



**COUNCIL OF
THE EUROPEAN UNION**

**Brussels, 2 April 2014
(OR. en)**

8443/14

**ASIM 34
RELEX 298
DEVGEN 79**

"I/A" ITEM NOTE

From:	General Secretariat of the Council
To:	Permanent Representatives Committee/Council
Subject:	Draft Council Conclusions on the implementation of the Global Approach to Migration and Mobility

1. In its Conclusions on the Global Approach on Migration and Mobility ("GAMM") of May 2012 the Council confirmed the need to monitor the implementation of the GAMM systematically through biennial implementation reports. The first Report on the implementation of the GAMM for the period 2012-2014 was submitted by the Commission in February 2014 (doc. 6988/14 + ADD 1).
2. At its meetings on 31 January and 24-25 February 2014 the High-Level Group on Asylum and Migration ("the Group") held discussions on the evaluation of the implementation of the GAMM for the period 2012-2014. Following the February meeting, which focused on the examination of the Commission Report, the Presidency tabled draft Council Conclusions on the implementation of the GAMM, which were examined by the Group.
3. A revised version of the draft Council Conclusions, taking into account the comments submitted by delegations, was examined at the meeting of the Group on 27 March 2014. The Group reached agreement on the text as set out in the Annex to this Note.

- 4 The Permanent Representatives Committee is invited to suggest the Council to approve the Council Conclusions as set out in the Annex to this note.
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Draft Council Conclusions on the implementation of the Global Approach to Migration and Mobility

1. The Council reconfirms the Global Approach to Migration and Mobility (GAMM), as last defined in the Council Conclusions of 29 May 2012¹, as the overarching framework of the EU external migration and asylum policy. It underscores that the GAMM continues to provide an efficient framework for engaging third countries and regions in policy dialogue and operational cooperation in a comprehensive and balanced manner that addresses its four operational priorities.
2. The Council reiterates that the High Level Working Group on Asylum and Migration (HLWG) is the central steering forum for strategic discussions and initiatives in relation to the GAMM and for preparing the ground for concrete actions of implementation, including the identification of relevant priorities and countries, in consultation, where appropriate, with other relevant Council Working Parties.
3. The Council welcomes the European Commission's first biennial report on the implementation of the GAMM², taking stock of progress made in 2012-2013 and identifying areas where more work could be done to improve the development of the existing framework and the effectiveness of its instruments.
4. The Council notes the important achievements made in the implementation of the Council Conclusions on the GAMM of 29 May 2012. The Council recalls that the implementation of the GAMM is a common and shared responsibility of the European Commission, the High Representative of the Union for Foreign Affairs and Security Policy and Member States, in accordance with their respective competences, with EU agencies also making a contribution. In this context, the Council invites all stakeholders to play a more active role in implementing the GAMM, thereby contributing to a stronger, more coherent and effective EU external migration policy, including in terms of operational cooperation.

¹ 9417/12 ASIM 50 RELEX 396 DEVGEN 116

² 6988/14 ASIM 14 RELEX 167 + ADD 1.

5. The Council also stresses the need to pursue the implementation of the GAMM in a way that is coherent with and contributes to the future development of the Justice and Home Affairs area.
6. The Council reaffirms that migration and mobility policy objectives should be embedded and fully integrated into the EU's overall external action and in EU dialogues with third countries and regions. Likewise, foreign policy concerns and priorities should be adequately reflected when defining objectives and actions under the GAMM. To this end, it is important to step up cooperation and coordination among the various stakeholders under the steering of the HLWG, as well as to better exploit the advantages offered by the European External Action Service (EEAS).
7. In this context, the Council invites EU delegations and Member States' diplomatic representations to play an active role in the implementation of the GAMM. The inclusion of migration policy in the political reporting process of EU delegations, and the sharing of the information available in those reports with the European Commission and the competent Council bodies and vice versa, should contribute to ensuring that migration aspects are taken into account in other areas of EU external action.
8. The Council emphasises that the more for more principle, founded on a performance-based approach, contributes to the development of a more coherent and balanced relationship between the EU and the relevant third country. Its implementation should be flexible and adapted to the specificities of each case.
9. The Council recalls that the immediate neighbourhood should remain a priority. Migratory routes and countries of origin and transit of strategic interest to the EU and its Member States should also be given special focus.
10. The Council considers that increased attention should be given to the issue of root causes of forced and irregular migration, inter alia a lack of political, social or economic stability, poverty, human rights abuses, international crises and conflicts and climate change. The links between EU initiatives in these areas and migration-related aspects need to be further explored and where appropriate enhanced.

11. In this regard, the Council reaffirms the importance of enhancing efforts to maximise the development impact of well-managed migration and mobility, including South-South flows. Attention should also be paid to mobilising the strong potential of the diaspora to contribute to the development of countries of origin.
12. The Council reiterates that effective return and readmission policies are a prerequisite for well-managed migration and mobility and constitute key components of the GAMM. Return and readmission issues should always be part of a balanced and comprehensive EU policy vis-à-vis third countries. An incentive-based approach, on a case by case basis, could provide appropriate leverage which could be linked to other elements of the GAMM as well as to other policy areas, where appropriate.
13. The Council reaffirms that respect of human rights remains a cross-cutting priority of the GAMM.
14. The Council encourages all stakeholders, within their respective competences, to make full use of the potential of the GAMM and its instruments, in particular the Mobility Partnerships, in a balanced manner, including by better organising legal migration, fostering well-managed mobility, and preventing and combating irregular migration and trafficking in human beings.
15. The Council welcomes the progress made with regard to the establishment of Mobility Partnerships. The flexibility of Mobility Partnerships enables bilateral and multilateral initiatives across the four operational priorities of the GAMM to be accommodated within the same framework and allows for the priorities of all partners to be addressed in a targeted way. Their sustainability should therefore be ensured.
16. The Council calls for strengthened efforts to establish Common Agendas on Migration and Mobility with the priority countries identified and looks forward to a confirmation of the feasibility and effectiveness of this instrument.

17. The Council recognises that regional dialogues have created platforms for dedicated policy debates and cooperation with groups of third countries and have significantly contributed to improving overall political relations with the countries concerned. An operational, focused and action-oriented approach should however be pursued and efforts to streamline regional dialogues and further improve their effectiveness should be considered. Dialogues should be sufficiently flexible and reflect the evolving interests of all partners. Where appropriate, targeted initiatives on a temporary basis could be envisaged, rather than the establishing of new dialogues.
18. The Council reaffirms the value of the Regional Protection Programmes (RPPs)/Regional Development and Protection Programmes (RDPPs), which are designed to enhance the capacity of third countries in the regions from which many refugees originate, or through which they pass in transit. The enhancement of their positive impact in terms of medium and long-term durable solutions for refugees as well as in relation to capacity building for the socio-economic development of refugees and host communities, on the basis of the experience acquired, should be further considered. Better information and monitoring, by the HLWG, of the implementation of existing RPP/RDPPs will allow a better assessment to be made of the need to deploy new ones.
19. The Council calls on the European Commission and Member States to ensure that sufficient financial resources are allocated for the GAMM, having regard in particular to agreed priorities. It stresses the need for clarity and transparency of EU funding in order to ensure its effective, result-oriented and sustainable implementation and to facilitate and support synergies with the activities of the Member States. In this context, it welcomes the efforts of the European Commission to compile information on the available resources and urges the European Commission to present an inventory of funding sources, which should be updated on a regular basis.
20. The Council looks forward to receiving, in early 2016, the second biennial report on the GAMM implementation. In this context, the Council invites the Commission to include an assessment of the effectiveness of the GAMM instruments and to propose introducing, in consultation with Member States and other relevant stakeholders, possible indicators for better assessing the overall performance of the GAMM, including in terms of costs.