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PROPOSAL

From: Secretary-General of the European Commission,
signed by Mr Jordi AYET PUIGARNAU, Director

date of receipt: 13 June 2018

To: Mr Jeppe TRANHOLM-MIKKELSEN, Secretary-General of the Council of
the European Union

No. Cion doc.: SWD(2018) 348 final

Subject: COMMISSION STAFF WORKING DOCUMENT EXECUTIVE SUMMARY
OF THE IMPACT ASSESSMENT Accompanying the document Proposal
for a Regulation of the European Parliament and of the Council
establishing the Asylum and Migration Fund

Proposal for a Regulation of the European Parliament and of the Council
establishing the Internal Security Fund

Proposal for a Regulation of the European Parliament and of the Council
establishing, as part of the Integrated Border Management Fund, the
instrument for financial support for border management and visa

Proposal for a Regulation of the European Parliament and of the Council
establishing, as part of the Integrated Border Management Fund, the
instrument for financial support for customs control equipment

Delegations will find attached document SWD(2018) 348 final.

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COMMISSION STAFF WORKING DOCUMENT
EXECUTIVE SUMMARY OF THE IMPACT ASSESSMENT

Accompanying the document

Proposal for a Regulation of the European Parliament and of the Council establishing the Asylum and Migration Fund

Proposal for a Regulation of the European Parliament and of the Council establishing the Internal Security Fund

Proposal for a Regulation of the European Parliament and of the Council establishing, as part of the Integrated Border Management Fund, the instrument for financial support for border management and visa

Proposal for a Regulation of the European Parliament and of the Council establishing, as part of the Integrated Border Management Fund, the instrument for financial support for customs control equipment

{COM(2018) 471} - {COM(2018) 472} - {COM(2018) 473} - {COM(2018) 474} -
{SWD(2018) 347} - {SEC(2018) 315}

1. INTRODUCTION

The Union's post-2020 multiannual financial framework (MFF) has to make long-term budgetary provision for asylum, migration management, integrated border management (including customs control equipment) and internal security (including the fight against terrorism) and ensure that the Union's ambition in these areas is backed by adequate funding. This is one of the conclusions of the *Reflection paper on the future of EU finances*¹ and is supported by stakeholder consultations. This impact assessment sets out the thinking behind the Commission's proposals for the establishment of EU funds in the above areas.

2. THE CHALLENGES

The migration crisis of 2015 demonstrated clearly that Member States need to work together to deal with **migration-related challenges** effectively and in solidarity. The European agenda for migration constituted a comprehensive reaction and its implementation and management will form part of the Union's role for years to come. Support is needed to **ensure the effective control of the Union's external borders** and proper functioning of the Schengen area, and prevent irregular migration, while at the same time facilitating legitimate travel. Support is also needed to **support the customs union and customs authorities as regards the controls of goods at the Union external borders**, to protect the financial and economic interests of the Union and its Member States, to ensure the safety and security within the Union and to protect the Union from unfair and illegal trade while facilitating legitimate business activity. **Security threats** due to terrorism, organised crime and cybercrime, all with a cross-border dimension, call for a comprehensive response, as set out in the European agenda for security. Europe's citizens are looking to the EU and national governments to deliver security in a fast-changing and uncertain world.

Putting in place a robust and structural EU response to these challenges requires EU financial support that is designed to deliver the highest level of EU added value. Evaluations show that the existing funds have proven to be effective but need improvement: greater flexibility and simplification in their delivery, more coherence and consistency with other relevant EU funds and more complete and results-oriented monitoring and evaluation systems.

3. ARCHITECTURE OF THE FUNDS AND OBJECTIVES

The migration, borders and security cluster in the future Union budget will be covered by four instruments under three funds.

The **Asylum and Migration Fund** (AMF) will contribute to the efficient management of migration flows by strengthening the common European asylum system, supporting legal migration into Europe and contributing to the effective integration of non-EU nationals in Member States, while significantly enhancing policies on return and readmission to non-EU countries, and enhancing solidarity and responsibility-sharing between Member States. The

¹ https://ec.europa.eu/commission/publications/reflection-paper-future-eu-finances_en

fund will be able to support migration-related action in non-EU countries, in full coherence and synergy with the Union's external action.

The **Integrated Border Management Fund** (IBMF) will consist of two components, each with their own budget allocation. Its **border management and visa (BMVI)** component will support the implementation of European integrated border management and the common visa policy, in order to combat irregular migration and facilitate legitimate travel. Its **customs control equipment (CCE)** component will contribute to adequate and equivalent customs controls through the purchase, maintenance and upgrade of relevant, state-of-the-art and reliable customs control equipment.

The **Internal Security Fund** (ISF) will help to ensure a high level of security in the Union by tackling terrorism and radicalisation, organised crime and cybercrime, and assisting and protecting victims of crime.

Synergies with other EU funding instruments

Apart from synergies between these four instruments, synergies will also be established between the AMF and the successors to the European Structural and Investment Funds, as regards the **integration** of non-EU nationals and the building and maintenance of reception infrastructure, and with the **external instrument**, which will **have a strong focus on migration**. In this context, work to tackle the root causes of migration and promote sustainable reintegration in home countries will be carefully calibrated.

As regards the BMVI and the ISF, synergies with other instruments will be established in the areas of **maritime security and surveillance**, security research, **security of infrastructure and public spaces, cybersecurity, the prevention of radicalisation** and EU funding instruments supporting the **external dimension of border management and security**. As regards the CCE, synergies will be established in particular with the **customs programme**.

4. DELIVERY MECHANISMS OF THE INTENDED FUNDING

The AMF, the BMVI and the ISF will be implemented mainly through **shared management** mode, by Member States and the Commission, ensuring that the Union's priorities are supported in all participating states and allowing funding predictability. It will be complemented with **direct** and, to a limited extent, indirect **management**. The CCE will be implemented through **direct management**, mainly in the forms of grants.

As challenges in the area of migration and security are constantly evolving, **flexibility** will be a key feature of these new funds. New mechanisms, such as the thematic facility and a mid-term review (technical adjustment and performance review), will ensure that the allocation of funding can be adapted to changes in migration flows, pressure at borders and security threats, and funds can be steered to the Union priorities with highest added value. In addition, the management of the funds will be **simplified** through increased coherence with rules applicable to shared and direct management ('single rule book').

5. HOW WILL PERFORMANCE BE MONITORED AND EVALUATED?

The monitoring and evaluation framework will be improved to encourage timely performance and to ensure that evaluations can provide effective input for any future revisions of policy intervention. This will be done through better indicators, closer cooperation with relevant partners and a mechanism to incentivise performance.