

# Managing the Refugee Crisis

**European Council**  
**17-18 March 2016**

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# EU-Turkey Cooperation

17 March 2016



# Six Principles for Further Developing EU-Turkey Cooperation

Agreed on 7 March

**1** Returning all new irregular migrants (economic migrants and asylum seekers) crossing from Turkey into the Greek islands



- Returns must be carried out in **line with European and international law**
- Greek and Turkish **domestic legislation** needs to be changed
- **Fast-track arrangements** between two countries can be put in place

**2** Resettling for every Syrian readmitted by Turkey from the Greek islands, another Syrian from Turkey to the EU



- A sound logistical framework and **sufficient resettlement pledges** are needed
- **18,000** available places for resettlement (European Resettlement Scheme), plus the **54,000** currently unallocated places under the existing relocation decisions
- **Voluntary Humanitarian Admission Scheme** (Commission Recommendation of 15 December 2015) will be activated once irregular crossings between Turkey and the EU have come to an end or have been substantially reduced

**3** Accelerating the implementation of the EU-Turkey visa liberalisation roadmap



- Turkey has so far filled **35 of the 72 requirements**
- The applicable benchmarks will **not be amended**
- In order to meet the target of lifting visa requirements by the **end of June**, Turkey needs to adopt the **pending measures by end of April**

# Six Principles for Further Developing EU-Turkey Cooperation

Agreed on 7 March

## 4 Speeding up the disbursement of the Facility for Refugees in Turkey and increasing its resources



- The Facility of **€3 billion** comes on top of the **€350 million** already being rolled out by the Commission on refugee support in Turkey
- In March, **€95 million** were contracted for food and education. Further contracts of **€125 million** are in the pipeline, of which **€50 million** will be signed in June
- Member States need to **accelerate** their **contributions** (so far, only Germany and Finland have contributed to the Facility)

## 5 Preparing for the decision on the opening of the new Chapters in the Turkey accession negotiations as soon as possible



- **Chapter 17** (Economic and Monetary Union) was opened in November 2015
- Preparations are underway towards the **opening of five chapters, subject to Member State positions and the negotiation framework** (Chapter 15 - Energy; Chapter 23 - Judiciary and Fundamental Rights; Chapter 24 - Justice, Freedom and Security; Chapter 26 - Education and Culture, and Chapter 31 - Foreign, Security and Defence policy)

## 6 Cooperating to improve humanitarian conditions inside Syria



- Since the beginning of the crisis, the Commission's **humanitarian aid for Syria** amounts to **€468 million**
- Today, 50 projects are in place, totalling over **€200 million**
- **€15 million** will be contracted in March, with some **€70 million** further funding planned to be contracted by early May

# Legal conditions and practical arrangements for the 1:1 Return and Resettlement scheme



## Greece

- **Clear distinction** needs to be made between migrants already on the islands and new migrants arriving from Turkey
- Greece needs to apply the status of Turkey as a **"safe third country"** (Article 38 of the Asylum Procedures Directive)
- **Hotspots need to be adapted** with the objective of applying **accelerated asylum procedure** (with the possibility of legal challenge) and **implementing returns** to Turkey
- The **reception and detention capacity** of the Hotspots needs to be increased
- **Large-scale transport** from the Greek islands to Turkey needs to be put in place



## Turkey

- Necessary **changes in Turkish legislation** in order to:
  - renew temporary protection status for Syrians who had left Turkey
  - give access to effective asylum procedures for all persons in need of international protection
  - ensure that protection is afforded to non-Syrians, notably those returned
- **Priority for resettlement** should be given to Syrians who remained in Turkey since they became eligible for temporary protection
- Turkey should commit to taking necessary measures to **prevent new sea or land routes** for illegal migration opening up from Turkey to EU

# Managing the Refugee Crisis in Greece

EU and Member State officials supporting Greece in managing the crisis (as per 15 March)



FRONTEX

770



55

*Structural Reform Support  
Service*

*Directorate-General for  
Migration and Home Affairs*



55

*National experts from  
Member States*



12



# Hotspots

17 March 2016





## 8 Operational Hotspots

Near 100% fingerprinting rate in fully operational Hotspots



Italy committed to set up six Hotspots



Greece committed to set up five Hotspots

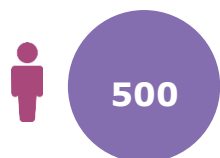
- OPERATIONAL
- WORKS ONGOING
- PLANS FOR THE REFURBISHMENT STILL MISSING

## 8 Operational Hotspots: State of Play

 Agencies' presence  
 Reception capacity  
 \*EASO: European Asylum Support Office

### ITALY

#### Lampedusa



Frontex: 16 officers  
EASO\*: 3 experts

#### Pozzallo



Frontex: 15 officers  
EASO: 2 experts

#### Porto Empedocle



#### Augusta



#### Taranto



Frontex: 4 officers  
EASO: 1 expert

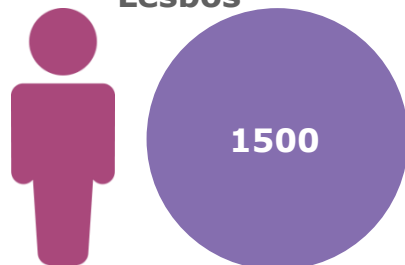
#### Trapani



Frontex: 15 officers  
EASO: 3 experts

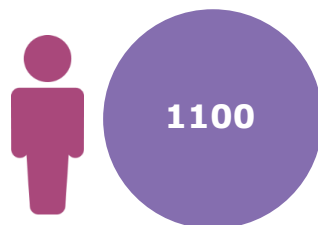
### GREECE

#### Lesbos



Frontex: 303 officers  
EASO: 5 experts and 5 interpreters  
Europol: 4 officers

#### Chios



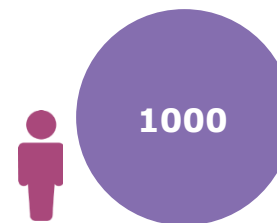
Frontex: 105 officers  
EASO: 3 experts  
Europol: 2 officers

#### Samos



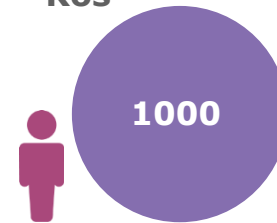
Frontex: 69 officers  
EASO: 3 experts  
Europol: 1 officer

#### Leros



Frontex: 37 officers  
Europol: 2 officers

#### Kos



Frontex: 45 officers

# Relocation and Resettlement

17 March 2016

## Relocation and Resettlement

### The Commitments

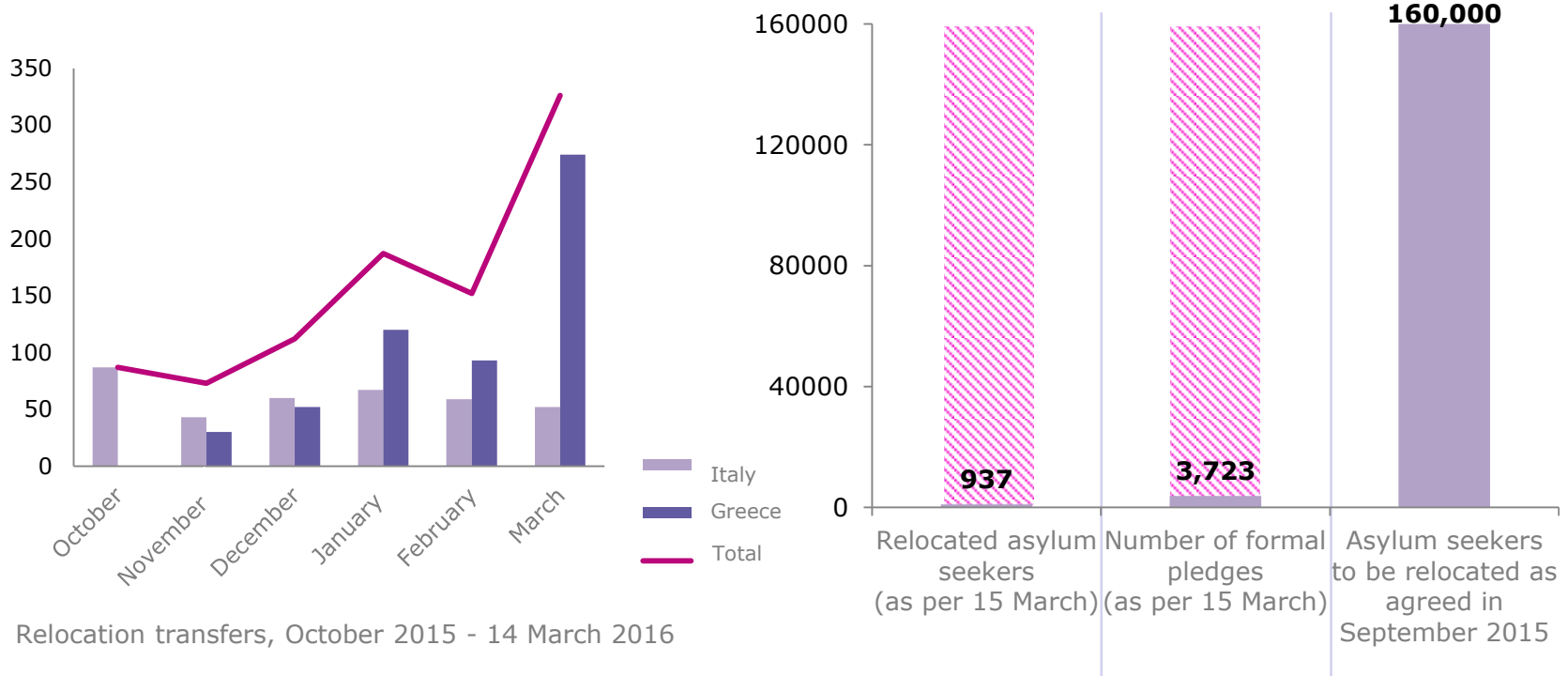
- The European Union and its 28 Member States have committed to:
  - **relocate 160,000 persons** in clear need of international protection arriving in Greece and Italy\*
  - **resettle 22,504 people** in need of international protection from third countries such as Lebanon, Jordan, Turkey or Libya\*\*
- The Commission recommended, on 15 December 2015, **a Humanitarian Admission Scheme for Refugees in Turkey**, elaborated together with representatives of the 28 Member States and of the United Nations High Commissioner for Refugees

\*By September 2017 (from the total number of 160,000, the Council did not decide on 54,000)

\*\* 4,089 persons were commitments from Iceland, Liechtenstein, Norway and Switzerland

## Relocation - Progress so far

Slow implementation rate but first signs of a positive trend: the pace of relocation has increased in the first weeks of March, but is still insufficient



## Relocation – Progress to date

### State of Play as per 15 March

|        |                | Austria | Belgium  | Bulgaria | Croatia  | Cyprus        | Czech Republic | Estonia    | Finland     | France      | Germany |
|--------|----------------|---------|----------|----------|----------|---------------|----------------|------------|-------------|-------------|---------|
| Italy  | Formal pledges |         | 30       | 90       |          | 15            | 10             | 8          | 150         | 200         | 10      |
|        | Relocations    |         | 24       |          |          |               |                |            | 96          | 41          | 20      |
| Greece | Formal pledges |         |          | 160      |          | 65            | 20             | 23         | 170         | 570         | 40      |
|        | Relocations    |         |          | 2        |          | 6             |                |            | 77          | 242         | 37      |
|        |                | Hungary | Iceland  | Ireland  | Latvia   | Liechtenstein | Lithuania      | Luxembourg | Malta       | Netherlands | Norway  |
| Italy  | Formal pledges |         |          | 20       | 20       |               |                | 30         | 17          | 50          |         |
|        | Relocations    |         |          |          |          |               |                |            | 15          | 50          |         |
| Greece | Formal pledges |         |          | 40       | 26       |               | 80             | 70         | 6           | 150         |         |
|        | Relocations    |         |          | 10       | 6        |               | 6              | 30         | 6           | 48          |         |
|        |                | Poland  | Portugal | Romania  | Slovakia | Slovenia      | Spain          | Sweden     | Switzerland | Total       |         |
| Italy  | Formal pledges | 35      | 388      | 260      |          | 10            | 50             | 50         | 30          | 1,473       |         |
|        | Relocations    |         | 65       |          |          |               | 18             | 39         |             | 368         |         |
| Greece | Formal pledges | 65      | 330      | 255      |          | 30            | 150            |            |             | 2,250       |         |
|        | Relocations    |         | 84       | 15       |          |               |                |            |             | 569         |         |



## Relocation – Main Challenges

### Obstacles for the Member States



Insufficient and limited number of formal pledges



Obstacles related to security checks



Incorrect use of preferences for the profile of the applicants by the Member States



Unjustified rejections



Lengthy response time to relocation requests



Lack of pre-departure information by the Member State of relocation



Insufficient response to EASO calls for experts

## Relocation – Main Challenges

### Obstacles for Italy and Greece



Need to make all Hotspots fully operational and continue implementing the roadmaps



Insufficient reception and registration capacities in Greece





Insufficient coordination capacity



Insufficient follow-up of applicants

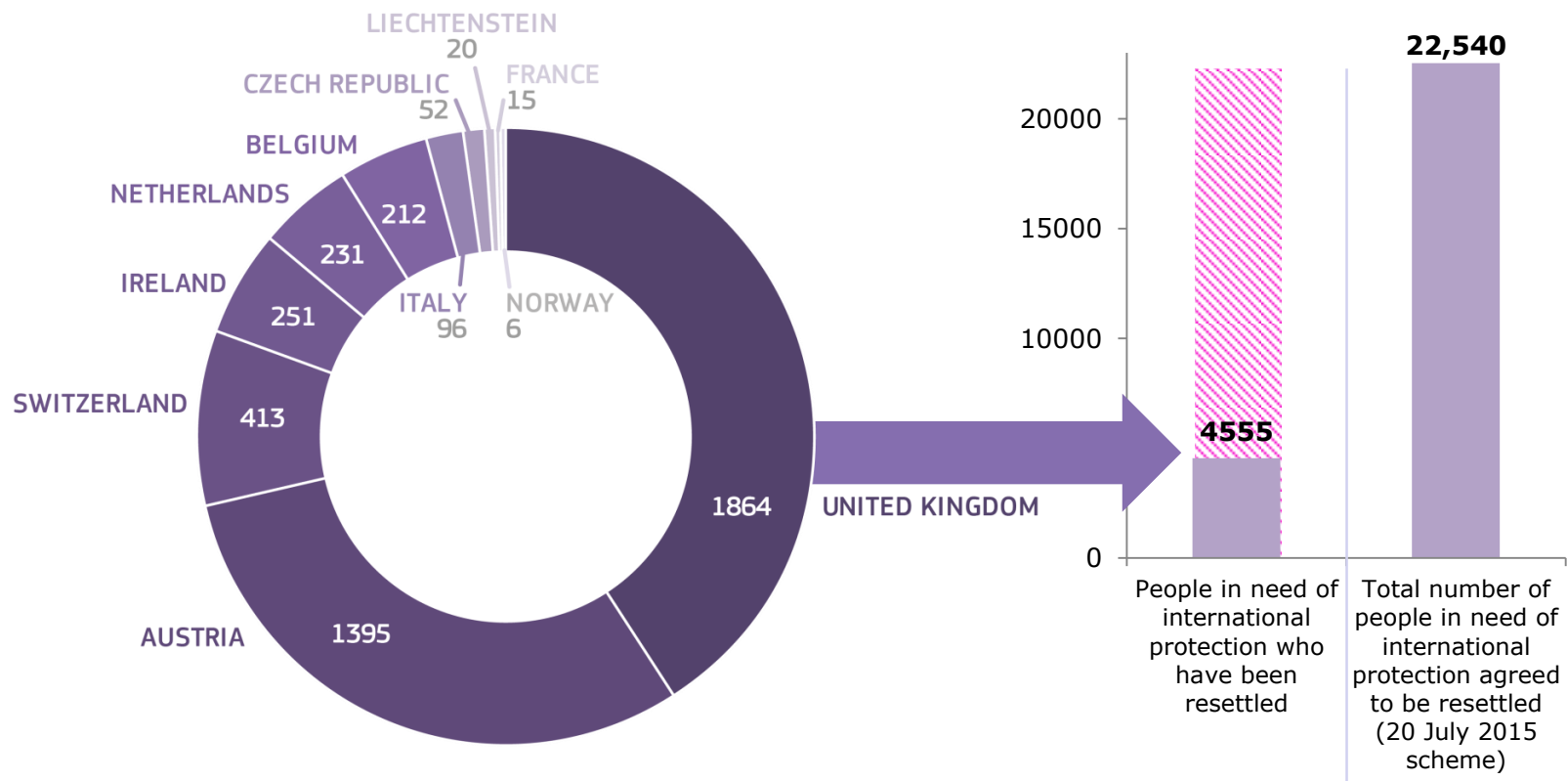
## Relocation – Addressing the Challenges

### Recommendations

|  <b>Member States</b>  |  <b>Greece and Italy</b>   |
|---|---|
| <ul style="list-style-type: none"><li>✓ Increase the <b>number</b> and <b>frequency</b> of pledges</li><li>✓ Reply to relocation requests <b>within one week</b> upon receipt</li><li>✓ Accelerate the carrying out of <b>additional security checks</b> (objective – within one week)</li><li>✓ Provide <b>pre-departure information</b> packages</li><li>✓ Respond to EASO <b>calls for experts</b></li></ul> | <ul style="list-style-type: none"><li>✓ Complete the <b>full operation of all Hotspots</b></li><li>✓ Step-up efforts to carry out <b>systematic security checks</b></li><li>✓ Improve <b>coordination capacity</b></li><li>✓ Finalise the procedures to <b>facilitate the relocation of unaccompanied minors</b></li><li>✓ Increase the <b>capacity of the Greek Asylum Service</b> to register applicants to be relocated</li><li>✓ <b>Increase the reception capacity</b> of Greece by making 50,000 places available</li></ul> |

# Resettlement Scheme has to be Stepped Up

Providing legal and safe pathways to enter the EU:  
State of Play as of 15 March



## Resettlement – Progress to date

### State of Play as of 15 March

|                               | Austria | Belgium | Bulgaria | Croatia | Cyprus | Czech Republic | Denmark | Estonia | Finland | France | Germany |
|-------------------------------|---------|---------|----------|---------|--------|----------------|---------|---------|---------|--------|---------|
| Pledges for resettlement      | 1,900   | 1,100   | 50       | 150     | 69     | 400            | 1,000   | 20      | 293     | 2,375  | 1,600   |
| Persons resettled by 15 March | 1,395   | 212     |          |         |        | 52             |         |         |         | 15     |         |



|                               | Greece | Hungary | Iceland | Ireland | Italy | Latvia | Liechtenstein | Lithuania | Luxembourg | Malta | Netherlands |
|-------------------------------|--------|---------|---------|---------|-------|--------|---------------|-----------|------------|-------|-------------|
| Pledges for resettlement      | 354    | 0       | 50      | 520     | 1,989 | 50     | 20            | 70        | 30         | 14    | 1,000       |
| Persons resettled by 15 March |        |         |         | 251     | 96    |        | 20            |           |            |       | 231         |

|                               | Norway | Poland | Portugal | Romania | Slovakia | Slovenia | Spain | Sweden | Switzerland | United Kingdom | Total  |
|-------------------------------|--------|--------|----------|---------|----------|----------|-------|--------|-------------|----------------|--------|
| Pledges for resettlement      | 3,500  | 900    | 191      | 80      | 100      | 20       | 1,449 | 491    | 519         | 2,200          | 22,504 |
| Persons resettled by 15 March | 6      |        |          |         |          |          |       |        | 413         | 1,864          | 4,555  |

## Resettlement Scheme - Challenges

No clear framework with common rules and procedures for the participating Member States damages the effectiveness of the scheme

|  Challenges   |  Potential solutions  |
|--|---|
| <ul style="list-style-type: none"><li>✓ <b>Divergences</b> among the Member States regarding their resettlement programmes and practices</li><li>✓ <b>Long procedures</b> to select the candidates</li><li>✓ Lack of <b>reception capacities</b></li><li>✓ Lack of <b>human resources capacity</b> and the need for adequate training</li><li>✓ Varying <b>capacity in the field of resettlement</b></li></ul> | <ul style="list-style-type: none"><li>✓ <b>Sharing knowledge</b> and working with partners</li><li>✓ <b>Improved monitoring</b> of the scheme to ensure that the pledges agreed are honoured</li><li>✓ Link to <b>global resettlement efforts</b></li><li>✓ <b>Implementing</b> the Voluntary Humanitarian Admission Scheme with Turkey</li><li>✓ Ensuring a <b>structured system of resettlement</b> in the EU</li></ul> |



# Resettlement Scheme - Way Forward

## Member States should implement the recommendations



### Ideal situation

- A monthly relocation rate of at least **5,679** should be achieved
- Relocation procedure of maximum **two weeks**
- Member States need to deliver on the remaining **17,949** resettlement places
- **855** people to be resettled on a monthly basis



### Immediate next steps



At least **6,000** relocations should be completed



At least **20,000** relocations should be completed

# Return and Readmissions

17 March 2016

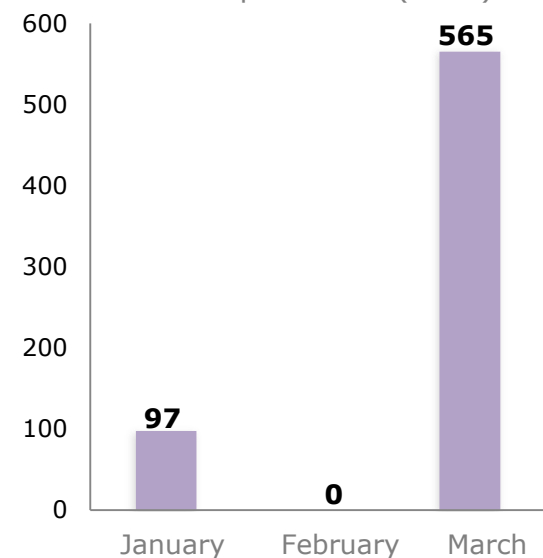
## Return Policy - One of the Priorities under the European Agenda on Migration

Returning irregular migrants sends a clear signal that those who do not qualify for international protection will be returned



- The European Union is stepping up its efforts to ensure **those who do not qualify for international protection** will be **quickly and effectively returned** to their countries of origin or transit
- Six return operations have taken place in March
- A **Frontex joint return operation to Pakistan**, with a stopover in Greece took place on **17 March**, as a first step in a series of new efforts to intensify Frontex joint return operations with involvement of Greece

Number of people returned from Greece per month (2016)



## Readmission – a Central Element of the EU-Turkey Joint Action Plan

The Commission proposed operational arrangements to make the readmission procedure for economic migrants from Greece to Turkey more efficient



- The 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
- Turkey and Greece have progressed in their discussions to establish much more **effective readmission operational procedures**, including the deployment of Turkish liaison officers to 5 Hotspots

# Supporting Refugees

17 March 2016

# European Emergency Assistance Instrument

## Adopted by the General Affairs Council

### WHAT?

An EU emergency **support to complement Member States' humanitarian response** inside the EU (e.g. provision of food, shelter and other basic necessities)

### WHY?

- To **support Member States** in addressing humanitarian needs when overwhelmed by major disasters, such as sudden influx of refugees from third countries
- To **fill a gap in EU instruments** for responding to the imminent threat of a humanitarian crisis within the EU

### HOW?

- Funding of **€700 million between 2016 and 2018**
- Implementation based on needs assessment **via partner organisations** such as UN agencies, NGOs, international organisations or specialised services of the Member States



## EU Civil Protection Mechanism

### As per 16 March

**Mobilisation of various types of assistance;  
teams, shelter, medical supplies, non-food items and  
expertise**

■ Activated since  
September  
2015 by  
**Croatia,  
Greece,  
Slovenia** and  
**Serbia**

■ **19 Member States and  
Norway** have made offers:  
Austria, Cyprus, Czech  
Republic, Denmark, Estonia,  
Finland, France, Germany,  
Hungary, Ireland, Latvia,  
Lithuania, Luxembourg, the  
Netherlands, Romania,  
Slovakia, Spain, Sweden, the  
United Kingdom

### Snapshot of latest contributions:

**200** winter tents  
**2,000** blankets  
**2,000** soaps  
**30** generators  
**750** mattresses  
**300** chairs  
**5,000** pillows




# Back to Schengen – a Roadmap

17 March 2016

## The Cost of non-Schengen

Full border controls would generate direct costs for the EU economy in a range between €5 and €18 billion annually



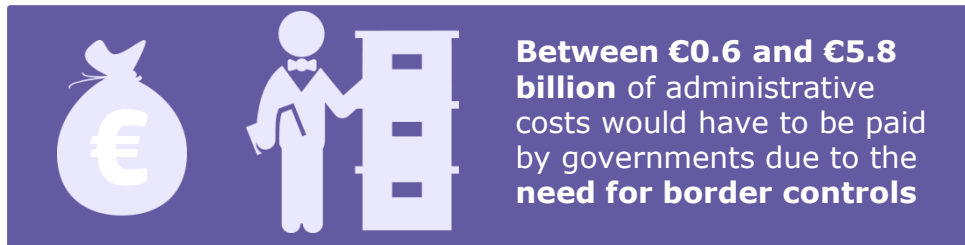
**Road haulage** sector would be most affected with **€1.7 to €7.5 billion** of additional direct cost each year



**Commuters and travellers** would face between **€1.3 and €5.2 billion** in terms of time lost



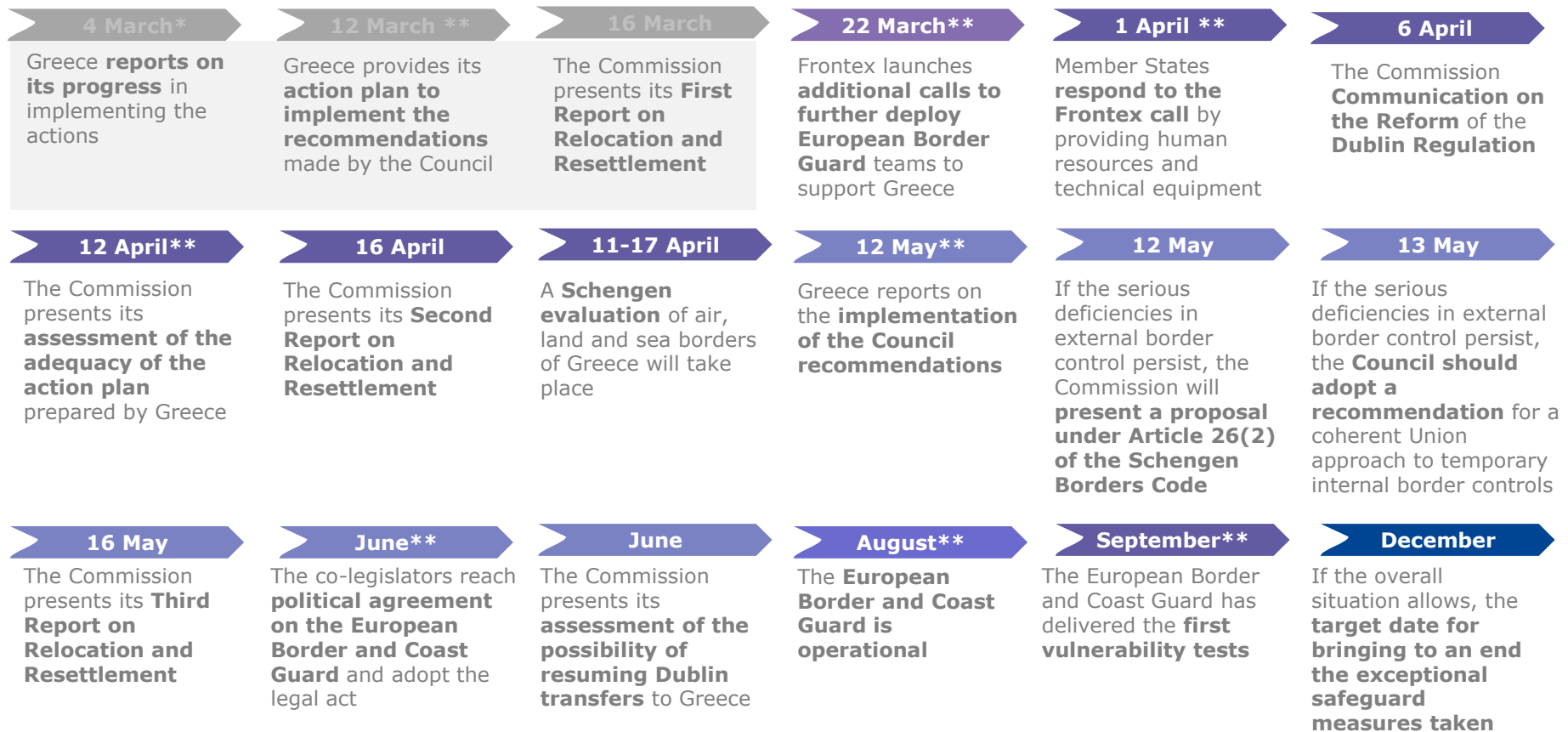
**13 million tourist nights** could be lost in the EU, equalling **€1.2 billion** cost for the tourism sector. The potential impact for the tourism industry could **multiply** due to border controls (between **€10 and €20 billion**)



Between **€0.6 and €5.8 billion** of administrative costs would have to be paid by governments due to the **need for border controls**

# A Roadmap to a Fully Functioning Schengen

## Addressing the multi-faceted challenges in 2016



\*and monthly thereafter

\*\* at the latest