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**COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN  
PARLIAMENT AND THE COUNCIL**

**on the State of Play of Implementation of the Priority Actions under the European  
Agenda on Migration**

## **Communication on the State of Play of Implementation of the Priority Actions under the European Agenda on Migration**

### **I INTRODUCTION: MANAGING THE REFUGEE CRISIS**

*There are over 60 million refugees or internally displaced people across the globe – the most severe refugee crisis since the Second World War. Conflict and crisis in Syria and elsewhere have acted as an immediate trigger, but underlying trends in demographics, climate change, poverty, globalisation in transport and communications all played a part in the record numbers of migrants and refugees arriving in the European Union in 2015. This combination of factors is unlikely to be reversed in the foreseeable future. In 2016 we therefore need a radical strengthening of the EU migration system. We must move beyond dealing with the consequences of unmanaged and irregular flows of persons, to real preparedness to manage such flows and towards managed and legal means of entry for those in need of protection, while at the same time quickly and effectively identifying and returning those who have no right to be in the European Union.*

*The second half of the year 2015 saw unprecedented numbers of people entering the European Union irregularly. At the peak in October 2015, over 200,000 people arrived in Greece in one month. Even with a substantial fall to just over 60,000 in January, the figures remain high for the winter months as compared to previous years. The intensified conflict in Syria in recent days is expected to lead to a further influx of refugees into Turkey. This means that European solidarity will continue to be called upon, in line with the responsibilities the EU has assumed under the 1951 Geneva Convention on the Status of Refugees and the humanitarian values to which all Member States of the European Union have signed up to. The EU must also remove the need for refugees to make perilous journeys by helping them closer to home. While a reduction in flows is highly desirable in view of often overwhelmed national and local authorities, there should be no illusions that the refugee crisis will end before its root causes – instability, war and terror in Europe’s immediate neighbourhood, notably continued war and atrocities in Syria – are addressed in a definite manner. The only responsible course of action is to face this reality and to explain it openly and honestly to citizens; and to step up efforts to better and more effectively manage the consequences of this situation in the European Union by means of a better coordinated European approach and in line with the commonly agreed EU rules and values.*

*In recent months, a route has formed through the Eastern Mediterranean and across the Western Balkans which sees migrants passing swiftly north through one border after another, in fundamental contradiction with the principles of the Common European Asylum System and the Schengen rules. This in turn led several Member States to resort to reintroducing temporary internal border controls, putting into question the proper functioning of the Schengen area of free movement and its benefits to European citizens and the European economy. Security is also of utmost concern, particularly in the wake of recent terrorist attacks on European soil, and has been invoked by certain Member States to justify such temporary measures. The objective must be to ensure that every person who arrives in the EU is subject to thorough security checks.*

*Over the last six months, the European Commission has consistently and continuously worked for a swift, coordinated European response. It tabled an extensive series of proposals designed to equip Member States with the tools necessary to manage the large number of arrivals, many of which have already been adopted by the European Parliament and the Council. From tripling our presence at sea; through a new system of emergency solidarity to relocate asylum seekers from the most affected countries; via an unprecedented mobilisation of the EU budget of over €10 billion to address the refugee crisis and assist the countries most affected; providing a new coordination and cooperation framework for the Western Balkan countries; starting a new partnership with Turkey; all the way to*

*an ambitious proposal for a new European Border and Coast Guard, we are bolstering Europe's asylum and migration policy to deal with the new challenges it is facing.*

*While important building blocks of a sustainable system of migration management are now in place on paper, it is their swift, full implementation on the ground that has been lacking. In December, the European Commission reported on the progress made on the execution of decisions taken by the Member States and found that implementation was too slow. Two months later, some progress has been made on a range of issues. It remains the case, however, that several deadlines have not been met and many commitments are still slow to be fulfilled. Political responsibilities need to be assumed at highest level in all Member States to ensure that the agreed coordinated European response can address the refugee crisis swiftly and efficiently on the ground by national and local authorities with the EU support and assistance that has been made available over the past months.*

*Restoring orderly management of borders on the Eastern Mediterranean/Western Balkans route is the most pressing priority for the European Union today. At the upcoming European Council meeting, leaders need to commit to do whatever is necessary to restore order to the migration system and impose control of the irregular and uncontrolled flows through the Eastern Mediterranean/Western Balkans route before the spring. This will require tough decisions, determined action, responsibility and solidarity by all Member States.*

*Most importantly, all Member States must commit to ending the 'wave-through' approach to those who indicate an interest in applying for asylum elsewhere. People arriving in the Union must know that if they need protection they will receive it, but it is not their choice to decide where. If they do not qualify for protection, they will be returned, in full respect of the principle of non-refoulement.*

*Greece and countries upstream on the Western Balkans route will need substantial support to effectively register and process those in need of protection, and to swiftly return those who are not to their home countries or other safe third countries they have transited through. The other Member States must give effect to their commitments to share the responsibility to provide reception and refuge to those entitled to it, through accelerating the implementation of the emergency relocation schemes already in place since September 2015. Accordingly, whilst Greece must do the necessary to return to the normal application of the Schengen external border control and Dublin rules, it cannot be left to face the consequences of the refugee crisis alone, but should continue to receive financial support and technical assistance from the EU institutions and agencies and from all other Member States to cope with the responsibilities of a Member State of first entry as provided for by the commonly agreed EU rules.*

*This Communication takes stock of the implementation of the actions agreed in response to the refugee crisis and highlights key areas where more action is needed in the immediate term to restore control of the situation. The Commission will provide further input on the more fundamental changes necessary for a sustainable migration policy, and in particular reform of the Dublin system, ahead of the March European Council.*

**To help manage the refugee crisis effectively, leaders at the February European Council should commit to:**

- The urgent completion of the set-up of hotspots in Greece and Italy to ensure the registration of and support to migrants and refugees in line with the principle that no one should arrive in the EU without having been properly registered and fingerprinted, with dedicated EU support to secure increased reception capacity and fully functioning asylum and return procedures;
- The end of the 'wave-through' approach and an enforced insistence on the application of EU

rules on asylum and border management;

- A major acceleration of the agreed relocation scheme to alleviate pressure from Italy and Greece;
- A stronger and more coherent use of the provisions allowing the return of asylum seekers to safe third countries;
- Implementation of the agreed approach for better cooperation and coordination between countries along the Western Balkans route;
- A major stepping-up of all efforts to ensure effective returns and readmission and to address the root causes of migration by maximising all forms of leverage, including trade preferences and development, to secure third countries' commitment to concrete outcomes;
- Driving forward the actions under: the EU-Turkey Joint Action Plan to stem the flows from Turkey; and rapid implementation of projects under the Facility for Refugees in Turkey;
- Stronger external border controls, by agreeing the European Border and Coast Guard at the latest by June, if not earlier, and by making it operational during the summer;
- Supporting the basic needs of the most vulnerable migrants and refugees, and in particular children;
- Stepping up the capacity for the EU to provide humanitarian assistance to third countries, and establishment of a capacity to provide humanitarian assistance within the EU, to support countries facing large numbers of refugees and migrants;
- Stepping up EU support to Syrian refugees, including opening up legal pathways through resettlement and endorsement of the voluntary humanitarian admission scheme with Turkey, as recommended by the Commission on 15 December 2015.

## II WHAT HAS BEEN DONE

### II.1 Operational Measures

#### *Managing the inflows of migrants and refugees*

Rescue at sea was the first priority for the European Union. In the course of 2015, Frontex Joint Operation **Triton** and Frontex Joint Operation **Poseidon** rescued over 250,000 people<sup>1</sup>. These interventions and the deployment of Frontex Rapid Border Intervention teams in the Aegean helped detect over one million irregular immigrants and apprehend over 900 suspected smugglers.

EU action is also directly targeting migrant smuggling. In the south and central Mediterranean, EUNAVFORMED Operation Sophia has successfully moved into a phase that includes boarding, search, seizure and diversion, in international waters, of vessels suspected of being used for migrant smuggling or trafficking. It has so far rescued over 9,000 people and is ready to extend operations into Libyan territorial waters, should the institutional and political developments in Libya allow.

The EU Agencies, Europol, Frontex and Eurojust, have scaled up their capacity to tackle migrant smuggling, with more coordination, extra resources, and a permanent presence in Member States under pressure. This includes on-the-spot collection of information in the hotspots to help national authorities gather information and to launch investigations. In 2015, 10,735 new suspects linked to

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<sup>1</sup> Operation Triton was tripled in size in May in the Central Mediterranean and has rescued 155,000 people from 1 January 2015 until 31 January 2016. The action in the Eastern Mediterranean was stepped up in December 2015 through Joint Operation Poseidon, and has rescued over 107,000 people in the same period.

migrant smuggling were added to Europol's database – which currently has intelligence on more than 38,600 suspects. Europol will shortly launch the European Migrant Smuggling Centre on 22 February, an EU information hub on migrant smuggling<sup>2</sup>.

With strong, dedicated EU support, Greece and Italy started to set up – and in some cases completed – **hotspots**<sup>3</sup> to ensure screening, identification and fingerprinting of third country nationals arriving irregularly at the external EU border. Registration is a crucial first step in the control and management of the flows. The hotspots are designed to ensure integrated teams of border agents operate in dedicated facilities, 24 hours a day and seven days a week. Everyone arriving in the external borders should be registered, fingerprinted and have their documents checked against national and international security databases. Third country nationals arriving irregularly should then be channelled into one of three processes: the national asylum system, the European relocation system or the return system. **The proportion of migrants whose fingerprints are included in the Eurodac database has risen in Greece from 8% in September 2015 to 78% in January 2016, and in Italy from 36% to 87% over the same period**<sup>4</sup>. These figures are expected to improve further as the hotspots become more fully operational. The Commission has a permanent presence in both Member States dedicated exclusively to helping the national authorities. Only 518 Frontex and 21 EASO experts are currently deployed in the hotspots which falls short of needs. Member States' response to the call for the rapid intervention teams has been more successful<sup>5</sup>.

The Commission has mobilised the EU budget in an unprecedented manner to dedicate over €10 billion to address the refugee crisis. For example, a reinforcement in emergency funding meant that €74 million was available in 2015; this was rapidly deployed and was used in full by the end of the year. In 2016, €161 million has likewise been made available. Around €146 million has been awarded in emergency funding for the benefit of Greece.

Another key element in EU support has been **relocation**. Both the legislation and the structures are in place to allow for the emergency relocation of up to 160,000 people in clear need of international protection to other Member States<sup>6</sup>. The EU budget has provided €640 million to support relocation<sup>7</sup>. But the rate of progress is well below what is needed (see section on Relocation and Annex 4).

In response to the serious migratory pressure and particular difficulties faced by Sweden, in December the Commission proposed that its obligations under relocation should be temporarily suspended. The Commission has now also proposed a similar suspension of Austria's relocation obligations.

In December, the Commission approved a €80 million programme to help build **reception capacity** to house migrants and refugees in Greece up towards the agreed target of 50,000 additional places, including a network of 20,000 places for asylum seekers run by the United Nations High

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<sup>2</sup> The 30-strong Centre will be an information hub but will also deepen cooperation between key bodies such as the Financial Intelligence Units, the Internet Referral Unit and Member States' National Contact Points.

<sup>3</sup> Communications from the Commission to the European Parliament and the Council: Progress Reports on the Implementation of the hotspots in Greece and Italy, COM(2015) 678 final and COM(2015) 679 final of 15 December 2015. See Annexes 2 and 3.

<sup>4</sup> Italy and Greece were amongst four Member States (the others being Cyprus and Croatia) where the Commission had initiated infringement proceedings concerning the Eurodac Regulation.

<sup>5</sup> The current Frontex call has received a response rate 83%. EASO has called for 374 experts and 201 have been pledged.

<sup>6</sup> At the Relocation and Resettlement Forum with Member States in September, organised by the Commission, the various steps to implement relocation in practice were agreed.

<sup>7</sup> Including a €20 million grant awarded in December to help implementation in Greece as well as a lump-sum of €6,000 to Member States for each relocated person and €500 to support transfer costs. The latter will be disbursed to Member States in the next instalment of funds under the AMIF and ISF national programmes.

Commissioner for Refugees (UNHCR) using a voucher scheme, as well as supporting the establishment of 7,000 places in the hotspots areas. 14,950 places have been identified under the voucher scheme.

The Commission has set up a Migrants' Information Strategy Task Force (MIS) to define and disseminate effective **information** to asylum seekers about their rights and obligations. It is vital that people know they have the right to apply for asylum, but not to choose in which Member State, and are properly informed of the implications of the relocation scheme. The first set of information products on asylum and relocation is available in 14 languages<sup>8</sup> and is now being used by EASO in hotspots.

### *Solidarity and responsibility*

The **Union Civil Protection Mechanism** (UCPM) has been used to support five countries, with four requests still active, from Serbia, Slovenia, Croatia, and Greece. In total, 15 countries have made offers of assistance, supplying items such as tents, sleeping materials, personal protective items, heaters, generators and lighting. The European Commission financially supports the transport of assistance offered by the participating states, and facilitates overall transport and logistics coordination. The Commission recently increased its funding and now covers 85% of the transport costs of this aid, but there are requests for assistance from Member States which remain outstanding, as described in Annex 9.

Weekly meetings organised by the Commission have taken place to monitor the 17-point plan agreed at the Leaders' Meeting hosted by President Juncker on refugee flows along the **Western Balkans** route. At a time when communications had all but broken down, this coordination has been crucial in reducing the risk of unexpected steps being taken in one country having an impact on another. This has been backed up with direct support. The Commission has allocated €10 million to Serbia and the former Yugoslav Republic of Macedonia to make a practical difference by increasing operational capacity in migration management<sup>9</sup>. This comes on top of €22 million allocated for humanitarian aid.

## **II.2 External Dimension**

The external and internal dimensions of migration are very much intertwined. EU action has focused both on addressing the root causes of intensified migration flows in terms of the reasons that generate the flows and those that facilitate them, and on removing the need for refugees to make the perilous journey to Europe by helping them closer to home. It has also focused on enhancing cooperation on migration management with third countries of origin and transit as an essential part of their bilateral partnership with the EU and its Member States.

**Diplomatic efforts** to solve crises such as Syria and Libya, and to combat the threat of Daesh, focus on the root causes that generate the flows and are aimed at creating a stable environment to which refugees could return. This effort has to be a global one. In the case of Libya, the EU has been engaged in providing political, financial and logistical support to United Nations efforts to bring an end to the political and security crisis. Significant progress has been made in recent months, with the signature of the Libyan Political Agreement in December. However, progress is fragile and these moves need to be quickly consolidated, with a Government of National Accord enjoying sufficient authority to be able to tackle the threats and challenges faced by Libya. The Agreement signed in December needs to be followed up with a Government of National Accord able to tackle the threats and challenges faced by

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<sup>8</sup> English, French, Spanish, Italian, Portuguese, Arabic, Farsi, Armenian, Pashto, Russian, Somali, Albanian, Tigrinya and Urdu.

<sup>9</sup> As well as a further €8 million regional programme.

the country: the EU has a €100 million support package ready to help a future government. As for Syria, on top of being the first donor in humanitarian and development aid, the EU has played and continues to play a key role in the establishment and in the work of the International Support Group for Syria, including the efforts leading to the unanimous adoption of the UN Security Council Resolution setting the roadmap for the intra-Syrian talks and the political process. As fighting in the north of Syria intensifies, diplomatic efforts should be re-doubled.

The EU has responded to the devastating impact of the Syrian crisis in several ways. In terms of **humanitarian aid to Syria** and neighbouring host countries, the contribution from the EU budget exceeded €400 million in 2015 – part of the EU's overall commitment of more than €5 billion in humanitarian, development and stabilisation assistance. This included direct support to Syrians still in Syria, as well as the countries dealing with the biggest per capita share of Syrian refugees. More than €60 million was devoted to life-saving operations inside Syria itself, in sectors such as health, protection, water, sanitation, food and shelter: €7 million for refugees in Lebanon, €8 million for Jordan and €5 million in Turkey. The **EU Regional Trust Fund in response to the Syrian crisis** provides a very flexible and effective vehicle for pooling and rolling out assistance from the EU and its Member States. It has so far attracted contributions of €54 million, though national contributions have not yet reached the target of matching the EU budget contribution<sup>10</sup>. The Fund supports up to 1.5 million Syrian refugees and overstretched host communities in Lebanon, Turkey, Jordan and Iraq through the provision of basic education and child protection, better access to healthcare, improved water and waste-water infrastructure, as well as support to economic opportunities and social inclusion. As announced at last week's **London conference "Supporting Syria and the region"**, the EU's contribution for the Syria crisis in 2016 will reach €1,115 billion. The Commission is taking measures to ensure that the EU contribution will continue at the same level in 2017. At the conference, the Commission also took a lead role in the international response, proposing the development of "compacts" for Jordan and Lebanon. These are comprehensive packages which include a range of policy measures across the board of Union competences, notably trade preferences.

The **Valletta Summit on migration** in November 2015 brought together European and African Heads of State or Government to strengthen cooperation on migration between the countries of origin, transit and destination. It underlined the need to enhance efforts to curb irregular migration to Europe and mainstream migration into development cooperation, and agreed concrete actions to be implemented by the end of 2016. The EU set up an **Emergency Trust Fund for Africa**, which addresses stability and the root causes of irregular migration and displaced persons and cooperation in migration with countries of origin and transit. Funding levels are approaching €1.9 billion, but again the target that national funding would match the EU financing is far from met, national contributions amounting to under €2 million<sup>11</sup>. Projects have already been agreed for a total amount of more than €350 million, covering areas including job creation, better management of migration and strengthened security<sup>12</sup>. In

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<sup>10</sup> See Annex 7. So far, €54 million have been committed to the Syria Trust Fund, with €94 million from the EU budget, but only €60.5 million from 19 Member States.

<sup>11</sup> See Annex 7.

<sup>12</sup> Examples include: Mali: 3 projects worth €43,5 million to support local authorities and vulnerable population in the North of Mali and to create jobs in the rest of the country; Niger: two projects worth €32 million to be implemented in Niger's Agadez region to help the authorities manage migratory flows and promote sustainable alternatives to irregular migration; Senegal: a project worth €8 million to assist the most vulnerable people in the country by improving living conditions and resilience of local populations; Khartoum process: a project worth €40 million to better manage migration through providing capacity building and basic equipment, developing policies and legislation on trafficking and smuggling, and raising awareness about the dangers of irregular migration; Ethiopia: a project worth €20 million to enhance the living conditions of migrants and returnees through vocational training, micro-financing and employment generation, with a view to creating conditions for the return and reintegration of Ethiopian refugees; Somalia:

addition, the EU has maintained support to refugees and internally displaced people in Libya. On a diplomatic level, the High Representative/Vice-President and the Commission have also started action to include migration and security in the political bilateral priorities with African countries.

The **EU-Turkey Joint Action Plan**<sup>13</sup> brought a major step forward in cooperation in support of Syrians under temporary protection in Turkey, and in migration management to address the crisis created by the situation in Syria (see section on cooperation with Turkey below). The EU and its Member States will increase their cooperation with Turkey and step up their political and financial engagement substantially. A key EU contribution, reflecting a spirit of sharing of responsibility, is the new **Facility for Refugees in Turkey**, set up by the Commission on 24 November 2015, with its funding agreed by Member States on 3 February 2016. This Facility pools the EU budget and Member States' resources to provide as of now a comprehensive and coordinated assistance package to support 2 million Syrian refugees in Turkey. This will amount to **€3 billion** in 2016-17.

### III PRIORITY ACTIONS FOR THE WEEKS AND MONTHS TO COME

The intense pressures from flows of refugees and migrants have created a huge challenge for EU migration management. Border management and asylum procedures at points of first entry have not been able to cope. A flow of refugees and migrants developed which was clearly contrary to the core rules of the EU's asylum system. Refugees themselves sought to travel to a desired destination, whilst EU rules prescribe they apply for protection in the first EU country they reach. Countries along the route, rather than fulfilling their responsibilities to deal with asylum claims, started to see themselves as transit countries only. The result was a breakdown in the application of the rules and a disproportionate and unsustainable pressure also on three main Member States of destination. It also made it much more difficult for relocation to gain momentum. Restoring order in these circumstances requires swift coordinated European action to address the immediate failings as well as to reduce the scale of the migratory inflows themselves.

#### *III.1 Stabilising the situation in Member States under greatest pressure*

Action is clearly needed to address the huge pressures faced by Member States receiving the majority of the first arrivals of refugees and migrants in the EU – action which requires the support of all Member States, with a particular onus on assistance to Greece and Italy.

The **hotspot** approach enables a focus on locations under the most extreme pressure. The hotspots provide an element of order and process in a situation of unprecedented volumes of arrivals. Yet six months on from their launch last September, progress has been much slower than the scale of the challenge requires. Today there are only three<sup>14</sup> hotspots which are fully operational. Making hotspots fully operational now is essential. All need to be completed as a matter of urgency, as otherwise the risk is high that pressures will simply be diverted to the weakest point. The coming days must be used to accelerate the process so that the hotspots are fully up and running immediately. That means addressing, with the support of the EU and national officials present on the ground, shortcomings in infrastructure, in personnel, and in the connection between hotspots and the rest of the migration system. The rules on registration, identification, fingerprinting and security screening of arrivals need

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a project worth €50 million to support the management of the voluntary return of Somali refugees into stable regions of Somalia, creating a favourable environment for their return and reintegration.

<sup>13</sup> The Joint Action Plan was activated at the Summit of EU Heads of State or Government with Turkey on 29 November 2015. See Annex 1.

<sup>14</sup> Two in Italy and one in Greece.



to be applied effectively and systematically. Of crucial importance is that Member States provide the expertise in response to Frontex and EASO calls for experts<sup>15</sup>.

In the case of **Greece**, this requires the acceleration of work and for shortcomings to be addressed with a new determination. The rollout of hotspots has been slow, with a need to build hotspots from scratch and with shortcomings in infrastructure, staffing and coordination. Currently only one hotspot location can be considered to be fully operational, but with others close to completion<sup>16</sup>. Following an intense dialogue with the Commission, the Greek government has recently committed to use the armed forces to help in making hotspots fully operational by the February **European Council**. This involves completing construction, providing key services, and deploying the necessary staff. Reception capacities should be increased, supporting both humanitarian needs and better management of inflows – with EU funding already in place to help to achieve swiftly the 50,000 target agreed at the Western Balkans Leaders' Meeting. Standardised procedures for all stages of the process should be applied and full deployment of Eurodac fingerprinting machines completed. There must also be no gaps in EU support: the agencies should be present on all islands.

In **Italy**, arrivals have slowed down due to the winter, but preparations are needed ahead of a likely sudden increase when weather conditions improve<sup>17</sup>. Only two hotspots<sup>18</sup> are fully operational. The refurbishment and opening of two further hotspots is now on track. The slow progress on the final two hotspots is linked to the current use of one site as a centre for relocation, and to administrative problems with the port authorities in the other site – if necessary, alternative locations should be considered if this is the only way to have sufficient capacity in the coming weeks. Further steps are also needed to plug gaps and improve efficiency, such as better medical support, further coordination of the disembarkation of migrants rescued at sea, and full connectivity of databases for security checks. The Commission is ready to organise an innovative mobile hotspot team (with agents from Frontex and EASO) in Eastern Sicily to support the identification, fingerprinting and provision of information to migrants who cannot be disembarked in the designated hotspot ports, to help plug gaps in the fingerprinting and registration of migrants beyond the hotspots. Connection with the mainland is important to ensure that migrants classified for return or further asylum procedures remain in the system.

An essential component of hotspots for both Italy and Greece must be **enhanced security measures**. Problems have been identified in the consistency of documentation issued which seem worse at pressure points such as the transfer from hotspots to the mainland. In Greece, the introduction of security features on the document issued on registration is essential to prevent these documents being swapped or forged. Checks against Interpol and European security and document verification databases, in particular the Schengen Information System, must become systematic, with European databases made accessible to Frontex guest officers. Systematic checks against security databases are not only required under EU law but are all the more essential in the light of the very real terrorist threat. Both Greece and Italy have faced the problem of a refusal by migrants to be fingerprinted. National legislation will have to be amended as a matter of priority and all operational steps taken to ensure that all migrants are fingerprinted – including as a last resort through a proportionate use of coercion – and all secondary movements of unidentified and unregistered migrants are avoided. Progress has been made, but this should be accelerated to ensure full 100% coverage of identification and registration of all entries by the March **European Council**. At the same time, more forceful

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<sup>15</sup> This support also needs to be maintained as the terms of office of individual experts comes to an end – there is a real risk that progress will take a step back if experts are pulled back home without replacements.

<sup>16</sup> See Annex 2.

<sup>17</sup> See Annex 3.

<sup>18</sup> Lampedusa (since October 2015) and Pozzallo (since 19.01.2016).

investigation and prosecution of criminals using travel and identity documents fraud for the purpose of migrant smuggling must be ensured.

Central to the hotspots approach is that it helps to identify who is and who is not in need of international protection through a process of identification and filtering of applications. The EU and its agencies should stand ready to provide all assistance to implement this process. In this regard, links with the **return** system are of particular importance. On 1 February, Frontex launched a new programme of support on return, focused in particular on Greece, Italy and Bulgaria – which envisages wide-ranging and flexible support. **Greece** has had some success in this area in the past: as recently as 2013, it performed above the EU average, with a return rate of 59%. Now a particular effort is needed to speed up procedures. Greece needs to swiftly issue return decisions to the migrants entering its territory irregularly, if they do not apply or are found not to qualify for asylum. It should use fast-track procedures, where available, for returning the migrants and should ensure that all stay under the control of the authorities during the process. This also needs action to prevent irregular migrants from absconding before being returned – including through detention.

**Italy** has also faced problems with securing effective return. It has made progress on a new assisted voluntary return programme, which should become operational quickly, is working on readmission and successfully applies fast-track procedures to issue return decisions and readmit irregular migrants to certain African countries. However, there is a continued problem with irregular migrants absconding before procedures are concluded. A limited detention capacity and a ceiling of 90 days for administrative detention for the purpose of return both need to be addressed urgently. The EU and its agencies will continue to assist the Italian authorities on these matters.

#### *Restoring Dublin transfers to Greece*

For the Common European Asylum System to work, there must be a real opportunity to return asylum-seekers to the country of first entry into the EU ("Dublin transfers"), as foreseen by the commonly agreed EU rules. In October, the Commission recalled that since 2010-11, Member States had not been able to undertake Dublin transfers to Greece<sup>19</sup>. Systemic deficiencies raised by the European Court of Human Rights and the European Court of Justice have included full access to the asylum system and the provision and quality of reception capacity. Responsibility for deciding to resume transfers lies with Member States' authorities under the control of their courts and the Court of Justice. Whilst progress has since been made, shortcomings have remained in the areas of reception capacity and conditions, access to the asylum procedure, appeals and legal aid. Accordingly, the Commission is today adopting a Recommendation listing the concrete steps needed in order to bring Greece back into the Dublin system<sup>20</sup>. Reporting by Greece on its progress in implementing the recommended actions, as well as other inputs such as reports from the Committee of Ministers of the Council of Europe on the execution of judgments and from the UNCHR, will clarify the assessment whether the conditions are such as to allow for Member States to resume individual transfers to Greece under the Dublin Regulation, bearing in mind that the volume of transfers and the categories of persons to be transferred would need to correspond to the specific progress being made.

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<sup>19</sup> Communication from the Commission to the European Parliament, the European Council and the Council on Managing the refugee crisis: State of Play of the Implementation of the Priority Actions under the European Agenda on Migration, COM(2015) 510 final of 14 October 2015.

<sup>20</sup> Commission Recommendation addressed to the Hellenic Republic on the urgent measures to be taken by Greece in view of the resumption of transfers under Regulation (EU) No. 604/2013 (C(2016) 871 of 10 February 2016.

**Key next steps:**

- With full EU support, **Greece and Italy** must deliver fully operational hotspots in all locations, and this as soon as possible;
- **Other Member States** must urgently fill the remaining need for Frontex and EASO experts;
- **Greece and Italy** must intensify their efforts to restore effective returns and to prevent irregular migrants from absconding before return;
- **Greece** should take the steps set out in today's Commission Recommendation to allow for a resumption of Dublin transfers on a case-by-case basis based on progress made.

### **III.2 Implementing relocation**

The two legally binding **relocation** decisions adopted by the Council are recognition of the need to provide urgent assistance to Greece and Italy in an emergency situation. Relocation is an essential tool to lessen the strain on the Member States under greatest pressure and to restore order to the management of migration. But it requires effective cooperation between relocating countries, and the receiving Member States. In the first place, the commitment of Greece and Italy to orderly and thorough registration and screening is clearly vital. The two Member States are rolling out systems to identify, refer, register and transfer relocation candidates, as well as to perform medical and security screening before departure.

Asylum seekers should understand that relocation provides more certainty than absconding from the local asylum system and that they will be prevented from travelling irregularly to the Member State of their choosing. In the case of Greece, this requires **better control (with EU support and assistance) of the border between Greece and the former Yugoslav Republic of Macedonia** in order to ensure in particular that person that have irregularly entered the EU territory have been registered; and to quickly and effectively identify and return those who have no right to be in the European Union. It is also critical that secondary movements to other Member States are sanctioned, with individuals sent back to the Member State of relocation.

But the most important factor remains the political will of Member States to make relocation work<sup>21</sup>. Whilst the numbers of identified eligible candidates has been growing, Member States have so far formalised only a little over 2,000 offers of places and only twelve Member States have received relocated people. As of 8 February, only 218 people have been relocated from Greece, and 279 from Italy<sup>22</sup>. Five Member States have not yet made any places available for relocation<sup>23</sup>. The slow rate of relocation has been attributed to factors including a lack of dedicated contact points (to do health checks and security checks which are the only grounds which a Member State of relocation can refuse to accept a candidate for relocation), and insufficient reception capacity for arrivals in the receiving Member State. Delays and prohibitive preferences in the indication and filing of available places by the Member States of relocation must end.

That is why the Commission has written today to all Member States to remind them of their obligations under the two decisions and **to call for acceleration in the pace of implementation in view of the clear objective to provide urgent assistance**. As border controls along the Western

<sup>21</sup> At the Relocation and Resettlement Forum with Member States organised by the Commission in September, the various steps to implement relocation in practice were agreed.

<sup>22</sup> There also remain 8000 places of the first 40,000 relocation scheme to be specified for a particular Member State.

<sup>23</sup> Figures as of 8 February 2016. See Annex 4 for full details.

Balkans route tighten, the pressures that these decisions were intended to alleviate are likely to increase, making the need for solidarity even more compelling.

**Key next steps:**

- **Member States** should deliver on their commitments through an accelerated implementation of the relocation decisions.
- **Member States and EU agencies (Frontex, EASO)** should assist **Greece** in better controlling the border between Greece and the former Yugoslav Republic of Macedonia in order to ensure in particular that person that have irregularly entered the EU territory have been registered; and to quickly and effectively identify and return those who have no right to stay in the European Union.

### **III.3 Strong borders**

Managing the EU's external border brings responsibilities. When a person crosses the border irregularly, they should be given the opportunity to apply for international protection: if they do, the Member State of first entry must grant access to national asylum procedures, as required by international and European law. If they do not apply for asylum, the Member State of first entry can and should refuse entry. This responsibility of border control is the mirror image of the obligations of migrants at the border – the basis of "**no registration, no rights**". A third country national needs to meet entry conditions set out in the Schengen Borders Code, including having a valid travel document<sup>24</sup>. The Member States must take adequate measures to ensure that those who have been granted access to their territory on the grounds of seeking asylum cannot abscond until an assessment and a decision on the asylum application is made. It should be clear that a wish to transit through the Member State in order to apply for asylum in another Member State is not an acceptable reason for granting entry. The right to have access to fair asylum procedures – which is recognised under international refugee law and observed by the EU Member States as well as by the Western Balkans countries – cannot be used as a pretext to try to choose the country in which an asylum seeker will submit an asylum claim.

This however is one of the trends which has characterised border controls on the **Western Balkans** route in recent months. Under severe migratory pressure, several countries including Member States have seen themselves as transit countries only, setting up small-scale and very short-term reception capacity and in some cases transporting migrants from one border to another. Cooperation between the countries of the Western Balkan route remains insufficient. There have been regular instances of decisions being taken unilaterally in one country, which have a domino-effect on the border of each of the countries upstream. The result is a de facto policy of refusal of entry by nationality or by intended country of registration of a request for asylum. Such policies are not a structural solution to the challenge the European Union faces. For this reason, the Commission has insisted on the importance of the registration of migrants, the resilience of borders, and on increasing reception capacity.

The first step towards a normalisation of the situation is to accept the need for coordination of such measures, to avoid responsibility-shifting, tensions between neighbouring countries and to prevent large numbers of migrants becoming stranded along the route. This should involve early warning as well as transparency. But a second step must now be **the restoration of order in the system, with**

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<sup>24</sup> This applies both to the external border and to internal borders where border controls have been reintroduced. A Member State may also authorise the entry even if the entry conditions are not fulfilled, based on humanitarian grounds, informing the other Member States.

**entry only to those who are applying for asylum in the national asylum system of the Member State responsible under Dublin rules.** The knowledge that refugees and migrants have already passed through a Member State has obviously undermined the willingness of Member States to fulfil these responsibilities: but restoring this norm must be the objective.

The more recent trend along the Western Balkan route countries is nevertheless clear: a gradual tightening of border controls, which could result in their closure if the flow of migrants is not reduced. It is therefore necessary to speed up the fulfilment of the commitments taken at the Western Balkans Leaders' Meeting and to ensure that decisions taken in the countries are fully coordinated and, where relevant, framed by Union law.

In this context, **Greece** is expected, with stepped-up support from Frontex to exercise full control of its border with the former Yugoslav Republic of Macedonia. A start has been made following a request from Greece, through a limited Frontex deployment. This deployment should now be intensified and used to its maximum potential notably by increasing the range of tasks that may be carried out by seconded officers. Whilst it is not possible to deploy a Frontex joint operation directly on the territory of the former Yugoslav Republic of Macedonia, alternative means of Frontex assistance are currently under preparation. Any complementary action taken on the northern side of that border should be carried out within an EU framework.

The Union's ability to maintain an area free from internal border control is contingent on having secure external borders. The Schengen system contains a great deal of flexibility to allow Member States to respond to evolving circumstances. The rules provide for a response to specific situations through the **temporary reintroduction of border controls** at all or specific parts of a Member State's internal borders on the grounds of a serious threat to internal security or public policy. The continued increase in the numbers of migrants and refugees arriving resulted in Member States taking exceptional last resort measures, such as building fences and temporarily reintroducing internal border controls<sup>25</sup>. The Schengen Borders Code sets out time limits for the reintroduction of border controls, in line with their exceptional nature, and extension is only possible under strictly defined conditions. They should be lifted after a total of eight months, unless the Council recommends that border controls be prolonged beyond this point because serious deficiencies relating to external border control identified through a Schengen evaluation report persist and have not been remedied, and where the overall functioning of the Schengen area is put at risk, and there is a serious threat to public policy or internal security.

As part of the routine evaluation of external border management, an unannounced Schengen evaluation visit was carried out at the external borders of **Greece** in November 2015. Two teams consisting of Member States' and Commission experts evaluated the Greek sea border (two islands in the Aegean Sea) and the land border with Turkey. After the Greek authorities were given the opportunity to comment on the facts of the report, the report received the positive opinion from Member States in the Schengen Evaluation Committee. On 2 February, the Commission concluded that the shortcomings identified constitute serious deficiencies. The Council is now considering recommendations to remedy these serious deficiencies. The Commission stands ready to take appropriate implementing measures once the Council has decided on this.

#### *The costs of the re-imposition of internal border controls*

The stabilisation of the Schengen system through the use of its safeguard mechanisms is essential in order to ensure the subsequent lifting of all internal border controls. To fail to do so would not only deprive people of the huge benefits of free movement across borders, it also risks major economic

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<sup>25</sup> The reintroduction of border control at internal borders by Hungary and Slovenia has ended. France and Malta have also applied control at internal borders, for reasons not related to the migratory crisis.

costs for citizens and businesses, undermining the Single Market<sup>26</sup>. If border controls are more systematically and durably re-introduced the direct costs in particular for EU cross-border workers, road freight transporters and public administration could well be significant. The free exchange of goods within the EU currently accounts for more than €2,800 billion in value and 1,700 million tonnes in volume. Estimates suggest that reintroducing internal border controls on a systematic and long term basis could cost between up to €5 billion and up to €8 billion in overall direct costs alone<sup>27</sup>. The impact would go well beyond the transport sector, affecting the volume and costs of the trade of goods and on the efficiency of the European logistics sector, with a likely increase in prices. It would also bring new constraints on the labour market – 1% of the employed citizens living in Schengen countries work across the border and would be affected by reinstated controls<sup>28</sup>.

If border controls are associated with a fragmentation of the EU's common visa policy, simulations point to a large potential impact for the tourism industry (between €10 and €20 billion, or 0.07%-0.14% of EU GDP). If a process is set in motion putting at risk the depth of economic integration, including the proper functioning of Economic and Monetary Union, the medium-term indirect costs may be dramatically higher than direct estimates, as the impact on intra-community trade, investment and mobility would be unprecedented.

#### *A sustainable solution on the external border*

In December 2015 the Commission adopted a borders package, designed to help manage migration better and to address the security threats in the EU, while safeguarding the principle of free movement in the Schengen area. At the core of this package is the Commission's proposal of 15 December 2015 on the **European Border and Coast Guard**<sup>29</sup>. The proposal is to establish a common system which will substantially raise the effectiveness of controls at external borders, identify shortcomings much more quickly, and define clear, operational measures for tackling them<sup>30</sup>. As soon as possible, Frontex should become a European Border and Coast Guard Agency with new tasks and responsibilities, and own resources, allowing it to intervene operationally at the external borders when urgent action is required. As well as doubling the current staff of Frontex, the Agency will be able to draw on a reserve pool of at least 1,500 national experts that could be deployed within three days. This would remedy the current problem faced by Frontex of its calls for national border agents not being met by Member States. The proposal responds to an urgent need and the EU's borders will continue to be vulnerable until it is in place. The European Council Conclusions of December 2015 called on the Council to reach its position by June. **The Commission supports the calls of those leaders who want to accelerate the setting up of the new European Border and Coast Guard and to make it operational during the summer.**

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<sup>26</sup> According to France Stratégie, trade between countries in the Schengen zone could be reduced by at least 10% through the permanent reintroduction of internal border controls.

<sup>27</sup> The most likely scenario would mean €7.1 billion in extra costs, with road hauliers responsible for an extra €3.4 billion per year (where the average delay at the border is one hour) and more than €6.7 billion per year (where the average delay is two hours), affecting at least 57 million international road transport operations. For passengers, land transport would be the most affected by additional travelling time, delays and congestion (€2.6 billion per year), while additional document control procedures would cost Member States' budgets some €1.1 billion per year.

<sup>28</sup> The share of cross-border commuters is particularly high in Slovakia (5.7%), Estonia (3.5%), Hungary (2.4%) and Belgium (2.3%).

<sup>29</sup> Proposal for a Regulation of the European Parliament and of the Council on the European Border and Coast Guard and repealing Regulation (EC) No 2007/2004, Regulation (EC) No 863/2007 and Council Decision 2005/267/EC, COM(2015) 671 final of 15 December 2015.

<sup>30</sup> The proposal will also be complemented by a smart borders proposal, to improve the efficiency, effectiveness and security of the EU's external borders by using technologies to support Schengen management.

The Commission has also made a proposal for a targeted amendment to the Schengen Borders Code to provide for mandatory **systematic checks** of EU nationals against relevant databases at the external borders<sup>31</sup>. This would be an important contribution to security, specifically in the context of foreign terrorist fighters. Systematic checks of third country nationals against relevant databases will continue to be mandatory upon entry and exit.

***Key next steps:***

- The ***European Parliament and the Council*** should agree, **at the latest by June if not sooner**, on setting up the European Border and Coast Guard, to allow for making it operational during the summer;
- All ***Western Balkan Countries*** should move from early warning of changes to border rules and procedures to the restoration of the full application of EU and international law;
- ***Greece*** should rapidly address the serious deficiencies identified through the Schengen safeguard procedures, including the full control of its border with the former Yugoslav Republic of Macedonia;
- Any ***complementary assistance*** to the former Yugoslav Republic of Macedonia should be taken within an EU framework.

#### ***III.4 Supporting the basic needs of migrants and refugees***

The humanitarian imperative and fundamental rights are guiding principles of the EU's approach to refugees and migrants. These are the drivers for many of the specific actions under way: search and rescue in the Mediterranean and the Aegean, working with those faced with a huge influx of refugees to improve on issues like reception capacity, and measures to assist Member States helping those in need and supporting integration.

There are two key aspects which have to be respected in how the EU and its Member States treat migrants and refugees. The first concerns access to the asylum system and the opportunity to claim international protection – this must be swift, effective and offer the opportunity for every case to be looked at based on its merits, including proper appeal procedures. The right to *non-refoulement*<sup>32</sup> must always be protected. The second concerns the conditions with which all migrants and refugees should be treated. Basic standards must respect the human rights and dignity of all.

The European Agenda for Migration put a particular emphasis on the need to protect **children** and to follow up on the Action Plan on Unaccompanied Minors (2010-2014)<sup>33</sup>. This work is now under way, to employ a comprehensive approach for the protection of children throughout the migration chain. Priority for the vulnerable, and in particular unaccompanied minors, is also built into the relocation process. Child protection and child safeguarding are planned to be fully integrated into the hotspots. A state of play of short-term and on-going work can be found in Annex 6.

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<sup>31</sup> Proposal for a Regulation of the European Parliament and of the Council amending Regulation No 562/2006 (EC) as regards the reinforcement of checks against relevant databases at external borders, COM(2015) 670 final of 15 December 2015.

<sup>32</sup> This principle enshrined in EU and international law forbids the expulsion or return of a refugee to the frontiers of territories where his or her life or freedom would be threatened on account of his or her race, religion, nationality, membership of a particular social group or political opinion.

<sup>33</sup> Action Plan on Unaccompanied Minors 2010 – 2014, COM (2010) 213 final of 6 May 2010.

There is also strong evidence that the migration crisis has been exploited by criminal networks involved in **human trafficking** to target the most vulnerable, in particular women and children. Research suggests that reception facilities in some Member States have been targeted, with cases where up to 60% of unaccompanied children have gone missing, with a serious risk of falling prey to trafficking networks. Europol indicates that there is a strong crossover between those smuggling refugees across borders and gangs ensnaring people for exploitation in the sex trade or as forced labour. It is therefore essential that from the first stage in the hotspots, actual or potential victims of human trafficking are identified, made aware of their rights, and that the necessary cooperation takes place with the police and judicial authorities in order to ensure that traffickers are identified and prosecuted.

As border controls tighten, which is the current trend along the Western Balkans route, the EU should be prepared to scale up humanitarian assistance along the whole route at short notice. This requires the EU to step up its capacity to provide humanitarian assistance externally and establish the capacity internally, to support countries facing large numbers of refugees and migrants.

***Key next steps:***

- Member States should devote particular attention to the needs of *unaccompanied minors* when implementing the hotspot approach and carrying out relocation;
- Stepping up the capacity for the EU to provide humanitarian assistance to third countries, and establishment of *a capacity to provide humanitarian assistance within the EU*, to support countries facing large numbers of refugees and migrants;
- The Commission will target funding to strengthen protection responses for *children* in migration, including education and protection programmes for children inside and outside the EU.

### ***III.5 Making return and readmission work***

The systematic and rapid **return of irregular migrants** is an indispensable part of successful migration management and a powerful deterrent to irregular migration. The EU is fully committed to protect those persons who are fleeing violence and conflicts. But migrants who are not in need of protection must be effectively returned to their country of origin or to transit countries in full respect of human rights and dignity. An effective return system is also crucial so that resources can be focused on accommodating people in need of protection. This needs action both inside the EU and with third countries. However, national return systems are facing many practical problems: lack of travel documents, lack of detention capacity in the Member States, long and ineffective national procedures which can only facilitate absconding, and countries of origin which obstruct readmission. The executed return rates in 2014 are low – reaching 16% in certain cases for African countries and the EU average rate of 40%, in itself far too low.

#### ***Improving the return system***

Given the increasing number of migrants seen in 2015 and expected in 2016, the EU return capacity needs to be strengthened and improved. An effective return system is crucial for the sustainability of Europe's migration policies: if Europe wants to accommodate people in need of protection, it must return without delay all those who have no legal right to stay. To date, Member States have not been fully successful in putting in place national systems capable of meeting this challenge and the



credibility of the collective EU return system has been harmed as a result. The Commission's Action Plan on return<sup>34</sup> offers a pathway to a strong national and European return system.

This needs action both inside the EU, and with third countries. Inside the EU, Member States need to fully and correctly apply the Returns Directive and to work with the Commission to identify and address legal and practical obstacles to effective returns – from the issuing of return decisions to ensuring that those due for return do not evade the process, at the same time safeguarding the basic human rights and protection needs of all. The Commission, in December, made a proposal for a **new European travel document for return**<sup>35</sup>. Voluntary return remains the preferred option – being both more dignified and more cost-effective – and is being supported through the EU budget, as well as joint programmes and exchange of best practices. However, migrants often only take up voluntary return if there is a serious and credible prospect of being returned involuntarily. Member States need therefore to ensure that this prospect is real.

The Commission's approach has been backed up with practical and financial support. It is setting up an **integrated return management system**, bringing together all Member States and EU networks in charge of return and reintegration. Frontex has coordinated 66 joint return flights and a total of 3,565 migrants were returned in these joint operations in 2015<sup>36</sup>. Frontex's budget for return has been significantly increased for 2016 – Joint Return Operations will be supported by a budget of €65 million, as opposed to around €10 million before. The result will be seen in the coming weeks in specific operations to support the return of irregular migrants from Greece and Italy.

#### *Cooperation with third countries on return and readmission*

**Returning irregular migrants not in need of international protection** is a key component of EU migration policy. Third countries have obligations to readmit their nationals. But the persistent difficulties in doing so and in the light of the trends of irregular migration in 2015 have now made return and readmission one of the top priorities in EU relations with third countries of origin and/or transit<sup>37</sup>. The Commission and the Member States are exploring incentives, both positive and negative, which can be used to ensure effective application of existing readmission agreements or to conclude new ones. This is in line with the request of the October 2015 European Council to define **comprehensive and tailor-made packages** to underline to partners the importance of cooperation on readmission to relations as a whole. These packages of incentives and leverages, including the operation of trade preferences, should be applied in a coordinated manner by the EU and its Member States. This has been put together with a view to reporting to the March European Council on the first results.

Particular attention is being given to improving cooperation on return and readmission with specific partners. Emphasis is placed on third countries with a low return ratio and where negotiations for the conclusion of a readmission agreement are not advancing, such as **Algeria** or **Morocco**, or where the already concluded readmission agreement is not properly implemented, such as **Pakistan**. In the case of Pakistan, in spite of high-level contacts and efforts by the EU in the course of 2015, implementation of the existing readmission agreement has encountered successive obstacles. Moreover, special

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<sup>34</sup> Communication from the Commission to the European Parliament and to the Council: EU Action Plan on return, COM(2015) 453 final of 9 September 2015.

<sup>35</sup> Proposal for a Regulation of the European Parliament and of the Council on a European travel document for the return of illegally staying third-country nationals, COM(2015) 668 final of 15 December 2015.

<sup>36</sup> This does not count national return operations not carried out with the assistance of Frontex.

<sup>37</sup> In this respect a particular attention will be dedicated to key countries of origin and transit of irregular migration to the EU such as Afghanistan, Algeria, Bangladesh, Ethiopia, Ghana, Ivory Coast, Mali, Morocco, Niger, Nigeria, Pakistan, Senegal, Somalia, Sudan and Tunisia.

attention is paid to countries from which irregular entries have significantly increased, such as **Afghanistan** and **Bangladesh**: more than 200,000 Afghans entered the EU through Greece in 2015, while the number of Bangladeshis entering irregularly has tripled from 2014 to 2015.

In Africa, following the Valletta Action Plan, the Commission is working closely with **Sub-Saharan African countries** to enable these countries of origin to implement the legal obligation under the Cotonou Agreement to readmit their nationals. The effective return rates today are low – reaching 16% in certain cases, considerably below the EU average of 40%, itself far too low. Steps to improve this situation seek to identify practical ways to help them implement their commitments on readmission

#### *Safe third countries*

The Asylum Procedures Directive provides Member States with the possibility not to examine the substance of an asylum claim where, due to a sufficient connection with a "safe third country", the applicant can instead seek protection there. Where the conditions are met, this provision allows Member States to close the asylum procedure and to return the asylum applicant to the safe third country in question. However, at this stage, not all Member States foresee the application of this possibility in their national laws, or they do so under restrictive conditions<sup>38</sup>. **All Member States are therefore encouraged to foresee in their national legislation the notion of safe third countries and to apply it when the conditions are met.**

In this context, **the Commission underlines that the concept of safe third country as defined in the Asylum Procedures Directive<sup>39</sup> requires that the possibility exists to receive protection in accordance with the Geneva Convention, but does not require that the safe third country has ratified that Convention without geographical reservation.** Moreover, as regards the question whether there is a connection with the third country in question, and whether it is therefore reasonable for the applicant to go to that country, it can also be taken into account whether the applicant has transited through the safe third country in question, or whether the third country is geographically close to the country of origin of the applicant.

#### ***Key next steps:***

- In cooperation with the Commission, Member States should quickly address ***administrative obstacles and bottlenecks*** so that return procedures are executed systematically and rapidly;
- With the full participation of Member States building on their own bilateral relationships, engagement to be intensified with priority countries to put in place ***packages of incentives and leverages to improve readmission rates***;
- All Member States should foresee in their national legislation the notion of ***safe third countries*** and apply it when the conditions are met.

### ***III.6 Delivering on the EU-Turkey Joint Action Plan***

Delivery of the **EU-Turkey Joint Action Plan** will be key to stemming the influx of irregular migrants in the weeks and months to come, bearing in mind that volumes of irregular arrivals have

<sup>38</sup> In a press conference on 5 February 2016, Greek Minister of Interior Mr Kouroumplis stated that Greece considers Turkey as a "third country of safe passage".

<sup>39</sup> Article 38(1)(e) of the Asylum Procedures Directive 2013/32/EU.

remained exceptionally high over the winter despite weather conditions. Immediately after the activation of the Joint Action Plan, Turkey took important steps towards its implementation. Measures to open the Turkish labour market to Syrians under temporary protection should make it much easier for refugees to find legal employment. Other steps under way are designed to clear obstacles to cooperation with the EU to combat migrant smuggling and irregular migration, as well as the use of information to discourage refugees from taking the dangerous journey to Europe. Turkey has reported increases in its holding of irregular migrants and smugglers, arresting 3,700 smugglers in 2015, though cooperation on law enforcement and judicial cooperation needs to be enhanced.

Intensive contacts have been made with the Turkish authorities to ensure that concrete measures under the €3 billion **Facility for Refugees in Turkey** should start financing projects as soon as possible. In cooperation with the Turkish authorities, the Commission launched a needs assessment for Syrians under temporary protection in Turkey at the end of 2015. A first overview of the needs assessment is expected by mid-February, to identify projects to be funded through the Facility. Priority areas are humanitarian assistance to refugees, socio-economic support, labour market integration, healthcare and social inclusion, municipal infrastructure and the management of refugee flows<sup>40</sup>.

Another important step will be progress on **readmission**. An effective implementation of the EU-Turkey readmission agreement<sup>41</sup>, both with regard to the readmission of own nationals by Turkey and, from 1 June 2016<sup>42</sup>, the readmission of nationals of other countries who have transited through Turkey on their way to the EU, would be essential. In parallel, there have been intensive efforts to make the **Turkey-Greece bilateral readmission agreement** concerning nationals of other countries more effective but so far, implementation has fallen well short. The Commission is exploring what further support can be provided and is ready to work closely with both the Greek and Turkish authorities to scale up the returns to Turkey under the existing bilateral agreement, awaiting the full entry into force of EU-Turkey agreement.

**Key next steps:**

- The Commission and Member States should urgently launch the first actions under the **Facility for Refugees in Turkey**;
- Action by Turkey and the EU needs to deliver real and swift **results in stemming the irregular influx** and effective returns of irregular migrants.

### **III.7 Supporting refugees outside the EU**

The plight of Syrians is a desperate one, with 13.5 million Syrians in need of humanitarian assistance – six million of whom are children. In 2016, the Commission will maintain the high level of humanitarian assistance provided in 2015 to meet the most urgent needs of refugees in the region affected by the **Syrian crisis**. Inside Syria, despite the intensification of the conflict and the worsening of the humanitarian situation with new surges of displacement, the EU will ensure that assistance is delivered to those in need, such as food, water, shelter and education, with a special focus on the most vulnerable. The Syria Trust Fund will devote €350 million for urgently needed aid to 1.5 million refugees and overstretched host communities in Lebanon, Turkey, Jordan and Iraq, to help core needs

<sup>40</sup> A list of priority areas is included in the Appendix to Annex 1.

<sup>41</sup> This is an important element in Turkey's Visa Liberalisation Roadmap.

<sup>42</sup> In line with the Joint Action Plan, the Commission has presented measures to advance the date to apply this provision from 1 October 2017 to 1 June 2016.

like education, healthcare and hygiene. The Commission will now rapidly implement the commitments made and will explore all policy options to follow up. For example, the Commission is developing innovative ways to use trade preferences to support refugees in Jordan. Member States must also swiftly put their pledges into effect to help to deliver a real improvement on the ground.

The international community must continue to step up its collective efforts to help Syrian refugees. The EU must use the opportunity presented by a series of international fora to underline the need for a **global effort**. This calls for careful preparation of the High-Level Meeting on "Global responsibility-sharing through Pathways for Admission of Syrian Refugees" organised by the UNHCR in Geneva on 30 March, the UN Humanitarian Summit in Istanbul in May 2016, and the Summit on Addressing Large Movements of Refugees and Migrants, to be held in the UN General Assembly in September 2016. These will provide further opportunities for the EU and the international community to demonstrate longer-term support for Syria and neighbouring countries.

#### *Addressing the root causes of displacement in other regions*

The EU is also supporting refugees and host countries in other parts of the world facing forced displacement situations. In mid-2015 there were 4.1 million refugees and up to 11.4 million internally displaced persons in Sub-Sahara Africa. Sudan and Ethiopia are home to more than 1 million refugees from neighbouring countries, in addition to almost 3.5 million internally displaced persons. Further pressure comes from the rapidly increasing youth in Africa<sup>43</sup>.

This requires a determined and sustained engagement of the Union and other global actors in the countries concerned. Rapid funding can be provided in particular through the **Emergency Trust Fund for Africa**. In order to assist countries covered by the Trust Fund in hosting refugees from the region, projects need to be launched to give refugees access to education, social care and the labour market, and also to support them in managing their borders.

#### *Providing legal pathways*

Another way to support refugees in an orderly way is through **resettlement or humanitarian admission schemes**. These allow a legal pathway to be provided to give protection to those in need, without recourse to the dangerous journeys that have been the cause of so many human tragedies. Resettlement is a global approach and partners working with the UNHCR worldwide are in a position to support the overall effort to help those in need of international protection.

Following the Commission Recommendation of June 2015<sup>44</sup>, a **resettlement scheme for 22,504 people** was agreed to help displaced persons from outside the EU who are in clear need of international protection. Effective resettlement under the agreed scheme would follow a request of the UNHCR, and cover two years. According to the information communicated by the States involved in the scheme, **3,358 have been resettled by the end of 2015**<sup>45</sup>. The pledges agreed must be honoured in a timely fashion. By April, building on the practical experience made so far, the Commission will bring forward a horizontal resettlement initiative to ensure a collective approach to resettlement and cement it as a core tool for how the EU assists the countries hosting large numbers of refugee

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<sup>43</sup> Africa's population, 60% of which are ages 24 and less, is estimated to increase by almost 500 million individuals by 2030 - Source: United Nations, Department of Economic and Social Affairs, Population Division (2015).

<sup>44</sup> Commission Recommendation of 8.6.2015 on a European resettlement scheme, C(2015) 3560 final.

<sup>45</sup> Belgium (123), Czech Republic (16), Ireland (163), Italy (96), the Netherlands (220), United Kingdom (1,000), Liechtenstein (20), Switzerland (387).

populations and provides protection to refugees without them needing to resort to dangerous irregular routes in the hands of smugglers.

The **voluntary humanitarian admission scheme with Turkey**<sup>46</sup> must be put in place quickly to provide a legal pathway for Member States to offer international protection to persons displaced by the conflict in Syria, and Member States should accelerate the work on the Commission's Recommendation. The activation of the scheme is contingent on the reduction of numbers of persons irregularly crossing the border from Turkey and can be adjusted in accordance with the size of the refugee population in Turkey. Rapid agreement and implementation would make a major contribution to an effective relationship on migration with Turkey and complement delivery of the actions foreseen under the EU-Turkey Joint Action Plan.

**Key next steps:**

- The EU must swiftly follow up on the commitments made at the *London Conference*;
- The EU and its Member States must increase their commitment to address the root causes of displacement, improving cooperation of assistance and *delivering the 0.7% Official Development Assistance (ODA) target*;
- National commitments to the Emergency Trust Fund for Africa and to the Syrian Trust Fund should increase to match the EU contribution;
- Member States should accelerate *resettlement* as agreed in 2015 and swiftly endorse the *voluntary humanitarian admission scheme with Turkey* as recommended by the Commission on 15 December 2015;
- By April, the Commission will propose an EU wide *resettlement initiative* to allow for a major upscaling of resettlement efforts.

#### IV IMPLEMENTATION OF EU LAW/INFRINGEMENTS

In September 2015, the Commission launched an initiative to open or pursue a variety of cases concerning the **full and correct implementation of legislation** on asylum procedures, reception conditions, the Dublin and Eurodac fingerprinting regulations and return. In the area of asylum, in 2015 the Commission has adopted a total of 58 decisions (letters of formal notice and reasoned opinions) related to the transposition of, and compliance with, the EU asylum *acquis* since 23 September 2015.

Since the steps taken in September, several Member States have communicated to the Commission national legislation considered to be the full transposition of the directives concerned. The Commission services are currently assessing the completeness of the notified measures<sup>47</sup>. In the absence of complete notification, the Commission decided today to issue reasoned opinions in 9 cases.

In relation to the Return Directive, the Commission has sent administrative letters to 10 Member States requesting clarifications on the issuing of return decisions and on the measures taken to ensure their effective enforcement. Having received their observations, the Commission is working closely with the Member States concerned to identify the obstacles and bottlenecks that currently hinder

<sup>46</sup> Commission Recommendation of 15.12.2015 for a voluntary humanitarian admission scheme with Turkey, C(2015) 9490.

<sup>47</sup> See Annex 8.

return, and the action that needs to be taken to address them, so as to increase the rate of returns and to ensure that obligations are fully complied with.

The **Commission's work on implementation and infringements** reflects the fact that one of the weaknesses of the EU's migration management system, and of the Common European Asylum System in particular, has been failure to transpose fully and inconsistent implementation. The Commission is working hard to help Member States to achieve full compliance. It will continue to use its Treaty-based powers to the full in following up on potential and actual infringement procedures to ensure full compliance with the commonly agreed EU rules.

## V CONCLUSION

*Ahead of the February European Council, it is urgent to do whatever is necessary to restore order into the migration system and impose control of the irregular flows through the Eastern Mediterranean/Western Balkans route. The European Council should commit to the actions which are necessary, and EU institutions, EU agencies and all Member States should implement them with determination.*

*Proper border management requires that all new arrivals are effectively registered and channelled either into national asylum procedures, relocation procedures or return procedures, in line with Dublin EU rules. Full application of EU asylum and border management law and the implementation of collective decisions taken over the past year would guarantee responsibility is shared evenly amongst EU Member States and ensure individual States are each able to cope.*

*Removing the incentives for irregular migration also means improving conditions in countries of origin, cooperation with key countries of transit such as Turkey, reliable legal channels of migration and effective, systematic and timely return and readmission of those who do not have a right to stay.*

*The European Union has a legal and moral obligation as well as a historic responsibility to offer protection to those in need. The refugee crisis is one that, collectively, Europe can – and must – manage. This requires a concerted effort from all EU countries, institutions and agencies on multiple fronts to implement what has been agreed. The Commission will continue to devote all its efforts to assist and support Member States in the carrying out of their responsibilities.*

### Annexes

- Annex 1: EU-Turkey Joint Action Plan – Implementation Report
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Brussels, 10.2.2016  
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ANNEX 1

**ANNEX**

*to the*

**Communication from the Commission to the European Parliament and the Council on  
the State of Play of Implementation of the Priority Actions under the European Agenda  
on Migration**

**EU-Turkey Joint Action Plan - Implementation Report**

# EU-Turkey Joint Action Plan: Implementation Report

*Period: 17 December 2015 to 31 January 2016*

## Introduction

On 29 November 2015, at the EU-Turkey summit, Turkey and the EU activated the Joint Action Plan (JAP) that had been agreed ad referenda on 15 October 2015. The aim of the JAP is to step up cooperation for the support of Syrian refugees under temporary protection and their host communities in Turkey and to strengthen cooperation to prevent irregular migration flows to the EU. The implementation of the JAP should thus bring order into migratory flows and help to stem irregular migration.

The aim of this second JAP implementation report, two months after its activation, is to inform on the effective follow up given by Turkey and the EU to their respective commitments since the first report issued on 17 December 2015. These reports are part of an overall effort to monitor the situation closely.

## 1. Part 1

### 1.1. Statistical data (in the EU)

One of the key objectives of the JAP is to achieve results in particular in stemming the influx of irregular migrants.

The number of people arriving irregularly to the EU from Turkey is still high for this period of the year when winter weather conditions were expected to contribute to a decrease in the number of arrivals. More specifically, in the *46 days of the reporting period* (i.e. from 17 December to 31 January):

- The total number of irregular migrants who have reached the EU by sea and land (i.e. via Greece and Bulgaria) was 110,211. Most of them i.e. 109,336 or 99.2% crossed the Aegean Sea.
- The daily average of irregular crossings via Greece was 2,377, via Bulgaria 19 and the total 2,396.
- On a weekly basis arrivals via Greece were on average 16,437.

For the sake of comparison with previous months:

- The total numbers of irregular arrivals from Turkey to Greece in September, October, November, December 2015 and January 2016 were respectively 147,639, 214,792, 154,381, 110,835 and 67,756.
- For the same months the corresponding daily averages were 4,921, 6,929, 5,146, 3,575 and 2,186 persons.

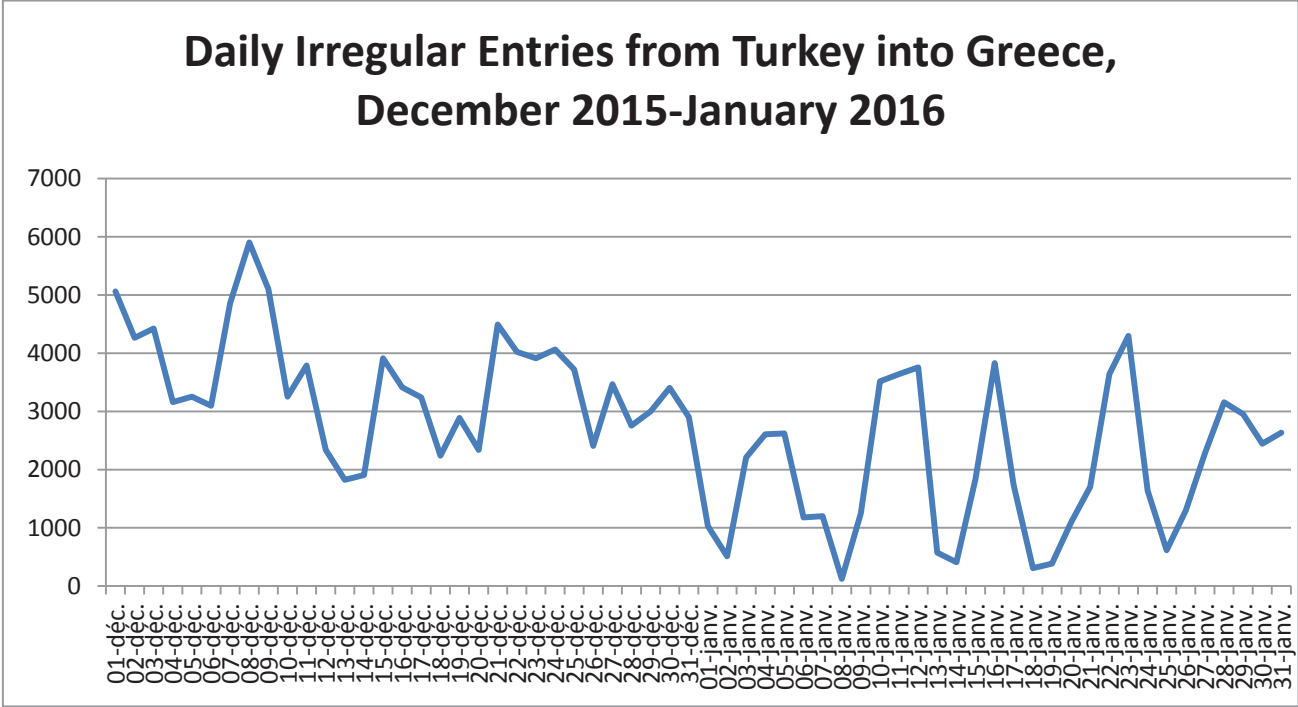
The irregular entries from Turkey to Greece (via sea) in *December and January* are presented in the following graphs: graph 1 illustrates the number of irregular arrivals per day and graph 2 presents the irregular arrivals per week<sup>1</sup>.

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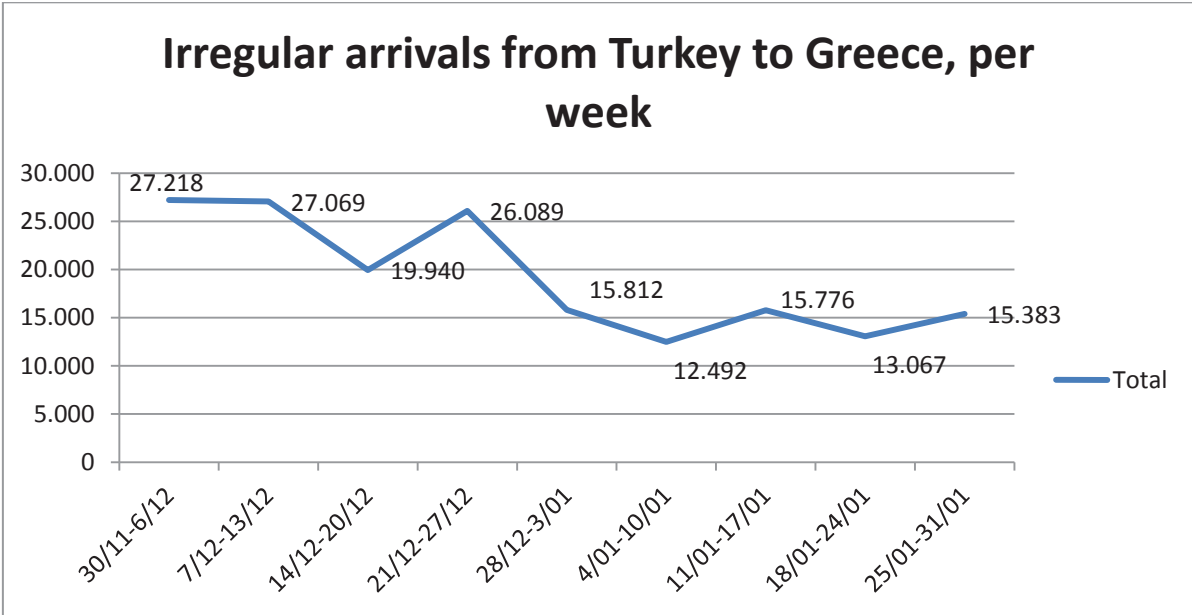
<sup>1</sup> As done in the first JAP implementation report, these graphs present only the entries from Turkey to Greece as these represent more than 99% of the total entries.



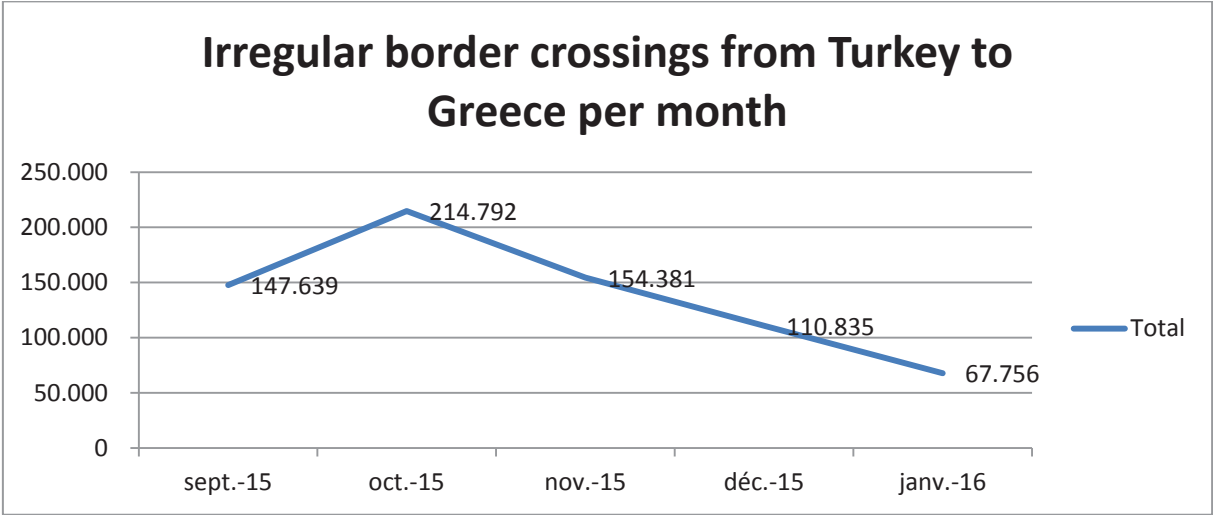
Graph 3 illustrates the number of irregular arrivals per month from Turkey to Greece from *September 2015 to January 2016*. Graph 4 shows the irregular arrivals in the same period i.e. from September 2015 to January 2016, broken down by the predominant nationalities (based on the declaration of migrants upon their arrival) i.e. Syrians followed by Afghanis and Iraqis. The broken down figures reveal a diminishing percentage - as compared to the total - of Syrians (from 69 to 38%) and an increasing percentage of Afghanis (from 18% to 24%) and Iraqis (from 8% to 15%).



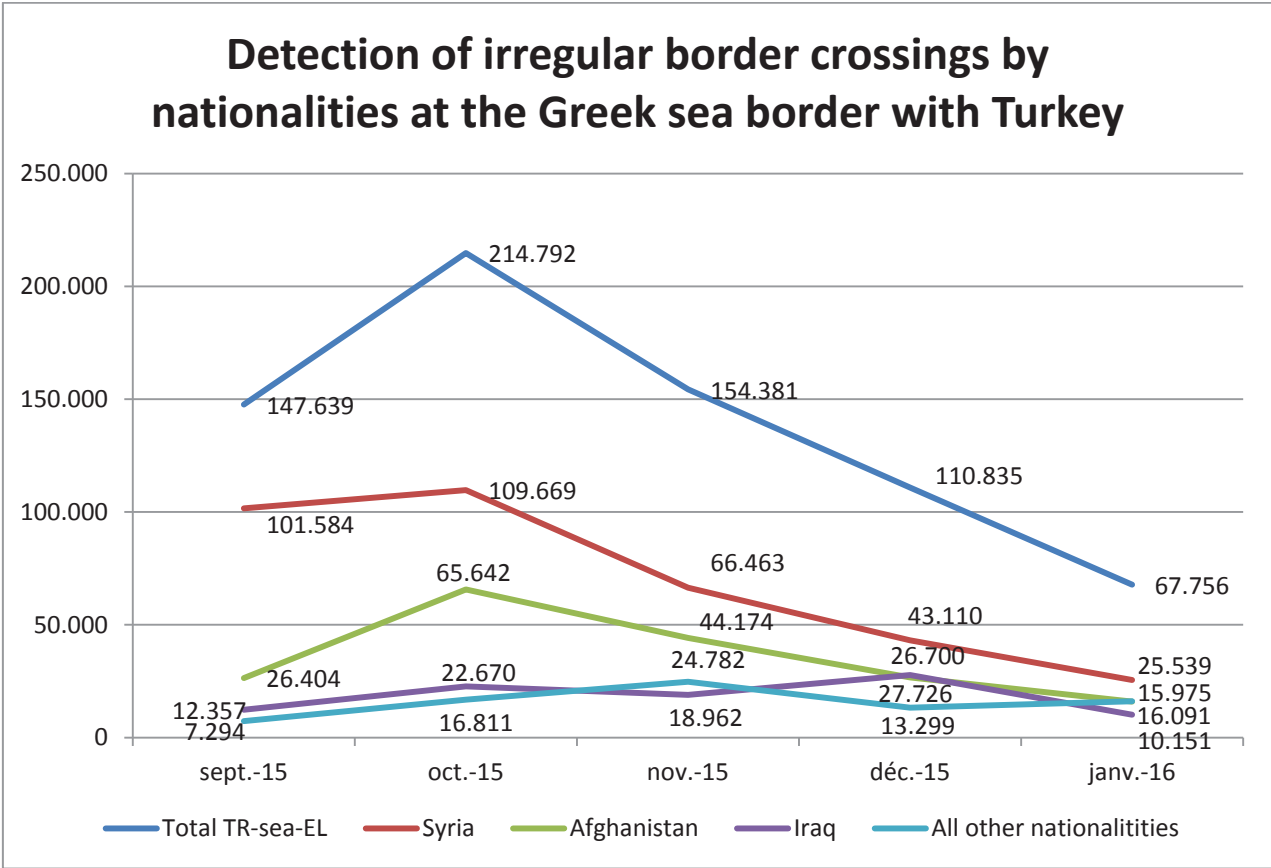
Graph 1: Daily irregular arrivals from Turkey to Greece – December 2015 and January 2016 – Source: Frontex



Graph 2: Irregular arrivals from Turkey to Greece per month – December 2015 and January 2016 – Source: Frontex



Commission Graph 3: Irregular arrivals from Turkey to Greece per month – September 2015 to January 2016 – Source: Frontex FRAN data (2015) and JORA data (January 2016) as of 8 February 2016. JORA data are preliminary operational data that are subject to change.



Commission Graph 4: Irregular arrivals from Turkey to Greece by nationalities (i.e. Syrians, Afghans and Iraqis) - September 2015 to January 2016 – Source: Frontex FRAN data (2015) and JORA data (January 2016) as of 8 February 2016. JORA data are preliminary operational data that are subject to change.

The total irregular arrivals from Turkey to Greece present a changing pattern although the numbers are declining (see graphs 2 and 3). However, this declining trend has been within the range that might already be expected due to winter conditions. Taking into account the winter season, figures remain high for this period of the year.

The legislative and operational measures taken by the Turkish authorities to stem irregular migration appear to have had some first – if limited - impact on the migratory flows. We are not yet able to quantify their precise short-term impact.

It has also to be noted that, due to deteriorating weather conditions, the number of people who perished while irregularly crossing to Greece is on the rise<sup>2</sup>.

## **1.2. Statistical data (in Turkey)**

Turkey is currently hosting 2,582,600 Syrian refugees<sup>3</sup> to whom it is granting temporary protection status as a group. This status provides access to public services such as education and health care. Since 15 January 2016 it also provides – under certain conditions (see below for more details) – access to the labour market. On 22 January, 269,207 Syrians were hosted in refugee camps where they are provided with a wide range of support.

Since the issuance of the first JAP implementation report on 17 December 2015, the EU decided to collect EU and Turkish data on the JAP implementation in the framework of the Integrated Political Crisis Response (IPCR) process. In this context and following discussions with Turkey, on 22 January, Turkey agreed to provide data for a set of indicators regarding the implementation of the EU-Turkey JAP on the basis of an agreed template. In this regard, on 22 January the Turkish authorities provided the following information:

- 350,000 Syrian children under temporary protection were enrolled to school.
- 151,746 babies were born (to 22 January).
- As of 18 January, Turkey had registered 217,952 non-Syrians while registration was pending for another 138,912 persons.
- For the period 1 to 15 January, 42,936 Syrians entered regularly Turkey and 13,887 exited Turkey. The corresponding regular entries and exits for Iranians were 24,896 and 32,268; for Iraqis 12,525 and 16,300; for Lebanese 2,778 and 5,449 and for Jordanians 2,032 and 2,527. Depending on visa duration, foreigners can stay in Turkey from 30 to 90 days. Foreigners who are entitled to enter Turkey without visa can stay in the country up to 90 days within a period of 180 days.
- In the period from 1 to 15 January, Greece submitted to Turkey 322 readmission requests. Bulgaria did not submit any. Turkey is currently assessing the Greek requests<sup>4</sup>.
- In the same period from 1 to 15 January, the Turkish law enforcement border agencies prevented 2,541 migrants from sea borders and 4,671 from land borders from irregularly exiting from the Turkish territory towards the EU.

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<sup>2</sup> According to IOM, 244 migrants died in the period from 1 to 28 January 2016 in the Aegean.

<sup>3</sup> Number of registered Syrian refugees as communicated by the Turkish Ministry of Foreign Affairs on 3 February

<sup>4</sup> According to the Greece-Turkey bilateral protocol on readmission, the requested state has 75 days at the most to reply to a readmission request. Upon agreement, return should be carried out within a maximum of 15 days. The same readmission protocol provides for a simplified procedure whereby the requested state should readmit a person arrested in a frontier zone within one week from the notification of the arrest.

- In 2015, 64,109 asylum requests were registered in Turkey (of which 11,383 were introduced by Afghan citizens and 42,105 by Iraqi citizens)<sup>5</sup>. In the same year, only 459 asylum procedures were concluded, either by granting a refugee status or with a clear rejection of the asylum request. The remaining requests remain pending.
- Between 1 and 15 January, the Turkish Coast Guard, Police and Gendarmerie carried out seven specific joint operations aimed at arresting irregular migrants, facilitators/smugglers and preventing irregular departures. This resulted in the apprehension of 230 smugglers.

In addition, Turkey has indicated that its law enforcement agencies have stepped up efforts to prevent irregular departures, arrest smugglers and rescue migrants at sea. In particular, Turkey reported that in December 2015 it apprehended an average of 514 illegal migrants a day as compared with 450 in November 2015. The total number of smugglers arrested in 2015 was 3,700. The Turkish Coast Guard, the Gendarmerie and all other law enforcement agencies play a key role in the apprehension of irregular migrants and smugglers.

Turkey promised to provide more information on the basis of the agreed template in February.

## **Part 2:**

### **Implementation of Turkey's commitments under the EU-Turkey Joint Action Plan**

On 8 January, Turkey introduced visa obligations for Syrians travelling to a Turkish airport or seaport coming from a third country with the aim to reduce transit migration directed towards the EU. The measure produced an immediate effect as the number of Syrians that eventually were admitted into Turkey from Lebanon and Jordan dropped sharply after the introduction of the measure, passing from 41,781 in the last eight days (i.e. 1-8 January) before the introduction of the visa to 1,155 in the ten days (i.e. 9-18 January) that followed. This represents a reduction of more than 40,000 persons.

On 15 January, Turkey adopted a regulation giving the Syrians under temporary protection effective access to the labour market, although under some conditions and limitations fulfilling thus a key commitment of the JAP. The aim of the measure is to make Turkey a more attractive asylum country for Syrians addressing thus one of the main factors pushing Syrians to cross irregularly to the EU in search of better perspectives. According to the regulation, a Syrian can introduce a work permit application only six months following the acceptance of his temporary protection status. Work permits can be granted only within the provinces where the refugee under temporary protection is allowed to dwell. The regulation foresees no limitations to economic sectors although it provides for a 10% limit for Syrian refugees with the exception of the sectors of agriculture and animal husbandry. The regulation is immediately applicable but its general nature may require further implementing rules. The adoption of the regulation is undoubtedly a very positive step; however, its real impact will depend on quick and effective enforcement.

Turkey prepared and submitted to the Parliament draft legislation on personal data protection. If compatible with European standards, such legislation would enable Turkey to cooperate more closely with Europol, Eurojust and Member States enforcement agencies. The current draft law still needs to be improved mainly with regard to the independence of the data

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<sup>5</sup> According to Turkish legislation, only those persons having fled Syria obtain automatically upon registration international protection as a group. Citizens of other nationalities must introduce individual applications and obtain refugee status after a screening and decision by the Directorate General for Migration Management.

protection authority and the exclusion of law enforcement authorities and intelligence activities from the scope of the law. The EU shared its concerns with Turkey in the hope that these shortcomings may still be addressed in the parliamentary process.

On 8 January, the Turkish government submitted the Turkey-Bulgaria-Greece tripartite agreement to the Parliament for ratification.

Turkey expressed readiness to improve the implementation of the Turkey-Greece readmission obligations and open more readmission points in addition to Dikili. The main problem for the implementation of this bilateral agreement remains the long delays for processing the Greek readmission applications. In late December 2015 and end January 2016, Turkish officials visited Athens and discussed with the Greek authorities means and ways to improve the implementation of the bilateral readmission agreement.

In January, Turkish Police organised an information campaign in the country's southern resort town of Bodrum. Leaflets were prepared by the Directorate of Provincial Police to discourage migrants from taking dangerous journeys to Europe. Some 5,000 leaflets were printed in Turkish, Arabic and English and handed over for distribution to the Gendarmerie.

### **Part 3:**

#### **Implementation of EU commitments under the EU-Turkey Joint Action Plan**

On 24 November 2015, the Commission adopted a decision creating the Facility for Refugees in Turkey and setting up a coordination mechanism of the actions of the Union and of the Member States supporting the efforts of Turkey in hosting over 2 million of Syrian refugees. The Commission and the Member States are committed to provide an initial €3 billion over the years 2016 and 2017 that will be channelled through the Facility. Member States welcomed the setting up of the Facility, while underlining the link between the implementation by Turkey of its commitments under the Joint Action Plan and the delivery of the assistance. It was subsequently decided that the EU budget will contribute €1 billion to the Facility while Member States will provide the remaining €2 billion, according to their GNI share. A political agreement was reached between Member States on 3 February on funding sources and operating modalities for the Facility. The Commission subsequently amended its decision to reflect the agreement with Member States. The Commission is responsible for the implementation of the resources coordinated through the Facility using the external assistance financial instruments fitting best the type of assistance to be delivered. The Facility is managed by a steering committee, chaired by the Commission. Member States are members of the steering committee, in which Turkey has an observer status. The Steering Committee will convene for the first time on 17 February. The Facility will deliver assistance as soon as possible with the prime objective to provide assistance in order to address, in a dignified manner, the basic needs of the most vulnerable refugee population living in Turkey, including food, shelter, health in emergency and protection. Informal education will also be covered in order to avoid a lost generation of Syrian children, in complementarity with the long-term actions provided. Today, about 400,000 Syrian children cannot go to school. This is an important push factor jeopardizing not only their immediate well-being but also their chance to build a future.

At the end of 2015, in cooperation with the Turkish authorities the Commission launched a needs assessment for Syrians under temporary protection in Turkey. A first overview of the needs assessment is expected by mid-February while completion of the study is foreseen in

early spring. The needs assessment will help identify projects to be funded through the Facility. In the meantime, the Commission has already identified education, improvement of the employability of Syrian refugees and resettlement as priority areas for immediate support (see annex with priority areas of intervention). The current provisional estimate is that humanitarian needs could cover a third of the assistance, while two thirds could support access to education (big focus), local infrastructures and job opportunities.

On 11 January, Commission First Vice-President Timmermans visited Turkey and discussed with Turkish interlocutors about the effective implementation of the JAP.

On 25 January, High Representative/Vice-President Mogherini and Commissioner Hahn held discussions about JAP implementation in the framework of high-level political dialogue.

On 28 January an EU delegation met the Turkish authorities in Ankara to discuss and agree concrete ways to improve the implementation and effectiveness of the JAP and reduce the migratory flows. They identified twelve priority actions which should be further explored as a matter of urgency. The list of actions includes *inter alia* the following:

- To strengthen Turkey's capacity to implement the EU-Turkey readmission agreement as of 1 June 2016;
- Turkey to conclude readmission agreements with countries that are sources of irregular migration to Turkey and the EU;
- To improve the implementation of the Greece-Turkey bilateral agreement;
- To adopt a personal data protection legislation in line with European standards which is necessary for closer cooperation of Turkey with Europol, Eurojust and Member States enforcement agencies;
- To reinforce the interception capacity of the Turkish Coast Guard;
- To strengthen Turkey's legislation, action and cooperation with EU Member States in the fight against smuggling and smugglers;
- To support Turkey to better manage its eastern borders;
- To step up information campaigns for migrants discouraging them from taking perilous journeys to the EU;
- To support Turkey in better identifying forged and/or falsified travel and other supporting documents.

The EU is already providing assistance in several of the above-mentioned areas, in particular through the Instrument for Pre-Accession Assistance (IPA) and the Instrument Contributing to Stability and Peace (IcSP), the delivery of which may need to be accelerated.

On 2 February, the two sides conducted a first follow-up discussion on the above list of actions.

The Commission and Turkey continued discussions on the priorities for the 2016 programme under the IPA assistance, with a clear focus on increasing the financial assistance to support Turkey in meeting the requirement of the Visa Liberalisation Dialogue (Programming mission of DG NEAR on 9-11 December).

In the meantime, the EU continued to provide immediate assistance in Turkey. Since the beginning of the crisis, an overall amount of €365 million from the EU budget has been

provided to directly support Syrian refugees and Turkish host communities. Out of this amount, €71 million has been contracted so far for humanitarian aid purposes via relevant humanitarian organisations to primarily assist refugees in Turkey. A first response programme worth €18 million from IPA was approved in May 2015 by the Board of the EU Trust Fund in response to the Syrian crisis to address immediate educational and food security needs of Syrian refugees in Turkey. Agreements with UNICEF and the World Food Programme (WFP) were signed in September 2015. All in all, some €173 million from IPA have been channelled through the EU Trust Fund in 2015. On 1 December 2015 the board of the EU Trust Fund for Syria adopted new financial decisions for actions in Turkey for a volume of up to €150 million. At the end of 2015, €165 million from the Instrument for Pre-Accession (IPA) 2012 funds at risk of de-commitment, including €25 million of Turkish co-financing, have been allocated to the Trust Fund for projects in Turkey. A project pipeline of 21 projects for a value of €383 million is currently under assessment. The identification of further actions in Turkey will be done on the basis of the needs analysis currently under way (see above).

In addition, the EU continued providing significant assistance to Syrian refugees hosted in Lebanon, Jordan and Iraq as well as to Syrians displaced within Syria. In its second board meeting on 1 December 2015, the EU Trust Fund in response to the Syrian crisis committed €350 million for urgently needed aid to 1.5 million refugees and overstretched host communities in Lebanon, Turkey, Jordan and Iraq.

On 7 December, the EU adopted the Annual Action Programme 2015 for Turkey under IPA II providing further support to Turkey to strengthen its capacity to combat migrant smuggling, notably by reinforcing the Turkish Coast Guard patrolling and surveillance capacity with the purchase of 20 inflatable boats and six mobile radars, as well as other relevant Turkish authorities. The programme also provides for supplies to enhance the capacity of the Turkish Coast Guard Command to fight against irregular immigration and organised crime by sea aiming at increasing the number of rescued/apprehended irregular migrants. A project is currently being designed under IPA to support Turkey provide secure biometrical passports.

The EU has completed the selection procedure for the deployment of a FRONTEX liaison officer in Turkey.

## **Part 4**

### **Conclusions and recommendations**

The overall numbers of irregular migrants entering the EU from Turkey are in a decreasing trend since October 2015. However, they remain high for this period of the year. To address this worrying phenomenon Turkey needs as a matter of urgency to make significant progress in preventing irregular departures of migrants and refugees from its territory. Particularly crucial is stepping up land based operations to prevent irregular departures.

The share of non-Syrians (e.g. Afghanis, Iraqis, Pakistanis, Iranians, Moroccans, Bangladeshis) among the arriving irregular migrants is increasing since October. To address this phenomenon, Turkey needs to urgently take further steps to progressively align their visa policy with that of the EU prioritising those countries that are a source of irregular migration to the EU. Turkey needs to ensure that applicable procedures are concluded swiftly as foreseen by its national legislation, either with a clear granting of a refugee status or with a rejection. Turkey needs also to ensure that irregular migrants, who have been found not to be

in need of international protection, are prevented from making irregular movements towards the EU.

Turkey is requested to review its draft law on personal data protection – which is now in the Parliament – and fully align it with European standards. Swift adoption of an appropriate personal data protection law would allow closer operational cooperation of Turkey with Europol, Eurojust and Member States law enforcement agencies.

Turkey and Greece need to step up their bilateral cooperation in border surveillance, fight against migrants smuggling and better implementation of the bilateral TR-EL readmission obligations.

Turkey is also invited to prepare for the implementation of the EU-Turkey readmission agreement for third country nationals as of 1 June 2016.

Turkey is urged to strengthen its action against migrants smuggling in coastal areas, including in cooperation with interested EU Member States.

Following agreement on the Facility for Refugees in Turkey, the EU on its side needs to start delivering assistance and addressing the needs of refugees under the Facility as soon as possible. In addition, the Commission and Turkey should stand ready to re-prioritise existing assistance programmes to Turkey in the area of migration to respond rapidly to newly emerging needs. As indicated in the Annex, the identified priority sectors for financial assistance to refugees in Turkey are humanitarian aid, education, labour market integration, health care and social inclusion, municipal infrastructure and the management of refugee flows. The needs assessment which is on-going will provide a detailed funding gap analysis and serve to prioritise funding needs in all sectors. The Facility Steering Committee will provide strategic guidance and will decide on specific actions, amounts and best financial instruments to be used. The first Steering Committee meeting will take place on 17 February 2016.

Turkey and the EU need to continue and operationalise their work on the 12 actions agreed on 28 January that support the effective implementation of the Joint Action Plan.

To conclude, Turkey is urged to continue and indeed reinforce its steps towards full and effective implementation of the Joint Action Plan. It is important that the impact of the EU-Turkey coordinated efforts is rapidly reflected in results, in particular in stemming the influx of irregular migrants.

The Commission will continue its efforts to ensure speedy and effective implementation of the EU-Turkey Joint Action Plan. The Commission will monitor the implementation of the JAP closely and will report regularly on it.



## APPENDIX

### List of currently foreseen Priorities and possible projects under the Facility for Refugees in Turkey

#### Priority 1: Responding to basic needs

##### 1.1. Humanitarian assistance

All humanitarian assistance will be administered and provided for in full respect of humanitarian principles and the European Consensus on Humanitarian Aid.

Objective: respond to the most urgent humanitarian needs in the five priority sectors, namely: food and non-food items, health, protection, shelter, water, sanitation and hygiene and enabling education.

##### Potential projects

- The EU current humanitarian actions consist notably in resources- transfers schemes, implemented via a relatively large number of partners and focused on food and non-food needs, protection, health and actions enabling education in Turkey. These resource transfer schemes could be scaled up to reach up to 1 million people.
- Move towards the implementation of an **Emergency Safety Net**: a multi-purpose resource transfer scheme, with a basic needs approach (including food, non-food items, shelter) to decrease the push-factors forcing refugees' secondary displacement. This system will allow refugees to sustain their basic needs, including food and items for daily use in a dignified manner.
- Continue implementing in-kind assistance and a far-reaching **protection system** (Special Need Funds, case management, legal assistance, referral, outreach as well as child protection and gender-based violence programmes), and **Linking Relief, Rehabilitation and Development** (LRRD).

Target group: A significant number of the most vulnerable refugees in Turkey, mostly Syrian, are targeted. The estimated number of refugees to be reached via humanitarian assistance could go up to 1 million.

#### Priority 2: Socio-Economic support

##### 2.1 Education

Despite current efforts there is still a gap of up to 400,000 children to be brought back to school in the school years 2015/16 and 2016/17. In addition, very little support is provided to facilitate access to upper secondary education, in particular to vocational education and training, and nearly none to tertiary education enrolment of young refugees.

Objectives: Access to primary education for all Syrian children (400,000 children to be brought back to school in the school years 2015/16 and 2016/17); access to secondary education, in particular vocational education and training; access to tertiary education.

##### Potential projects:

- Support access of all children to education
- Support access to secondary education, including vocational education and training and apprenticeship

- Support education enrolment and prevent early school leaving, including through language training when appropriate
- Support access to tertiary education
- Support enhancement of responsiveness of education and training to labour market needs
- Provision of education and training infrastructures in regions affected by significant demographic changes induced by the refugees' inflow

Target group: Children and young refugees, with a special focus on girls

## **2.2: Access to labour market**

Assistance should be provided to help refugees seize the job opportunities opened by the new legislation on access to the labour market for refugees, including through competence and skills upgrading and adaptation. This should create effective incentives for them to work and at the same time become an asset for the Turkish economy.

Objectives: Access to employment; self-employment and business creation, in particular micro-enterprises.

Potential projects:

- Support to labour market needs analysis
- Provision of individualised orientation and counselling
- Support of skills and competences upgrading, notably through training and retraining
- Development of qualification equivalence systems
- Support of entrepreneurship, including through micro-credit schemes

Target group: Adult refugees, with a special focus on the less qualified

## **2.3: Health care and social inclusion**

Primary health, physical rehabilitation/post-operative care for war-wounded, as well as reproductive health and mental health, are acutely under-served areas. Community centres allow for an effective support system on legal advice, protection and administrative guidance, training courses for women, non-formal and early childhood education for children, medical counselling and referrals to doctors and hospitals for treatment.

Objectives: Access to health care; access to basic social services

Potential projects:

- Provision of health care
- Provision of psycho-psychological support
- Support access to basic social services, including administrative and legal counselling
- Provision of health and social infrastructures

Target group: Refugees, people from host communities, with a focus on the most vulnerable

## **2.4: Municipal infrastructures**

The vast majority of the refugees (85%) live out of the existing 25 camps, which accommodate approximately 250,000 people. These inflows of people in the least developed parts of the country have put the local infrastructures of some villages under great pressure,

notably in terms of access roads, water supply, sewage and treatment as well as solid waste management. In addition, the provision of social services to refugees should be, where relevant, also provided to local communities, to mitigate already emerging hostility.

Objectives: Mitigate impact of refugees' inflow on local infrastructures

Potential projects:

- Support the refurbishing, upgrading or construction of local municipal infrastructures, notably in relation to water management, waste management, urban transport and municipal services.

Target group: Refugees and people from host communities

<b>Priority 3: Support to the national and local authorities to address the consequences of the presence of refugees in Turkey</b>
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**3.1: Management of migration flows**

The regional and local authorities, who retain the administrative responsibility of hosting the out-of-camp refugees, will also need capacity building and operational support. In addition, the national authorities responsible for registration of the refugees and migration management are also facing capacity issues that need to be addressed.

Objectives: Improve capacity of local, regional and national authorities to manage refugees/migrants

Potential projects:

- Capacity building on migration management
- Supply of relevant equipment

Target group: Local, regional and national authorities



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ANNEX 2

**ANNEX**

*to the*

**Communication from the Commission to the European Parliament and the Council on  
the State of Play of Implementation of the Priority Actions under the European Agenda  
on Migration**

**Greece - State of Play Report**

## Greece – State of Play Report

Recommendations December 2015		Status
HOTSPOT AREAS	Greece needs to complete the construction of the hotspots at Lesvos, Leros and Chios, in line with the planned timetable. Construction works at Kos should commence immediately and a location in Samos should be identified in order to roll out the hotspot by end of January.	<ul style="list-style-type: none"> <li>✓ Works in the hotspot areas in Lesvos (extension), Leros, Chios and Samos are advancing well. According to the announcement of the government on 31 January 2016, they should be completed by the European Council of February 2016. Following an inter-ministerial meeting under PM Tsipras, the Greek army is now mobilised to take the leadership, in particular to finalise the construction works and to take the lead temporarily in the hotspots.</li> <li>✓ The national procurement procedure for the services necessary for the operation of the hotspots has not yet been finalised. In the meantime these services will be provided by the Greek army.</li> <li>X The Greek army has selected the former camp of Pyli as hotspot site in Kos and has started land works. The Greek authorities should complete works at the identified site so that the hotspot becomes operational as soon as possible.</li> </ul>
	Greece should, in collaboration with the European Commission, EU agencies, and UNHCR, optimise the organisation of the hotspots based on an island by island evaluation of the needs and drawing on the findings of the inter-Agency pilot project. In this context, a structured system for disembarkation at official disembarkation points as well as transportation to the hotspot areas should be established.	<ul style="list-style-type: none"> <li>✓ The framework legal act (in the form of an amendment of Law 3907/2011) concerning the establishment and coordination mechanisms of the hotspots is ready to be adopted in the Parliament the second week of February 2016.</li> <li>✓ Once the framework act has been adopted, Standard Operating Procedures will be adopted through an inter-ministerial decision which will define roles and procedures in the management of the hotspots. This decision has been prepared and is expected to be adopted before the European Council.</li> <li>✓ Coastal Patrol Teams have been deployed by Frontex in Lesvos, Chios and Samos. In Leros, the disembarkation procedures are now undertaken in a more controlled manner.</li> <li>✓ In the short term the army has assumed responsibility for the coordination of transportation of migrants from disembarkation points to the registration centres and from the registration centres to the ports.</li> <li>X A sufficient number of buses should be swiftly made available in order to further upgrade the disembarkation system on the islands. To this end, Member States should respond urgently to the request for buses under the Union Civil Protection Mechanism (UCPM).</li> <li>X Transportation of those who are not in need of international protection from the hotspots areas directly to available detention facilities needs to be established.</li> </ul>
	On the basis of a refined needs assessment, Member States should make available the necessary experts in order to ensure the full roll-out of the hotspots as soon as construction works are concluded. Greece should in turn ensure that a	<ul style="list-style-type: none"> <li>X The Hellenic Police should increase its presence in the hotspots facilities in order to ensure the security of the facilities and the personnel of the agencies deployed.</li> <li>X Frontex and the European Asylum Support Office (EASO) increased their presence (currently at 461 and 13 officers respectively), but should further</li> </ul>

	<p>sufficient number of team leaders are deployed and should ensure that sufficient security personnel is present in the hotspot areas.</p>	<p>enhance this when the hotspots will be fully in place.</p> <ul style="list-style-type: none"> <li>X Member States have not provided sufficient experts (see Communication).</li> <li>X Greece should complete the process of providing team leaders.</li> </ul>
	<p>Greece should procure – without further delay and by making use of accelerated/simplified procedures provided for in Directives 2004/18/EC and 2014/24/EU in case of "urgency" or "extreme urgency" – the necessary additional fingerprinting machines.</p>	<p><b>In terms of registration (Eurodac):</b></p> <ul style="list-style-type: none"> <li>✓ A first wave of 25 fingerprinting stations has been ordered by the EASO and they will be deployed soon at hotspot locations. 65 further fingerprinting stations have been ordered and are expected to be delivered in the third week of February 2016.</li> <li>✓ 6 fingerprinting stations have been procured by the Hellenic Police and have been deployed in Lesbos.</li> <li>✓ Fingerprinting rate increased from 8% in September to 78% in January. Greece should ensure full registration of all irregular migrants.</li> <li>X Regarding the connections of the Eurodac stations to the IT network, and regarding the central server capacity, a technical mission of eu-LISA took place in Greece to assess the situation and the technical needs and conclusions have been reached. The Greek authorities should swiftly increase the capacity of the central servers in order to be able to fully support the registration system and data with the support of eu-LISA.</li> </ul>
	<p>IT systems should be updated to first deploy a fully-fledged Automated Fingerprinting Identification System (AFIS) and then to ensure that interconnections between national and EU/international databases are established, thereby allowing for a full check of arriving migrants against Schengen Information System (SIS) II/Interpol Stolen and Lost Travel Documents (STLD) databases.</p>	<p><b>In term of security checks:</b></p> <ul style="list-style-type: none"> <li>✓ In hotspots, terminals are technically now available to allow checks against SIS, Interpol and Europol database in addition to the national police database of third country nationals.</li> <li>✓ A request has been submitted to Europol in order to ensure access to its database for security checks purposes.</li> <li>✓ The single automated access system to the relevant security databases (national, SIS and Interpol), being developed by the Hellenic Police, should be tested and implemented at all hotspots.</li> <li>X Systematic checks against these databases need to be fully ensured with the relevant follow-up. A full Automated Fingerprint Identification System is to be further developed.</li> </ul>
	<p>Greece, with the support of the European Commission and EU Agencies, should define the needs in terms of cultural mediators/interpreters and strengthen their presence in the hotspot areas.</p>	<ul style="list-style-type: none"> <li>X The Greek authorities should define their needs in terms of cultural mediators/interpreters.</li> <li>X The Greek authorities should put a pool of interpreters in place, possibly through a framework contract in order to be able to provide interpretation services at short notice.</li> </ul>
	<p>Coordination needs to be further improved by making systematic and effective use of the coordination mechanisms that have been put in place. Appointed coordinators for the islands should be empowered by way of dedicated</p>	<ul style="list-style-type: none"> <li>✓ The draft act establishing the hotspots is ready to be adopted in the second week of February 2016 and includes dedicated provisions for the appointment of hotspots coordinators, police coordinators and special coordinators to manage the relationship with all the stakeholders involved in the hotspot procedure.</li> </ul>

	Terms of Reference to coordinate all relevant governmental and non-governmental players involved in the hotspot locations.	<ul style="list-style-type: none"> <li>✓ On the basis of the announcement of the government on 31 January 2016, following an inter-ministerial meeting with PM Tsipras, temporary coordinators, from the army, for each hotspot location have been appointed.</li> <li>X Once the new legislation is in place, the Greek authorities need to swiftly follow the relevant procedure in order to appoint the permanent coordinators for hotspots foreseen under the newly adopted legislation.</li> </ul>
	EUROPOL should strengthen its presence in Greece and should conclude operational agreements with the Greek authorities in order to support them in fighting smuggling. Support should include the launch of financial investigations, actions against document fraud, and better use of Immigration Liaison Officers (ILO) networks in third countries as sources of relevant information.	<ul style="list-style-type: none"> <li>✓ Europol liaison officer is present only in Lesvos for the moment as well as in EU Regional Task Force in Piraeus.</li> <li>✓ Advanced Level Document experts (ALDO) have been deployed by Frontex in all hotspot areas alongside dedicated equipment for the detection of fraudulent documents.</li> <li>✓ The Hellenic Police has decided to use a new registration document as of now including security features in all hotspots. This document has been agreed among the relevant experts, and should be rolled out in full by the end of February.</li> <li>X In addition, Greece should procure more equipment to detect document fraud. A request for funding should be submitted.</li> <li>X The Greek authorities need to ensure appropriate follow-up on cases of detected fraudulent documents and strengthen law enforcement operations on the islands to curtail the smuggling business.</li> </ul>
	The Hellenic Police should provide training to police officers placed in the hotspots for forged document identification.	X Still under consideration.
<b>RELOCATION</b>	Information provision to refugees about the relocation programme needs to be stepped up, inter alia by increasing the presence of the staff of the Greek Asylum Service and of EASO in the hotspots as well as by producing and distributing information material to potential relocation candidates about the relocation process and their rights and duties in that context. The Member States Liaison Officers should provide relocation candidates with information on the assigned destination countries including on their asylum and reception systems.	<ul style="list-style-type: none"> <li>✓ The Asylum Service is active in Lesvos. Also, it has recently opened a new office in Samos and EASO has deployed experts for the provision of information and have started to distribute information leaflets.</li> <li>X The Asylum Service and EASO should deploy experts in all hotspot location as soon as the construction works are concluded.</li> <li>X More Member States should produce information packages for people to be relocated (only 2 Member States (Ireland and Portugal) have produced such information).</li> <li>X Information to migrants regarding their rights as asylum seekers and possible candidates to the relocation mechanism should be systematically provided in all hotspots.</li> </ul>
	The capacity to register and process asylum applications needs to be substantially increased. To this end, the Greek Asylum Service	<ul style="list-style-type: none"> <li>✓ EASO is supporting the Greek authorities in Lesvos and Samos to screen the nationalities of the applicants for relocation.</li> <li>✓ 37 persons will be recruited by April and an</li> </ul>

	intends to hire 40 additional staff by mid-February which should increase its capacity to be able to register 100-120 applications per day. Further staff increases are needed to step up the registration as required.	additional (up to) 40 persons in June 2016. The remaining posts foreseen will be recruited in January 2017. The necessary funding is secured through emergency funding under the Asylum, Migration and Integration Fund (AMIF). X Greece and EASO together with the Commission should explore ways to increase the relocation capacity at a faster pace.
	Member States should substantially reduce the response time to relocation requests submitted by the Greek authorities (and refrain from excessive ad hoc checks taking place in Greece).	X At present, the number of applicants for relocation exceeds the number of concrete pledges offered by Member States. X Responses of Member States to relocation requests continue also to be slow and this is in part responsible for a significant withdrawal rate from the relocation process. X Member States do not provide adequate information in advance concerning their relocation planning to allow the Greek authorities to increase the efficiency of the process. X Several Member States request <i>systematic</i> security interviews to be performed.
	Member States should substantially increase their pledges under the relocation programme.	X Insufficient pledges and number of persons relocated (See Annex 4).
<i>Additional measures identified after the adoption of the Communication in December</i>		
	A total of 34 relocation applicants have absconded and 88 withdrew their application since the start of the scheme (figures from 1 February)	X Greece should make sure that relocation applicants are gathered in dedicated facilities where their cases can be closely followed. X Member States should develop in collaboration with EASO targeted information packages to be provided to relocation candidates upon notification of their country of destination.
	No Unaccompanied Minor has been transferred since the inception of the relocation process	X Greece should finalise dedicated procedures for the transfer of Unaccompanied Minors. X Member States should pledge dedicated places for Unaccompanied Minors.
	Some Member States have invoked criteria other than those foreseen in the Council Decision to reject relocation files.	X Member States should strictly apply the criteria foreseen under the Council Decision when rejecting relocation applications. In particular relocation applications should not be rejected for reasons linked to the preferences expressed by the Member State concerning the profiles of the applicants to be relocated.
<b>RETURN</b>	The Greek authorities need to develop a clear strategy for forced returns identifying priority third countries for engagement and addressing shortcomings in their detention system. Greece needs to streamline its administrative procedures in order to allow for swift return.	✓ Greece is using simplified procedure to issue return decisions to third country nationals not entitled to protection. X Greece, together with Frontex, should define and launch, as a matter of priority, a clear operational plan for return and readmission activities, based on a clear planning and needs assessment by Greece, providing support to all elements in the return execution procedure, as necessary. X Greece should make full use of the possibilities offered by the Greek legislation in line with the



		<p>Return Directive to maintain irregular migrants in detention up to the 18-month maximum limit to avoid that detention is ended before effective removal</p> <p>X Greece should be encouraged to make the full and swift use of the possibilities to obtain support from EU-funded programmes on return, in particular EURINT, ERIN and Eurlo.</p>
	<p>Greece needs to step up forced and voluntary returns, as well as take the necessary steps to ensure the immediate absorption of the available funding under AMIF national programme funding (including emergency assistance under AMIF and ISF).</p>	<p>✓ An emergency Assisted Voluntary Return (AVR) programme has been financed under AMIF allowing a total of 1,000 migrants to return voluntarily. So far over 1,400 migrants have registered for voluntary departure. It is estimated that the number of 1,005 voluntary departures will be reached soon.</p> <p>X The tendering procedure for the new AVR Programme to be financed under the AMIF national programme should be completed as soon as possible.</p> <p>X An emergency forced return programme (to be implemented by the Hellenic Police) has been financed under AMIF. The tendering procedure for transportation (provision of tickets) for forced return operations on commercial flights is ongoing and needs to be finalised as a matter of urgency.</p>
	<p>The return activities of the Greek authorities should focus more on the nationalities most relevant in the context of hotspots (Pakistanis, but also Afghans, Iranians and Bangladeshis), instead of the current focus on nationals of Albania and the former Yugoslav Republic of Macedonia.</p>	<p>X See above with regard to an operational plan. Such a plan should take into account the nationalities currently entering Greece as part of irregular migratory flows, which do not fall under a refugee-profile.</p>
	<p>Information concerning Assisted Voluntary Returns should be promoted to migrants already while they stay in the hotspot areas. An outreach campaign should also be considered in areas close to the border with the former Yugoslav Republic of Macedonia.</p>	<p>✓ The International Organization for Migration (IOM) has opened dedicated offices in Lesvos.</p> <p>X Dedicated arrival points should be urgently set up in other hotspots and in Athens for migrants who are returned from Idomeni in order to be offered the opportunity of AVR.</p> <p>X The IOM should be present in all detention centres in Greece to offer the AVR option to migrants to be returned.</p>
	<p>The European Commission, supported by Member States, should further step up engagement with third countries to ensure easier readmission of migrants which are not entitled to international protection. This also includes in particular further efforts to ensure readmission of third-country nationals by Turkey.</p>	<p>✓ The results of the recent exchanges with the Pakistani authorities were endorsed by the Joint Readmission Committee. As a priority, an important step is now to confirm concretely this positive step with new flights in the following weeks from Greece to Pakistan.</p> <p>X The Greek authorities must enhance their efforts in particular by speeding up the readmission requests to Turkey and minimising the risk that migrants abscond during the procedure. Turkey should also collaborate more closely with the Greek authorities so that the number of migrants accepted for readmission and actually readmitted increases substantially (only 8 persons readmitted out of</p>

		<p>5,148 requests accepted by Turkey in 2015).</p> <ul style="list-style-type: none"> <li>X Frontex, assisted by Member States, should support Greece with the timely submission of readmission requests to Turkey and transportation of migrants from the place where they are apprehended and/or in detention to one of the three places of departure agreed in the Greek-Turkish Protocol.</li> <li>X Greece should consider inviting Turkey to appoint a liaison officer to be deployed in Greece with the view of facilitating readmission requests.</li> <li>X Greece should ensure physical availability of migrants accepted by Turkey for readmission (where necessary by means of timely pre-removal detention).</li> </ul>
	Frontex should ensure that joint return flights make regular stopovers in Greece in order to perform return operations.	<ul style="list-style-type: none"> <li>X Frontex, assisted by Member States, has expressed its willingness to coordinate and support all joint return operations with stopovers in Greece. The Greek authorities need to report to Frontex their specific needs on a regular and timely basis in order for joint return operations to be planned and executed.</li> </ul>
	Conditions in the pre-removal centres need to be improved urgently.	<ul style="list-style-type: none"> <li>✓ The Greek authorities are proceeding with a Framework Contract for the provision of catering services for the closed pre-removal centres for 2016-2018. On the basis of legal provisions adopted on 29 January 2016, the Hellenic Police has undertaken to provide food until the relevant agreement is in place.</li> <li>X Beyond catering services, certain closed pre-removal facilities, in particular on the islands, should be refurbished where necessary and should be properly maintained, in order to provide appropriate accommodation to migrants in line with EU standards.</li> </ul>
	The European Commission, supported by Member States, should further step up engagement with third countries to ensure easier readmission of migrants which are not entitled to international protection including through the targeted use of the Trust Fund for Africa.	<ul style="list-style-type: none"> <li>✓ The Joint Committees on Readmission with Turkey and Pakistan were held on 19 January and 2 February 2016 respectively. The Commission visited Afghanistan and will visit Nigeria to discuss readmission.</li> </ul>
<b>IMPROVING BORDER MANAGEMENT</b>	Greek authorities and Frontex should swiftly define the operational details of the deployment of Frontex officers at the northern Greek border.	<ul style="list-style-type: none"> <li>✓ The Frontex operation on the Northern Greek border is ongoing. The operation should be rapidly scaled up.</li> <li>X However, Greece should designate and complete the deployment of team leaders and office spaces for Frontex officers to be fully operational on the ground.</li> <li>✓ Frontex will support the Greek authorities in verifying the identity of third country nationals and whether they have been registered in the relevant databases.</li> </ul>

	Further to The Rapid Intervention Poseidon in the Aegean Islands, Member States should immediately make available staff and equipment to ensure that the needs identified by Greece and Frontex are fully met.	<p>✓ The Rapid Intervention Poseidon in the Aegean islands has been launched on 28 December 2015. Currently there are 775 guest officers deployed under the operation (243 crew members, 248 fingerprinters, 53 screening experts, 30 advanced documents experts, 75 interpreters, 16 debriefing experts, 8 Frontex support officers, 31 team leaders, 71 coordination staff).</p> <p>X Member States' pledges have reached 83% of the necessary coverage.</p>
<b>RECEPTION CAPACITY</b>	Greece needs to rapidly complete the construction of all 7,000 places for all five hotspot islands.	✓ The places in the hotspots should be available alongside the completion of the construction works.
	Greece needs to improve the reception of vulnerable groups, in particular unaccompanied minors.	<p>✓ UNICEF, the UNHCR and Save the Children have started a pilot project in Kos, Lesbos and Idomeni to provide dedicated care for minors. This is also intended to be extended to Samos and Leros.</p> <p>✓ Medical screening is foreseen in all hotspots as a last step in the registration procedure.</p> <p>X Greece should set up dedicated facilities for the accommodation of minors and other vulnerable groups after they are transferred from the islands.</p>
	More structural solutions need to be found regarding the provision of food and other basic needs in the reception facilities.	✓ The Greek authorities are proceeding with a Framework Contract for the provision of catering services for the reception facilities for 2016-2018.
	Greece should continue to increase its reception capacity in line with the Western Balkans Leaders' meeting commitments.	<p>✓ In addition to the 7,181 places that are currently available in temporary and longer-term facilities at the Eastern Aegean islands, Greece has 10,447 accommodation places on the mainland. Therefore, the total number of existing reception places in Greece at the moment is 17,628.</p> <p>As regards the 10,447 places in the mainland:</p> <ul style="list-style-type: none"> <li>• 1,840 places are available in first-line reception facilities;</li> <li>• 1,190 places are available in second-line reception facilities for applicants for international protection;</li> <li>• 5,707 places are available in pre-removal centres;</li> <li>• 110 places are available in a dedicated open facility for migrants in the AVR programme;</li> <li>• 1,600 places are available in temporary facilities at the border between Greece and the former Yugoslav Republic of Macedonia.</li> </ul> <p>In addition, the UNHCR has signed an implementing agreement with NGO PRAKSIS. 14,950 places have been identified under the voucher scheme.</p> <p>The following capacities are planned to become available in the near future:</p> <ul style="list-style-type: none"> <li>• According to representatives of the Greek National Defence, by 15 February there will be an additional reception capacity of 1,500 places at the</li> </ul>

		<p>Diavata site and another 1,500 places at the Schistos site. These capacities will eventually be increased to 4,000 places in each of these camps (total 8,000 places). A request for emergency funding for the procurement of 1,150 prefabricated houses for these facilities has been submitted by Greece. The evaluation is well advanced in order to be contracted during the second week of February 2016. Until these prefabricated houses are ordered and placed at the new sites, the Greek authorities intend to install heated tents in these facilities.</p> <p>X The Greek authorities should further expand their reception capacity to reach the target of a total of 30,000 places for accommodation of irregular migrants and applicants for international protection, including relocation beneficiaries, to fulfil their commitments under the Western Balkans Leaders' statement. In addition, the UNHCR should continue to conclude implementing agreements to reach the target of 20,000 places under the rental scheme.</p> <p>X A response to Commissioner Avramopoulos' letter to clarify the current situation (locations, capacities and occupancies) is expected.</p>
	<p>Member States should respond immediately to the UCPM request for assistance.</p>	<p>X Only 9 Member States have offered in kind assistance in the context of the Union Civil Protection Mechanism (UCPM).</p>



Brussels, 10.2.2016  
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ANNEX 3

**ANNEX**

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**Communication from the Commission to the European Parliament and the Council on  
the State of Play of Implementation of the Priority Actions under the European Agenda  
on Migration**

**Italy - State of Play Report**

## Italy – State of Play Report

Recommendations December 2015	Status
<p><b>HOTSPOT AREAS</b></p> <p>The hotspots in Pozzallo and Villa Sikania/Porto Empedocle should be opened by end 2015. Refurbishment works for additional hotspots should also start with a view to having them ready by end of February 2016.</p>	<ul style="list-style-type: none"> <li>✓ Lampedusa (since October 2015) and Pozzallo (since 19 January 2016) are open and operational.</li> <li>X Trapani was declared open in December 2015, but still requires work in terms of construction and procedures to become fully operational. Works are expected to be completed by 20 February.</li> <li>X Works are still ongoing in Taranto. Italian authorities expect finalisation by end of February.</li> <li>X No clear plans for the refurbishment of Augusta and Porto Empedocle have been developed. Opening of additional facilities is essential in order to cater for the summer months.</li> <li>✓ To support the procedure of assignment of the place of disembarkation following search and rescue events and to reinforce coordination, direct contacts between the Ministry of the Interior and the International Coordination Centre have been established via the Frontex operational coordinator based at Pratica di Mare.</li> <li>✓ Standard Operating Procedures outlining the activities and their logical sequence in the hotspots have been drafted by the Ministry of the Interior with support from the Commission, Frontex, Europol, the European Asylum Support Office (EASO), the International Organization for Migration (IOM) and the UNHCR, and a consolidated draft was delivered to the Ministry of the Interior on 8 February 2016.</li> </ul>
<p>The Italian authorities should take measures immediately to increase medical presence in the hotspots so as to enable a multiplication of screening and fingerprinting lines, streamlining the overall time it takes for a migrant to complete all steps/formalities in the hotspot.</p>	<ul style="list-style-type: none"> <li>✓ The requirement to have a 24/7 medical presence was inserted in the Standard Operating Procedures for hotspots.</li> <li>X The Italian authorities have to ensure that medical presence in open and forthcoming hotspots will effectively be 24/7 in all locations. Such presence needs to be increased to enable multiple screening and fingerprinting lines, shortening the overall time it takes for a migrant to complete all steps/formalities in the hotspot.</li> </ul>
<p>Further efforts, also at legislative level, should be accelerated by the Italian authorities in order to provide a more solid legal framework to perform hotspot activities and in particular to allow the use of force for fingerprinting and to include provisions on longer term retention for those migrants that resist fingerprinting. The target of a 100% fingerprinting rate for arriving migrants needs to be achieved without delay.</p>	<ul style="list-style-type: none"> <li>✓ Fingerprinting rates reported by the Italian authorities, the IOM and Frontex have almost reached 100% in recent disembarkations in operational hotspots (87% overall by January).</li> <li>✓ The Ministry of the Interior submitted an application for emergency funds to procure additional fingerprinting machines and update computer systems to avoid double fingerprinting. The Commission adopted the award decision on 8 February 2016.</li> <li>X A draft law to improve legal framework with regard to longer retention and to clarify fingerprinting operations (including, as a last resort, the proportionate use of force) is ready at technical level but needs to be swiftly adopted.</li> <li>X Fingerprinting of migrants disembarked outside hotspot facility cannot be independently confirmed.</li> </ul>

		All disembarkation should take place in designated and operational hotspot facilities.
	The presence of EUROPOL in hotspot operations needs to be extended, improved and clarified to step up investigation against migrant smugglers. Clear, standardised provisions on the part of the Italian State Police and judicial authorities have to be issued in order to enable a purposeful exchange of (real-time) information with EUROPOL, both with staff that would be additionally deployed on the ground and through contact with Headquarters in The Hague as needed via SIENA.	<ul style="list-style-type: none"> <li>✓ The role of Europol is described in hotspot Standard Operating Procedures. Contacts between Europol, the Commission and police branch (the Ministry of the Interior), including the Europol National Unit, are ongoing to improve Europol's involvement on the ground on the basis of good practices developed with some prosecutors and of a needs assessment developed by the Commission on the ground.</li> <li>X Currently, the presence of Europol is limited to one staff member deployed to the EU Regional Task Force Catania. With the formal opening of the European Smuggling Centre at Europol the Agency is to deploy a second staff member to Sicily but further resources are necessary to ensure a proper and effective presence of Europol.</li> </ul>
	IT systems should be updated without delay to ensure that interconnections between national and EU/international databases are established, allowing for a full check of arriving migrants against SIS II/Interpol STLD databases.	<ul style="list-style-type: none"> <li>✓ The Italian authorities provided clarifications insofar as taken fingerprints are systematically checked by forensic police staff against the national AFIS (Automated Fingerprint Identification System) and against Eurodac. In case of migrants carrying documents or of positive AFIS/Eurodac hits, nominal data is checked against the main IT police database, Sistema di Indagine (SDI). SDI is connected to SIS and Interpol databases. The Italian authorities will need to provide further information concerning the interconnection with the Interpol database.</li> <li>X Interconnection between databases is still limited. In particular there is no direct and automatic connection between the registration process (foglio notizie) and the SIS, Europol and Interpol databases. This should be established as a matter of priority in order to allow systematic checks.</li> <li>X The Italian authorities need to ensure that systematic checks of arriving migrants against existing databases at national, European and international level are conducted (for fingerprints: against AFIS and Eurodac, for nominal data: against SDI, SIS and Interpol databases).</li> </ul>
	The Italian authorities should continue improving their system of transfers from hotspot areas to the mainland, in particular by developing a system of air transportation. If necessary, this could be supported by the Asylum, Migration and Integration Fund (AMIF – national programme).	X Tender procedure for plane transportation to be launched, review by IT procurement authority (CONSIP). The Italian authorities should take action to swiftly finalise the procedure.
<i>Additional measures identified after the adoption of the Communication in December</i>		
	Need to assess needs and develop a dedicated workflow to identify and adequately host unaccompanied minors and other vulnerable after disembarkations waiting to be	X Dedicated assistance, facilities and trained staff should be made available in all hotspots to cater for the need of minors and vulnerable groups.

	channelled through dedicated reception centres and procedures.	
	Considering that some disembarkation will continue to take place outside hotspot locations due to causes of force majeure/sea conditions there is a need to ensure mobile disembarkation and registration procedures.	X To handle the continued disembarkations outside opened or designated hotspot locations, agreement was reached in January between Italy and the Commission to establish a mobile hotspot team. The agreement should be swiftly reached at technical level and Italy needs to make provisions for available staff and mobile AFIS equipment allowing for direct taking and verification of fingerprints in disembarkation sites. The mobile hotspot team should be operational by mid March.
	Italian Authorities should assess whether further upgrades of the hotspot facilities are necessary in view of the summer period.	X A set of joint visits by the Italian authorities, the Commission and relevant agencies should be undertaken to detail any additional needs in order to strengthen the processing capacity of the hotspots in view of the summer months.
<b>RELOCATION</b>	In order to avoid confusion in the provision of information about their rights and obligations, a common narrative to inform migrants is currently being produced for all players involved in the hotspot and relocation process.	<ul style="list-style-type: none"> <li>✓ An information leaflet on relocation has been produced by EASO in cooperation with the Commission and published in January 2016. Work is ongoing to expand the current leaflet with more detailed information on relocation.</li> <li>✓ A short information video on relocation has been produced by EASO in 2015. Work is ongoing to produce other videomaterial to provide information and explanations on the relocation process.</li> <li>✓ Work is being finalised on a common script with procedural and operational steps of the relocation process for the benefit of operators in the relocation process.</li> </ul>
	The Italian authorities should develop early 2016 a dedicated workflow to allow the transfer of unaccompanied minors under the relocation scheme.	X No procedure is currently in place for the transfer of unaccompanied minors under the Council Decision on Relocation.
	EASO should swiftly deploy cultural mediators alongside its teams in order to increase the impact of its deployments and not rely on national authorities.	✓ EASO is finalising the procurement procedures for the deployment of EASO cultural mediators in Italy.
	Member States should substantially reduce the response time to relocation applications submitted by the Italian authorities.	<ul style="list-style-type: none"> <li>X Response time remains too long, reducing the efficiency and effectiveness of the relocation process.</li> <li>X The Italian authorities should submit a clarification to MS liaison officers concerning the security procedures in place in the hotspots in order to reduce the need for further security checks.</li> <li>X Member States should provide feedback to the Italian authorities when cases of national security or exclusion are invoked to reject relocation candidates in order to ensure appropriate treatment by the Italian authorities. Italy should communicate to Member States a contact point authorised to</li> </ul>



		receive such information.
	Member States should further increase their pledges under the relocation programme and extend the validity of the pledges already made to take into account the current low level of arrivals in Italy.	<ul style="list-style-type: none"> <li>X Insufficient pledges and numbers relocated (See Annex 4)</li> <li>X Member States which have submitted pledges should extend the validity of pledges already made to take into account seasonal levels of arrivals in Italy.</li> </ul>
	The relocation process should be further optimised on the basis of the recommendations on the working group and the results of the Relocation forum of 16 December 2015.	X The relocation process needs to be further optimised on the basis of clarifications provided by the Commission and discussions in the relevant working groups and fora.
	<i>Additional measures identified after the adoption of the Communication in December</i>	
	Some Member States have invoked criteria other than those foreseen in the Council Decision to reject relocation files.	X Member States should strictly apply the criteria foreseen under the Council Decision when rejecting relocation applications. In particular relocation applications should not be rejected for reasons linked to the preferences expressed by the Member State concerning the profiles of the applicants to be relocated.
<b>RETURN</b>	The Italian authorities need to strengthen their dialogue with the main countries of origin of irregular migrants and streamline their administrative procedures in order to guarantee swift forced returns.	<ul style="list-style-type: none"> <li>✓ Returns have taken place to Egypt, Tunisia and Nigeria with which bilateral agreements are in place.</li> <li>✓ Meetings have been held with Ghana, Senegal, Gambia and Ivory Coast also with the participation of the Italian Prime Minister and the Head of the Italian Police to conclude bilateral agreements. The Commission has been present at meetings at technical level.</li> <li>X Italy, together with Frontex, should define and launch as a matter of priority a clear operational plan for return and readmission activities, based on a clear planning and needs assessment by Italy, providing support to all elements in the execution return procedure, where necessary.</li> </ul>
	In the light of the fact that the proportion of migrants that are not in need of international protection among the arrivals in Italy is steadily increasing (at this point over 50% according to the Italian authorities), it can be considered that the current detention capacity in Italy (some 604 places in total) is already insufficient. Full use of the existing detention capacity, already foreseen to be funded through the AMIF National Programme and (urgent) planning for (temporary) enlargement of Italy's detention capacity should be considered.	<ul style="list-style-type: none"> <li>X Available places in detention centres (CIE-Centri di identificazione ed espulsione) have been further reduced by Italy to about 420 places as opposed to 1,248 places foreseen in the Italian Roadmap. The Italian authorities should remedy this deficiency as a matter of utmost urgency and increase, instead of decrease, the number of available places, with the view of preventing irregular migrants from absconding and moving on to other Member States in irregular manner.</li> <li>X Italy should also foresee the possibility to increase the duration of administrative detention within the 18-month maximum limit allowed by the Return Directive, to ensure that all procedures can be successfully conducted without running the risk that the returnees are set free and abscond.</li> <li>X Furthermore, Italy should foresee the possibility of voluntary return of all categories of migrants,</li> </ul>

		including (unaccompanied) minors, families, persons with vulnerabilities, taking into account the particular circumstances of each case.
	Italy has already launched a tender and should resume as quickly as possible the Assisted Voluntary Return programme to reduce the significant case load of persons ready to return, possibly considering an application for AMIF Emergency assistance to bridge the period until the new Assisted Voluntary Return programme will be in place.	<ul style="list-style-type: none"> <li>✓ A call for tender for Assisted Voluntary Return (AVR) was launched on 24 December 2015 and is to be closed by the end of February, before selection of applicants and award. The new AVR scheme is to be operational by around June 2016.</li> <li>✓ The IOM is preparing a funding application under AMIF in order to bridge the gap until the start of the new AVR scheme. The request will be submitted by mid February.</li> </ul>
	The European Commission, supported by Member States, should further step up engagement with third countries to ensure easier readmission of migrants which are not entitled to international protection including through the targeted use of the Trust Fund for Africa.	<ul style="list-style-type: none"> <li>✓ The Joint Committees on Readmission with Turkey and Pakistan were held on 19 January and 2 February 2016 respectively. The Commission visited Afghanistan and will visit Nigeria to discuss readmission.</li> </ul>
<i>Additional measures identified after the adoption of the Communication in December</i>		
	The guidelines regulating the Assisted Voluntary Return system in Italy are outdated and need to become more efficient.	<ul style="list-style-type: none"> <li>X In view of the new national programme for AVR the Italian authorities should review the guidelines applicable to the AVR programmes.</li> <li>X Italy should make the fullest possible use of the existing EU funded programmes, in particular ERIN, with regard to reintegration of returnees.</li> </ul>
<b>IMPROVING BORDER MANAGEMENT</b>	Considering the possible risk of increasing arrivals on the Slovenian-Italian border, the Italian authorities should develop contingency plans including the possibility to request additional assistance from Frontex/EASO.	<ul style="list-style-type: none"> <li>✓ The extension of Joint Operation Triton's operational area to cover the Southern Adriatic sea has been agreed between the Italian Authorities and Frontex. The Frontex Triton operation now consists of 293 officers (205 border surveillance officers and crew members, 57 guest officers and 31 coordination staff)</li> <li>✓ Italy requested and received clarification concerning the possibility to relocate migrants who enter from the Western Balkans route.</li> <li>X The Italian authorities should indicate their intentions concerning the possible establishment of hotspot-like facilities in the North-East.</li> </ul>
	Member States should continue ensuring that assets are made available for both the Triton and the EUNAVFOR MED operations in the Mediterranean.	<ul style="list-style-type: none"> <li>✓ Member States should continue ensuring that assets are made available for both the Triton and the EUNAVFOR MED operations in the Mediterranean.</li> </ul>
<b>RECEPTION CAPACITY</b>	The ongoing work on the reform of the asylum and reception system should continue and lead to a leaner asylum procedure in particular concerning the appeal process and to reduce the	<ul style="list-style-type: none"> <li>X A working group for asylum reform has been set up at the Ministry of Interior to propose a new asylum law to address shortcomings and accelerate procedures.</li> <li>X The works towards the reform should be completed before the summer period also in view of</li> </ul>

	fragmentation in the quality of decision making across the country.	addressing the concerns expressed by the Commission in the context of the ongoing infringement procedures.
	Monitoring systems should be enhanced in order to reduce the differences in the quality of the reception conditions across the country and to avoid risks of corruption in the management of reception.	✓ The Italian authorities have indicated that the Italian monitoring system for reception conditions has been enhanced already in 2015 through agreements with the UNHCR and the IOM to carry out further monitoring visits in addition to those already carried out by Italian Prefectures. During 2016 new initiatives will be undertaken to further enhance the monitoring system.
	A single database should be established linking the asylum and reception processes in order to facilitate the management of the flow.	X The new national database for registering migrants for the planning of their distribution and the reception system is not yet in force, although it is being finalised in view of becoming operational in the second semester of 2016. X IT solutions to link the database for reception, for asylum and the new system monitoring migrant's presence should be developed.
	The Italian authorities should conclude without delays the tender for the establishment of a system of flights for the transfer of migrants. The European Commission may consider supporting the scheme as a stopgap measure and for a limited period of time until the full tender is in place.	X The tendering procedure has not been finalised so far and its enactment should be accelerated.
<i>Additional measures identified after the adoption of the Communication in December</i>		
	First Reception places for Unaccompanied Minors.	X 2014 AMIF emergency funding projects, which allowed the creation of a new system of first level reception centres under the responsibility of the Ministry, will end in February 2016. The Italian authorities should provide clear indication concerning the plans to ensure continued assistance to unaccompanied minors in first reception.
	Second level reception system for unaccompanied minors.	✓ 961 places for second level reception for Unaccompanied Minors available ✓ A Call for tender for additional 1010 places for Unaccompanied Minors independently from their legal status (SPRAR system) has been concluded in December 2015 and the additional places have been allocated.



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ANNEX 4

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**Relocation - State of Play Table**

## Relocation – State of Play: Greece

Member State	Indications by the Member States of relocation total in the short term	Indications by the Member States of relocation to Greece (Art 5.2)	Cases ready for submission	Submitted to the Member States of relocation by Greece	Relocated	Remaining quota**	NCP/ LO	
Austria						1491	✓/X	
Belgium	30					2415	✓/✓	
Bulgaria	1302 (up to 2017)	110				831	✓/✓	
Croatia						594	✓/X	
Cyprus	30	15				181	✓/✓	
Czech Republic		20				1655	✓/X	
Estonia						204	✓/X	
Finland	220	120				44	1255	✓/✓
France	1100	370				94	12505	✓/✓
Germany	40	40				10	17199	✓/✓
Hungary							988	✓/X
Ireland	20	10				10	230	✓/✓
<i>Italy</i>								✓/X
Latvia	481 (up to 2017)	10				6	289	✓/X
Liechtenstein	43							
Lithuania	100	80				4	416	✓/✓
Luxembourg	90	30				30	279	✓/✓
Malta	131 (up to 2017)	6					78	✓/X
Netherlands	100	50					3797	✓/✓
Norway								
Poland	100	65					4321	✓/✓
Portugal	130	30				20	1758	✓/✓
Romania	315	125					2572	✓/✓
Slovenia							349	✓/✓
Slovakia							652	✓/✓
Spain	50						6647	✓/✓
Switzerland								
Sweden	300				2378	✓/X		
<b>Total</b>	<b>4582</b>	<b>1081</b>	142***	<b>618***</b>	<b>218</b>	63084		

(\*) National Contact Points/Liaison officers. Situation as of 8 February 2016.

(\*\*) Please note that some cases ready for submission may have not yet been attributed to any Member State. The situation concerning Sweden is currently pending due to the request of Sweden to be considered beneficiary of relocation and the figures have to be updated to take into account Ireland's participation in the Relocation Decision 2015/1601 of 22 September 2015.

(\*\*\*) According to data provided by Greece outside the EASO EPS data collection system. Situation as of 8 February 2016. The cases ready for submission is the total number of relocation applications registered by the Asylum Service up to 8 February 2016 minus the sent relocation requests up to 8 February 2016. Submitted to the Member States of relocation by Greece is the total number relocation requests submitted up to 8 February 2016 minus the relocated.

<b>Relocations completed (dates)</b>	<b>Destination</b>	<b>Number of persons</b>	<b>Nationalities/Vulnerabilities</b>
4 November	Luxembourg	30	Syrians and Iraqis, including children with special needs
10 December	Finland	24	Eritreans
14 December	Germany	10	2 Iraqi families, 1 Syrian family, 3 single men (relatives)
15 December	Lithuania	4	1 Iraqi family
17 December	Portugal	14	12 Iraqi and 2 Syrians
21 January	Portugal	2	1 Eritrean and 1 Iraqi
22 January 2016	Ireland	10	1 Syrian family (2 adults and 8 children)
25 January 2016	Finland	20	Syrian, Iraqis and Eritreans
25 January 2016	France	43	Syrian, Iraqis and Eritreans
29 January 2016	France	45	Syrian, Iraqis and Eritreans
5 February 2016	Latvia	6	Syrians and Eritreans
5 February 2016	Portugal	4	Syrians
8 February 2016	France	6	Syrians

## Relocation – State of play: Italy

Member State	Indications by the Member States of relocation total in the short term*	Indications by the Member States of relocation to Italy (Art 5.2)*	Cases ready for submission	Submitted to the Member States of relocation by Italy	Relocated *	Remaining quota* ***	NCP/LO*	
Austria						462	✓/✓	
Belgium	30	30			14	1383	✓/✓	
Bulgaria	1302 (up to 2017)	90				471	✓/✓	
Croatia						374	✓/X	
Cyprus	30					139	✓/✓	
Czech Republic		10				1036	✓/X	
Estonia		8				125	✓/X	
Finland	220	100				96	684	✓/✓
France	1100	200				41	7073	✓/✓
Germany	40	10				11	10316	✓/✓
Greece								✓/X
Hungary							306	✓/X
Ireland	20	20					360	✓/✓
Latvia	481 (up to 2017)						186	✓/✓
Liechtenstein	43							
Lithuania	100						251	✓/✓
Luxembourg	90						248	✓/✓
Malta	131 (up to 2017)	23					53	✓/✓
Netherlands	100	50				50	2100	✓/✓
Norway								X/✓
Poland	100	35					1861	✓/✓
Portugal	130	100				10	1163	✓/✓
Romania	315	190					1608	✓/✓
Slovenia							218	✓/✓
Slovakia							250	✓/✓
Spain	50	50				18	2658	✓/✓
Switzerland								
Sweden	300	50			39	1349	✓/✓	
<b>Total</b>	<b>4582</b>	<b>966</b>	<b>53</b>	<b>200**</b>	<b>279</b>	<b>34674</b>		

(\*) National Contact Points/Liaison officers. Situation as of 8 February 2016.

(\*\*) It refers to the number of applicants for whom a relocation request has been made by the Italian Dublin Units where a transfer has not yet been made (requests sent but not yet approved and requests approved but not yet relocated). Situation on 5 February 2016.

(\*\*\*) The figures have to be updated to take into account Ireland's participation in the Relocation Decision 2015/1601 of 22 September 2015.

<b>Relocation completed (dates)</b>	<b>Destination</b>	<b>Number of persons</b>	<b>Nationalities/Vulnerabilities</b>
9 October	Sweden	19	15 men, 4 women
21 October	Sweden	19	Syrians
21 October	Finland	49	Eritreans
5 November	France	19	Eritreans: 18 men, 4 women
8 November	Spain	12	11 Eritreans, 1 Syrian (8 men, 4 women)
13 November	Germany	11	10 Syrians and 1 Eritrean (3 minors)
19 November	Sweden	1	Eritrean woman
11 December	Finland	14	Eritreans
17 December	Portugal	10	Mixed nationalities
18 December	Belgium	6	3 women, 3 men (all single)
21 December	Finland	24	20 Eritreans, 4 Syrians
22 December	Spain	6	6 Eritreans
15 January	Netherlands	50	Eritreans and one Syrian family
18 January	Finland	9	Eritreans
21 January	Belgium	8	Eritreans
3 February	France	22	Eritreans





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**Follow up to Western Balkans Leaders' Meeting - State of Play report**

## Follow up to Western Balkan Leaders' Meeting – State of Play report

Action plan		Status
<b>Permanent exchange of information</b>	1. Nominating contact points within 24 hours	<ul style="list-style-type: none"> <li>✓ All participating countries, institutions and agencies nominated contact points</li> <li>✓ Increased bilateral and multilateral contacts in the region</li> <li>✓ Comprehensive exchange of information between police chiefs on policies and practices at the borders</li> <li>X Insufficient prior notification about changes in national policies</li> <li>X Unilateral measures including de facto nationality- and destination-based entry conditions and fence constructions</li> </ul>
	2. Joint needs assessments within 24 hours	<ul style="list-style-type: none"> <li>✓ Initial assessment and subsequent on-the-spot missions carried out by the Commission</li> <li>✓ Possible EU funding options identified for the reported longer term gaps and emergency assistance allocated for immediate needs</li> <li>X Await comprehensive and final needs assessment from Greece</li> </ul>
<b>Limiting Secondary Movements</b>	3. Discouraging the unannounced movements of refugees or migrants	<ul style="list-style-type: none"> <li>✓ Increased cooperation and communication between border authorities</li> <li>X Lack of political will to create permanent reception capacity</li> <li>X Some countries still actively organise transportation for migrants from one border to another</li> <li>X Member States to urgently start applying the relevant EU rules</li> <li>X Frontex, in close cooperation with the existing EU funded programmes on return should be encouraged to closely cooperate with the relevant Western Balkan countries on further developing their operational capacity to apprehend, register, identify and return irregular migrants who are not in need of international protection</li> </ul>
<b>Supporting refugees and providing shelter and rest</b>	4. Increasing support to migrants, including through the Civil Protection Mechanism	<ul style="list-style-type: none"> <li>✓ EU funding contributed to support all countries along the route</li> <li>✓ Croatia and Greece activated Civil Protection Mechanism</li> <li>X Majority of requests for assistance for ongoing Civil Protection Mechanism operations, including for Serbia and Slovenia, have not been met by Member States.</li> </ul>
	5. Increase in reception capacity in Greece to a total of 50,000 places	<ul style="list-style-type: none"> <li>✓ UNHCR have organised 14,950 out of the 20,000 places under the voucher scheme funded by the EU</li> </ul>

	by the end of the year	X Reception capacity short of target (See Annex 2)
	6. Increase of reception capacities by 50,000 places along the Western Balkans route	X Reception capacity short of target and no immediate plan/political will to fill the gap in order to reach this global target
	7. Working with International Financial Institutions	✓ Network of IFIs and European Commission services works on exchanging information and creating funding synergies X Need to develop medium- and long-term responses
<b>Managing the migration flows together</b>	8. Ensuring a full capacity to register arrivals	✓ Provision of Eurodac stations to Greece supported with EU funding with 6 deployed, 25 soon to be deployed and further 65 stations ordered for February. X All hotspots in Italy and Greece not yet fully operational in terms of the registration process (see Annexes 2 and 3) and lack of systematic security checks X Lack of systematic registration of persons by all countries along the route
	9. Exchanging information on the size of flows	✓ Frontex daily reporting
	10. Working with EU Agencies to swiftly put in place this exchange of information	✓ Frontex daily reporting
	11. Stepping up action on return	✓ EU support on return and an ongoing EU funded voluntary return programme (including through emergency assistance) X Need to step up detention capacity and return operations
	12. Stepping up cooperation on readmission	✓ High-level dialogues and Joint Readmission Committees with third countries, including Turkey and Pakistan X Obstacles to effective readmission including by Pakistan
<b>Border Management</b>	13. Increase efforts to manage borders	✓ Start of implementation of the EU-Turkey Joint Action Plan, including regular monitoring of flows of people and initiatives by Turkey embracing Syrians in its territory ✓ Frontex flexible operation under way at Bulgaria/Turkey border ✓ Deployment of a Rapid Border Intervention Team (Joint Operation Poseidon-Rapid Intervention) in the Aegean Sea on the request of Greece ✓ Bilateral support by a number of countries and by Frontex to enhanced surveillance activity at

		<p>the border between the former Yugoslav Republic of Macedonia and Greece</p> <ul style="list-style-type: none"> <li>✓ Strengthening the Frontex Western Balkans Risk Analysis Network</li> <li>✓ Request for Frontex assistance by Croatia</li> <li>X Insufficient border-related confidence-building measures between Greece and the former Yugoslav Republic of Macedonia and the need to designate team leaders on the Greek side.</li> <li>X Guest police officers in Slovenia short of target</li> </ul>
	14. Reconfirming the principle of refusing entry to third country nationals who do not confirm a wish to apply for international protection	<ul style="list-style-type: none"> <li>X Need for action to mitigate potential build-up of people stranded at the border</li> <li>X Migrants to be informed of their obligation to apply for asylum in the EU country of entry, including in the hotspots, and where relevant, comply with the relocation obligations</li> </ul>
<b>Tackling smuggling and trafficking</b>	15. Stepping up actions against migrant smuggling and trafficking of human beings	<ul style="list-style-type: none"> <li>✓ Memorandum of understanding to allow the exchange of personal data between Europol and Frontex</li> <li>✓ Establishment of the European Migrant Smuggling Centre by Europol</li> <li>✓ Support to large-scale operations by Europol and Member States</li> <li>X Systematic checks by Member States of all travel documents at borders and checks against the Interpol Stolen and Lost Document database and the Schengen Information System</li> <li>X Member States to provide Europol with investigative data on forged documents</li> <li>X Frontex to further deploy at hotspots specialised officers for the detection of document fraud</li> </ul>
<b>Information on the rights and obligations of refugees and migrants</b>	16. Using all available communication tools to inform refugees and migrants	<ul style="list-style-type: none"> <li>✓ Migrants' Information Strategy Task Force has been set up (to define and implement effective information).</li> <li>✓ The first wave of information products on asylum and relocation is available in 14 languages, and being used by EASO in hotspots and elsewhere</li> <li>X Material on irregular migration, return and legal migration to follow</li> </ul>
<b>Monitoring</b>	17. Monitoring the implementation of these commitments on a weekly basis	<ul style="list-style-type: none"> <li>✓ Weekly video conferences with a high level of participation</li> </ul>



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**Ongoing actions contributing to the protection of children in migration**

## Ongoing actions contributing to the protection of children in migration

The European Agenda on Migration put a particular emphasis on the need to protect children in migration. This annex summarises the state of play of on-going actions, including work to complete the implementation of the Action Plan on Unaccompanied Minors (2010-2014)<sup>1</sup> which the Commission will evaluate and report on later this year.

### *Child protection along the migration route*

More than €200 million have been earmarked under EU funding programmes to target protection of children in migration. A direct grant of €3.5 million is planned for spring 2016 to support the UNHCR, UNICEF, the IOM and Save the Children to implement a shared child protection focus for children in migration in their activities within the EU, with a further €3 million dedicated to building capacity in child protection systems for children in migration.

Europol together with Eurojust are active in helping dismantle networks involved in the smuggling and trafficking of children. Child trafficking has been identified as one of the priorities under the European Multidisciplinary Platform against Criminal Threats on Trafficking in Human Beings, within the framework of the EU Policy Cycle for organised and serious international crime<sup>2</sup>. The Commission is supporting Europol and law enforcement authorities, as well as other EU agencies in their operational efforts to address child trafficking. Under the Asylum, Migration and Integration Fund a dedicated call for grants on trafficking in human beings of €3 million has recently been published, with one of the priorities being early identification and protection of child victims of trafficking and unaccompanied children at risk of trafficking.

There is an active sub-group on child trafficking within the EU Civil Society Platform against Trafficking in Human Beings, ensuring close engagement with civil society and child rights organisations on these issues.

The European Asylum Support Office plans to further develop existing best practice guidance on the assessment of the best interests of the child, including means for age assessment, family tracing, the identification of persons with special needs, and the trafficking of children. Frontex will work further, in cooperation with Member States, to ensure that border guards are properly trained in the procedures to be applied with regard to children at borders.

Furthermore, child protection and child safeguard measures (including vetting of staff, training, and reporting rules) are integrated in the hotspot approach. For instance, a health assessment mechanism including vaccination status for children will be implemented (€2 million allocated from the Health Programme).

### *Guardianship for unaccompanied children*

The European Commission and the EU Agency for Fundamental Rights have published a Handbook on Guardianship for children deprived of parental care, which seeks to support Member States' authorities in strengthening their guardianship systems and practices to ensure they are better equipped to deal with the specific needs of child victims of trafficking. Training for judges and central authorities on cross-border recognition of judgments containing protective measures, including guardianship, for unaccompanied and separated children will be facilitated<sup>3</sup>, including via the European Judicial Network in civil and commercial matters.

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<sup>1</sup> Action Plan on Unaccompanied Minors 2010-2014, COM(2010) 213 final of 6 May 2010.

<sup>2</sup> Council Conclusions on the creation and implementation of an EU policy cycle for organised and serious international crime, doc.15358/10 COSI 69 ENFOPOP 298 CRIMORG 185 ENFOCUSTOM 94.

<sup>3</sup> Funding through the European Judicial Network.

### *Educating migrant children inside and outside the EU*

The right to education for migrant children is a priority for European cooperation in education and training<sup>4</sup>, with a particular focus on newly arrived migrants and the promotion of social civic and intercultural competences amongst children and young people to prevent marginalisation. The on-line European Toolkit for Schools offers to school practitioners and policy-makers practical information for inclusive education, including for the integration of migrants.

Outside the EU, €120m of EU funding have been allocated for 2015-2016 to regional education and protection programmes for vulnerable Syrian refugee and host community children and adolescents working through partners such as UNICEF in Turkey, Lebanon, Jordan and Iraq. The Facility for Refugees in Turkey will support schooling of young Syrian refugees in Turkey. Moreover, in 2016, the Commission will quadruple its support to the education of children in emergencies including conflict situations, from 1% to 4% of its humanitarian aid budget, in line with the global UN target.

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<sup>4</sup> Refugee projects are a designated priority for Erasmus+ in 2016 (around €1.5 billion reserved for activities covering education, training, youth and sports).



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**Member States' pledging to Trust Funds - State of Play table**



### Member States' pledging to Trust Funds – State of Play table

Member State	Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa	EU Regional Trust Fund in Response to the Syrian Crisis <sup>1</sup>	TOTAL
Austria	3	11.5	14.5
Belgium	10	X	10
Bulgaria	0.05	0.1	0.15
Croatia	X	X	X
Cyprus	X	X	X
Czech Republic	0.74	5	5.74
Denmark	6	9.75	15.75
Estonia	0.15	0.25	0.40
Finland	5	3	8
France	3	3	6
Germany	3	5	8
Greece	X	X	X
Hungary	0.7	3	3.7
Ireland	3	X	3
Italy	10	5	15
Latvia	0.05	0.05	0.1
Lithuania	0.05	0.1	0.15
Luxembourg	3.1	X	3.1
Malta	0.25	0.02	0.27
The Netherlands	15	5	20
Poland	1.1	3	4.1
Portugal	0.25	0.2	0.45
Romania	0.1	0.08	0.18
Slovakia	0.5	3	3.5
Slovenia	0.05	X	0.05
Spain	3	X	3
Sweden	3	3	6
United Kingdom	3	X	3
Norway	3	X	3
Switzerland	4.62	X	4.62
<i>Total pledged</i>	<b>81.71</b>	<b>60.05</b>	<b>141.76</b>
<i>Contribution from EU financing</i>	<b>1800</b>	<b>500</b>	<b>2300</b>
<i>Total required</i>	<b>3600</b>	<b>1000</b>	<b>4600</b>
<i>Shortfall</i>	<b>1718.29</b>	<b>439.95</b>	<b>2158.24</b>

<sup>1</sup> Figures include pledges for 2015 and 2016.



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**Implementation of EU law - State of Play**

## Implementation of EU law – State of Play

	Asylum Procedures Directive 2013/32/EU	Reception Conditions Directive 2013/33/EU	Qualifications Directive 2011/95/EU	Directive 2011/51/EU (Long term residents)	EURODAC Regulation EU/603/2013	Return Directive 2008/115/EC
	Stage of Process	Stage of Process	Stage of Process	Stage of process	Stage of Process	Stage of Process
<b>Austria</b>		<i>LFN sent for non-communication of transposition</i> <i>Partial transposition notified</i>				
<b>Belgium</b>	<i>LFN sent for non-communication of transposition</i> <i>Partial transposition notified</i>	<i>LFN sent for non-communication of transposition</i> <i>Partial transposition notified</i>				Administrative letter sent requesting clarifications on application <i>Reply received</i>
<b>Bulgaria</b>	<i>LFN sent for non-communication of transposition</i> <i>Transposition of the Directive has been notified – under assessment</i>	<i>LFN sent for non-communication of transposition</i> <i>Transposition of the Directive has been notified – under assessment</i>	<i>RO sent for non-communication of transposition</i> <i>Transposition of the Directive has been notified – under assessment</i>			Administrative letter sent requesting clarifications on application <i>Reply received</i>
<b>Cyprus</b>	<i>LFN sent for non-communication of transposition</i> <i>Transposition of the Directive has been notified – under assessment</i>	<i>LFN sent for non-communication of transposition</i> <i>Transposition of the Directive has been notified – under assessment</i>			<i>LFN sent</i>	
<b>Croatia</b>					<i>LFN sent</i>	
<b>Czech Republic</b>	<i>LFN sent for non-communication of transposition</i> <i>Transposition of the Directive has been notified – under assessment</i>	<i>LFN sent for non-communication of transposition</i> <i>Transposition of the Directive has been notified – under assessment</i>				Administrative letter sent requesting clarifications on application <i>Reply received</i>
<b>Denmark</b>	N/A	N/A	N/A	N/A		N/A
<b>Estonia</b>	<i>Reasoned opinion sent for non-communication of transposition</i>	<i>LFN sent for non-communication of transposition</i> <i>Partial transposition notified</i>				
<b>Finland</b>						
<b>France</b>	<i>LFN sent for non-communication of transposition</i> <i>Transposition of the Directive has been notified – under assessment</i>	<i>LFN sent for non-communication of transposition</i> <i>Transposition of the Directive has been notified – under assessment</i>		<i>RO sent for non-communication of transposition (partial transposition notified)</i>		Administrative letter sent requesting clarifications on application <i>Reply received</i>
<b>Germany</b>	<i>Reasoned opinion sent for non-communication of transposition</i>	<i>Reasoned opinion sent for non-communication of transposition</i>				Administrative letter sent requesting clarifications on application <i>Reply received</i>
<b>Greece</b>	<i>Reasoned opinion sent for non-communication of transposition</i>	<i>Reasoned opinion sent for non-communication of transposition</i>		<i>RO sent for non-communication of transposition (partial transposition notified)</i>		Administrative letter sent requesting clarifications on application <i>Reply received</i>
<b>Hungary</b>	<i>Second additional LFN sent for bad application</i>					
	<i>LFN sent for non-communication of transposition</i> <i>Partial transposition notified</i>	<i>LFN sent for non-communication of transposition</i> <i>Partial transposition notified</i>			<i>LFN sent</i>	
	<i>LFN sent for bad application</i> Second administrative letter sent concerning compliance of newly adopted legislation					

	Asylum Procedures Directive 2013/32/EU	Reception Conditions Directive 2013/33/EU	Qualifications Directive 2011/95/EU	Directive 2011/51/EU (Long term residents)	EURODAC Regulation EU/603/2013	Return Directive 2008/115/EC
	Stage of Process	Stage of Process	Stage of Process	Stage of process	Stage of Process	Stage of Process
Ireland	N/A	N/A	N/A	N/A	N/A	N/A
Italy						Administrative letter sent requesting clarifications on application <i>Reply received</i>
Latvia	<i>LFN sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment	<i>LFN sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment		<i>RO sent for non-communication of transition (partial transition notified)</i>	<i>LFN sent</i>	
Lithuania	<i>LFN sent for non-communication of transition</i> Partial transition notified	<i>LFN sent for non-communication of transition</i> Partial transition notified				
Luxembourg	<i>LFN sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment	<i>LFN sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment				
Malta	<i>Reasoned opinion sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment	<i>Reasoned opinion sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment				Administrative letter sent requesting clarifications on application <i>Reply received</i>
Netherlands						Administrative letter sent requesting clarifications on application <i>Reply received</i>
Poland	<i>LFN sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment	<i>LFN sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment				
Portugal						Administrative letter sent requesting clarifications on application <i>Reply received</i>
Romania	<i>LFN sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment	<i>LFN sent for non-communication of transition</i> Transition of the Directive has been notified – under assessment				
Slovakia						
Slovenia	<i>Reasoned opinion sent for non-communication of transition</i>	<i>LFN sent for non-communication of transition</i> Partial transition notified		<i>RO sent for non-communication of transition (partial transition notified)</i>		

	<b>Asylum Procedures Directive 2013/32/EU</b>	<b>Reception Conditions Directive 2013/33/EU</b>	<b>Qualifications Directive 2011/95/EU</b>	<b>Directive 2011/51/EU (Long term residents)</b>	<b>EURODAC Regulation EU/603/2013</b>	<b>Return Directive 2008/115/EC</b>
	Stage of Process	Stage of Process	Stage of Process	Stage of process	Stage of Process	Stage of Process
<b>Spain</b>	<i>LFN sent for non-communication of transposition of the Directive has been notified – under assessment</i>	<i>LFN sent for non-communication of transposition of the Directive has been notified – under assessment</i>	<i>RO sent for non-communication of transposition of the Directive has been notified – under assessment</i>			
<b>Sweden</b>	<i>LFN sent for non-communication of transposition Partial transposition notified</i>	<i>LFN sent for non-communication of transposition of the Directive has been notified – under assessment</i>				
<b>United Kingdom</b>	N/A	N/A	N/A	N/A		N/A

**58 new decisions from 23 September 2015 and onward**

**LFN = Letter of Formal Notice**

**RO = Reasoned Opinion**



Brussels, 10.2.2016  
COM(2016) 85 final

ANNEX 9

**ANNEX**

*to the*

**Communication from the Commission to the European Parliament and the Council on  
the State of Play of Implementation of the Priority Actions under the European Agenda  
on Migration**

**Accepted Member States' Support to Civil Protection Mechanism for Serbia, Slovenia,  
Croatia and Greece**

## Accepted Member States' Support to Civil Protection Mechanism for Serbia, Slovenia, Croatia and Greece<sup>1</sup>

ACTIVATIONS	SERBIA (21 September)	SLOVENIA (22 October)	CROATIA (26 October)	GREECE (03 December)
<b>OFFERS</b>				
<b>AUSTRIA</b>	500 pillows 50 000 protective gloves	2500 blankets 500 sleeping bags 900 sets of personal protective equipment (PPE)	500 sleeping bags 2500 disposable foil blankets 25 000 disposable gloves 24 000 disposable raincoats	30 000 raincoats 1 000 sleeping bags 500 beds (foldable)
<b>CYPRUS</b>				100 mobile toilets 20 tents
<b>CZECH REPUBLIC</b>		22 heated family tents 110 sleeping bags 110 field beds		40 heaters for solid fuel 10 000 disposable raincoats 2 000 disposable blankets 2 000 sleeping bags 500 inflatable beds
<b>DENMARK</b>		1000 blankets		
<b>FRANCE</b>		1 000 field beds 1 000 sleeping kits (each composed by 1 floor mat, 1 sleeping bag and 1 pillow) 2920 blankets	360 tents 5 760 foil blankets	1002 pairs of rubber boots 1020 camping beds 1020 blankets 8 accommodation units with built-in washroom and heating 7 ablution (sanitation) units
<b>GERMANY</b>			45 extension cords 100 wool blankets 500 pairs of rubber boots 50 000 pairs of disposable gloves 480 pairs of rubber gloves	2 000 first aid kits 2 water pumps
<b>HUNGARY</b>	100 000 protective masks	1 500 protective clothing 6 000 disposable respirators 78 winterized tents		

<sup>1</sup> As communicated by 9 February 2016.

ACTIVATIONS	SERBIA (21 September)	SLOVENIA (22 October)	CROATIA (26 October)	GREECE (03 December)
<b>IRELAND</b>	5 000 wool blankets			
<b>LATVIA</b>		4000 blankets 200 pillows 1000 pillow linens/cases 3000 bed linens		
<b>LUXEMBOURG</b>	5 000 protective masks 26 000 disposable gloves	10 000 protective masks 26 000 disposable gloves 3 000 sets of personal protective equipment (PPE) 2 LIFEPAK 15 (medical equipment) 150 field beds	10 000 protective masks 26 000 disposable gloves 150 foldable beds	100 tents
<b>NETHERLANDS</b>	3850 Sleeping Bags 300 foldable beds	100 field beds 10 portable light towers		2 water pumps
<b>ROMANIA</b>	2 500 sleeping bags 1 000 blankets 2 000 bed clothes 500 folding beds 500 mattresses 1 000 pillowcases			
<b>SLOVAKIA</b>	1 000 wool blankets 36 heaters (solid fuel) for tents 600 isothermal blankets 200 pads 2 generators 6kW 2 000 disposable raincoats	500 blankets 500 sleeping bags 275 bed linen 135 field beds 15 field tables 12 residential containers 3 sanitary containers	24 extension cords (50m) 36 electrical heaters 336 wool blankets wool 80 foldable beds 360 sleeping bags 300 pairs of rubber boots 24 heaters for tents	80 bunk beds 78 heaters for tents 2 water pumps 1 100 sleeping bags 6 000 raincoats 6 generators 5,5 KW 500 blankets
<b>SPAIN</b>	5 940 wool blankets	6 000 disposable gloves 5 000 polar blankets (under bed linen) 20 sleeping bags 100 field beds	3 000 foil blankets 6 000 disposable gloves	



ACTIVATIONS	SERBIA (21 September)	SLOVENIA (22 October)	CROATIA (26 October)	GREECE (03 December)
UNITED KINGDOM	24 060 blankets 1 350 sleeping bags 3 000 roll mats 2 550 inflatable mats 1 000 Beds with mattresses 471 Tents 800 solar lanterns	11 000 fleece blankets 1 600 sleeping bags 200 tents 5 000 sleeping mats 50 electric heaters for tents	150 Winterised family tents 49 564 High thermal synthetic wool blankets 50 000 Facemasks 100 000 disposable gloves 13 000 sleeping mats 1 640 sleeping bags 64 Electrical heaters 770 beds with mattresses	1 000 tents 4 x 10KVA generators 5 000 self-inflating mats 1 000 floor tiles 8 900 wool blankets

### FULL LIST OF NEEDS

Requested item	Request Serbia	Offers Serbia	Needs Serbia	Request Slovenia	Offers Slovenia <sup>a</sup>	Needs Sloveni <sup>a</sup>	Request Croatia	Offers Croatia	Needs Croatia	Request Greece	Offers Greece	Needs Greece
ambulances	5		5							26		26
bed linen	8,000	2,000	6,000	10,000	8,275	0 <sup>2</sup>						
beds (bunk beds)	7,000		7,000				500		0	3 000	80	2,920
beds (normal; foldable)	3,000	1,800	1,200	5,000	1,595	0	1,000	1,000	0	2020	2020	0
Blankets	89,600	37,600	52,000	30,000	21,920	0						
blankets (disposable foil)							15,000	11,260	0	80 000		80 000
blankets (disposable wool)							150,000	50,000	100,000	50 000	12 420	37,580
Buses	4		4							20		20
clothing protective and PPEs				50,000	5,400	44,600						
containers (heated accommodation)	200		200	100	12	88	100		100	800	8	792
containers (accommodation without heating)	34		34									
containers (sanitary)	60		60	0	3	0	20		20	90		90
Containers (water)							100		0			0

<sup>2</sup> The grey area indicates items that are not needed anymore. For the sake of clarity, these items are indicated as zero amounts.

Requested item	Request Serbia	Offers Serbia	Needs Serbia	Request Slovenia	Offers Slovenia	Needs Slovenia	Request Croatia	Offers Croatia	Needs Croatia	Request Greece	Offers Greece	Needs Greece
extension cords (25m)							250	45	0			
extension cords (50m)							250	24	0			
extension cords (7m)				1,000		1,000						
first aid kit							3,000		0	100 000	2 000	98 000
fuel diesel (tones)	10		10									
fuel oil (tones)	10		10									
full-face protective masks with filters - kits				250		0						
generators	10	2	8	6		6				10	10	0
gloves (disposable)	100,000	76,000	24,000	200,000	32,000	168,000	312,000	212,000	100,000			
gloves (rubber)							50,000	480	0			
heaters (electrical)							100	100	0			
heaters (tent)	300	36	264	50	50	0	100	24	0	950	118	832
illumination / light towers				100	10	90	10		0			
Interlocking floor titles										1 000	1 000	0
kitchen (mobile)	20		20	3		0						
Lamps							400		0			
mattresses	4,000	1,500	2,500									
medical equipment (LIFEPAK)				2	2	0						
<i>Medical supplies (various – bandages, syringes, needles, etc.)<sup>3</sup></i>												
<i>Medicines (for both communicable and non-communicable diseases)</i>												
mini vans	12		12							17		17
mud pumps (electrical 5KVA, 40-50 l/s)	4		4	5,000	1,000	4,000						
pillow cases	1,000	1,000	0	5,000	1,000	0						
Pillow	8,000	500	7,500	5,000	1,200	0						

<sup>3</sup> Due to the nature of the request, quantities are not calculated

Requested item	Request Serbia	Offers Serbia	Needs Serbia	Request Slovenia	Offers Slovenia	Needs Slovenia	Request Croatia	Offers Croatia	Needs Croatia	Request Greece	Offers Greece	Needs Greece
protective face masks	105,000	105,000	0	10,000	10,000	0	160,000	60,000	100,000			
protective face masks FFp3				100,000		100,000						
radiators (oil)				60		0						
raincoats (disposable)	80,000	2,000	78,000				124,000	24,000	100,000	100,000	46,000	54,000
respirators (disposable)				6,000	6,000	0						
roll mats	3,000	2,550	450	6000	6,000	0	13,000	13,000	0	5,000	5,000	0
rubber boots	4,000		4,000				1,000	800	0	2,000	1002	998
rubber pads							500		0			
shower (mobile)	40		40							50	7	43
sleeping bags	7,700	7,700	0	5,000	3,730	0	2,500	2,500	0	100,000	4,100	95,900
solar lanterns	800	800	0									
tables and benches				350	15	0						
tents (winter 6-8 pers and/or 240 sqm)	471	471	0	300	300	0	510	510	0	1,620	1,120	500
toilets (mobile)	40		40							100	100	0
transport capacity on rails (locomotive, 2-3 wagons)	1		1									
vehicles (4x4)	25		25							10		10
water pumps										6	6	0
mud pumps (electrical 5KVA, 40-50 lit/s)	4		4	5,000	1,000	4,000						