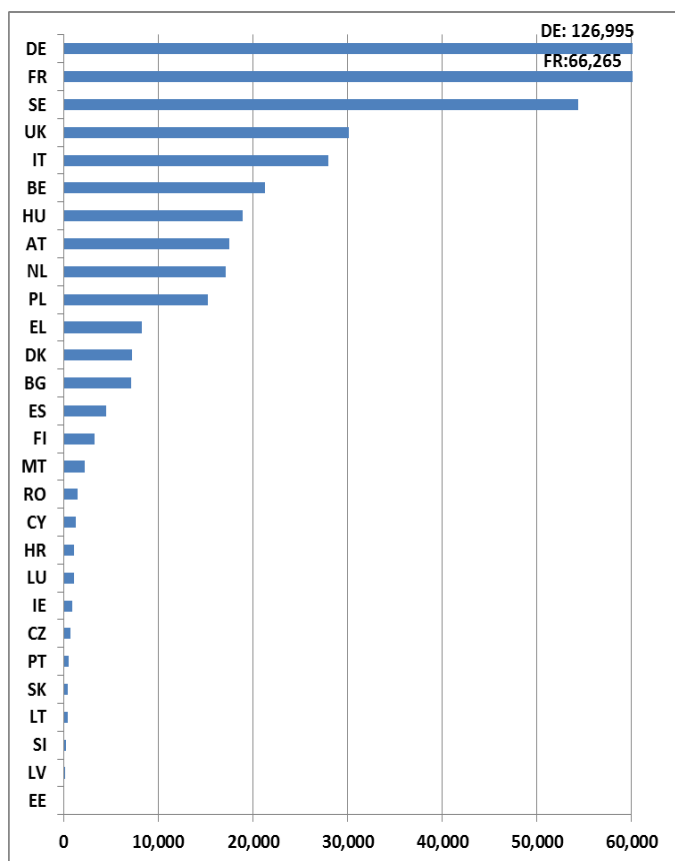
Source: Eurostat [migr_asyappctza]

The most frequent countries of citizenship of asylum applicants in 2013 were Syria (50 470), Russia (41 270) and Afghanistan (29 260). In 2012, however, Syria (7% of the total number of applicants) ranked second after Afghanistan (8%). The number of asylum applicants from Syria strongly increased from 8 920 in 2011 to 23 510 in 2012 and 50 470 in 2013, due to the on-going conflict. According to the EASO Annual Report 2011, one of the main entry routes from Asia and Africa goes by land through Turkey and Greece. During 2011, the Arab Spring led to high numbers of young Tunisians and Libyans crossing the Mediterranean, landing mainly on the island of Lampedusa in Italy. In 2012, high numbers of, in particular, Syrians crossed Turkey to enter the EU via either Greece or Bulgaria. The Western Balkans has also been a significant source of asylum applicants. Tables 24 and 25 in the Statistics Annex show the proportion of first instance and final positive and negative decisions in the Member States for the period 2009-2013. In 2013, Greece and Hungary rejected more than 90% of applications in first instance, which is higher than the EU average of 65%. Positive decisions represented more than 50 % of final decisions in 7 Member States (BG, HR, IT, MT, NL, RO, FI and SE). The highest share of positive decisions was registered in Bulgaria with 87% of all decisions being positive.

The EASO 2011 and 2012 Annual Report on the situation of Asylum in the EU confirmed that wide differences continue to exist in decision-making on applications for international protection. The 2012 report stated that "for similar flows, significant differences remain in: the legal regime applied to deal with similar flows (refugees, subsidiary protection, and humanitarian protection); when the application of these regimes undergoes changes (what is considered a trigger for policy adjustment); and, the rate of recognition afforded to similar flows across Member States". The report cautions however because of difficulties in establishing whether flows are similar[100]. The EASO 2012 report analysed three flows of applicants, including from Syria, which showed that decisions made by Member States vary considerably for flows of persons who could be treated in the same way.

3.2.1.2 Stockholm actions

> - *The EASO will be an important tool in the development and implementation of the CEAS and should contribute to strengthening all forms of practical cooperation between the Member States. Therefore the Member States should play an active role in the work of the EASO. It should further develop a common educational platform for national asylum officials, building in particular on the European Asylum Curriculum (EAC). Enhancing the convergence and ongoing quality with a view to reducing disparities of asylum decisions will be another important task.*

During the period of implementation of the Stockholm Programme, Member States have remained committed to establishing a Common European Asylum System (CEAS). Activities developed by Member States include legislative changes and policy developments linked to requirements of the CEAS. Most legislative changes aimed to transpose or to complete the transposition of the EU asylum acquis. For example, in 2013, several Member States (BE, CY, EL, HU, IE, SK) amended

---

[100] See page 87 of the EASO 2012 Annual Report on the situation of asylum in the EU.

national legislation in the area of appeal or judicial review, which is not inconsistent with the introduction of a new right to an effective remedy in the recast Asylum Procedures Directive (Article 46). Some Member States (BE, BG, EL, FI, LV, PL, SI) further amended specific legal provisions to close loopholes and to reduce instances of potential misuse of the asylum system and/or to adapt the system to new realities[101].

Various policy developments have taken place at national level in the context of the CEAS, including the implementation of projects funded under the European Refugee Fund (ERF). Policy developments related primarily to reception, including the special needs of vulnerable persons, procedures, qualification criteria and country of origin information.

In line with the requirements of the EU asylum acquis, Member States aimed to further improve reception conditions and asylum procedures. Due to the large inflow of applicants, several Member States (e.g. BG, DE, EL, FR, HU, IT, MT, NL, PT) increased reception capacity with funding received under the European Refugee Fund. Recently, several Member States also focused in particular on meeting the special reception needs of vulnerable groups (e.g. BE, BG, EL, IT, LU, NL, SE, UK, NO). For example, some drafted Action Plans and guidelines on how to deal with vulnerable groups and actions were undertaken to increase applicants' health care, psychological well-being and safety.

On procedures, Member States (e.g. BE, BG, DE, CY, EE, EL, FI, HR, IT, LT, LU, NL, PL, SE, UK) aimed to improve the efficiency and the quality of the asylum process by: reducing processing time (BG, CY, LU, NL); improving efficiency in the area of IT and digital government (DE, IT, SE, SK) and; improving internal procedures and work methods (BE, FR, LT, LV, NL, PL, UK). Various Member States (e.g. BE, CY, DE, EE, EL, FR, HU, IT, LT, LV, LU, PL, SE, SI) also increased capacity building through training and guidance to staff as to strengthen the asylum procedure. Training served multiple purposes, including: preparation for the implementation of the recast Dublin Regulation (HU); processing of asylum claims (EE, LT); rescue operations at sea (IT); LGBT (SE); age assessment and family tracing (BE), and; interviewing vulnerable persons (LU). The EASO 2012 Annual Activity Report indicated that 2012, in particular, saw a boost in training programmes for asylum caseworkers.

To enhance the convergence of asylum decisions, several Member States (AT, BE, EL, FI, HR, HU, IT, LT, SE) reinforced their capacity to conduct Country of Origin Information (COI) research by: developing new research methodologies[102]; upgrading dedicated IT systems[103]; training staff; organising fact-finding missions to countries of origin[104]; improving the access to information[105]; and, raising quality standards[106].

Prior to the establishment of the EASO, there were some examples of practical cooperation activities between Member States. For example, Member States cooperated for the development of the European Asylum Curriculum, in the context of the GDISC Interpreters' Pool, and the Temporary Desk on Iraq. However, beyond these initiatives, only few Member States made use of ERF funding to develop cooperation between asylum authorities (e.g. AT, CY, EE, LU) as well as for activities envisaged for the exchange of best practices and study visits (e.g. FR, LV, PL, RO). Some Member States implemented cooperation activities with a specific theme; for example Italy focused on managing the influx of migrants, whereas United Kingdom cooperated with Italy to improve national capabilities.

Since the inauguration of the EASO in June 2011, an increasing number of Member States have participated in practical cooperation activities organised by the EASO. These include participation in practical cooperation workshops, seminars, meetings and EASO-led trainings. The EASO also established new forms of cooperation in the field of Country of Origin Information, and to strengthen quality in the framework of the asylum procedure and supported the implementation of the EU Action Plan on Unaccompanied Minors. The activities of the EASO have also focused on the development of an EU-wide Early Warning System that can feed into the implementation of the Early Warning and Preparedness System foreseen under the Dublin Regulation. Finally since its inception the EASO has been providing operational support to Greece and has started further support actions in Italy, Bulgaria, Sweden and Luxembourg.

The European Commission published a first evaluation of the contribution of the European Asylum Support Office to the implementation of CEAS on 27th March 2014.[107]

3.2.1.3 Analysis of developments

During the period covered by the Stockholm Programme, many Member States have focused on the implementation of EU standards as laid down in the different directives under the CEAS, mostly through the use of ERF funding. Member States have aimed to improve: reception capacity and conditions (including for vulnerable groups); the efficiency and quality of

---

[101] EASO 2012 Annual Report on the situation of asylum in the EU, p. 52.
[102] AT renewed its COI methodology

[103] As part of an ERF funded project, the Finnish COI database Tellus was to be connected to the EU's Common COI Portal
[104] E.g. PT organised several missions to Armenia, Georgia, Nigeria.
[105] In LT a project called "Enhancement of the capacity to gather, evaluate and disseminate information[105] on the countries of origin" was implemented
[106] 2012 EASO Annual Report on the situation of asylum in the EU. .
[107] SWD(2014) 122 final

procedures for international protection; and, their capacity to conduct COI. Some Member States have, especially in recent years, reported on meeting the special reception needs of vulnerable groups, consistent with the recast Reception Conditions Directive which Member States will have to transpose by 2015. A major milestone during the period was the inauguration of EASO which aims to increase practical cooperation activities in particular in relation to training and the provision of country of origin information (COI) through coordinated actions organised by the EASO.

The Commission's evaluation of the EASO highlighted that these increased practical cooperation activities are contributing to the coherent implementation of the CEAS, although it will be important to further consolidate these practices.

The 2012 EASO Annual Report on the situation of asylum in the EU indicated that in general different approaches remain in relation to many international protection aspects[108]. The risk of differences in interpretation of the asylum acquis remains, irrespective of potential legislative improvements following the adoption of the second generation legislative instruments under the Stockholm Programme. Coherent implementation / application of the second generation legislative instruments by increased practical cooperation are likely to enjoy a clear focus in the new JHA Programme. EASO will continue to support Member States' practical cooperation in this process through an array of tools (e.g. training, practical cooperation activities, COI, and quality reports).

3.2.2 SHARING OF RESPONSIBILITIES AND SOLIDARITY BETWEEN THE MEMBER STATES

This section relates to Section 6.2.2 of the Stockholm Programme, which aimed to promote effective solidarity with Member States facing particular pressure and stipulated that this should be achieved through the voluntary and coordinated sharing of responsibility and the creation of instruments and coordinating mechanisms. The importance of sufficient capacity in national asylum systems was emphasised and EASO was assigned a central role in coordinating capacity-building measures.

3.2.2.1 Overview of relevant statistics 2010-2012

Statistics[109] on intra-EU relocation from Malta 2011-2012 to other Member States show that some 306 places were pledged to beneficiaries (BG (4); DE

(153); DK (10); ES (25); HU (5); IE (10); LT (6); NL (20); PL (50); PT (6); RO (10); SK (10).

By 23rd January 2013, the number of beneficiaries actually relocated was 217, amounting to just over 70% of places pledged (DE (153); DK (10); IE (20); LT (4); NL (20); PL (6); PT (4).

During 2012, Malta received 2,060 new asylum applications, and made 1,435 positive first instance decisions.

3.2.2.2 Stockholm actions

> - developing mechanism for sharing responsibility between the Member States while assuring that asylum systems are not abused, and the principles of the CEAS are not undermined.
> - creating instruments and coordinating mechanisms which will enable Member States to support each other in building capacity, building on Member States own efforts to increase their capacity with regard to their national asylum systems.

During the reference period 2010-2013, many Member States have set up or have taken part in initiatives to support other Member States faced with particular or disproportionate pressure on their national asylum system.

Bulgaria, Greece, Italy, Malta, and Poland all received bilateral support from other Member States. Measures provided included: material and logistic support (AT, SK); training (AT, DE, FR, UK); capacity-building measures (DE, HU, AT, UK); exchange of asylum officers (BE, PL); secondment of staff (UK); processing of asylum applications (PT, FI); and financial assistance (NO). For example, Austria, Germany and United Kingdom provided specific training to Greece on asylum procedures (DE) and quality assurance (AT, UK). In terms of capacity-building measures, Germany offered Greece the possibility to access their information system on COI, and through the General Directors' Immigration Services Conference (GDISC) Pool of Interpreters, Malta has benefited from linguistic analysis, as well as, from the services of interpreters from the United Kingdom. Belgium organised an exchange programme with asylum case workers from Poland with the goal of improving the quality of the asylum procedure. More recently, in 2013, Austria provided material and financial support to Bulgaria; Belgium supported Bulgaria and Italy; the Slovak Republic provided material and financial support to Bulgaria; and the EEA pledged grants to Greece.

Following the inauguration of the EASO in June 2011, Member States additionally supported other Member States facing particular or disproportionate pressure through coordinated activities organised by the EASO. For example, Bulgaria, Finland, France, Greece, Hungary, Italy, Malta, Netherlands, Poland, United Kingdom received support from EASO consisting of technical assistance (BG, EL), training and workshops (all); emergency exercises (HU), emergency plans (EL, LU); and special support plans (BG, IT). All Member

---

[108] As illustrated in the evaluation reports of the first generation legislative instruments and confirmed more recently by the EASO Annual Activity Report 2012, p.9.
[109] EASO: Annual Report on the situation in the European Union 2012.

States also continuously contribute to the development of an early-warning and preparedness system by the provision of national statistics to EASO.

With regard to relocation, twelve Member States (BG, DE, FR, HU, LU, LT, PL, PT, RO, SK, SI, UK) participated in EUREMA[110] phase I (2011) and / or II (2012) whilst eight Member States and Associated Countries (DE, DK, ES4, IE, NL, NO, CH, LI) made bilateral arrangements with Malta[111].

3.2.2.3   Analysis of developments

Since the publication of the Stockholm Programme, some progress has been made in terms of solidarity and the sharing of responsibility. Major advancements include the establishment of the EASO in June 2011 which resulted in increased practical cooperation activities (as described in section 4.2.1.3) and better coordination of initiatives to support Members States facing particular and/or disproportionate pressure.

Nevertheless, solidarity between Member States is still in its infancy. Less than half of the Member States participate in the EUREMA Intra-EU Relocation project, which aimed to relocate refugees from Malta to other EU Member States. The number of refugees pledged to be relocated from Malta (see section 4.2.2.1) remains small compared to the numbers of asylum applications received, and numbers of positive first decisions granted to refugees, in Malta. Moreover, despite pledges made by Member States, difficulties in relocating beneficiaries from Malta in the EUREMA II project continue to exist[112]. Meanwhile, the number of persons seeking asylum in the different Member States continues to be unequal (see Table 23) and solutions to this situation remain challenging.

Although the Stockholm Programme required Member States to build sufficient capacity in the national asylum systems, the EMN Reception Facilities Study and the 2012 EASO Annual Activity Report indicated that several Member States have limited reception capacity resulting in overcrowded facilities whilst others have excess capacity. Current policy aims for solutions at national level rather than responsibility-sharing between Member States coordinated at EU level.

Support in processing of applications for international protection is a mechanism for solidarity-sharing.

Further EU responsibility-sharing measures for the reception of applicants for international protection could also contribute to this Stockholm action and ease the burden on smaller Member States or those facing unequal pressures due to their geography.

3.2.3   THE EXTERNAL DIMENSION OF ASYLUM

This section relates to Section 6.2.3 of the Stockholm Programme, which calls on the Union to express solidarity, to act in partnership and to cooperate with third countries in order to promote and to help build capacity to handle migratory flows and protracted refugee situations in these countries.

3.2.3.1   Overview of relevant statistics 2010-2013

Table 26 in the Statistics Annex provides statistics on third-country nationals resettled to Member States and Norway. In 2013, Sweden accepted the highest number of resettled persons (1,820) followed by United Kingdom (965), Finland (675) and Denmark (515).

3.2.3.2   Stockholm actions

> - *the Council, the European Parliament and the Commission to encourage the voluntary participation of Member States in the joint Union resettlement scheme and increase the total number of resettled refugees, taking into consideration the specific situation in each Member State*

Some Member States have a long history implementing resettlement activities in cooperation with UNHCR, IOM and/or using ERF funding (SE, FI, NL, UK, IE and DK), whereas others recently started activities on resettlement. The number of (Member) States involved in resettlement activities increased from 10 in 2010 to 15 by 2013 (BE, CZ, DK, DE, ES, FI, FR, IE, NL, PT, RO, SE, SK, UK and NO). Refugees came from North Africa, including refugees that fled the crisis in Tunisia and Egypt (or were transiting through these countries at the time of the crisis) as well as other African countries, e.g. Eritrea, Ethiopia, Somalia, Sudan, Djibouti, and the Democratic Republic of Congo. Some also came from Afghanistan, Iran, Iraq, often via Turkey and Ukraine, or were Palestinians. All Member States set quotas on the number of persons accepted for resettlement. The size of the annual quota however varies from one Member State to another.

Various Member States also carry out capacity-building activities in third countries either in the neighbourhood of the EU or in other regions of the world. Some Member States (including CZ, DE, FR, PL, SE, UK) did so by participation in the Prague Process, whereas others cooperate with third countries on a multilateral or bilateral basis to strengthen their asylum systems. For example, Germany, Poland, Romania, and Sweden jointly implemented the EU-funded UNHCR project

---

[110] The EUREMA project is an EU Pilot Project that provides an organised framework for preparing and implementing relocation in which several Member States participate. It was established to assist Malta to cope with the pressures of hosting a relatively large number of recognised beneficiaries of international protection.

[111] EASO Fact-Finding Report on Intra-EU Relocation Activities from Malta, p3: http://easo.europa.eu/wp-content/uploads/EUREMA-fact-finding-report-EASO1.pdf

[112] Commission Staff Working Document on Immigration and Asylum 2012: http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=SWD:2012:0139:FIN:EN:PDF

"Asylum Systems Quality Initiative in Eastern Europe and the Southern Caucasus". Under this project, third-country national authorities were trained on the basis of the EASO Training Curriculum with a view to improving the quality of decision-making in this region. Further examples of bilateral cooperation include: support to Armenia for Armenian-Syrian refugees (AT); institutional development of the asylum system to Burundi (BE); provision of training to the asylum authority in Burundi and Kyrgyzstan (BE); organisation of international workshops on resettlement (BG); implementation of the Regional Development and Protection programme for refugees and Host Communities in the Middle East (CZ); security cooperation with Hong Kong (FR); co-funding a Regional Development and protection Programme for Syria (UK) and readmission and return (NO); development of the European Asylum Curriculum in Eastern Partnership countries (DE and SE); sharing of best practices and experiences with Australia and Turkey (UK); and, a twinning project with Armenia to improve the management of migration and asylum (PL, SE).

3.2.3.3   Analysis of developments

Although resettlement efforts have improved over the years, the number of resettlement places provided by Member States remains small. Currently, twelve EU Member States run resettlement programmes, together contributing to less than 8 per cent of the annual resettlement places on offer around the world[113]. The creation of the EU joint resettlement scheme constitutes a milestone, and although participation is on a voluntary basis, the programme is expected to create more resettlement places in Europe due to the larger financial incentives and enhanced coordination.

Various examples exist of Member States' initiatives in terms of capacity-building in third countries, which were mostly recently implemented in 2012 and 2013. Important as they are, the initiatives remain rather ad hoc and uncoordinated. Despite the Stockholm Programme assigning a central role to EASO in the external dimension of the CEAS, the EASO has so far lacked the capacity (as well as budgetary means) to develop activities in order to support Member States in this field.

It follows that the external dimension of asylum is still in the early stages of development. Improving cooperation, partnership and solidarity with third countries by capacity-building could therefore be considered one of the key priorities for the new JHA Programme.

4. A EUROPE THAT PROTECTS: PROTECTION AGAINST SERIOUS AND ORGANISED CRIME

This section relates to Section 4.4.2 of the Stockholm programme, which focuses on trafficking in human beings.

4.1   TRAFFICKING IN HUMAN BEINGS

4.1.1   OVERVIEW OF RELEVANT STATISTICS – TRENDS 2010-2012

International reports (in particular ILO and UNODC) show clear global trends on trafficking in human beings, whose victims are estimated to be 20.9 million over the last 10 years. However statistics are often hard to compare due the differences in definitions and in collection methodologies and to the regions of interest. Challenges to a standardised and systematic data collection concerning trafficking are well-reported and felt throughout all Member States. Statistics on trafficking in human beings in the EU at national level tend to be fragmented and difficult to compare due the differences in definitions and in collection methodologies, and are likely to underestimate the situation in the Member States In some cases, statistics are limited and do not allow the identification of trends or patterns.

The first report at the EU level[114] on statistics on trafficking in human beings was published in 2013 and reported on a three-year reference period 2008-2010. In terms of the scale of the issue across the EU, the Report suggests that there were in total 2 468 presumed and identified victims in 2010 based on information from 24 Member States. For those Member States that were able to provide data across all three reference years, an increase of 18% was recorded.

ILO estimates the victims of labour exploitation at 880 000. Child victims of trafficking in human beings accounted for some 16% of the total. In 2010, the majority of all (presumed and identified) victims (63 %) were female, while 37% were male. Data collected included figures on the total number of identified and presumed victims disaggregated by gender, age and form of exploitation, and also contained statistics on victims' citizenship and type of assistance and protection received.

4.1.2   STOCKHOLM ACTIONS

- *adoption of new legislation on combating trafficking and protecting victims*

Member States' measures undertaken at institutional level to enhance the fight against human trafficking can be divided as follows:

   ★ development and implementation of strategies and plans

---

[113] UNHCR welcomes adoption of the Joint EU Resettlement Programme: http://www.unhcr.org/4f7589ef9.html

[114] Trafficking in human beings – Eurostat 2013

⭐ institutional changes (including coordination and cooperation among key actors)

⭐ legislative and procedural reviews and changes

With regards to planning and implementing national strategies, there has been an increasing trend over the reference period. While some Member States (AT, ES, NL, PL, PT, SE, SI, SK, UK, NO) put in place actions to prevent trafficking in human beings in their existing national Action Plans, some others made new efforts. Following the action plan from 2008, Belgium adopted in June 2012 a new action plan 2012-2014 on "The fight against trafficking and smuggling in human beings". Czech Republic drafted a new National Strategy for 2012–2015, while Romania approved its own for 2012-2016. Within the framework of a wide consultation process Latvia's Ministry of Interior endorsed the National Strategy for Prevention of Trafficking in Human Beings 2014 – 2020. Lithuania approved a new National Crime Prevention and Control Programme 2013-2015 tackling prevention and trafficking in human beings. Norway reviewed its national Action Plan. Malta's Second National Action Plan against Human Trafficking was launched in 2013, translating the objectives of the EU Strategy into national measures. Spain adopted a National Police Plan against trafficking in human beings for sexual exploitation with a view to improving prevention and detection of trafficking in human beings and to improving the investigation of criminal organisations. Greece initiated a programme to upgrade two national centres for women and children victims of trafficking and family violence. Poland adopted and began to implement a new Action Plan for combating trafficking in human beings 2013-2015 in 2013. The Dutch Task Force on Human Trafficking will continue its work for a third term (2014-2016), for which a new agenda has been drawn up. Also in 2014 Sweden and France will present updated action plans, respectively, against exploitation of children (SE) and for combating human trafficking (FR), which will be led by the Ministry of Women's Rights. In France, the Action Plan will be carried out in parallel with a draft law aimed at modifying the framework for regulating prostitution in order to reinforce prevention, identification and assistance measures for victims of trafficking.

Institutional changes prior to 2012 were rather limited and encompassed the establishment of the Interdepartmental Coordination Unit for Action against trafficking in human beings (BE), of a national referral mechanism for victims (BG, SK), a holistic and multidisciplinary approach (CZ, ES, PL), anti-trafficking units (FI, IE, MT, PL), and in the Netherlands, the Expertise Centre for Human Trafficking and Human Smuggling, was set up, a partnership between the police and a number of other governmental organisations.

Almost all (Member) States (AT, BE, BG, CY, CZ, ES, FI, FR, HR, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK, UK, NO) have in place comprehensive actions to enhance the coordination and cooperation amongst key actors by establishing interdepartmental coordination units (AT, BE, BG, CY, CZ, DE, EE, EL, FI, FR, HR, HU, IE, IT, LT, LU, LV, NL, PL, PT, SE, SK, UK, NO) in recognition of the multifaceted nature of the issue and its impact on a wide range of state and non-state organisations.

Interesting examples included: inter-ministerial Committees or working groups (IT, LT, LV, LU, PL, SK); the Stakeholders' Taskforce set up in Malta to enhance coordination and cooperation among key actors, including the Police, Ministry of Home Affairs and NGOs; the enhanced cooperation between governmental bodies and NGOs provided in Cyprus by the Amending Law against Trafficking in Human Beings; the United Kingdom Joint Strategic Group (JSG) with NGO partners to help to assess trends in trafficking, improve coordination of anti-trafficking activities and knowledge and awareness of the police and other front-line professionals; Bulgaria's law enforcement task force to proactively investigate possible cases of trafficking; Ireland's Health Service (HSE) and the Human Trafficking Investigation and Coordination Unit (HTICU) joint protocol for treating unaccompanied minors who arrive at ports of entry; France's inter-ministerial mission for the protection of women against violence and the fight against trafficking in human beings (MIPROF). Poland created the National Consulting and Intervention Centre for Victims of Trafficking.

Though legislative and procedural changes prior to the adoption of Directive 2011/36/EU had been undertaken mostly aiming to align Member States with existing international definitions and standards for protection (i.e. UN Convention against Transnational Organised Crime and/or the Council of Europe Convention on Action against Trafficking in Human Beings), it was only upon the adoption of Directive 2011/36/EU and within its transposition framework that almost all (Member) States introduced measures to enhance the prevention of trafficking in human beings and to identify, protect and assist its victims in a more harmonised framework.

In Belgium new forms of human trafficking are taken into account by a new Law (adopted in June 2013) which covers more situations (definitions) and intensifies repression (fines). In Estonia and Poland trafficking in human beings was criminalized as a separate provision in the Penal Code. Sweden amended its penal legislation to avoid that the principle of double criminality applied to trafficking offences. The Netherlands introduced a National Rapporteur on prevention of trafficking in human beings and sexual violence against children, increased its extra-territorial jurisdiction against trafficking in human beings, and explicitly included forced begging and forced criminal activities as forms of exploitation in its anti-human trafficking legislation. The decision to increase penalties for perpetrators was outside of the adoption of Directive 2011/36/EU.

In Austria, Bulgaria, France, Lithuania and Slovak Republic the definition of trafficking was widened to include victims of forced labour, forced begging and/or

the removal of organs; while in the Czech Republic it was widened to include also victims of the removal of organs and of forcing into armed services. Finally, developments regarding the protection of child victims of trafficking took place many (Member) States (AT, BE, CY, CZ, DE, FI, IE, IT, LV, LU, PL, SE, SK, UK, NO).

Measures to prevent trafficking in human beings and to protect and assist its victims implemented in the Member States and/or in origin/transit countries have mostly focused on:

★ raising awareness and information to communities under threat

★ cooperation and capacity building (including training) between Member State agencies

★ monitoring and assistance to victims

★ mobilisation of consular services and enhancement of identification at the borders.

An important tool in preventing trafficking in human beings was raising awareness, including public awareness-raising actions amongst national audiences, targeting young people (BG, CZ, EL, HU, PL, RO, SK), other vulnerable groups (EL, PL, RO), 'high risk' occupational groups (AT, BE, BG, RO, SI, SK), applicants for work visas in embassies (BE, PL), exhibitions (AT, PL, SK), national public events on human trafficking (AT, CY, MT, NL, PL, SK), including on the occasion of the EU-Anti-Trafficking Day (AT, IE, LT, PL), the Human Rights Day (LU) and under the EU rotating Presidencies (BE, ES, LT, PL) and information seminars (CY, CZ, IE, LV, PL, SE, SK). In relation to printed media, information booklets, leaflets, brochures and newsletters addressing all (potential) victims (AT, BE, CY, CZ, EL, IE, LV, MT, NL, PL, SK) or specifically children (AT, BE, CY, DK, FI, NO, PL) were developed. Studies on child victims of trafficking (BE, IT, NL, PL) were commissioned. Educational films (LT, NL, PL, SK, UK) targeting young people and raising awareness about risks (NL, PL); broadcast media (PL, SK); and the dissemination of information via websites (CZ, FI, IE, PL, PT, SE, SI, SK) were also undertaken. Finally, several Member States have successfully maintained telephone hotlines (AT, BE, CY, DE, EE, FI, LU, LV, PL, SK, SE, UK).

Many Member States undertook training initiatives to assist in the identification and the prevention of trafficking in human beings with specific target groups, namely: law enforcement authorities (BG, CY, CZ, DE, EE, ES, FI, IE, NL, SE, SK), the police (BG, DE, EL, ES, FI, IE, NL, SE, SK, UK), border guards (CZ, LV, NL, PL, SK, UK), staff in consular offices (CZ, ES, SK), social workers (BG, CY, DE, SK), public sector stakeholders (BG, IE), immigration and liaison officers (FI, LU, NL, SE, SK), staff in reception centres (BE, CZ, NL) ethnic and minorities liaison officers (IE, SK), recruitment agencies (BG) and labour inspectors (CZ, DE, NL, SK).

New training and guidance materials were also introduced to enforce cooperation among Member States' agencies (BE, BG, CY, IE, UK). These included guidelines and manuals for staff in relevant ministerial departments or front-line staff to identify victims of trafficking in human beings (CY, FR). The setting up of new contact points within national law enforcement agencies took place to increase prosecution rates and facilitate information exchange (BG, PT, UK). Bulgaria facilitated private-public partnerships to involve businesses and employers as key actors in the reduction of human trafficking, both for the purpose of sexual and labour exploitation. The Community of Portuguese Language Speaking Countries has established a new 'Working Committee Against Human Traffic' to take charge of collecting information on the measures in force at the national level, in order to assess legislation needs and propose a joint strategy and action plan to fight trafficking in human beings. There is also Benelux cross-border cooperation between law enforcement agencies to fight human trafficking.

(Member) States cooperated through the informal EU Network of National Rapporteurs, in the framework of regional cooperation, for example, through the Council of the Baltic Sea States and in the network of National Coordinators for combating trafficking in South Eastern Europe, and through the Council of Europe. The Danish Centre against Human Trafficking started a Nordic Network against Child Trafficking including Finland, Sweden and Norway and hosted its first (yearly) meeting in 2013. A Benelux-cooperation concerning trafficking in human beings was proposed in the framework of the Benelux Common Action Plan 'Senningen 2013-2016'

> - *"…whether ad hoc cooperation agreements with specific third countries to be identified by the Council could be a way to enhance fight against trafficking and to make proposals to that end. In particular, such agreements could involve full use of all leverage available to the Union, including use of financing programmes, cooperation for the exchange of information, judicial cooperation and migration tools".*
>
> - *…further measures to protect and assist victims through an array of measures including the development of compensation schemes, safe return and assistance with reintegration into society in their country of origin if they return voluntarily and those relating to their stay; the Union should establish partnerships with the main countries of origin."*

Cooperation with third (source or transit) countries has also been a prominent feature of Member States' actions to address and to prevent trafficking in human beings. Many Member States implemented cooperation actions with third countries where victims of trafficking in human beings and their traffickers may originate or transit. Cooperation entailed the following areas:

★ Cooperation with stakeholders in third countries for the exchange of information, judicial cooperation and migration tools,

★ Prevention and protection programmes (including compensation schemes, safe return

and assistance with reintegration into society in their country of origin),

★ Capacity building,

★ Monitoring and direct assistance.

Actions aimed at strengthening cooperation with stakeholders in source countries, by: creating opportunities for combined law enforcement action; collecting and analysing data on organised crime; better informing at risk communities; running awareness-raising campaigns; exchanging of best practices; and, participating in joint workshops. In particular Member States worked with countries such as Albania, Belarus, Kosovo, Moldova, Nigeria, Russian Federation, Serbia, Turkey and Ukraine. Countries in Latin America, (e.g. Brazil, Argentina, Ecuador, Columbia) Central Asia (e.g. Tajikistan, and Turkmenistan, and South East Asia (China, Vietnam and Cambodia) were also targeted. Cooperation among the Baltic Sea Region countries increased and enhanced, addressing trafficking for labour exploitation (FI, LT, PL, SE) and bringing together the Nordic and Baltic countries also with the Russian Federation.

A number of joint projects were carried out bringing together Member States with third countries to implement prevention or protection programmes. These included projects: to assist in the voluntary return and reintegration of minors and young adults with emphasis on the prevention of (re-) trafficking (AT, PL), and to work with neighbouring countries to prevent and combat all forms of trafficking in human beings (AT, PL); to review problems and potential deficiencies in national legislation concerning assistance to victims of trafficking, and recommend proposals for change (FI); and, to carry out a scoping review on the practical care arrangements for trafficked children (UK). An EIF funded joint initiative (FR, HU, IT, UK) aimed to share information and support research on how the internet and social networks are (mis)used to attract victims.

Member States (BG, DK, EL, LT, NL, PL, RO, SE, UK) cooperated to build capacity in source and transit countries and to address the root causes by alleviating poverty. Denmark ran a regional programme from 2007 to 2010 in Thailand, Cambodia and Burma to protect children against sexual exploitation and trafficking. Lithuania implemented a project in Kaliningrad to share best practices on counter-trafficking with partners in the Russian Federation. The Netherlands signed a working agreement with Nigeria, allowing Dutch police officers to deliver training to their local counterparts. Spain incorporated anti-trafficking measures in strategic development policies tackling the main countries of origin.

Other measures included monitoring and direct assistance. Bulgaria was involved in various projects aimed at reducing the number of victims from Bulgaria and Romania exploited in Ireland and Spain and developed the EU-Transnational Monitoring Network to monitor movements between countries of origin and destination. Trafficking in human beings from Romania

and Hungary was also the focus of collaboration between Member States, while the Slovak Republic was involved in a project aimed at reducing the number of victims from Slovakia in the United Kingdom. Sweden developed rehabilitation programmes for victims of trafficking and safe return programmes. In Greece, protection and assistance to victims is offered through a network of state and non-state actors participating in the ILAEIRA operation. Spain contributed to the actions of international organisations, such as UNIFEM, UNFPA, UNDP, UNHCR, and also took part in bilateral actions with Latin America and Asia Pacific region.

> - *Cooperative measures to mobilise consular services in the countries of origin with a view to preventing the fraudulent issuing of visas. Information campaigns aimed at potential victims, especially women and children, could be conducted in the countries of origin in cooperation with the authorities there.*
>
> - *Measures to make border checks more efficient in order to prevent human trafficking, in particular the trafficking of children*

Some Member States (BG, DK, EL, NL, PL, RO, SE, UK) reported on cross-border operational cooperation of law enforcement agencies for dismantling organised criminal networks in the framework of the on-going ILAEIRA Anti-Trafficking Initiative, which involves 21 Member States, third countries, international organisations and NGOs or the EMPACT projects (Europol) launched to coordinate ongoing actions to combat against all forms of trafficking in human beings by targeting the organised crime groups. Latvia placed posters promoting the "Stop Sex Trade" campaign at all border crossing points. Spain implemented training on measures to detect fraud through the VIS in consular posts in North Africa, which resulted in increased detection of potential victims of trafficking.

4.1.3 ANALYSIS OF DEVELOPMENTS

Addressing trafficking in human beings has gained considerable momentum due to EU and national legislative and policy developments implemented during the reference period. The adoption of Directive 2011/36/EU and the launch of the EU Strategy towards the eradication of trafficking in human beings 2012-2016 contributed to the Member States' systematic approximation of national legislative frameworks and the rationalisation of their policy developments to comply with the EU Strategy's goals. These instruments were adopted with the aim to create a 'victim centred' approach whilst also preventing others from falling victim due to the actions of traffickers in human beings. They covered actions in different areas such as: criminal law provisions; prosecution of offenders; victims' support and victims' rights in criminal proceedings; prevention; and, monitoring of the implementation of measures.

Available statistics provide a fragmented picture. Member States do not necessarily collect comparable information on victims of trafficking in human beings,

or share common procedures, and definitions, in relation to detection and identification of victims and in the criteria to be met to be presumed or formally identified as a victim. The low numbers of victims recorded may thus understate the true extent of the phenomenon. Moreover the number of arrested and convicted traffickers has been low in comparison with the estimates of the scale of the phenomenon, as reported by international organisations.

Despite the wide use of awareness-raising and information campaigns/tools, few Member States have reported systematic review of their impacts in successfully preventing and reducing trafficking in human beings in their Annual Policy Reports.

5. CONCLUDING REMARKS

At Member State level, this analysis has shown that in all areas of action identified by the Stockholm Programme and reviewed in this Report, Member States have responded through changes in their legislation, policy and practices.

However, the degree to which change has been reported has varied across Member States with some undertaking more extensive actions than others, in line with their national situation and the degree to which the specific issue impacts at the level of the Member State.

From the information provided by Member States, it is difficult to determine specifically the degree to which the Stockholm Programme has been a driver for change in Member States. In many of the action areas, momentum for change was already underway at national level to address national needs in these areas. Undoubtedly, however, changes in legislation, policy and practices at National level have been stimulated by changes in the EU acquis during the period and the availability of European funding streams supporting change that has complemented and strengthened national approaches in this area, which have been implemented within the framework of the Stockholm programme during the reference period. In some areas of migration policies, such as the governance of economic migration, Member States have taken different paths to arrive at the same goal.

The Report highlights a lack of comparable, reliable statistics in some areas of action (for example, in trafficking in human beings) which make it difficult to apply effective indicators to measure change and thus the degree to which the Stockholm Programme might have impacted.

The Report also highlights the challenges faced in evaluating impacts; whilst Member States are able to report effectively on activities that have been delivered in their respective countries, there have been fewer reports on the degree to which these activities were effective in delivering on longer term strategic outcomes as well as outputs. Additional focus here would assist in the identification and sharing of good practices which could be of benefit to those Member States who are seeking to implement new interventions or to adapt and improve the effectiveness of existing mechanisms.

****

STATISTICS ANNEX

Section 2.1: Integrated management of external borders

Table 1: EU external land and maritime borders relative to the estimated number of border crossings

EU and Schengen Member States	Length of land border or coastline (km)	% of total EU external land borders or coastline	Number of external border crossings (2010)
External Land Borders			
Bulgaria	765	8%	8.2 million
Cyprus	-	-	N/A
Estonia	455	5%	5 million
Greece	743	8%	15 million
Finland	1,340	14%	8.6 million
Hungary	654	7%	31,2 million
Latvia	437	5%	2,5 million
Lithuania	923	10%	8.3 million
Poland	1,185	13%	21,7 million
Romania	1,876	20%	25 million
Slovakia	98	1%	2.5 million
Slovenia	680	7%	48 million
Spain	16	0%	33 million
Norway	196	2%	N/A
Total/ Overall	**9,368**	**100%**	**<164 million**
Maritime Borders			
Belgium	67	0.1%	1.2 million
Bulgaria	378	0.4%	0.14 million
Cyprus	293	0.3%	0.67 million
Denmark	7,314	7.7%	0.7 million

EU and Schengen Member States	Length of land border or coastline (km)	% of total EU external land borders or coastline	Number of external border crossings (2010)
Estonia	1,393	1.5%	1.2 million
Finland	1,250	1.3%	0.9 million
France	4,720	5.0%	17 million
Germany	2,389	2.5%	3.3 million
Greece (including over 3,000 islands)	13,676	14.4%	9.4 million
Ireland	1,448	1.5%	N/A
Italy	7,600	8.0%	10.6 million
Latvia	498	0.5%	0.14 million
Lithuania	90	0.1%	0.2 million
Malta (including Gozo)	253	0.3%	0.48 million
Poland	440	0.5%	0.29 million
Portugal (including the Azores and Madeira)	2,555	2.7%	1.7 million
Romania	225	0.2%	0.24 million
Slovenia	48	0.1%	0.21 million
Spain (including the Canaries)	4,964	5.2%	26 million
Sweden	3,218	3.4%	0.1 million
United Kingdom	12,429	13.0%	N/A
Iceland	4,970	5.2%	N/A
Norway	25,148	26.4%	N/A
Total/ Overall	**95,299**	**100%**	**<70 million**

Sources: Eurostat; UK House of Lords, European Union Committee (2008): 'FRONTEX: the EU external borders agency – report with evidence', 9th Report of Session 2007-08.

Table 2: EU external border crossing points (Air)

EU and Schengen Member State	Number of international airports (destination airport for non-EU27 passengers)	Number of border crossing from passengers coming from outside the EU27 (2010)	Percentage of number of border crossings as of the total for the EU27 (2010)
Austria	6	7.3 million	3%
Belgium	5	7.5 million	3%
Bulgaria	3	1.4 million	1%
Czech Republic	5	3.6 million	1%
Cyprus	2	1.5 million	1%
Denmark	9	6.7 million	2%
Estonia	1	1.3 million	0%
Finland	19	3 million	1%
France (Metropolitan area only)	88	45.7 million	16%
Germany	26	60.6 million	22%
Greece	24	5 million	2%
Hungary	1	1.9 million	1%
Ireland	6	2.8 million	1%
Italy	35	22 million	8%
Latvia	1	1.3 million	0%
Lithuania	3	0.35 million	0%
Luxembourg	1	0.34 million	0%
Malta	1	0.26 million	0%
Netherlands	5	2.9 million	1%
Poland	6	8.6 million	1%
Portugal	9	4.9 million	2%

EU and Schengen Member State	Number of international airports (destination airport for non-EU27 passengers)	Number of border crossing from passengers coming from outside the EU27 (2010)	Percentage of number of border crossings as of the total for the EU27 (2010)
Romania	4	1.2 million	0%
Spain	32	21.6 million	8%
Slovakia	2	0.34 million	0%
Slovenia	1	0.6 million	0%
Sweden	19	4.95 million	2%
United Kingdom	36	64.7 million	23%
Iceland	N/A	N/A	N/A
Lichtenstein	N/A	N/A	N/A
Norway	N/A	N/A	N/A
Switzerland	N/A	N/A	N/A
Total/ Overall**	**350**	**278 million**	**100%**

Source: Eurostat, avia_paexac, International extra-EU air passenger transport by main airports in each reporting country and partner world regions and countries, extracted in December 2013.

Table 3: Member States' technological developments in the field of external border control from 2010 to 2013.

Member State	New border surveillance developments	New Border control developments
Austria	In 2013, EUROSUR became operational.	From 2010 to 2013, Austria piloted automated border control systems (ABC) for EU / EEA / Swiss nationals at Vienna-Schwechat Airport on the basis of a national security research fund project.
Belgium	In 2011, BE deployed modern technological means to improve border surveillance. Further preparations for the operationalization of EUROSUR took place in Belgium in 2013.	In 2010, BE implemented measures to improve the effectiveness and 'scrutiny' of border checks. In 2011, BE further implemented automated border checks to simplify and speed up border crossings. In 2013, BE fully implemented automated border controls (ABC) system.
Bulgaria	In 2012, along with Netherlands and Norway, Bulgaria, initiated the implementation of EUROSUR. For combating illegal migration through border checkpoints, Bulgaria installed mobile x-ray scanners to detect hidden persons. In 2013, Bulgaria extended surveillance systems at their external borders	In 2012 BG commissioned a National Communications System and radiation portal monitors to be implemented at Sofia Airport to detect and prevent illicit trafficking of nuclear and other radioactive materials and two mobile detection systems designed for the needs of the maritime border. BG also continued the development of the automated border control (ABC) for EU / EEA / Swiss nationals
Cyprus		In 2010, CY developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems)
Czech Republic		From 2011 onwards, CZ piloted and continued the development of the automated border control (ABC) for EU / EEA / Swiss nationals. In 2011, CZ implementing an automated system for receiving and processing Advanced Passenger Information (API). In 2011, CZ also developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems)
Denmark		In 2011, DK fully implementing the POLKON system, allowing automatic checking of passenger and crew lists in national, SIS II and Interpol databases. In 2011, DK also developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems)

Member State	New border surveillance developments	New Border control developments
Estonia	In 2010 the renovation of the eastern border (Estonian-Russian border) surveillance system was initiated. The renovation is expected to be completed in 2014. In 2013 EUROSUR became operational in EE. In 2013 EE implemented new electronic systems for sea vessels to register information (passengers, crew, cargo etc.) to facilitate checks at external sea borders. In 2013-2011 EE bought and installed mobile wireless surveillance equipment, 'Smartdec', which helps to identify irregular border crossings between the border crossing points and in landscapes which are difficult to reach.	In 2011, EE set up an arrangement for three border-crossing points with the Russian Federation - an electronic booking system for transport vehicles was introduced at three Estonian border checkpoints (Narva, Luhamaa, Koidula) through which vehicle owners can book a border crossing time in advance (in order to solve the long queue problem). It also introduced mobile equipment for border checks. In 2012, EE continued the development of the automated border control (ABC) for EU / EEA / Swiss nationals with a plan to introduce the ABC gates at airports in 2013. In 2013, EE fully implemented automated border controls (ABC) system.
Finland	Further preparations for the operationalization of EUROSUR took place in Finland in 2013.	In 2010, FI had finished to implement its entry / exit system. In 2011 and 2012, FI continued the development of the automated border control (ABC) for EU / EEA / Swiss nationals. In 2011, FI introduced mobile equipment for border checks.
France	In 2011, FR deployed modern technological means to improve border surveillance.	In 2011, the automated checks concerned specific travellers who had pre-registered with the PARAFE Automated Fast-Track Crossing at External Borders programme (*Passage Rapide aux Frontières Extérieures*). It also made reference to use of the EU False and Authentic Documents online tool (iFADO). In 2013, FR fully implemented its automated border controls (ABC) system.
Germany	In 2011, DE deployed modern technological means to improve border surveillance.	In 2010, 2011, and 2012, DE continued the development of the automated border control (ABC) for EU / EEA / Swiss nationals. For instance in 2010, it tested the Registered Traveller scheme, in 2011, it tested state-of-the art document reading and document verification devices to verify the authenticity of documents on the basis of optical and digital features. In 2013, DE fully implemented its automated border controls (ABC) system.
Greece	In 2012 Greece invested significantly in new equipment for use in passport control, surveillance and communications In 2011, EL deployed modern technological means to improve border surveillance.	In 2010, EL developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems) In 2012, the operations centre of land borders launched in 2011 was strengthened in 2012 and serves as the international coordination centre of

Member State	New border surveillance developments	New Border control developments
		the Joint Operation POSEIDON. Further local operational centres were established in the year. In 2013, EL fully implemented automated border controls (ABC) system.
Hungary	In 2012, the installation of eight mast-mounted thermal camera systems was carried out, with EUROSUR In 2013, Hungary, extended surveillance systems at their external borders. In addition, EUROSUR became operational in Hungary	In 2012, Hungary procured 80 desktop and 64 mobile document and fingerprint readers, plus three specially equipped mobile controlling vehicles to support border control. In 2012, HU continued the development of the automated border control (ABC) for EU / EEA / Swiss nationals. In 2013, HU fully implemented automated border controls (ABC) system.
Ireland		In 2010, IE developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems) In 2011, further discussions were held in IE regarding the progression of the Irish Border Information System (IBIS), which will entail all information collected by carriers prior to travel being sent to an Irish Border Operations Centre where it will be screened against watch-lists. In 2013, IE fully implemented its automated border controls (ABC) system.
Italy	In 2011, IT deployed modern technological means to improve border surveillance. For instance, IT installed radar stations for coastal surveillance and purchased surveillance and control equipment. In 2013, Italy, extended surveillance systems at their external borders. in addition, EUROSUR became operational in Italy	In 2011, IT also developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems)
Latvia	In 2012, LV established a National Coordination Centre responsible for implementing EUROSUR in the Member State. In 2012, LV continued the development of the automated border control (ABC) for EU / EEA / Swiss nationals. The introduction of ABC gates is under discussions with support from Frontex Task Forces. In 2011, LV deployed modern technological means to improve border surveillance.	In 2011, LV also developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems)
Lithuania	In 2012, Border guards in Lithuania developed surveillance equipment: purchasing 16 sets of portable sensors to be deployed at green borders and updated integrated sea border surveillance system.	

Member State	New border surveillance developments	New Border control developments
	In 2011, LT deployed modern technological means to improve border surveillance. For instance, it introduced surveillance systems (towers with (day/night/thermo graphic camera) surveillance equipment, protective fences equipped with sensor cables and video surveillance tools; motion detectors) In 2010, LT modernised their border monitoring systems also took in account the future integration in EUROSUR. In 2013, Lithuania extended surveillance systems at their external borders. At its sea borders, Lithuania continued to implement an integrated maritime surveillance system.	
Luxembourg	Further preparations for the operationalization of EUROSUR took place in Luxembourg in 2013.	In 2011, In LU, on the other hand, politicians wonder whether an automatic control system at airports would provide added value, given the limited volume of their air traffic.
Malta	In 2011, MT deployed modern technological means to improve border surveillance. Further preparations for the operationalization of EUROSUR took place in Malta in 2013.	
Netherlands	In 2012, along with Bulgaria and Norway, The Netherlands initiated the implementation of EUROSUR. Preparations for the operationalization of EUROSUR took place in the Netherlands in 2013.	In 2010, 2011 and 2012, NL continued the development and implementation of the automated border control (ABC) for EU / EEA / Swiss nationals. In 2010, it tested the Registered Traveller scheme. In 2011, the plan was for Dutch system to allow for the automated border crossing of EU nationals and to include the expansion of the Registered Travellers Programme (RTP). In 2013, NL extended its Registered Traveller Programme (RTP) to travellers from Canada, South Korea amongst other countries. In 2010, NL implemented its new Passenger Information system.
Poland	In 2011, PL deployed modern technological means to improve border surveillance.	In 2010, PL confirmed that developments to their national systems aimed to ensure full integration, operability and compatibility with current and future EU Systems. In 2011, PL also developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems)
Portugal	In 2012, Portugal began planning for the roll out of EUROSUR which was planned to enter into service in 2013.	In 2010, PT piloted its new Passenger Information system and implemented an entry and exit security system. In 2011, PT set up the integral operation of the Automatic Recognition System

Member State	New border surveillance developments	New Border control developments
		for Passengers Identified by Documents (RAPID) at all national air border posts. In 2012, PT continued the development of the automated border control (ABC) for EU / EEA / Swiss nationals
Romania	In 2012, Romania continued piloting and testing the operation of EUROSUR	
Slovakia	In 2012, Border guards in Slovak Republic developed surveillance equipment: it modernised its surveillance equipment at the border with Ukraine. It also, continued piloting and testing of operation of EUROSUR. In 2011, SK deployed modern technological means to improve border surveillance. For instance it reported that, in the main, the necessary measures for implementation of EUROSUR were in place. In 2013, the Slovak Republic extended surveillance systems at their external borders.	In 2011, SK also developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems)
Slovenia	In 2011, SI deployed modern technological means to improve border surveillance. In 2013, EUROSUR became operational in Slovenia.	
Spain	In 2012, Spain invested significantly in new equipment for use in passport control, surveillance and communications, using funding from the External Borders Fund. In 2011, ES deployed modern technological means to improve border surveillance. In 2013, EUROSUR became operational in Spain	In 2011, ES extended its Advance Passenger Information system to international maritime passengers (i.e. between Morocco and Spain); In 2011, ES also developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems) In 2012, ES continued the development of the automated border control (ABC) for EU / EEA / Swiss nationals
Sweden	In 2012, Sweden carried out an ex-ante evaluation of the consequences of joining EUROSUR to guide the government's decision-making. In 2011, SE looked into the possibility of developing E-gates and/or automated border control but questioned the added value of introducing ABC-gates.	In 2011, SE also developed their national border management system by making links to relevant upcoming EU systems (e.g. EUROSUR or Large scale information systems)
United Kingdom	In 2010, the UK In 2012, UK was scheduled be able to enter into bilateral or multilateral agreements with neighbouring Member States for the purposes of exchange	In 2011, UK made reference to use of the EU False and Authentic Documents online tool (iFADO). A number of automated fast-track border checks (e-Passport gates, IRIS) were in place and was developing another (Automated Clearance Service plus)

Member State	New border surveillance developments	New Border control developments
	of information and cooperation through the relevant EUROSUR designated National Co-ordination Centres in each Member State.	In 2013, the UK launched its Registered Traveller Scheme for certain non-EEA national passengers.
Norway	In 2012, along with Bulgaria and The Netherlands, Norway initiated the implementation of EUROSUR In 2013, Norway extended surveillance systems at their external borders. In addition, EUROSUR became operational in Norway. It also implemented new systems for sea vessels to register information to facilitate checks at external sea borders.	In 2013, NO fully implemented its automated border controls (ABC) system. In 2012, NO also developed the national infrastructure to allow for ABC gates to be implemented at some external borders. In 2011, In NO, planned to launch a pilot project in 2012 which was intended to provide advanced passenger information (electronic passenger lists) to NO. It also planned to establish the National Coordination Centre for European Border Surveillance at the National Crime Investigation Service (Kripos/NCIS). In 2011, NO planned start using eGate passports in 2012 In 2010, it tested the Registered Traveller scheme.

Table 4: Cooperation with third countries of origins or of transit in the field of external border control from 2010 to 2013

Member State	Bilateral or multilateral agreement	Other forms of cooperation with third countries
Austria	AT signed bilateral police cooperation and security agreements with Georgia, Moldova, Albania and Bosnia and Herzegovina in 2010	In 2010, AT deployed document advisors to Thailand, Egypt, Lebanon and India and participated in a twinning project with Serbia to implement the latter's integrated border management strategy. In 2011, AT took part in a quadrilateral police cooperation centre along with HU, CR and SI. In 2012, Austria hosted the 10th Central Asia Border Security Initiative (CABSI) Conference, which focused on strengthened cooperation in border management measures in Central Asian States. Participants included Ministers of the Interior from the EU, Central Asia, and Afghanistan as well as international partners, such as USA and Russian Federation.
Belgium	In 2012, BE signed an agreement with Serbia to adopt and develop Action Plans for their respective border guard forces.	In 2010, continued its 'Border Guard Assistance' programme, launched in 2008, which also includes participation in the control of travel documents in non-EU airports in Western and Central African countries. It also continued its "Field Workers" project, launched in 2007, which deploys specialised immigration offers to consular offices in third countries. In 2010, field workers were active in Cameroon, Ivory Coast and Ecuador. Until 2013, both Belgium and Finland seconded experts to Greece and Turkey respectively to help authorities in these countries with their border management.
Bulgaria	In 2012, Bulgaria and Serbia through an agreement have opened and operationalised a Joint Bulgarian-Serbian contact centre for police and customs cooperation. BG also planned to develop a trilateral Agreement on establishing a contact centre for police and customs cooperation between Bulgaria, Greece and Turkey, and for joint border patrols on the Bulgarian-Turkish border de facto updating a pre-existing agreement between Bulgaria and Turkey, signed in 1967. In 2013, BG set up agreements outlining protocols for collaboration with Turkey to improve controls of common border segments.	
Cyprus	CY signed a bilateral cooperation agreement to combat organised crime, including irregular migration, with South Africa and negotiated similar agreements with Syria and Qatar in 2010	
Czech Republic	In 2011, CZ mentioned its participation to as the "Eastern Partnership – Integrated Border Management Initiative".	CZ with SK launched a project to build capacity at the Moldovan-Romanian border, focusing on identification of forged and falsified travel documents in 2010.

Member State	Bilateral or multilateral agreement	Other forms of cooperation with third countries
Denmark		In 2010, DK contributed to two capacity building projects with the migration authorities in Ghana: the first aimed at improving migration management by providing support to the Ghana Immigration Service, while the second focused on combating trafficking and irregular migration from, and via, Ghana by providing information to transiting and potential migrants as well as expertise to responsible authorities for detecting, investigation and prosecuting human traffickers and smugglers. In 2011, DK continued its participation in two capacity-building projects with the migration authorities in Ghana.
Estonia	EE agreed on a bilateral action plans with the State Border Guard of Belarus in 2010 and 2011 and signed a bilateral cooperation agreement with the State Border Guard of Moldova, Russia, and Georgia in November 2010, August 2011 and December 2011 respectively. In 2012, EE signed bilateral Cooperation Agreements with six third countries, Russian Federation, Georgia, Belarus, Moldova, Azerbaijan and Ukraine. In addition, it signed a trilateral Cooperation Protocol amongst the border guard institutions of Estonia, Finland and Russian Federation. These agreements regulate operational information exchange on both irregular migration and cross-border crime, and create a basis for good practice visits and the exchange of experts.	
Finland	In 2012, FI signed a trilateral Cooperation Protocol amongst the border guard institutions of Estonia, Finland and Russian Federation. These agreements regulate operational information exchange on both irregular migration and cross-border crime, and create a basis for good practice visits and the exchange of experts.	In 2011, FI operated a twinning cooperation project with Turkish Border Authorities to further develop its risk management capacity in line with the EU's Integrated Border Management principles. Until 2013, both Belgium and Finland seconded experts to Greece and Turkey respectively to help authorities in these countries with their border management.
France	The administrative arrangement of 22nd October 2012 related to training on public order management and monitoring of the borders with Kosovo. A draft convention has been established on the fight against irregular migration and trafficking in human beings with Belarus. Draft administrative arrangements on cooperation in crowd	

Member State	Bilateral or multilateral agreement	Other forms of cooperation with third countries
	democratic control, border control and the fight against itinerant organised crime have been established with Moldavia.	
Germany	Liaison officers were deployed in third countries for border control issues in 2010.	In 2011, Germany and Poland signed a declaration of intent to implement a pilot project on "Joint German-Polish, mixed-staffed offices."
Greece	In 2012, EL planned to develop a trilateral Agreement on establishing a contact centre for police and customs cooperation between Bulgaria, Greece and Turkey.	EL established contact points in third countries for the exchange of information and developed further police cooperation with Albania, including the conduct of joint operations with the Albanian Border Police in 2010 In 2010, EL participated in training projects to Libya and Niger implemented under the auspices of the Italian authorities.
Hungary	In 2012, Hungary concluded a bilateral Cooperation Agreement with Ukraine on border control, which has entered into force in July 2012; a further such agreement with Serbia on border control, will enter into force in January 2013. In 2013, HU set up agreements outlining protocols for collaboration with neighbouring third countries to improve controls of common border segments.	In 2011, HU took part in a quadrilateral police cooperation centre along with AT, CR and SI.
Ireland		In 2011, exchange visits and cooperation between border guards (departments) were mentioned by IE (with UK)
Italy	Signed special police cooperation agreements with Libya, Tunisia, Nigeria, Algeria, Niger, Ghana, Egypt, Senegal and Gambia in 2010. In 2012, IT reported to have signed specific agreements on police cooperation with approximately forty countries, mainly from the African continent. In 2013, IT set up agreements outlining protocols for collaboration with neighbouring third countries to improve controls of common border segments.	In 2010, IT continued participation in a mission to Libya. In 2012, IT also held meetings with officials from Tunisia and with Libya to talk about a range of migration issues including border control.
Latvia	In 2011, LV signed a cooperation agreement with the UNHCR and Regional Office for the Baltic and Nordic Countries on 12 January 2011 which is aimed at encouraging information exchange on irregular migration.	In 2010, LV organised a training visit, as part of the Border Management Programme in Central Asia, to introduce their model of integrated border management to participants from Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan.

Member State	Bilateral or multilateral agreement	Other forms of cooperation with third countries
	The agreement also gives the UNHCR the right to observe the Latvian State Border Guard's interaction with those seeking international protection and action of expulsion/return. In 2012, border guard cooperation agreements were signed between Latvia and Belarus, Armenia, Tadzhikistan, Ukraine, and Uzbekistan. In 2013, LV set up agreements outlining protocols for collaboration with Armenia, the Republics of Belarus, Tajikistan and Uzbekistan, with the Russian Federation and with the Ukraine to improve controls of common border segments.	In 2011, LV mentioned its participation to as the "Eastern Partnership – Integrated Border Management Initiative". It also participated in "Support to Integrated Border Management System in the South Caucasus (SCIBM). Last, LV also exchanged experience on second-line document control and transposition of EU legislation with Croatia, Belarus and Georgia within the framework of "Technical Assistance and Information Exchange (TAIEX)." Exchange visits and cooperation between border guards (departments) were mentioned by LV in 2011 (in cooperation with the Russian Federation and Armenia).
Lithuania	In 2011, LT ratified the 2010 agreement with Belarus on travel of border residents, signed an agreement on activities of border representatives with the Russian Federation in August 2011 and continued its work as part of the LV-LT-Belarus Cross-Border Cooperation Programme and LT-PL-Russian Federation Cross-Border Cooperation Programme to maintain, modernise and develop the infrastructure of border crossing points and to train personnel. LT is also in the process of negotiating bilateral agreements to combat organised crime with Serbia and with Georgia. In 2012, border guard cooperation agreements entered into force between Lithuania and the Russian Federation on the activities of State Border Representatives. In 2013, LT set up agreements outlining protocols for collaboration with neighbouring third countries to improve controls of common border segments.	
Netherlands		In 2012, in The Netherlands, migration authorities (IND) and ILOs provided training courses in third countries as part of the EU MIEUX framework in Ghana, Moldova, Bosnia and Herzegovina, Azerbaijan, and Romania. Turkey's national police, coast guard and customs and the Netherlands and the UK participated in a twinning project with Turkey to improve the third country's intelligence and analysis capacity.
Poland	PL set up agreements outlining protocols for collaboration with neighbouring third countries to improve controls of common border segments.	PL continues conducting joint border control with Ukraine and exchanging information with Ukrainian State Border Guard Service in two coordination points located in crossing points at common border section.

Member State	Bilateral or multilateral agreement	Other forms of cooperation with third countries
		In 2011, Border guards from PL and Ukraine intensified their cooperation in view of the 2012 European Football Championship and prepared a Joint Report on the risks of irregular migration during the event, which sets out the measures planned, including combined border checks and advance passenger information arrangements. In 2011, DE and PL signed a declaration of intent to implement a pilot project on "Joint German-Polish, mixed-staffed offices." The project is successfully carried out in two offices – one located at Polish side and one located at German side. Moreover Polish Border Guard is involved in various training and know-how projects for neighbouring third countries (Ukraine and Belorussia), as well as Eastern Partnership countries, Western Balkan countries, Kosovo and Northern African countries.
Portugal	PT signed bilateral agreements with Cape Verde and Brazil and negotiated agreements with Angola, Guinea-Bissau, São Tomé & Príncipe, Mozambique and East Timor in 2010. In 2011, PT signed a bilateral agreement with Timor to improve its internal security through technical cooperation (e.g. staff training, consultancy) and bilateral cooperation agreements to reinforce border controls through the introduction of new technologies (i.e. PASSE system) with Guinea, Sao Tome and Principle, Cape Verde and Timor. In 2012, border guard cooperation agreements were planned between Portugal and Moldova, and Portugal and Russian Federation. Portugal also signed agreements with Cape-Verde and Brazil, and made plans to sign agreements with Angola, Mozambique, Guinea-Bissau and Sao Tome and Principe, aimed at providing technical support to improve the efficiency of border-control systems in the third countries involved. In 2013, PT set up agreements outlining protocols for collaboration with neighbouring third countries to improve controls of common border segments.	In 2011, exchange visits and cooperation between border guards (departments) were mentioned by PT (with Angola, Cape Verde, Guinea-Bissau and Mozambique). It was part of the Technical-Police Cooperation Programme, in which the Portuguese Aliens and Borders Service (SEF) provided training to its counterparts on fingerprinting, secure documentation and for maritime border trainers in these Portuguese speaking countries. In 2013, Portugal continued carrying out border cooperation and training actions in several Portuguese-speaking African Countries
Romania	RO signed a bilateral agreement with Moldova, for the regulation of small border traffic, and negotiated a similar agreement with Serbia, as well as a draft cooperation protocol for opening a joint border-crossing point with the	

Member State	Bilateral or multilateral agreement	Other forms of cooperation with third countries
	latter in 2010. In 2011, RO concluded an agreement with Moldova on the establishment and operation of a Common Contact Centre in Galati (Romania). In 2012, RO established an agreement with Moldova to implement a common contact centre.	
Slovakia	In 2012, SK signed an agreement with Ukraine to adopt and develop Action Plans for their respective border guard forces. In 2013, SK set up an agreement with Ukraine to improve controls of common border segments.	SK with CZ launched a project to build capacity at the Moldovan-Romanian border, focusing on identification of forged and falsified travel documents in 2010. In 2012, Chief border attorneys in Slovak Republic held meetings with equivalents in Ukraine, in order to continue cooperation and coordination of joint efforts in ensuring security at the Slovak-Ukrainian state borders.
Slovenia	Under the agreement related to border transport and cooperation signed with Croatia, SI adopted additional measures to strengthen control of the external border in 2010.	In 2011, SI took part in a quadrilateral police cooperation centre along with AT, CR and HU.
Spain	Spain continuously renewed its agreement with Mauritania regarding training, equipment and capacity-building on an annual basis over the 2010 -2013 period. In 2013, ES set up agreements outlining protocols for collaboration with Senegal and Morocco to improve controls of common border segments.	In 2010, Spain cooperated with PT, Morocco, Mauritania, Senegal, Gambia, Cape Verde and Guinea Bissau as part of the Seahorse Network. In 2011, Spain mentioned its participation in the "West Sahel Project".
Sweden	SE indicated that they used liaison officers in third countries for border control issues in 2010	
United Kingdom		In 2010, UK participated in projects to strengthen border control and build capacity of staff in Ghana, East Africa and Libya. In 2013, Turkey's national police, coast guard and customs and the Netherlands and the UK participated in a twinning project with Turkey to improve the third country's intelligence and analysis capacity.
Norway	In 2011, NO referred to an agreement with the Russian Federation in relation to local border traffic which is not yet in force. In 2012, Norway's agreement on local border traffic with the Russian Federation entered into force.	

Section 2.2: Visa Policy

Table 5: Schengen visas (A, B and C) and national visas (D) issued by the Schengen States, 2010-2013

	2010			2011			2012			2013		
	Total A,B,C visas issued	D visas issued	Ratio Schengen visas/D visas issued	Total A,B,C visas issued	D visas issued	Ratio Schengen visas/D visas issued	Total A,B,C visas issued	D visas issued	Ratio Schengen visas/D visas issued	Total A,B,C visas issued	D visas issued	Ratio Schengen visas/D visas issued
Schengen countries												
BE	177,766	21352	8.3	201635	28 120	7.2	190721	24.064	7.9	191424	24, 175	7.9
CZ	519,250	15896	32.7	557465	n/a	n/a	585635	n/a	n/a	629168	10,910	57.7
DK	77,403	1285	60.2	84270	5 970	14.1	90587	n/a	n/a	92668	n/a	n/a
DE	1,611,109	142684	11.3	1589679	162 260	9.8	1735522	136 797	12.7	1887051	177703	10.6
EE	116,270	166	700.4	142031	n/a	n/a	171989	791	217.4	197352	1166	169.3
EL	601,239	33685	17.8	757144	24 870	30.4	989898	10 934	90.5	1513462	7,803	194.0
ES	992,583	104426	9.5	1338912	n/a	n/a	1635515	n/a	n/a	1898745	91820	20.7
FR	1,780,607	177255	10.0	1941477	165 745	11.7	2107308	129 295	16.3	2308248	174,278	13.2
IT	1,274,988	191168	6.7	1446850	237 810	6.1	1642808	198 104	8.3	1964994	169055	11.6
LV	134,178	1397	96.0	156307	3 020	51.8	174921	9 416	18.6	203467	3,213	63.3
LT	273,122	1988	137.4	340692	2 485	137.1	411959	3 740	110.1	465282	5848	79.6
LU	7,567	152	49.8	8807	545	16.2	10376	6 271	1.7	11138	927	12.0
HU	242,688	7194	33.7	278018	6790	40.9	315490	5 971	52.8	343765	9,593	35.8
MT	38,447	5328	7.2	31108	n/a	n/a	49271	n/a	n/a	71505	9945	7.2
NL	359,083	28389	12.6	391498	n/a	n/a	406582	25 535	15.9	418827	n/a	n/a
AT*	268,080	24082	11.1	270542	20,215	13.4	294768	n/a	n/a	297365	22,735	13.1

	2010			2011			2012			2013		
	Total A,B,C visas issued	D visas issued	Ratio Schengen visas/D visas issued	Total A,B,C visas issued	D visas issued	Ratio Schengen visas/D visas issued	Total A,B,C visas issued	D visas issued	Ratio Schengen visas/D visas issued	Total A,B,C visas issued	D visas issued	Ratio Schengen visas/D visas issued
PL	677,459	200239	3.4	893464	2535	352.5	1075284	277 073	3.9	1105272	291,663	3.8
PT	115,488	14970	7.7	126751	13165	9.6	138849	15 453	9.0	147305	657	224.2
SI	50,723	287	176.7	38123	n/a	n/a	40358	n/a	n/a	37080	n/a	n/a
SK	56,675	1,133	50.1	69680	1 235	56.4	74661	1 175	63.4	129286	1,183	109.0
FI	1,007,989	n/a	n/a	1244683	n/a	n/a	1373848	n/a	n/a	1552887	n/a	n/a
SE	179,648	660	272.2	192489	2 485	77.5	179865	3 537	50.9	167504	3989	42.0
CH	378,384	40110	9.4	407058	n/a	n/a	447306	n/a	n/a	n/a	n/a	n/a
IS	549	138	4.0	553	n/a	n/a	1078	n/a	n/a	n/a	n/a	n/a
LI*	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
NO	118,966	3,330	35.7	138507	n/a	n/a	118748	158	751.6	184715	205	42.0
Total Schengen area	11,060,261	1,017,314	10.9	12,647,747	n/a	n/a	14,263,225	n/a	n/a	n/a	n/a	n/a
EU countries non-members of the Schengen area												
BG	616692	7668	80.4	742760	8460	87.8	n/a	818 775	n/a	n/a	n/a	n/a
CY	55128	22	2505.8	n/a	51 290	n/a	n/a	n/a	n/a	n/a	n/a	n/a
HR	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	104,864	n/a
IE	n/a	n/a	n/a	n/a	100 375	n/a	n/a	132 425	n/a	n/a	n/a	n/a
RO	n/a	n/a	n/a	127458	8 770	14.5	n/a	159 866	n/a	n/a	153351	n/a
UK	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a

Source: DG Home Affairs website: http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/borders-and-visas/visa-policy/index_en.htm statistics available for the period 2010-2013 for
Schengen visas (A,B and C) for 2010-2013 and national (D) visas for 2010 and Commissions Annual Reports on Asylum and Migration for national (D) visas for 2011-2013, available at:
CSWD (2011), http://ec.europa.eu/dgs/home-affairs/what-is-new/news/pdf/swd_2012_139_final_1_en_autre_document_travail_service_part1_v3_en.pdf
CSWD (2012), http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/immigration/general/docs/4th_annual_report_on_immigration_and_asylum_SWD_en.pdf
CSWD (2013) – http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/immigration/general/docs/5th_annual_report_on_immigration_and_asylum_swd_en.pdf
Statistics for Slovak Republic provided by SK EMN NCP directly from national sources.
Notes
*AT: Provisional statistics for the first nine months of 2011
*LI: Lichtenstein started implementing the Schengen Agreement in December 2011
"n/a" means that data is not available or it is not applicable regarding Schengen visas data for non-Schengen countries

Notes:
Airport transit visas (A): "A" visas can be issued for a single airport transit or for multiple airport transits (Multiple A).
Transit visas (B): Until the start of application of the Visa Code (5 April 2010), a specific category of visa was issued for the purpose of transit through the territories of the Member States. After the entry into force of the Visa Code the "B" visa has been merged with the short stay visa. Therefore, B visas are not included in the 2011 and following data compilations.

Short stay visas (C): Uniform short stay visas entitle the holder to stay in the territories of all Member States for a period of maximum 90 days/180 days. Such visas may be issued for the purpose of a single ("C") or multiple entries ("MEV C Visas").

LTV: A short stay visa with limited territorial validity ("LTV") entitles the holder to stay only in the Member State(s) for which the visa is valid.

Long-stay visas (D): Visas for stays exceeding three months are national visas issued in accordance with Member States' national legislation. (Source; DG Home Affairs http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/borders-and-visas/index_en.htm)

Table 6: Visas applied for, issued and rejected, 2010-2013

	2010					2011				2012				2013			
	Total A,B,C visas issued	Total A,B,C visas applied for	Total A,B,C visas not issued	Total LTV visas issued	D visas issued	Total A and C visas issued	Total A and C visas applied for	Total A and C visas not issued	Total LTV visas issued	Total A and C visas issued	Total A and C visas applied for	Total A and C visas not issued	Total LTV visas issued	Total A and C visas issued	Total A and C visas applied for	Total A and C visas not issued	Total LTV visas issued
Schengen countries																	
BE	177,766	218,255	40,489	1,609	21,352	201,635	243,007	41,372	929	190,721	233,523	37,362	1,352	191,424	233,397	35,206	1,023
CZ	519,250	546,442	27,192	1,850	15,896	557,465	581,952	24,487	1,811	585,635	603,486	17,851	1,579	629,168	647,035	15,515	1,634
DK	77,403	85,673	7,004	1,280	1,285	84,270	94,317	4,036	670	90,587	100,408	4,291	317	92,668	102,189	4,446	379
DE	1,611,109	1,740,351	129,242	117,745	142,684	1,589,679	1,708,420	118,741	30,202	1,735,522	1,851,547	116,025	46,827	1,887,051	2,049,226	162,175	49,161
EE	116,270	120,135	3,865	942	166	142,031	144,569	2,538	1,110	171,989	175,368	3,379	1,494	197,352	201,059	3,707	1,251
EL	601,239	622,656	18,997	15,854	33,685	757,144	770,212	12,232	6,185	989,898	1,001,385	11,491	4,354	1,513,462	1,531,389	17,225	4,670
ES	992,583	1,145,877	67,651	19,170	104,426	1,338,912	1,519,844	109,305	8,842	1,635,515	1,838,516	96,094	10,026	1,898,745	2,071,897	108,872	10,537
FR	1,780,607	1,970,951	190,344	198,884	177,255	1,941,477	2,133,696	192,219	179,218	2,107,308	2,324,370	217,062	136,166	2,308,248	2,554,073	245,825	4,109
IT	1,274,988	1,332,256	57,268	50,102	191,168	1,446,850	1,517,356	70,506	36,061	1,642,808	1,707,427	64,619	39,344	1,964,994	2,036,763	71,769	38,358
LV	134,178	137,842	3,664	1,423	1,397	156,307	163,309	7,002	5,272	174,921	182,496	1,515	6,060	203,467	205,230	1,763	485
LT	273,122	276,880	3,501	350	1,988	340,692	345,765	3,641	298	411,959	416,851	3,830	127	465,282	471,838	4,262	354
LU	7,567	7,823	256	0	152	8,810	9,051	222	19	10,376	10,558	181	9	11,138	11,222	84	
HU	242,688	253,851	9,449	207	7,194	278,018	288,415	10,393	254	315,490	322,647	7,157	274	343,765	351,156	7,582	193
MT	38,447	41,803	3,356	0	5,328	31,108	33,858	2,750	2,987	49,271	53,777	4,506	6,145	71,505	79,560	8,055	268

	2010					2011				2012				2013			
	Total A,B,C visas issued	Total A,B,C visas applied for	Total A,B,C visas not issued	Total LTV visas issued	D visas issued	Total A and C visas issued	Total A and C visas applied for	Total A and C visas not issued	Total LTV visas issued	Total A and C visas issued	Total A and C visas applied for	Total A and C visas not issued	Total LTV visas issued	Total A and C visas issued	Total A and C visas applied for	Total A and C visas not issued	Total LTV visas issued
NL	359,083	391,443	25,015	5,934	28,389	391,498	429,737	31,741	5,239	406,582	441,074	29,912	3,963	418,827	449,372	29,580	5,529
AT	268,080	280,328	12,248	2,855	24,082	270,542	283,543	13,001	986	294,768	304,805	10,337	799	297,365	306,907	9,542	2,973
PL	677,459	697,329	19,870	2,441	200,239	893,464	913,030	17,647	1,908	1,075,284	1,091,461	16,299	5	1,105,272	1,124,403	19,131	11,822
PT	115,488	127,568	9,144	427	14,970	126,751	143,027	16,272	398	138,849	148,721	9,867	406	147,305	158,389	11,084	657
SI	50,723	52,538	1,815	448	287	38,123	39,735	1,612	0	40,358	42,127	1,769	63	37,080	38,885	1,805	3,296
SK	56,675	58,607	1,932	356	1,133	69681	71313	1176	373	74,539	75,730	935	161	128,945	130,775	1,460	5,399
FI	1,007,989	1,020,860	12,871	851	0	1,244,683	1,259,645	14,962	1,002	1,373,848	1,392,051	18,203	2,577	1,552,887	1,568,616	15,729	1,714
SE	179,648	206,077	15,952	6,077	660	192,489	220,567	17,062	2,814	179,865	215,763	19,639	3,728	167,504	197,201	17,549	3,942
CH	378,384	391,930	13,546	14,644	40,110	407,058	428,389	21,331	21,848	447,306	464596	17,290	26,816	480,118	468,066	25,205	29,194
IS	549	562	13	NA	138	553	636	83	0	1078	1088	10	NA	2,787	2,821	34	0
LI*	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
NO	118,966	130,837	11,871	5,500	3,330	138507	151083	12574	5691	118,748	130,933	12,185	5,525	181,866	195,533	13,667	0
Total Schengen area	11,060,261	11,858,874	686,555	448,949	1,017,314	12,647,747	13,494,476	746,905	314,117	14,263,225	15,130,708	721,809	298,117	16,298,225	17,187,002	831,272	176,948

Source: DG Home Affairs website: http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/borders-and-visas/visa-policy/index_en.htm; statistics available for the period 2010-2013 for
Schengen visas (A,B and C) for 2010-2013 and national (D) visas for 2010 and Commissions Annual Reports on Asylum and Migration for national (D) visas for 2011-2013, available at:
CSWD (2011), http://ec.europa.eu/dgs/home-affairs/what-is-new/news/pdf/swd_2012_139_final_1_en_autre_document_travail_service_part1_v3_en.pdf
CSWD (2012), http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/immigration/general/docs/4th_annual_report_on_immigration_and_asylum_SWD_en.pdf
CSWD (2013) – http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/immigration/general/docs/5th_annual_report_on_immigration_and_asylum_swd_en.pdf
Notes
*AT: Provisional statistics for the first nine months of 2011
*LI: Lichtenstein started implementing the Schengen Agreement in December 2011

"n/a" means that data is not available or it is not applicable regarding Schengen visas data for non-Schengen countries

Notes:

Airport transit visas (A): "A" visas can be issued for a single airport transit or for multiple airport transits (Multiple A).

Transit visas (B): Until the start of application of the Visa Code (5 April 2010), a specific category of visa was issued for the purpose of transit through the territories of the Member States. After the entry into force of the Visa Code the "B" visa has been merged with the short stay visa. Therefore, B visas are not included in the 2011 and following data compilations.

Short stay visas (C): Uniform short stay visas entitle the holder to stay in the territories of all Member States for a period of maximum 90 days/180 days. Such visas may be issued for the purpose of a single ("C") or multiple entries ("MEV C Visas").

LTV: A short stay visa with limited territorial validity ("LTV") entitles the holder to stay only in the Member State(s) for which the visa is valid.

Long-stay visas (D): Visas for stays exceeding three months are national visas issued in accordance with Member States' national legislation. (Source: DG Home Affairs http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/borders-and-visas/index_en.htm)

Table 7: Overview of MS' representation offices and diplomatic missions/consular posts responsible for issuing visas and representation arrangements in accordance with Article 8 (1) of the Visa Code, 2012

	UN states					Not recognised UN states			
	Total representations	Total locations where Schengen country issues visas	Total representations by other Schengen country	Total locations where Schengen country uses external service provider	Share ESP out of total rep.	Total consulates	Total locations where Schengen country issues visas	Total representations by other Schengen country	Honorary consuls
BE	154	59	95	16	10.4%	3	3	0	0
CZ	113	79	44	3	2.7%	3	1	0	6
DK	104	28	76	27	26.0%	2	1	1	58
DE	177	133	44	15	8.5%	3	3	0	1
EE	113	15	98	3	2.7%	2	0	2	0
EL	183	84	99	22	12.0%	3	2	1	0
ES	182	86	96	52	28.6%	2	2	0	0
FR	194	138	56	29	14.9%	3	2	1	0
IT	183	91	92	56	30.6%	3	2	1	100
LV	80	16	64	3	3.8%	1	0	1	1
LI	91	0	91	0	0.0%	0	0	0	0
LT	87	27	60	0	0.0%	1	0	1	0
LU	151	11	140	0	0.0%	2	0	2	0
HU	113	56	57	3	2.7%	2	2	0	0
MT	118	12	106	13	11.0%	1	1	0	27
NL	166	82	84	10	6.0%	3	2	1	81
AT	169	53	116	25	14.8%	4	2	2	0

	UN states					Not recognised UN states			
	Total representations	Total locations where Schengen country issues visas	Total representations by other Schengen country	Total locations where Schengen country uses external service provider	Share ESP out of total rep.	Total consulates	Total locations where Schengen country issues visas	Total representations by other Schengen country	Honorary consuls
PL	103	83	20	12	11.7%	2	1	1	2
PT	161	68	93	2	1.2%	1	0	1	0
SI	145	19	126	5	3.4%	3	1	2	0
SK	71	47	24	0	0.0%	1	0	1	0
FI	115	46	69	3	2.6%	3	1	2	0
SE	141	39	102	12	8.5%	2	2	0	0
IS	104	1	103	0	0.0%	1	0	1	0
NO	122	47	75	12	9.8%	2	1	1	0
CH	110	30	80	8	7.3%	3	3	0	0
Total	3447	1343	2104	331	8.43%	54	32	22	276

Source: DG HOME Website and EMN Service Provider calculations

Table 8: Visa facilitation agreements

Country	Entry into force
Albania	01/01/2008
Armenia	01/01/2014
Bosnia and Herzegovina	01/01/2008
Cape Verde	Not yet in force
FYROM	01/01/2008
Georgia	01/03/2011
Moldova	01/07/2013
Montenegro	01/01/2008
Serbia	01/01/2008
Russia	01/06/2007
Ukraine	01/07/2013

Source: DG Home website, Visa facilitation agreements, last accessed on 10 January 2014

Section 3.1.1 Consolidating, developing and implementing the Global Approach to Migration

Table 9: Member State involvement in Mobility Partnerships: by geography

Region	East and South of Europe				Africa		
Mobility Partnership	**Moldova**	**Georgia**	**Armenia**	**Azerbaijan**	**Cape Verde**	**Morocco**	**Tunisia**
Date concluded	5th June 2008	30th November 2009	27th November 2011	5th December 2013	5th June 2008	7th June 2013	3rd March 2014
Austria							
Belgium		✔	✔			✔	✔
Bulgaria	✔	✔	✔	✔			
Cyprus	✔						
Czech Republic	✔	✔	✔	✔			
Denmark		✔					✔
Estonia		✔					
Finland							
France	✔	✔	✔	✔	✔	✔	✔
Germany	✔	✔	✔			✔	✔
Greece	✔	✔					
Hungary	✔						
Ireland							
Italy	✔	✔	✔			✔	✔
Latvia		✔					
Lithuania	✔	✔		✔			
Luxembourg					✔		
Malta							
Netherlands		✔	✔	✔	✔	✔	
Poland	✔	✔	✔	✔			✔
Portugal	✔				✔	✔	✔
Romania	✔	✔	✔				
Slovak Republic	✔			✔			
Slovenia	✔			✔			
Spain					✔	✔	✔
Sweden	✔	✔	✔			✔	✔
United Kingdom		✔				✔	✔
Norway							
No. of Member States	**15**	**16**	**10**	**8**	**5**	**9**	**10**

Signatory countries

Source: Mobility Partnerships

Table 10: Bilateral/multilateral agreements held with (Member) States (non-exhaustive) which aim to facilitate international student mobility

	Algeria	Libya	Brazil	Canada	Cape Verde	China	Egypt	India	Indonesia	Israel	Japan	Kazakhstan	Mexico	Moldova	Morocco	Russia	Syria	Turkey	Tunisia	Ukraine	USA	Vietnam	Senegal
Austria			X						X		X											X	
Bulgaria						X	X						X	X		X					X	X	
Cyprus						X		X					X				X			X			
Germany			X	X		X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X
Greece							X			X		X				X	X	X	X	X		X	
Estonia						X				X		X		X				X			X	X	
France	X		X	X		X		X			X		X			X					X	X	X
Italy			X	X		X		X		X								X			X		
Latvia						X	X	X		X			X	X				X			X	X	X
Lithuania			X			X		X		X		X				X		X			X	X	
Luxembourg				X	X	X		X				X				X					X	X	
Netherlands						X								X									
Poland		X	X	X		X	X			X	X	X	X	X	X	X		X	X	X	X	X	
Portugal			X	X	X	X	X	X		X			X			X		X			X		
Slovak Republic						X				X		X		X		X		X			X	X	
Slovenia				X		X								X		X							
Spain	X					X				X		X				X					X	X	X
Sweden			X			X		X								X					X		
United Kingdom			X			X		X													X		
Norway			X			X		X			X					X							

Source: EMN Study Immigration of International students to the EU (2012)

Section 3.1.3 Labour markets

Table 11: First residence permits by reason (2009-2013)

	2009				2010				2011				2012				2013			
	Family reasons	Education reasons	Remunerated activities	Other reasons	Family reasons	Education reasons	Remunerated activities	Other reasons	Family reasons	Education reasons	Remunerated activities	Other reasons	Family reasons	Education reasons	Remunerated activities	Other reasons	Family reasons	Education reasons	Remunerated activities	Other reasons
BE	28,523	7,222	5,391	17,803	28,667	5,695	4,134	29,157	25,509	4,035	4,544	25,997	26,193	6,060	4,825	11,417	n/a	n/a	n/a	n/a
BG	1,539	1,623	769	454	1,779	1,492	:	481	1,915	1,058	281	1,776	2,241	1,396	339	2,442	2,233	935	334	2,914
CZ	9,283	4,142	11,312	2,802	14,851	5,153	11,606	3,043	10,013	4,988	3,315	2,662	9,630	6,381	17,888	8,224	n/a	n/a	n/a	n/a
DK	4,680	6,406	11,113	4,210	8,098	6,068	12,153	2,258	6,061	6,115	10,203	2,328	6,436	6,535	9,132	2,709	n/a	n/a	n/a	n/a
DE	54,139	31,345	16,667	19,803	52,172	30,035	16,540	18,455	46,782	27,568	18,659	17,340	75,928	40,479	27,338	40,325	n/a	n/a	n/a	n/a
EE	1,148	383	1,135	1,111	972	399	769	507	1,289	395	1,258	466	1,150	424	608	348	1,099	348	560	280
IE	2,608	12,263	4,827	5,811	2,030	13,653	3,208	3,344	1,994	15,131	3,425	4,020	1,894	16,828	3,720	4,376	n/a	n/a	n/a	n/a
EL	22,637	1,489	16,383	4,639	16,547	1,323	9,692	6,061	12,724	1,297	5,568	1,680	11,835	842	1,037	2,538	9,095	1,075	1,175	2,517
ES	125,288	22,068	102,736	40,721	132,082	24,864	85,154	15,971	139,256	35,037	90,095	18,316	118,568	27,114	64,634	12,710	n/a	n/a	n/a	n/a
FR	87,786	58,738	20,635	33,490	85,593	65,538	18,799	34,391	80,284	65,145	18,335	35,817	84,747	59,025	15,827	39,881	94,457	62,984	17,813	13,322
HR	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a	2023	180	558	328
IT	75,153	32,634	235,966	163,080	180,391	25,676	359,051	24,870	141,403	30,260	119,342	40,078	119,745	30,631	66,742	29,642	108,358	27,203	81,340	27,787
CY	640	5,407	13,762	5,829	1,850	2,698	11,917	2,674	1,740	1,907	9,897	2,101	1,440	1,433	6,889	1,953	1,910	871	7,705	2,232
LV	759	212	464	869	776	296	397	860	1,761	459	519	1,243	2,091	674	767	2,088	3,129	900	737	1,843
LT	788	422	1,358	91	717	422	589	133	764	297	1,189	179	883	385	2,163	265	1,163	765	4,101	39
LU	2,065	96	353	455	1,786	150	278	152	1,681	291	530	196	2,387	410	629	378	2,153	404	1,272	340
HU	1,753	4,234	5,326	2,976	3,376	3,995	4,229	3,001	4,165	4,067	3,785	2,876	2,883	4,411	3,687	2,301	3,395	8,595	6,910	5,240
MT	391	191	534	2,431	389	157	463	1,754	348	136	760	2,240	360	195	877	3,094	1,250	2,463	1,188	758
NL	23,077	9,944	10,433	13,034	21,560	10,510	10,448	11,955	22,327	10,701	10,961	11,085	21,160	10,747	10,921	8,334	n/a	n/a	n/a	n/a
AT	14,572	3,233	2,692	7,538	14,559	3,735	2,923	9,379	13,729	5,031	3,244	13,438	13,134	6,298	3,721	14,699	n/a	n/a	n/a	n/a
PL	8,699	7,066	11,123	6,539	2,567	9,098	86,839	3,070	2,662	7,876	n/a	n/a	3,062	12,254	103,720	36,912	n/a	n/a	n/a	n/a
PT	19,964	4,302	18,275	3,783	17,478	5,414	10,869	3,249	18,229	6,478	7,276	3,189	14,654	8,410	5,917	3,609	12,011	4,732	6,323	4,390

RO	6,043	3,541	4,724	1,072	4,642	3,265	1,700	611	3,920	3,179	1,971	670	3,899	3,429	1,656	1,141	4,161	3,764	1,550	1,790
SI	3,116	666	11,910	67	3,169	628	3,659	81	4,022	1,038	4,659	81	3,377	1,073	4,532	110	3,222	711	3,513	1,699
SK	1,156	334	2,302	1,544	1,162	353	1,776	1,082	1,042	403	1,321	875	1,138	562	1,719	791	1,378	850	1,616	631
FI	6,643	3,949	2,754	4,688	6,706	4,433	2,936	5,135	7,397	5,370	5,024	2,439	7,180	5,405	4,649	3,030	8,521	5,421	4,984	588
SE	37,890	13,968	18,978	20,501	33,552	13,972	15,273	16,502	35,934	6,766	16,455	16,579	43,999	6,985	18,520	20,744	28,995	8,503	28,917	50,225
UK	121,268	268,506	116,668	164,882	125,360	271,273	121,386	214,189	118,698	247,044	108,190	227,887	90,879	198,780	106,290	235,991	n/a	n/a	n/a	n/a

Source: Eurostat [migr_resfirst] extracted on 12th May 2014 for 2009-2012 data and Annual Report on Asylum and Migration 2013 for 2013 data, available at: http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/immigration/general/docs/5th_annual_report_on_immigration_and_asylum_swd_en.pdf

Notes: "n/a" means that data is not available

Section 3.1.5 Integration

Table 12: Unemployment rate of total population and third-country nationals, age 15-64 (2009-2013)

	2009			2010			2011			2012			2013		
	Total unemployment	TCN unemployment	% point difference	Total unemployment	TCN unemployment	% point difference	Total unemployment	TCN unemployment	% point difference	Total unemployment	TCN unemployment	% point difference	Total unemployment	TCN unemployment	% point difference
EU-28	9.0%	19.4%	10.4%	9.6%	19.9%	10.3	9.6%	20.0%	10.4	10.5%	21.3%	10.8%	11.0%	22.0%	11
BE	8.0%	29.4%	21.4%	8.3%	30.6%	22.3	7.2%	27.8%	20.6	7.6%	30.7%	23.1	8.5%	29.9%	21.4
BG	6.9%	NA	NA	10.2%	NA	NA	11.3%	NA	NA	12.3%	NA	NA	13.0%	NA	NA
CZ	6.8%	6.8%	0.0%	7.3%	4.1%	-3.2	6.7%	5.9%	0.8	7.0%	5.1%	-1.9	7.0%	6.2%	-0.8
DK	6.1%	14.9%	8.8%	7.5%	18.6%	11.1	7.6%	19.4%	11.8	7.5%	18.7%	11.2	7.2%	14.3%	7.1
DE	7.9%	18.4%	10.5%	7.1%	16.8%	9.7	5.9%	13.8%	7.9	5.5%	12.9%	7.4	5.4%%	12.5%	7.1
EE	14.1%	22.6%	8.5%	16.9%	29.5%	12.6	12.5%	21.6%	9.1	10.2%	18.4%	8.2	8.9%	14.8%	5.9
IE	12.2%	15.1%	2.9%	13.9%	16.2%	2.3	14.7%	15.0%	0.3	14.7%	17.6%	2.9	13.3%	16.9%	3.6
EL	9.6%	10.3%	0.7%	12.6%	15.4%	2.8	17.7%	22.3%	4.6	24.3%	35.2%	10.9	27.5%	39.2%	11.7
ES	18.1%	30.2%	12.1%	20.1%	31.7%	11.6	21.7%	34.6%	12.9	25.0%	38.6%	13.6	26.5%	40.5%	14
FR	9.1%	23.7%	14.6%	9.3%	23.1%	13.8	9.2%	24.9%	15.7	9.9%	24.8%	14.9	9.9%	25.1%	15.2
HR	9.3%	NA	NA	11.8%	NA	NA	13.5%	NA	NA	15.9%	NA	NA	17.6%	NA	NA
IT	7.9%	11.3%	3.4%	8.4%	12.1%	3.7	8.4%	12.3%	3.9	10.7%	14.5%	3.8	12.4%	18.1%	5.7
CY	5.5%	7.2%	1.7%	6.3%	6.6%	0.3	7.9%	4.8%	3.1	11.9%	8.1%	-3.8	16.1%	9.6%	-6.5
LV	17.5%	23.6%	6.1%	18.7%	26.1%	7.4	16.2%	22.1%	5.9	15.0%	22.7%	7.7	12.1%	17.7%	5.6
LT	14.0%	NA	NA	17.8%	NA	NA	15.4%	NA	NA	13.4%	NA	NA	12.0%	NA	NA
LU	5.2%	17.2%	12.0%	5.9%	13.3%	8.8	5.9%	14.3%	8.7	6.4%	13.7%	10.0	5.9%	14.0%	8.1
HU	10.1%	NA	NA	11.2%	NA	NA	10.9%	NA	NA	10.9%	NA	NA	10.3%	NA	NA
MT	7.0%	12.8%	5.8%	6.9%	NA	NA	6.5%	NA	NA	6.4%	NA	NA	6.6%	8.8%	2.2
NL	3.4%	9.3%	5.9%	4.5%	13.3%	8.8	4.4%	13.7%	9.3	5.3%	14.9%	9.6	6.7%	18.7%	12
AT	4.9%	12.8%	7.9%	4.4%	10.4%	6.0	4.2%	9.7%	5.5	4.3%	10.7%	6.4	5.0%	11.6%	6.6
PL	8.3%	NA	NA	9.7%	NA	NA	9.7%	NA	NA	10.1%	NA	NA	10.5%	NA	NA
PT	10.0%	17.3%	7.3%	11.0%	19.0%	8.0	12.9%	23.5%	10.6	15.9%	28.9%	13.0	17.0%	30.6%	13.6
RO	7.2%	NA	NA	7.3%	NA	NA	7.4%	NA	NA	7.0%	NA	NA	7.6%	NA	NA
SI	6.0%	15.7%	9.7%	7.3%	14.2%	6.9	8.2%	11.7%	3.5	8.9%	15.7%	6.8	10.3%	24.6%	14.3

SK	12.1%	NA	NA	14.4%	NA	NA	13.6%	NA	NA	14.0%	NA	NA	14.3%	NA	NA
FI	8.4%	20.6%	12.2%	8.4%	25.4%	17.0	7.8%	21.7%	13.9	7.7%	21.8%	14.1	8.3%	20.9%	12.6
SE	8.5%	26.3%	17.8%	8.6%	28.3%	19.7	7.8%	31.0%	23.2	8.0%	30.5%	22.5	8.2%	29.8%	21.6
UK	7.7%	11.2%	3.5%	7.8%	11.1%	3.3	8.0%	12.0%	4.0	7.9%	11.2%	3.3	7.7%	11.5%	3.8

Source: Eurostat [lfsa_urgan] extracted on 12th May 2014

Notes: "n/a" means that data is not available

Section 3.1.6 Effective policies to combat illegal immigration

Table 13: Third country nationals refused entry at the external borders (2009 – 2013)

EU Member State	2009	2010	2011	2012	2013	% variation (2009/2013)
BE	2,055	1,855	2,730	2,390	1,535	-25%
BG	3,030	3,070	2,810	3,070	2,550	-16%
CZ	380	330	360	190	310	-18%
DK	60	80	115	95	140	133%
DE	2,980	3,550	3,365	3,820	3,845	29%
EE	915	1,665	2,205	1,915	1,400	53%
IE	3,560	2,790	2,545	2,205	1,935	-46%
EL	3,000	3,805	11,160	9,415	n/a	n/a
ES	387,015	290,045	227,655	199,830	192,775	-50%
FR	14,280	9,840	11,100	11,310	11,745	-18%
HR	n/a	n/a	n/a	n/a	10,015	n/a
IT	3,700	4,215	8,635	7,350	7,370	99%
CY	670	685	575	545	430	-36%
LV	670	815	1,230	1,820	2,050	206%
LT	1,750	1,965	2,215	2,215	2,865	64%
LU	0	n/a	0	5	0	n/a
HU	7,700	10,475	11,790	9,240	11,055	44%
MT	140	130	80	200	300	114%
NL	2,500	2,935	3,500	2,560	1,990	-20%
AT	645	400	445	245	360	-44%
PL	26,890	23,015	20,225	29,705	40,385	50%
PT	2,565	2,060	1,795	1,240	810	-68%
RO	4,595	4,750	3,620	3,340	3,410	-26%
SI	7,895	7,845	7,970	7,665	4,780	-39%
SK	855	840	595	595	435	-49%
FI	1,300	1,185	1,420	1,640	1,735	33%
SE	35	90	155	155	180	414%
UK	20,460	16,365	14,720	13,300	13,435	-34%
Total EU	82,370	77,770	78,970	81,820	91,590	11%

Source: Eurostat [migr_eirfs] extracted on 12th May 2014

Notes: "n/a" means that data is not available

UK: prior to 2010 figures were based on total number of incidents; from 2010 figures refer to the total number of people'

Table 14: Number of third-country nationals found to be illegally present (2009 – 2013)

EU Member State	2009	2010	2011	2012	2013	% variation (2009/2013)
BE	13,710	12,115	13,550	15,085	15,075	10%
BG	1,465	1,705	1,355	2,050	5,260	259%
CZ	3,955	2,655	3,085	3,315	3,695	-7%
DK	640	665	400	630	395	-38%
DE	49,555	50,250	56,345	64,815	86,305	74%
EE	860	860	1,020	905	910	6%
IE	5,035	4,325	2,470	2,035	1,465	-71%
EL	108,315	115,630	88,840	72,420	n/a	n/a
ES	90,500	70,315	68,825	52,485	46,195	-49%
FR	76,355	56,220	57,975	49,760	48,965	-36%
HR	n/a	n/a	n/a	n/a	4,150	n/a
IT	53,440	46,955	29,505	29,345	23,945	-55%
CY	8,030	8,005	8,230	7,840	7,015	-13%
LV	245	195	130	205	175	-29%
LT	1,495	1,345	1,895	2,080	1,910	28%
LU	260	215	265	350	260	0%
HU	2,305	3,255	3,810	6,420	8,255	258%
MT	1,690	245	1,730	2,255	2,435	44%
NL	7,565	7,580	6,145	n/a	n/a	n/a
AT	17,145	15,220	20,080	23,135	25,960	51%
PL	4,520	4,005	6,875	8,140	9,280	105%
PT	11,130	10,085	9,230	9,110	5,155	-54%
RO	4,365	3,525	3,365	2,145	2,400	-45%
SI	1,065	3,415	4,350	1,555	1,040	-2%
SK	1,715	1,440	1,145	1,395	1,025	-40%
FI	6,660	3,755	3,305	3,620	3,365	-49%
SE	22,230	27,460	20,765	23,205	24,400	10%
UK	69,745	53,700	54,150	49,365	57,195	-18%
Total EU	563,995	505,140	468,840	433,665	386,230	-32%

Source: Eurostat [migr_eipre] extracted on 12th May 2014
Notes: "n/a" means that data is not available
UK: prior to 2010 figures were based on total number of incidents; from 2010 figures refer to the total number of people

Table 15: Number of third-country nationals ordered to leave (2009-2013)

EU Member State	2009	2010	2011	2012	2013	% variation (2009/2013)
BE	24,035	22,865	36,885	50,890	47,465	97%
BG	1,465	1,705	1,355	2,050	5,260	259%
CZ	3,805	2,915	2,520	2,375	2,405	-37%
DK	n/a	n/a	2,170	3,295	3,110	n/a
DE	14,595	19,190	17,550	20,000	n/a	n/a
EE	150	110	480	580	600	300%
IE	1,615	1,495	1,805	2,065	2,145	33%
EL	126,140	132,525	88,820	84,705	n/a	n/a
ES	103,010	78,920	73,220	60,880	32,915	-68%
FR	88,565	76,590	83,440	77,600	84,890	-4%
HR	n/a	n/a	n/a	n/a	4,355	n/a
IT	53,440	46,955	29,505	29,345	23,945	-55%
CY	3,205	2,845	3,205	3,110	4,130	29%
LV	220	210	1,060	2,070	2,080	845%
LT	1,210	1,345	1,765	1,910	1,770	46%
LU	185	150	n/a	1,945	1,015	449%
HU	4,850	5,515	6,935	7,450	5,940	22%
MT	1,690	245	1,730	2,255	2,435	44%
NL	35,575	29,870	29,500	27,265	32,435	-9%
AT	10,625	11,050	8,520	8,160	10,085	-5%
PL	11,875	10,700	7,750	7,995	9,215	-22%
PT	10,295	9,425	8,570	8,565	5,450	-47%
RO	5,125	3,435	3,095	3,015	2,245	-56%
SI	1,065	3,415	4,410	2,055	1,040	-2%
SK	1,180	870	580	490	545	-54%
FI	3,125	3,835	4,685	4,300	4,330	39%
SE	17,820	20,205	17,600	19,905	14,695	-18%
UK	69,745	53,700	54,150	49,365	57,195	-18%
Total EU	**594,610**	**540,085**	**491,305**	**483,640**	**361,695**	**-39%**

Source: Eurostat [migr_eiord] extracted on 12th May 2014

Notes: "n/a" means that data is not available

UK: prior to 2010 figures were based on total number of incidents; from 2010 figures refer to the total number of people

Table 16: Number of third-country nationals returned following order to leave (2009 -2013)

EU Member State	2009	2010	2011	2012	2013	% variation (2009/2013)
BE	4,060	4,415	5,890	7,840	7,170	77%
BG	285	295	665	835	1,100	286%
CZ	850	920	530	430	330	-61%
DK	800	520	455	1,375	2,070	159%
DE	11,900	13,895	14,075	13,855	n/a	n/a
EE	115	80	415	480	575	400%
IE	830	805	755	745	635	-23%
EL	62,850	51,785	10,585	16,650	n/a	n/a
ES	28,865	21,955	23,350	18,865	17,285	-40%
FR	18,400	17,045	20,425	22,760	20,140	9%
HR	n/a	n/a	n/a	n/a	2,530	n/a
IT	5,315	4,890	6,180	7,365	5,860	10%
CY	4,520	4,065	4,605	4,370	4,025	-11%
LV	205	190	1,055	2,065	2,070	910%
LT	925	1,235	1,655	1,825	1,665	80%
LU	105	75	345	1,010	605	476%
HU	2,245	2,445	4,610	5,440	4,395	96%
MT	530	270	160	570	460	-13%
NL	8,980	10,355	9,475	9,635	8,010	-11%
AT	6,410	6,335	5,225	4,695	6,790	6%
PL	6,945	6,770	7,050	6,845	8,465	22%
PT	1,220	1,335	1,245	1,330	1,135	-7%
RO	4,670	3,015	2,875	2,890	2,235	-52%
SI	2,220	1,940	1,745	1,090	885	-60%
SK	900	600	445	320	375	-58%
FI	1,720	1,930	3,235	3,070	3,155	83%
SE	11,980	14,645	13,470	16,140	14,315	19%
UK	64,945	53,615	53,600	54,180	55,100	-15%
Total EU	**252,790**	**225,425**	**194,120**	**206,675**	**171,380**	**-32%**

Source: Eurostat [migr_ eirtn] extracted on 12th May 2014

Notes: "n/a" means that data is not available

> *UK: prior to 2010 figures were based on total number of incidents; from 2010 figures refer to the total number of people*

Table 17: Number of joint return operations (2009 -2012) – as hosting Member State

EU and Schengen Member State	2010	2011	2012
Austria	11	8	10
Belgium	0	1	0
Bulgaria	0	0	0
Czech Republic	0	0	0
Cyprus	0	0	0
Denmark	0	0	0
Estonia	0	0	0
Finland	1	0	0
France	1	1	0
Germany	4	9	12
Greece	0	0	0
Hungary	0	0	0
Ireland	3	4	0
Italy	3	3	5
Latvia	0	0	0
Lithuania	0	0	0
Luxembourg	0	0	0
Malta	0	0	0
Netherlands	2	34	2
Poland	1	0	0
Portugal	0	0	0
Romania	0	0	0
Spain	6	8	7
Slovak Republic	0	0	0
Slovenia	0	0	0
Sweden	4	3	2
United Kingdom	2	1	0
Norway	0	0	1
Total EU and Schengen Member States	38	72	39

Source: Frontex Annual Reports and ICF GHK calculations

Table 18: Number of joint return Operations (2009 -2012) as participating Member State

EU and Schengen Member State	2010	2011	2012
Austria	21	17	19
Belgium	2	5	2
Bulgaria	0	2	2
Czech Republic	1	0	1
Cyprus	1	1	1
Denmark	0	5	0
Estonia	0	0	0
Finland	3	10	4
France	20	23	22
Germany	19	20	29
Greece	9	3	5
Hungary	6	7	9
Ireland	4	5	11
Italy	7	2	10
Latvia	0	0	0
Lithuania	0	0	1
Luxembourg	1	1	3
Malta	3	5	5
Netherlands	7	9	6
Poland	10	8	4
Portugal	0	7	3
Romania	0	1	4
Spain	12	17	15
Slovakia	2	1	0
Slovenia	2	1	0
Sweden	15	24	21
United Kingdom	9	6	0
Norway	13	26	11
Total EU and Schengen Member States	**167**	**206**	**188**

Source: Frontex Annual Reports and ICF GHK calculations

Table 19: Member State's participation in Frontex coordinated joint operations (JO)

Year	Border	Number of JO	Duration	No of participating EU & Schengen States	No of participating third countries	Frontex dedicated budget	Results and impacts
2010	Sea	5 Joint operations	1419 operational days 41,007 patrolling hours	26	0	€30 million	6,890 migrants apprehended 92 suspected facilitators At least 46 migrants rescued At least 163 suspected drug smugglers apprehended Decrease in illegal migration flows
2011	Sea	7 Joint operations 7 tailored pilot projects EPN coordination	2 060 operational days 44,065 patrolling hours	27	3	€48 million	60,605 migrants apprehended 327 suspected facilitators 23,192migrants rescued by 241 search-and-rescue (SAR) cases. 275 suspected drug smugglers apprehended 18 tonnes of drug seizures worth €16million The decrease in illegal migration flows reached as high as 80%
2012	Sea	7 Joint operations 7 tailored pilot projects EPN coordination	1,941[115] operational days 32,694 patrolling hours	28	5	€ 25 million	18 064 migrants apprehended 258 suspected facilitators apprehended 5,757 migrants rescued by 169 search-and-rescue (SAR) cases. 382 suspected drug smugglers apprehended 46 tonnes of drug seizures worth €76 million 2.4 million packets of cigarettes worth EUR 5.6

---

[115] NB: 2011 was marked by the migration crisis triggered by North African revolutions and demanded a reinforced operational response package.

Year	Border	Number of JO	Duration	No of participating EU & Schengen States	No of participating third countries	Frontex dedicated budget	Results and impacts
							million.
2010	Land	5 Joint operations	702 operational days	Hosting: 11 Participating 27	7	€7 million	365 stolen vehicle reported Intelligence gathering of migration routes and modus operandi
2011	Land	6 Joint operations	849operational days	Hosting: 11 Participating: 28	9	€10.5 million	More effective coordination and harmonisation between different types of operational activity
2012	Land	7 Joint operations	843 operational days	Hosting: 12 Participating: 27	8	€10 million	Reinforcement of border sections affected by irregular migration Improved deployment planning and coordination, as well as better utilisation of the Member States' resources.
2010	Air	6 Joint operations	3712 operational days	30	N/A	€2 million	Enhanced intelligence gathering and analysis capability
2011	Air	At least 3 JO	4435 operational days	27	N/a	€3 million	265 cases of document abuse Increase in the level of controls in particular to the detect child victims of trafficking
2012	Air	4 Joint operations	3 654 operational days	30	8	€2.5 million	Enhancement of Integrated Border Management Increase in operational coordination at the external borders of the EU

Source: Frontex Annual reports 2011 and 2012

Section 3.1.7 Unaccompanied minors

Table 20: Number of unaccompanied minors, 2010-2012*

Member State	2010	2011	2012
AT	N/A	1,121	1,631
BE	2,900	3,850	3,373
BG	19	25	64
HR	N/A	N/A	N/A
CY	51	15	20
CZ	N/A	N/A	N/A
DK	N/A	N/A	N/A
EE	0	4	17
FI	330	150	155
FR	N/A	N/A	N/A
DE	N/A	2,126	2,096
EL	N/A	N/A	1,953
HU	150	70	94
IE	N/A	N/A	N/A
IT	N/A	N/A	N/A
LV	5	0	1
LT	9	10	93
LU	19	15	16
MT	8	25	107
NO	N/A	N/A	986
PL	231	43	244
PT	N/A	N/A	8
RO	N/A	N/A	N/A
SK	264	169	151
SI	2	60	30
ES	3,800	2,700	N/A
SE	2,393	2,657	3,578
NL	N/A	N/A	N/A
UK	1,715	1,400	1,125

Source: EMN Country Factsheets 2012

Notes: Statistics not available for 2013 at time of publication

Table 21: Number of unaccompanied minors not applying for asylum, 2010-2013

Member State	2010	2011	2012	2013
BE	1.820	1.810	1,843	1,682
BG	N/A	N/A	0	n/a
CZ	N/A	N/A	N/A	n/a
DK	N/A	N/A	N/A	n/a
DE	N/A	N/A	N/A	n/a
EE	0	3	17	2
IE	N/A	N/A	68	n/a
EL	N/A	N/A	N/A	n/a
ES	N/A	N/A	2,319	2,165
FR	N/A	N/A	N/A	n/a
HR	N/A	N/A	N/A	302
IT	4,438	7,750	7,575	8,461
CY	N/A	N/A	N/A	57
LV	N/A	N/A	N/A	N/A
LT	0	0	89	8
LU	N/A	N/A	N/A	n/a
HU	N/A	N/A	N/A	14
MT	N/A	N/A	0	n/a
NL	N/A	N/A	N/A	n/a
AT	N/A	N/A	N/A	n/a
PL	N/A	N/A	N/A	4
PT	N/A	N/A	N/A	n/a
RO	N/A	N/A	N/A	5
SI	N/A	N/A	0	n/a
SK	N/A	150	N/A	70
FI	N/A	N/A	N/A	n/a
SE	N/A	N/A	N/A	0
UK	N/A	N/A	N/A	0

Source: EMN Country Factsheets 2012 for 2010-2012 data and Annual Report on Asylum and Migration 2013 for 2013 data, available at: http://ec.europa.eu/dgs/home-affairs/e-library/documents/policies/immigration/general/docs/5th_annual_report_on_immigration_and_asylum_swd_en.pdf

Table 22: Number of asylum applicants considered to be unaccompanied minors, 2009-2013

Member State	2009	2010	2011	2012	2013
BE	710	860	1,385	975	470
BG	10	20	25	60	185
CZ	10	5	10	5	0
DK	520	410	270	355	350
DE	1,305	1,950	2,125	2,095	2,485
EE	0	0	0	0	5
IE	55	35	25	25	20
EL	40	145	60	75	325
ES	20	15	10	15	10
FR	445	610	595	490	365
HR	n/a	n/a	n/a	70	55
IT	420	305	825	970	805
CY	20	35	15	25	55
LV	0	5	0	0	5
LT	5	10	10	5	0
LU	10	20	20	15	45
HU	270	150	60	185	380
MT	45	5	25	105	335
NL	1,040	700	485	380	310
AT	1,040	600	1,005	1,375	935
PL	360	230	405	245	n/a
PT	0	5	5	10	55
RO	40	35	55	135	15
SI	25	25	60	50	30
SK	30	5	20	5	5
FI	555	330	150	165	160
SE	2,250	2,395	2,655	3,580	3,850
UK	2,990	1,715	1,400	1,125	1,175
EU total	12,215	10,620	11,700	12,540	12,430

Source: Eurostat, [migr_asyunaa], extracted on 12th May 2014

Section 3.2 Asylum: a common area of protection and solidarity

Table 23: Number of asylum applicants, 2009-2013

Member State	2009	2010	2011	2012	2013
EU 28	266,395	260,835	303,645	336,015	436,705
EU27	266,395	260,835	303,645	336,015	435,625
BE	22,955	26,560	32,270	28,285	21,230
BG	855	1,025	890	1,385	7,145
CZ	1,245	790	755	755	710
DK	3,775	5,100	3,985	6,075	7,230
DE	33,035	48,590	53,345	77,650	126,995
EE	40	35	65	75	95
IE	2,690	1,940	1,290	955	920
EL	15,925	10,275	9,310	9,575	8,225
ES	3,005	2,745	3,420	2,565	4,495
FR	47,625	52,725	57,335	61,455	66,265
HR	n/a	n/a	n/a	n/a	1,080
IT	17,670	10,050	40,355	17,350	27,930
CY	3,200	2,875	1,770	1,635	1,255
LV	60	65	340	205	195
LT	450	495	525	645	400
LU	485	785	2,155	2,055	1,070
HU	4,670	2,105	1,720	2,155	18,900
MT	2385	175	1,890	2,080	2,245
NL	16140	15,100	14,600	13,100	17,160
AT	15815	11,060	14,455	17,450	17,520
PL	10595	6,540	6,890	10,755	15,245
PT	140	160	275	295	505
RO	965	885	1,720	2,510	1,495
SI	200	245	360	305	270
SK	820	540	490	730	440
FI	5,700	3,675	2,975	3,115	3,220
SE	24,260	31,940	29,710	43,945	54,365
UK	31,695	24,365	26,940	28,895	30,110

Source: Eurostat [migr_ asyappctza] extracted on 12th May 2014
Statistics for LV and SK provided by respective EMN NCP from national sources
Notes: "n/a" means that data is not available

Table 24: First instance asylum decisions, 2009-2013

	2009			2010			2011			2012			2013		
	Total decisions	Positive decisions	Negative decisions	Total decisions	Positive decisions	Negative decisions	Total decisions	Positive decisions	Negative decisions	Total decisions	Positive decisions	Negative decisions	Total decisions	Positive decisions	Negative decisions
EU 28	232,345	62,765	169,580	223,790	55,590	168,200	237,975	59,555	178,420	289,035	91,025	198,005	328,925	112,920	216,005
EU 27	232,345	62,765	169,580	223,790	55,590	168,200	237,975	59,555	178,420	288,890	91,005	197,885	328,740	112,900	215,840
BE	15,310	2,910	12,400	16,665	3,510	13,160	20,025	5,075	14,950	24,640	5,555	19,085	21,505	6,280	15,220
BG	645	270	375	515	140	375	605	190	410	640	170	470	2,810	2,460	355
CZ	535	100	435	510	175	335	685	320	365	735	175	560	920	345	570
DK	1,675	790	880	3,300	1,345	1,950	3,595	1,315	2,280	4,695	1,700	2,995	7,010	2,810	4,200
DE	26,855	9,765	17,090	45,400	10,450	34,955	40,365	9,675	30,690	58,765	17,140	41,625	76,360	20,125	56,235
EE	25	5	20	40	15	25	60	10	50	55	10	45	55	10	45
IE	3,135	125	3,010	1,600	25	1,575	1,365	75	1,295	940	100	840	840	150	695
EL	14,355	165	14,185	3,455	105	3,350	8,670	180	8,490	11,195	95	11,095	13,080	500	12,580
ES	4,490	350	4,140	2,785	610	2,175	3,400	990	2,410	2,605	525	2,075	2,380	535	1,845
FR	35,295	5,050	30,240	37,610	5,095	32,515	42,220	4,615	37,600	59,830	8,645	51,185	61,715	10,705	51,010
HR	:	:	:	NA	NA	NA	NA	NA	NA	140	20	120	185	25	165
IT	23,015	9,065	13,950	11,325	4,310	7,015	24,165	7,155	17,010	27,290	22,030	5,260	25,250	16,190	9,060
CY	3,855	1,130	2,725	2,440	425	2,015	2,630	70	2,560	1,335	105	1,230	800	165	635
LV	40	10	35	50	25	25	90	20	70	145	25	120	95	25	65
LT	145	40	100	190	15	175	305	25	285	390	55	335	175	55	120
LU	470	110	360	475	70	410	1,020	35	985	1,650	40	1,610	1,250	130	1,120
HU	1,805	390	1,415	1,040	260	785	895	155	740	1,100	350	750	4,545	360	4,185

MT	2,575	1,690	885	350	220	125	1,605	885	720	1,590	1,435	155	1,905	1,605	300
NL	17,565	8,245	9,320	17,580	8,005	9,575	15,790	6,830	8,965	13,670	5,505	8,165	15,590	9,545	6,045
AT	14,845	3,220	11,625	13,780	3,450	10,330	13,270	4,085	9,185	15,905	4,460	11,445	16,640	4,920	11,720
PL	6,580	2,525	4,055	4,420	510	3,910	3,215	475	2,740	2,480	520	1,960	2,895	685	2,210
PT	95	50	45	130	55	75	115	65	50	230	100	130	305	135	170
RO	540	115	430	425	70	355	1,080	75	1,000	1,625	230	1,395	1,435	915	515
SI	130	20	110	115	25	95	215	20	190	220	35	185	195	35	160
SK	320	180	140	295	90	205	215	115	100	440	190	250	190	70	125
FI	2,960	960	2,000	4,880	1,595	3,285	2,645	1,065	1,580	3,110	1,555	1,555	3,190	1,620	1,575
SE	23,985	7,095	16,890	27,715	8,510	19,205	26,760	8,805	17,960	31,570	12,400	19,170	45,120	24,020	21,100
UK	31,100	8,395	22,705	26,690	6,490	20,200	22,970	7,240	15,735	22,045	7,850	14,195	22,485	8,505	13,980

Source: Eurostat [migr_ asydcfsta] extracted on 12th May 2014

Notes: "n/a" means that data is not available

Table 25: First Instance positive decisions on asylum applications, (2009-2013)

M S	2009 Positive	2009 Of which Refugee status	2009 Of which Subsidiary protection status	2009 Of which Humanitarian status	2010 Positive	2010 Of which Refugee status	2010 Of which Subsidiary protection status	2010 Of which Humanitarian status	2011 Positive	2011 Of which Refugee status	2011 Of which Subsidiary protection status	2011 Of which Humanitarian status	2012 Positive	2012 Of which Refugee status	2012 Of which Subsidiary protection status	2012 Of which Humanitarian status	2013 Positive	2013 Of which Refugee status	2013 Of which Subsidiary protection status	2013 Of which Humanitarian status
EU 28	62,765	27,820	24,075	NA	55,590	27,090	18,705	NA	59,555	29,035	19,975	NA	91,025	37,985	31,395	NA	112,920	49,715	45,535	NA
EU 27	62,765	27,820	24,075	10,870	55,590	27,090	18,705	9,795	59,555	29,035	19,975	10,545	91,005	37,980	31,380	21,645	112,900	49,710	45,520	17,670
BE	2,910	2,425	480	NA	3,510	2,700	805	NA	5,075	3,810	1,265	NA	5,555	3,990	1,565	NA	6,280	3,910	2,375	NA
BG	270	40	230	NA	140	20	120	NA	190	10	180	NA	170	20	150	NA	2,460	180	2,280	NA
CZ	100	60	20	20	175	75	75	20	320	105	200	10	175	50	125	5	345	90	240	15
DK	790	350	345	95	1,345	660	520	170	1,315	735	385	190	1,700	1,035	545	120	2,810	1,600	1,130	80
DE	9,765	8,155	405	1,205	10,450	7,755	545	2,145	9,675	7,100	665	1,910	17,140	8,765	6,975	1,400	20,125	10,915	7,005	2,205
EE	5	5	0	NA	15	10	5	NA	10	10	5	NA	10	10	5	NA	10	5	0	0
IE	125	105	25	NA	25	25	5	NA	75	60	15	NA	100	65	35	NA	150	130	20	NA
EL	165	35	105	25	105	60	20	30	180	45	85	45	95	30	45	20	500	255	175	70
ES	350	180	160	10	610	245	350	15	990	335	630	20	525	230	285	10	535	205	325	5
FR	5,050	3,910	1,145	NA	5,095	4,080	1,015	NA	4,615	3,340	1,275	NA	8,645	7,070	1,575	NA	10,705	9,140	1,565	NA
HR	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	20	10	15	NA	25	5	15	NA
IT	9,065	2,250	5,335	1,480	4,310	1,615	1,465	1,225	7,155	1,805	2,265	3,085	22,030	2,050	4,495	15,485	16,190	3,110	5,550	7,525
CY	1,130	50	1,040	40	425	30	370	25	70	55	0	15	105	80	10	15	165	35	125	10
LV	10	0	5	NA	25	5	20	NA	20	5	15	NA	25	5	20	NA	25	5	20	NA

LT	40	10	30	NA	15	0	15	NA	25	5	15	NA	55	15	40	NA	55	15	40	NA
LU	110	110	0	NA	70	55	15	NA	35	30	5	NA	40	35	5	NA	130	110	25	NA
HU	390	170	60	155	260	75	115	70	155	45	100	10	350	70	240	40	360	175	185	5
MT	1,690	20	1,660	10	220	45	165	15	885	70	690	125	1,435	35	1,235	160	1,605	45	1,445	115
NL	8,245	695	3,270	4,280	8,005	810	4,010	3,180	6,830	710	4,065	2,050	5,505	630	3,325	1,550	9,545	1,235	3,460	4,850
AT	3,220	1,885	1,335	NA	3,450	2,060	1,390	NA	4,085	2,480	1,605	NA	4,460	2,680	1,775	NA	4,920	3,165	1,760	NA
PL	2,525	130	2,330	65	510	80	195	230	475	155	155	170	520	85	140	290	685	195	120	370
PT	50	5	45	NA	55	5	50	NA	65	25	40	NA	100	15	85	NA	135	20	115	NA
RO	115	50	10	55	70	40	30	0	75	70	10	0	230	145	85	0	915	385	530	5
SI	20	15	5	NA	25	20	0	NA	20	15	5	NA	35	20	15	NA	35	25	15	NA
SK	180	15	135	30	90	5	55	30	115	5	80	35	190	10	100	80	70	5	30	35
FI	960	75	805	80	1,595	165	1,240	190	1,065	160	715	190	1,555	545	775	240	1,620	540	785	295
SE	7,095	1,480	4,970	640	8,510	1,935	5,970	605	8,805	2,335	5,390	1,075	12,400	3,745	7,595	1,060	24,020	6,750	16,145	1,125
UK	8,395	5,595	125	2,680	6,490	4,495	145	1,855	7,240	5,515	125	1,600	7,850	6,555	135	1,160	8,505	7,475	70	960

Source: Eurostat [migr_ asydcfsta] extracted on 12th May 2014

Notes: "n/a" means that data is not available

Table 26: Number of resettled persons (2009-2013)

Member State	2009	2010	2011	2012	2013
BE	45	n/a	25	0	85
BG	n/a	n/a	n/a	0	0
CZ	0	40	0	25	0
DK	450	495	515	470	515
DE	2,070	525	145	305	280
EE	0	0	0	0	0
IE	190	20	45	50	85
EL	n/a	n/a	0	0	0
ES	n/a	n/a	n/a	80	0
FR	520	360	130	100	90
HR	n/a	n/a	n/a	n/a	0
IT	160	55	0	0	0
CY	n/a	0	n/a	n/a	0
LV	n/a	n/a	n/a	n/a	n/a
LT	n/a	n/a	0	5	0
LU	30	5	0	0	0
HU	0	n/a	0	0	0
MT	0	0	0	0	0
NL	370	430	540	430	310
AT	0	0	0	0	0
PL	n/a	n/a	n/a	0	n/a
PT	0	35	30	15	0
RO	0	40	0	0	0
SI	0	0	0	0	0
SK	0	0	0	0	0
FI	725	545	585	730	675
SE	1,890	1,790	1,620	1,680	1,820
UK	945	720	455	1,040	965
Total EU	**7,400**	**5,060**	**4,090**	**4,930**	**4,825**

Source: Eurostat [migr_ asyresa] extracted on 12th May 2014

Notes: "n/a" means that data is not available

Table 27: Number of relocated persons, 2010-2012: Eurema phase 1 (2011)*

Member state	Places pledged	Number relocated
France	90	95
Germany	100	102
Hungary	8-10	0
Luxembourg	6	6
Poland	6	0
Portugal	6	6
Romania	7	0
Slovak Republic	10	0
Slovenia	10	8
United Kingdom	10	10
Total	**253-5**	**227**

Source: EASO Fact-finding report on intra-EU relocation activities from Malta
*Notes: data not available for 2013 at time of publication

Table 28: Number of relocated persons, 2010-2012: Eurema phase II (2012)*

Member States	Places pledged	Places filled	Bilateral/co-funded project
Germany	150	153	Bilateral
Poland	50	Process ongoing	EUREMA 2
Spain	25	Process rescinded	Bilateral
The Netherlands	20	20	Bilateral
Denmark	10	1 (process ongoing)	Bilateral
Romania	10	Process ongoing	EUREMA 2
Slovak Republic	10	Process finished, no persons were relocated	EUREMA 2
Hungary	5	Process ongoing	EUREMA 2
Ireland	10	10	Bilateral
Lithuania	6	4	EUREMA 2
Portugal	6	Process ongoing	EUREMA 2
Bulgaria	4	Process ongoing	EUREMA 2
Norway	30	31	Bilateral
Switzerland	19	18	Bilateral
Liechtenstein	1	1	Bilateral
Totals	**356**	**N/A**	

Source: EASO Fact-finding report on intra-EU relocation activities from Malta
*Notes: data not available for 2013 at time of publication

****