Managing the Refugee Crisis

European Council
17-18 March 2016
Table of Contents

- EU-Turkey Cooperation
- Hotspots
- Relocation and Resettlement
- Return and Readmission
- Supporting Refugees
- Back to Schengen – a Roadmap
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)
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

ITALY

Lampedusa
Frontex: 16 officers
EASO*: 3 experts

Pozzallo
Frontex: 15 officers
EASO: 2 experts

Porto Empedocle
Augusta
Frontex: 4 officers
EASO: 1 expert

Taranto
Frontex: 15 officers
EASO: 3 experts

Trapani

GRECECE

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

Leros
Frontex: 37 officers
Europol: 2 officers

Kos
Frontex: 45 officers

*EASO: European Asylum Support Office
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

<table>
<thead>
<tr>
<th>Country</th>
<th>Austria</th>
<th>Belgium</th>
<th>Bulgaria</th>
<th>Croatia</th>
<th>Cyprus</th>
<th>Czech Republic</th>
<th>Estonia</th>
<th>Finland</th>
<th>France</th>
<th>Germany</th>
</tr>
</thead>
<tbody>
<tr>
<td>Italy</td>
<td>30</td>
<td>90</td>
<td></td>
<td></td>
<td>15</td>
<td>10</td>
<td>8</td>
<td>150</td>
<td>200</td>
<td>10</td>
</tr>
<tr>
<td></td>
<td>24</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>96</td>
<td>41</td>
<td>20</td>
</tr>
<tr>
<td>Greece</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>160</td>
<td></td>
<td>65</td>
<td>20</td>
<td>23</td>
<td>170</td>
<td>570</td>
<td>40</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2</td>
<td></td>
<td>6</td>
<td></td>
<td></td>
<td>77</td>
<td>242</td>
<td>37</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hungary</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Italy</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Greece</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Poland</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Portugal</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Romania</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Slovakia</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Slovenia</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Spain</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sweden</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Switzerland</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Italy</td>
<td>35</td>
<td>388</td>
<td>260</td>
<td>10</td>
<td>50</td>
<td>50</td>
<td>30</td>
<td>1,473</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>65</td>
<td></td>
<td></td>
<td></td>
<td>18</td>
<td>39</td>
<td></td>
<td>368</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Greece</td>
<td>65</td>
<td>330</td>
<td>255</td>
<td>30</td>
<td>150</td>
<td></td>
<td></td>
<td>2,250</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>84</td>
<td>15</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>569</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
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

<table>
<thead>
<tr>
<th>Member States</th>
<th>Greece and Italy</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓ Increase the <strong>number</strong> and <strong>frequency</strong> of pledges</td>
<td>✓ Complete the <strong>full operation of all Hotspots</strong></td>
</tr>
<tr>
<td>✓ Reply to relocation requests <strong>within one week</strong> upon receipt</td>
<td>✓ Step-up efforts to carry out <strong>systematic security checks</strong></td>
</tr>
<tr>
<td>✓ Accelerate the carrying out of <strong>additional security checks</strong> (objective – within one week)</td>
<td>✓ Improve <strong>coordination capacity</strong></td>
</tr>
<tr>
<td>✓ Provide <strong>pre-departure information</strong> packages</td>
<td>✓ Finalise the procedures to <strong>facilitate the relocation of unaccompanied minors</strong></td>
</tr>
<tr>
<td>✓ Respond to EASO <strong>calls for experts</strong></td>
<td>✓ Increase the <strong>capacity of the Greek Asylum Service</strong> to register applicants to be relocated</td>
</tr>
<tr>
<td></td>
<td>✓ <strong>Increase the reception capacity</strong> of Greece by making 50,000 places available</td>
</tr>
</tbody>
</table>
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

<table>
<thead>
<tr>
<th>Country</th>
<th>Austria</th>
<th>Belgium</th>
<th>Bulgaria</th>
<th>Croatia</th>
<th>Cyprus</th>
<th>Czech Republic</th>
<th>Denmark</th>
<th>Estonia</th>
<th>Finland</th>
<th>France</th>
<th>Germany</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pledges for resettlement</td>
<td>1,900</td>
<td>1,100</td>
<td>50</td>
<td>150</td>
<td>69</td>
<td>400</td>
<td>1,000</td>
<td>20</td>
<td>293</td>
<td>2,375</td>
<td>1,600</td>
</tr>
<tr>
<td>Persons resettled by 15 March</td>
<td>1,395</td>
<td>212</td>
<td></td>
<td>52</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>15</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Country</th>
<th>Greece</th>
<th>Hungary</th>
<th>Iceland</th>
<th>Ireland</th>
<th>Italy</th>
<th>Latvia</th>
<th>Liechtenstein</th>
<th>Lithuania</th>
<th>Luxembourg</th>
<th>Malta</th>
<th>Netherlands</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pledges for resettlement</td>
<td>354</td>
<td>0</td>
<td>50</td>
<td>520</td>
<td>1,989</td>
<td>50</td>
<td>20</td>
<td>70</td>
<td>30</td>
<td>14</td>
<td>1,000</td>
</tr>
<tr>
<td>Persons resettled by 15 March</td>
<td>251</td>
<td>96</td>
<td></td>
<td>20</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>231</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Country</th>
<th>Norway</th>
<th>Poland</th>
<th>Portugal</th>
<th>Romania</th>
<th>Slovakia</th>
<th>Slovenia</th>
<th>Spain</th>
<th>Sweden</th>
<th>Switzerland</th>
<th>United Kingdom</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pledges for resettlement</td>
<td>3,500</td>
<td>900</td>
<td>191</td>
<td>80</td>
<td>100</td>
<td>20</td>
<td>1,449</td>
<td>491</td>
<td>519</td>
<td>2,200</td>
<td>22,504</td>
</tr>
<tr>
<td>Persons resettled by 15 March</td>
<td>6</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>413</td>
<td>1,864</td>
<td></td>
<td>4,555</td>
</tr>
</tbody>
</table>
# Resettlement Scheme - Challenges

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

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Potential solutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓ Divergences among the Member States regarding their resettlement programmes and practices</td>
<td>✓ Sharing knowledge and working with partners</td>
</tr>
<tr>
<td>✓ Long procedures to select the candidates</td>
<td>✓ Improved monitoring of the scheme to ensure that the pledges agreed are honoured</td>
</tr>
<tr>
<td>✓ Lack of reception capacities</td>
<td>✓ Link to global resettlement efforts</td>
</tr>
<tr>
<td>✓ Lack of human resources capacity and the need for adequate training</td>
<td>✓ Implementing the Voluntary Humanitarian Admission Scheme with Turkey</td>
</tr>
<tr>
<td>✓ Varying capacity in the field of resettlement</td>
<td>✓ Ensuring a structured system of resettlement in the EU</td>
</tr>
</tbody>
</table>
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):

- January: 97
- February: 0
- March: 565
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

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>4 March*</td>
<td>Greece reports on its progress in implementing the actions</td>
</tr>
<tr>
<td>12 March **</td>
<td>Greece provides its action plan to implement the recommendations made by the Council</td>
</tr>
<tr>
<td>16 March</td>
<td>The Commission presents its First Report on Relocation and Resettlement</td>
</tr>
<tr>
<td>22 March**</td>
<td>Frontex launches additional calls to further deploy European Border Guard teams to support Greece</td>
</tr>
<tr>
<td>1 April **</td>
<td>Member States respond to the Frontex call by providing human resources and technical equipment</td>
</tr>
<tr>
<td>6 April</td>
<td>The Commission Communication on the Reform of the Dublin Regulation</td>
</tr>
<tr>
<td>12 April**</td>
<td>The Commission presents its assessment of the adequacy of the action plan prepared by Greece</td>
</tr>
<tr>
<td>16 April</td>
<td>The Commission presents its Second Report on Relocation and Resettlement</td>
</tr>
<tr>
<td>11-17 April</td>
<td>A Schengen evaluation of air, land and sea borders of Greece will take place</td>
</tr>
<tr>
<td>12 May**</td>
<td>Greece reports on the implementation of the Council recommendations</td>
</tr>
<tr>
<td>12 May</td>
<td>If the serious deficiencies in external border control persist, the Commission will present a proposal under Article 26(2) of the Schengen Borders Code</td>
</tr>
<tr>
<td>13 May</td>
<td>If the serious deficiencies in external border control persist, the Council should adopt a recommendation for a coherent Union approach to temporary internal border controls</td>
</tr>
<tr>
<td>16 May</td>
<td>The Commission presents its Third Report on Relocation and Resettlement</td>
</tr>
<tr>
<td>June**</td>
<td>The co-legislators reach political agreement on the European Border and Coast Guard and adopt the legal act</td>
</tr>
<tr>
<td>June</td>
<td>The Commission presents its assessment of the possibility of resuming Dublin transfers to Greece</td>
</tr>
<tr>
<td>August**</td>
<td>The European Border and Coast Guard is operational</td>
</tr>
<tr>
<td>September**</td>
<td>The European Border and Coast Guard has delivered the first vulnerability tests</td>
</tr>
<tr>
<td>December</td>
<td>If the overall situation allows, the target date for bringing to an end the exceptional safeguard measures taken</td>
</tr>
</tbody>
</table>

*and monthly thereafter
** at the latest