



**PARLIAMENT OF ROMANIA  
CHAMBER OF DEPUTIES  
EUROPEAN AFFAIRS COMMITTEE**

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*Courtesy translation*

**OPINION  
on the Communication from the Commission to the European Parliament, the Council, the  
European Economic and Social Committee and the Committee of the Regions  
A European Agenda on Migration – COM (2015) 240**

In accordance to the provisions of art. 170 paragraph (1) of the Standing Orders of the Chamber of Deputies, republished, the European Affairs Committee, together with the Foreign Policy Committee, the Defence, Public Order and National Security Committee and the Human Rights, Religious Denominations and National Minorities Issues Committee were called upon to examine the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: A European Agenda on Migration - COM(2015) 240.

- A. Taking into consideration the draft opinion adopted by the Defence, Public Order and National Security Committee, on the 9<sup>th</sup> of June 2015;
- B. Taking into consideration the draft opinion adopted by the Foreign Policy Committee, on the 9<sup>th</sup> of June 2015;
- C. Taking into consideration the draft opinion adopted by the Human Rights, Religious Denominations and National Minorities Issues Committee, on the 10<sup>th</sup> of June 2015;
- D. In view of the Note of the Ministry of Foreign Affairs dated 8 June 2015;
- E. In view of the Note of the Ministry of Interior dated 18 June 2015;
- F. In view of the information presented in the Information Sheet dated 3 June 2015, drafted by the Direction for the European Union – Department for Parliamentary Studies and EU policies of the Chamber of Deputies;
- G. Taking into consideration the analysis of its own staff

In exercising the rights granted to the national Parliaments under the Treaty on the European Union, in particular art. 12, *the Commission for European Affairs of the Chamber of Deputies*:

1. Takes note with concern of the pressure exerted by the tragic events that still persist in the Mediterranean Sea and salutes the Union's response.
2. Takes note of the European Commission's finding that the Union's policy on migration is deficient and salutes the measures that have been provided, in particular those meant for medium term, which are circumscribed in a coherent and comprehensive approach, focused on fundamental causes.
3. Welcomes the reaffirmation of principles of solidarity and fair distribution of accountability among the Member States with respect to the management of this global phenomenon, but nevertheless emphasizes that the expression of solidarity among Member States does not change the temporary nature of the measures; at the same time, it is necessary to maintain a correct balance between solidarity and responsibility, a practical expression of solidarity being, for example, the securing of outside borders of the European Union.
4. Considers that the observance of the solidarity principle must be associated and supported by the principle of volunteering.
5. Takes note of the progress registered so far according to the planning provided in the Communication, specifically:
  - a) establishing an emergency system for the intra-EU relocation of persons in need of international protection, including a system of temporary distribution meant to ensure a fair and balanced participation of all Member States to this joint effort, based on criteria such as: GDP, size of population, unemployment rate, number of asylum seekers and refugees previously relocated on the territory of the state in question.
  - b) the adoption by the European Commission of the Recommendation for a resettlement scheme applicable to all Member States, in order to reach the target set by UNHCR for the European Union, specifically to relocate a number of 20,000 persons/year by 2020. The criteria considered are the same as in case of emergency intra-EU relocation.
  - c) the proposal of an action plan addressing the causes that lead to illegal and forced displacement to third countries, which includes initiatives aimed to dismantle the trafficking networks, to bring the perpetrators to justice and seize their assets through swift action by Member State authorities in cooperation with the European Agencies.
6. Recommends that the European Commission reinforces the democratic control over measures provided for the purpose of improving the migration and asylum policies, including the emergency actions previously indicated. It is reminded that a solution as extensive as possible to the issue of the legitimacy and democratic control in this area also provides the guarantee of an efficient relocation, free of social and economic tensions.
7. Highlights that the policy and measures provided must distinguish between the migration flow that is generated by objective causes, such as poverty or conflicts – on one hand – and the human trafficking on the other hand. Such a differential approach should prevent abuse against immigrants in the execution of measures for the implementation of the asylum and migration policy, but should also allow to take firm action in case of infringement of the law. The migration and asylum policy should not be perceived as a collection of restrictive and repressive measures, but as an opportunity for the expression of human solidarity and the use of human capital resources, regardless of its origin.
8. Acknowledges that it is necessary for the legal migration to continue to benefit from insertion programmes, with a solid structure, in order to meet the labour needs in the Union, thus contributing to the prosperity of the European Union.

9. Welcomes the overall agreement between the positions of the European Parliament and the positions of the European Commission, and considers that this example of unity and solidarity should be followed by the Member States, as recognition of the gravity and urgency of this situation.
10. Emphasizes that, considering the wide extent of the migration phenomenon, the Union's response should exceed the level of reform in asylum and migration policies and should include the preparation of a specific, distinct policy that would provide a clear-cut set of actions designed to ensure the social and economic security of the Member States, in a manner similar to the mechanisms that ensure the Union's security in other fields, such as energy.
11. Emphasizes the fact that the migration flow is exponentially increasing, which makes it extremely difficult to manage only by exerting control at origin and by distribution in the relocation state. A number of persons with diverse educational and social backgrounds might generate social and cultural pressure on the long run. Consequently, the measures aimed to achieve social insertion should consider this time setting as well, and should be addressed not only to migrants, but also to the communities where they are to be settled.
12. Recommends that an analysis be conducted, focusing on the impact brought by the migration flow on the labour market and education system, from the perspective of human resources needed to manage the migration flow and the outline of response measures. A large number of immigrants require well trained personnel that must be available to manage them, from the selection stage until the relocation and social insertion stages. The sudden need of an increased number of specialists in the field of social care, education and health care constitutes a seriously disruptive factor for the labour market and for the structures providing professional training and medical assistance.
13. Points out the gravity of the developments at the Eastern borders of the Union, the existence of an already significant number of internally displaced persons in Ukraine, and the risk of a massive flow of refugees, if the military hostilities should escalate; Romania would also be in the front line; under these circumstances, it is suggested that the prospective programmes of the Union include this issue as well, and the relevant national authorities are invited to make the best possible use of the suggestions put forth by the Union in order to prepare themselves at least in terms of legislation, and institutional and organisational structures.
14. Considers that the actions concerning the prevention of the root causes of migration, including those found in the origin states, should constitute a priority, should be thoroughly planned and implemented, given that relocation does not solve the fundamental problems, and merely provides a targeted, temporary solution, by reducing the pressure on certain Member States; at the same time, it is noted that the distribution of immigrants throughout all the Member States based on certain rates might make their return to their origin countries more difficult when the causes that had forced them to leave their countries are eliminated.
15. Points out, nevertheless, that the objective to maximize the beneficial effects for the development of origin states requires such extensive resources, that the allocation of such resources would undermine the economic, politic and social balance in the donor states, while the ascension of anti-immigration political movements is already a cause of concern; a non-convincing result in terms of costs-benefits would further aggravate the internal political crisis and would damage the image of the Union as a global actor.
16. Welcomes the inclusion of prosecution and destruction of migrant smuggling networks in the category of "immediate action", as well as the decision of the Foreign Affairs Council from 18 May this year to launch the EUNAVFOR mission for the detection and disruption of vessels used to transport migrants; deems the assertiveness of this approach, given the context of

serious and repeated armed aggressions against the Frontex agents, within the operations carried out in the Mediterranean Sea; considers that the destruction of the migrant trafficking networks, bringing the perpetrators to justice and seizing their assets through swift actions taken by Member State authorities in cooperation with the European Agencies, as provided in the European Commission's Action Plan, represent actions in the absence of which the objective to take over control on the phenomena at hand would never be achieved; welcomes the establishment of a common cooperation point between agencies (Frontex and Europol) with respect to smugglers.

17. Finds that in case of the *resettlement* procedures there have already been requests to analyse the possibility of an extraterritorial processing of migrants, in countries outside the European Union. The analysis of such a solution is encouraged, with view to preventing tragedies such as those that have occurred in the Mediterranean Sea, as well as other potential risks, including security risks.
18. Admits that the ultimate objective of the process must be the integration of immigrants in the relocation states, taking into account the fact that the selection is carried out jointly, and points out the fact that, should the expectations of the immigrants not be met in the relocation state, secondary movements might occur.
19. With respect to the revision of the Blue Card Directive, the implementation of which is deemed deficient, points out that the gravity and urgency of the massive illegal migration might push the legal migration to the background in terms of "immediate action".
20. Reminds the fact that the emergency measures must maintain their temporary nature, and their duration should be estimated initially, and then regularly afterwards, and should not be extended unless the extension is based on clear criteria.
21. Restates the necessity to undertake a political commitment with respect to the relocation of immigrants within the borders of the Union, but expressed after the clarification of practical issues, such as: financial implications, the risk of secondary movements, the condition of national admittance capacities, the integration of the relocated persons in the host country, the duration of relocation, as well as issues related to the return to the country of origin.
22. Supports the suggestion that, during the relocation process, the explicit consent of the immigrants should be taken into account, based on an informed and freely expressed decision to be transferred to another Member State, under the condition that the aforementioned procedure does not affect the relocation process as a whole.
23. Emphasizes that more indicators are required for redistributions, which should reflect the efforts sustained by the Member States in showing their solidarity, such as: participation in the Frontex actions and previous commitment to relocation actions.
24. Supports the position stated by the Ministry of Foreign Affairs in the "Memorandum concerning the suggestions for management at EU level of challenges generated by the migration phenomenon – Romania's position" and proposes the addition of the specialized contribution of the Ministry of Labour, Family, Social Protection and the Elderly, the Ministry of Education and Scientific Research, and the Ministry of Health, in particular with respect to the social and financial impact of the measures put forth by the European Commission.
25. Reminds that Romania is one of the most important contributors to the activity of the European agencies in the field of asylum and migration (Frontex, Europol and BESA), from a threefold perspective – provider of expertise, human resources and state of the art technological equipment; Romania has been a participant since 2008 to the relocation scheme of the European Union and, as of 2010, it has undertaken the status of relocation country, being

actively involved in the international relocation programmes and providing its contribution to the sharing of responsibilities between the countries of the world.

It reminds that Romania endorsed, alongside the other Member States, during the Extraordinary Meeting of the European Council held on 23 April this year, the political lines stated in the text of the Declaration, and will continue to advocate for a coordinated and comprehensive response at EU level with respect to the challenges generated by migration, based on the principle of solidarity and shared responsibility.

26. Supports the orientation of the Romanian delegation to the Council, which called for a balanced approach in establishing the level of political involvement of the Member States in this process, by taking into account the significant contribution that certain states have in the actions carried out by the European agencies in the field of asylum and migration, as well as other elements of interest in this process: the current capacity to receive migrants and the logistic and financial implications created by the prospective consolidation of these capacities, economic and social aspects which might reflect, in a manner as objective as possible, the ability of the Member States to engage in an increased effort.
27. Considers that there are clarifications needed for the definition of the reference terms *relocation* and *resettlement* in order to avoid confusion and to establish clear-cut categories of beneficiaries; further clarification would also be desirable with respect to the implication of Member States in the process of selection of the persons they are to receive.
28. Considers that the cooperation with the UN should be increased, given at least two reasons – the humanitarian support it may provide in conflict areas and the peace maintaining missions it can initiate or consolidate in the areas of interest for the European Union.
29. Reminds that a stronger coordination is needed with the countries in the European Economic Area and Switzerland, so that the resources, experience and opportunities may be more efficiently used.
30. Emphasizes that a fast solution of the conflict in Syria would also lead to solving the humanitarian problems generated by this conflict and, implicitly, to a significant decrease in the migrant flow originating in this country; it recommends therefore that the European Commission intensifies the diplomatic effort of the European Union towards establishing the peace in the region.
31. Acknowledges the utility of the Protection and Regional Development Programmes, destined to the states in Northern Africa, the Horn of Africa, Middle East, within the cooperation with third countries for the purpose of preventing migration; however, with respect to the idea of organising centres for raising the awareness of the population in the countries of origin, to discourage the population to undertake crucial risks, it points out that this is a common practice with potential positive, but by no means substantial, effects; it estimates that there are security risks for the workers in such centres, as well as difficulties in the operative cooperation with the authorities in those countries, especially when organized crime groups are also active in the area.
32. Emphasizes the importance of the thorough planning of immigrant integration programmes, in order to ensure that they achieve their objective as soon as possible, but also believes that additional programmes should be prepared, meant for immigrants that encounter adaptation difficulties;

In case of immigrants who display anti-social tendencies, including by radicalisation, special programmes should be designed with involvement of both specialists in the field of education, as well as law enforcement authorities, the monitoring of which might have a dissuasive effect.

33. Appraises positively the requirement for consolidating the capacity to identify abuses in relation to the asylum applications, to the extent in which refugees who are truly entitled to receive asylum have been through dramatic experiences; it considers that the moral dimension associated to the assistance provided to persons who experienced violence and irrecoverable losses may entitle the enforcement of dissuasive measures for those who commit abuse and expulsion to the country of origin based on the accelerated procedure, in order to ensure the resources required to provide quality assistance to those who truly need it.
34. Considers that the increased implication of the European Union delegations in key-countries for the purpose of coordinating and providing support to the Union and the Member States, including by posting European officers in migration issues to collect information regarding the migrant flows, to coordinate with the local liaison officers, and to cooperate with the local authorities, may bring results, but there are significant security risks and limited possibilities to take action.
35. Takes note of the risk of infiltration of agents of terrorists organisations among immigrants; considers that in order to prevent such risks, it would be appropriate to reinforce the cooperation between institutions with specific attributions in the prevention and fight against organized crime and terrorism in the Member States.
36. Appreciates the measure taken to strengthen the borders within the ESDP missions in Sahel, but draws attention to the fact that not only the size of the territory and the traditions of population migration will increase the difficulty of managing the borders, but also the actions of certain groups, partly influenced by the traditional forms of organisation and social practices specific to the area.

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The European Affairs Committee, assembled in session on 23 June 2015, decided by unanimous vote, to adopt this opinion which, alongside the Draft Decision of the Chamber of Deputies for the adoption of the opinion, be sent to the Standing Bureau, in order to complete the procedure of parliamentary scrutiny.

Proposes the information of the institutions of the European Union and Romanian Government with respect to its comments and recommendations, as a contribution to the process of formulating efficient policies in the field of reference.

Proposes at the same time that its comments/recommendations are communicated to the European Union, as part of the informal political dialogue suggested by the European Commission in the Communication “Delivering Results for Europe”, COM (2006) 211.

**Chairperson,**  
**Ana BIRCHALL**

**Secretary,**  
**Dorel Gheorghe CĂPRAR**

Drafted by: MMM, FA, DM