

## ROADMAP

Title of the Initiative: **Communication on the evaluation and future development of the Global Approach to Migration**  
Type of initiative: CWP  
Lead DG/contact person/details: DG Home Affairs  
Expected date of adoption of the initiative second half of 2011  
Date of modification: October 2010

This indicative roadmap is provided for information purposes only and is subject to change. It does not prejudge the final decision of the Commission on whether this initiative will be pursued or on its final content and structure.

### Initial IA screening & planning of further work

#### A. Context and problem definition

(i) What is the political context of the initiative?

In the Stockholm programme, the European Council called for the further development and consolidation of the Global Approach to migration, the external dimension of the EU's migration policy focusing on dialogue and partnerships with third countries. The overall aim is for EU migration policy to be an integral part of EU external policy.

(ii) How does this initiative relate to past and possible future initiatives, and to other EU policies?

This Communication will be part of a package together with two communications/staff working documents (format still to be determined) on migration and development and on migration and climate change.

Since the adoption of the Global Approach in December 2005, there have been four specific communications, one evaluation, as well as communications in other EU policy areas relating to the Global Approach (and it has also been dealt with by *the First Annual Report on Immigration and Asylum* in 2009). This initiative further reinforces and develops this work in response to the Stockholm Programme.

What are the main problems identified?

The implementation of the Global Approach needs to be accelerated by the strategic use of all its existing instruments and improved by increased coordination. The successful implementation of the Global Approach to Migration should be based on regular evaluations, increased commitment and capacity as well as improved flexibility of the relevant financial instruments.

Who is affected? Governments and citizens in Member States and third countries.

(i) Is EU action justified on grounds of subsidiarity?

Yes. Substantial objectives and elements of the Global Approach to migration cannot be achieved by Member States' unilateral action alone.

(ii) Why can the objectives of the proposed action not be achieved sufficiently by Member States (necessity test)?

Member States have different geographical priorities and resources regarding cooperation with third countries. It is only the Union that can act in a unitary and comprehensive manner in relation to third countries. This requires reinforced coordination among Member States, both in order to maximise results, and to avoid duplication of efforts and resources.

(iii) As a result of this, can objectives be better achieved by action by the Community (test of EU Value Added)?

Action at the level of the Union brings a clear added value, in particular in relation to third countries where the Union needs to act in a coordinated way, bringing Member States together to achieve the overall objectives in this policy area. Better management of resources is likely from action at the Community level.

## **B. Objectives of EU initiative**

What are the main policy objectives?

To maintain a strategic framework for cooperation on migration issues in partnership with third countries. A balance between the three areas (promoting mobility and legal migration, optimising the link between migration and development, and preventing and combating irregular immigration) should be maintained. Long-term cooperation on all dimensions of this policy and with a view to promote administrative capacity-building of partner countries, should be further developed in Africa and Eastern and South-Eastern Europe, but also with relevant countries in other regions. The initiative needs to be based on a thorough evaluation of the work that has already been undertaken.

Do the objectives imply developing EU policy in new areas or in areas of strategic importance?

EU policies will be further developed in relation to the emerging role of the External Action Service. Policy needs to be developed further regarding the linkages between migration policy and policy areas such as trade, education, security and economic growth in the evolving relations between EU and strategic partner countries.

## **C. Options**

What are the main policy options?

- 'No policy change' baseline scenario: Stockholm Programme commitments cannot be reached since the current level of coordination is unsatisfactory. Status quo would not be sufficiently effective, efficient or coherent.

- No EU action' (e.g. discontinuing existing EU action): as above.

- Where legislation already exists, improved implementation/ enforcement, with additional guidance. This is a preferred option together with the below point.

- Self- and co-regulation: This is a preferred option together with the above.

- International standards where these exist. This could bring added-value but cannot replace the preferred options as relevant international standards do not cover all relevant issue-areas and relevant third countries.

The preferred option, at present, is further improved implementation of existing legislation combined with self- and co-regulation. Additional guidance to Member States should be offered at the EU level aiming at attempts to harmonise and coordinate action among Member States through encouraging enhanced and timely exchange of information and coordinated initiatives in relation to third countries.

(ii) What legislative or 'soft law' instruments could be considered? Only legislative instruments to be considered would be to review existing legislation in order to identify inconsistencies and to promote increased coherence.

(iii) Would any legislative initiatives go beyond routine up-date of existing legislation? No.

Does the action proposed in the options cut across several policy areas or impact on action taken/planned by other Commission departments? Yes. Action proposed cuts across areas of responsibilities of DG TRADE, DEV, AIDCO, EMPL, EAC, RTD, EUROSTAT, RELEX and EEAS.

Explain how the options respect the proportionality principle?

The proportionality principle is respected by the avoidance of far-reaching legislative proposals. Proposals will mainly concern initiatives to further coordinate Member State actions and policies based on their existing legislation, and to assess how national and community resources could be pooled in a more efficient way.

#### **D. Initial assessment of impacts**

What are the significant impacts likely to result from each policy option (cf. list of impacts in the Impact Assessment Guidelines pages 32-37), even if these impacts would materialise only after subsequent Commission initiatives?

The various policy options are likely to bring limited impacts in relation to third countries and international relations, including specific regions or sectors; employment and labour markets; crime, terrorism and security; access to and effects on social protection, health and educational systems; governance; and social impacts in third countries.

Could the options have impacts on the EU-Budget (above 5 Mio €) and/or should the IA also serve as the ex-ante evaluation, required by the Financial Regulation?

No

Could the options have significant impacts on (i) simplification, (ii) administrative burden or on (iii) relations with third countries?

Yes, by pooling some of Member States resources, avoiding duplication of bilateral or EU-level project, it will simplify procedures and also alleviate some administrative burdens both at national and EU level. Relations with third countries will be affected in a positive way due to reinforced as well as more transparent and consistent cooperation.

#### **E. Planning of further impact assessment work**

When will the impact assessment work start?

A formal Impact Assessment is not planned, because the impacts of the Communication are expected to be relatively limited.

(i) What information and data are already available? (ii) Will this impact assessment build on already existing impact assessment work or evaluations carried out? (iii) What further information needs to be gathered? (iv) How will this be done (e.g. internally or by an external contractor) and by when?

(v) What type and level of analysis will be carried out (cf. principle of proportionate analysis)?

(i) Various information is already available including *the First Annual Report on Immigration and Asylum* and overviews of projects under the Aeneas and Thematic Programme.

(ii) Although no IA is planned, this initiative will be informed by evidence. An evaluation was conducted through the 2008 Communication on the Global Approach focussing on the potential for reinforced synergies between EU level and national level action, which showed that remaining areas for improvement are coordination to avoid overlapping and diverging initiatives, and thus to increase coherence and synergies.

(iii) & (iv) Further information will be sought about implementation of the Global Approach by Member States through regular interaction with Member States in the Council and its relevant Working groups as well as Commission committees.

(v) n/a

Which stakeholders & experts have been/will be consulted, how and at what stage?

The Commission is involved with Member States in an ongoing evaluation and adaptation of the Global Approach in the relevant Council working groups and the expert groups on the

implementation of the Global Approach to Migration. Discussions with third countries in the context of meetings on specific aspects of the Global Approach to Migration (e.g. implementation of Mobility Partnerships) will also be taken into account. Expert international organisations and other stakeholders will be involved in consultations during end of 2010/early 2011.