EUROPEAN COMMISSION Ursula von der Leyen The President

Brussels, 25, 06, 2023

Dear colleagues,

Ahead of the Special meeting of the European Council in February, and again before the March European Council, I wrote to you setting out two common and mutually reinforcing work strands in the field of migration, putting forward a European response to a common European challenge.

This time we will meet against the backdrop of significant advances on the key components of New Pact on Migration and Asylum. The general approaches achieved on the Asylum and Migration Management Regulation and the Asylum Procedures Regulation are an important milestone. The compromise found among Member States offers an achievable and fair solution, that will also safeguard the rights of migrants and asylum seekers. Together with the Eurodac, Screening and Crisis proposals, the compromise strikes a fair balance between solidarity and responsibility. It provides a solid basis to immediately start discussions with the European Parliament, which on its side is devoting major efforts and is ready with strong mandates for the trilogue phase. There is still work ahead and the Commission stands ready to support the co-legislators to ensure agreement by the end of this mandate in line with the Joint Roadmap.

To advance the EU's collective response, it is indispensable that while we work on the Pact, we continue to act decisively and deliver on the operational measures and, in parallel, start reflections on a future implementation plan. Last week's shipwreck is yet another call to action, highlighting the urgency to intensify our work with partner countries, to redouble our efforts in the fight against migrant smuggling, to limit irregular departures in overcrowded and unseaworthy boats, and to work on alternative legal pathways, thereby bringing an end to unnecessary suffering and unfortunate loss of life. Our collective efforts show that the EU can achieve its objectives in this area, and we are stand ready to continue developing new ways of advancing on these objectives including through out-of-the box thinking. An overview of our current work can be found in the annex to this letter, and here I would like to highlight important progress since March.

Work with key partners remains crucial to our success. The Commission will seek new comprehensive partnerships with third countries, based on mutually beneficial cooperation that can support engagement on common objectives and shared areas of interest. Our aim

should be for our current initiative with Tunisia to act as a blueprint for similar partnerships in the future. My visit to Tunis on 11 June with Prime Minister Meloni and Prime Minister Rutte showed the value of the Team Europe approach. Tunisia has been one of our key partners for many years. We are now ready to reinvigorate our relations around a comprehensive partnership based on five pillars: macro-financial assistance as soon as the necessary conditions are met, strengthening economic and trade ties, cooperation on green energy, migration, and boosting people to people contacts. Commissioner Várhelyi is expected to finalise a Memorandum of Understanding with Tunisia on all these issues shortly.

The migration pillar in this comprehensive partnership is shaped by an Anti-Smuggling Operational Partnership agreed with Tunisia at the time of Commissioner Johansson's visit in April. Boosting Tunisia's capacities in migration and border management will allow us to work together on the key challenges: the fight against migrant smuggling, managing migrants inside Tunisia, returns to countries of origin and readmission to Tunisia. In addition, we are advancing on a Talent Partnership, with the first round-table discussion on 22 June thereby fostering mobility at all skill levels in a mutually beneficial manner. Your bilateral contributions also make a real difference as part of a Team Europe approach, alongside the powerful symbolism of the joint missions showing a united EU approach.

Since March we have seen the value of concerted, targeted outreach deploying a comprehensive approach in Tunisia and with other partners. Vice-President Schinas' visit to Egypt in March brought a deeper understanding of shared priorities including management of the land border with Libya and anti-smuggling. The visit of High Representative/Vice-President Borrell, on 17 June, also reflected the intensified need for support following mass displacement of Sudanese refugees fleeing conflict in their country.

Work continues on the implementation of the Action Plan for the Central Mediterranean, with two more vessels having been delivered to the Libyan Coast Guard to reinforce search and rescue capacities. The recently adopted Action Plan for the Western Mediterranean and Atlantic Routes highlighted the importance of continuing to strengthen our cooperation with Morocco and West African countries. The Commission will pursue work on the Action Plan for the Eastern Mediterranean, building on the EUTürkiye Statement. This will require a comprehensive dialogue with Türkiye based on discussions with Member States.

Consistent, targeted work, based on the Action Plan, has brought results in the Western Balkans, with a significant reduction in irregular movements and where major progress has been made on intensifying cooperation with Frontex. The work on Status Agreements has advanced in Albania and Serbia. Deployments are already under way in North Macedonia and will soon follow in Montenegro. Once again, the value and strength of concerted outreach has been demonstrated by the progress achieved in visa policy alignment with the EU by Western Balkans partners. In particular, Serbia has taken major steps on visa alignment and has committed to adopt a visa harmonisation plan by the end of 2023.

We have also been looking at the longer-term risks from a lack of visa policy alignment and how the visa suspension mechanism could take these better into account. In this regard, the Commission adopted a Communication on the monitoring of the EU's visa-free travel regimes launching a consultation process to adopt a legislative proposal that amends the visa suspension mechanism this autumn. Experience has shown how a coordinated message can have a decisive impact on the readiness of our partners to step up readmission. In the case of Iraq, the intensive dialogue with the authorities following the Commission's proposal under Article 25a of the Visa Code led to positive results and Iraq has started a constructive dialogue with 15 Member States to find sustainable solutions to return and reintegration in full respect of humanitarian standards.

We need to follow-up consistently with partner countries and in this regard, I reiterate the importance of signing the **post-Cotonou agreement**, which is a comprehensive legally binding framework, central for cooperation activities, including on migration, with partner countries.

Effective management of the external borders remains a priority. The challenges and the evolving complexity at our borders, including hybrid threats, demand operational flexibility and adaptability, taking also into consideration the current geopolitical landscape and the transforming migration patterns. In this regard, we need to continue intensifying our support to Member States faced with challenges at the external border. Direct support has been provided to Member States to strengthen control of EU external borders through Frontex deployments, provision of equipment, and electronic surveillance capacity.

Tangible progress has been made on the **two pilot projects** set up in March by Bulgaria and Romania, as a follow-up to my letter to you in January. Close coordination between the Commission, national authorities and the EU agencies is well established, and concrete steps are under way to improve procedures at the external borders. Bulgaria has taken operational steps to improve the accelerated asylum procedures and it is expanding its operational cooperation with the European Agency for Asylum (EUAA), as well as with Frontex and Europol, in the areas of border management, returns, and to counter smuggling networks. Romania's work under the pilot project has already led to changes in national asylum legislation, to allow for closer participation of EUAA experts in the registration and assessment of asylum applications and for the issuing of a negative decision on international protection together with a return decision. Intensified operational cooperation with the EUAA and Frontex is now under way, in particular on returns by aligning IT systems. Romania has also taken the opportunity to explore new ways to step up cooperation with Serbia, with a common patrol protocol.

The deeper cooperation being pioneered under the two pilot projects is matched by work to make existing cooperation mechanisms more effective. We are working on the implementation of the **Dublin Roadmap**. The Commission will present a set of good practices to enhance the effectiveness of the Dublin Regulation. At the same time, the Commission is working closely with Member States to address the challenges related to **search and rescue** by improving situational awareness in the Mediterranean and continues to work towards putting in place an enhanced cooperation framework in this area.

We are also making sure that the EU is prepared to address new operational methods of smuggling networks, such as in the Toolbox that the Commission presented on 5 June to address the use of commercial travel to facilitate irregular migration to the EU. To be effective in breaking down the business model of smugglers, we need to have a credible system of resettlement and complementary pathways, and therefore I take this opportunity to encourage you to be ambitious in your pledges in the ongoing exercise for 2024-2025.

Finally, there continues to be an urgent need to improve the effectiveness of our return system, addressing the existing loopholes in a consistent manner. In addition to the need for a renewed legal framework based on the recast Return Directive, it is essential to step up the operational actions making returns smoother and more effective. The Commission and Frontex are intensifying their efforts to support Member States. In particular, the Return coordinator, together with the Member States in the High-Level Network for Return is working on developing a 'Schengen model for an effective return system', to address persistent shortcomings, while building on the experience and good practices of Member States. Furthermore, since the Commission's recommendation on mutual recognition of return decisions, engagement is under way with Member States to ensure its operational effect, supported by more than 80 000 new alerts on return created since the Schengen Information System was upgraded in March this year.

To maintain the Union's capacity to respond to pressing migration challenges, we need to ensure that we have sufficient funding for an effective migration and asylum management system, and to be ready for unforeseen situations. Moreover, designing comprehensive partnerships to deepen our cooperation with key partners, requires mobilising adequate levels of funding. We also need to urgently reflect on future EU assistance to Syrian refugees in Türkiye. The MFF mid-term review provides the opportunity to address these needs as set out in the Commission's proposal of last week.

Managing migration requires us to be determined, responsive and coordinated. The challenges are constantly shifting, as routes and the tactics of the migrant smugglers also evolve and change. Our collective efforts have shown that the EU is strong and able to tackle complex issues in a spirit of cooperation and mutual trust, and it is in that same spirit that we must continue going forward.

Yours sincerely,

Ursula von der Leyen

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President's letter/EUCO conclusions

1. Strengthening key external borders through targeted Union measures, combining Frontex deployments of personnel and equipment, mobilisation of EU funds to support Member States in reinforcing border control capabilities, means of surveillance and equipment and bilateral funding (including through the voluntary solidarity mechanism). The Bulgaria-Türkiye border to be a priority, open to the involvement of other interested Member States.

State of Play

- Frontex review of priorities and deployments completed (Management Board 20-21 June).
- Funds allocated (€200m) following the call for equipment to be put at the disposal of Frontex (concerned Member States notified on 19 June).
- Call for electronic surveillance systems for Member States launched (€140m) with conclusion expected October 2023.
- Bulgarian—Turkish and Romanian-Serbian border: notifications of decision sent on 7 June to Bulgaria and Romania on the funding allocations (total: €55.8m).

2. Reinforced border management in partner countries:

• Reinforced regional cooperation in the Mediterranean to strengthen coordination of search and rescue capacities and border surveillance at sea and land borders of Tunisia, Egypt, and Libya. Increased support for equipment and training will be provided. This will complement continued support to UNHCR and IOM to assist these countries to build their capacity for asylum and reception of those in need of international protection. Work with North African countries and IOM to return people with no right to stay.

- Search and Rescue: fourth plenary meeting of the European Search and Rescue Contact Group (16 June) taking stock of four work strands to reinforce cooperation.
- Libya: following first delivery in February, two more boats were delivered on 22 June; based on UNCHR data, as of 12 June 2023, 7562 individuals have been reported as rescued or intercepted by the Libyan authorities. So far this year, 563 vulnerable refugees and asylum seekers have been evacuated from Libya (via ETM in Rwanda or Niger or ETC in Romania). In 2023, as of 11 June, 3490 migrants received assistance from IOM for voluntary humanitarian return from Libya to 20 countries of origin, with EU and Member State funding. Top 5 nationalities of assisted migrants are Niger, Nigeria, Mali, Bangladesh, and Sudan.
- Following the revival of the AU-EU-UN Trilateral Taskforce with the Principals' meeting of 20 March, an operational workshop and a field visit are planned in Tunis and Tripoli (date tbd) to work on the implementation of the Task Force priorities and to prepare the joint outreach to the Libyan authorities, with a focus on tackling migrant smuggling and ending the arbitrary detention of migrants and refugees.
- Tunisia: Visit by President von der Leyen (with Prime Minister Meloni and Prime Minister Rutte) on 11 June resulted in joint declaration, following up on the specific migration agreement reached by Commissioner Johansson on 27 April. Work is progressing on migration as one of the five pillars of the comprehensive partnership package and covers the protection of Tunisia's sea and land borders, anti-smuggling and support for assisted voluntary

President's letter/EUCO conclusions	State of Play	
Deployment of border guards from Frontex and joint patrols to support border management in the Western Balkans through the conclusion of new status agreements with Albania, Montenegro, Serbia and Bosnia and Herzegovina. This should be complemented by specific support from Frontex and Member States on return.	returns from Tunisia to Sub Saharan Africa (so far in 2023 407 returns financed by the EU). A new financial package of indicatively €105 million will support these goals for 2023. Equipment under existing projects (boats, mobile radar, cameras, vehicles, spare parts and engines) will be delivered as of this summer. • Egypt: call for tender for Search and Rescue boats was launched in May for accelerated delivery (€23 million Phase I); border management project (Phase II) with an enhanced focus on the Egyptian land borders and an indicative budget of €87 million to be adopted in June/July as part of an action for the Southern Neighbourhood. • North Macedonia: deployment of EBCG Standing Corps by Frontex in April. • Signature of new status agreement with Montenegro (16 May), conclusion pending EP consent (provisionally applied from 1 July, so that Frontex teams can be deployed to border sections not bordering the EU); current deployments to be reassigned under new agreement. • The Commission proposals for Council decisions on the signature and conclusion of the Status Agreement with Albania to be adopted in early July. • Formal negotiations with Serbia started on 12 June 2023.	
	Bosnia and Herzegovina chief negotiator to be appointed.	
3. Achieving 100% registration of irregular arrivals of third country nationals at external borders through an assessment by the Commission, in cooperation with Member States, of the state of registration, identifying key measures to reach that objective.		
4. The Commission will work with Member States and agencies to develop a common EU situational awareness and improve early warning and operational response, by combining information from sources to include intelligence services and an accelerated deployment of the European border surveillance system.	• Enhanced tools for situational awareness and early warning in place, including twice monthly Blueprint meetings covering all routes, weekly reports, as well as delivery of revamped ISAA report (IPCR context).	

President's letter/EUCO conclusions

- 5. Pilot scheme, in the first half of 2023, with interested Member States and in cooperation with partners, for instance along the Western Balkan route, to apply an accelerated border procedure to cover screening (identification), fast asylum procedure (safe third country/first country of asylum, safe country of origin, and security grounds) and immediate return. This would be supported by Frontex, the EU Asylum Agency and Europol.
- 6. Mutual recognition of return decisions and expedited return procedures: a recommendation by Spring 2023 to use a new feature in the Schengen Information System to identify where someone has already received a return decision by a Member State and to recognise that decision, and to make full use of the existing legal framework to expedite returns.
- 7. The EU should have common lists of Safe Third Countries and Safe Countries of Origin. The Commission and the EU Asylum Agency will support the co-legislators to establish such lists. In the meantime, to support Member States in using existing options on safe third countries and safe countries of origin more efficiently, the EU Asylum Agency will conduct a mapping of the state of play and provide guidance to increase the use of these principles.
- 8. The EU Asylum Agency will develop an overview by mid-2023 and report regularly on the reception conditions for asylum seekers, including on detention, in all Member States. The Commission and the Agency will also provide technical assistance to Member States to ensure compliance with reception standards.
- 9. To ensure implementation of the Voluntary Solidarity Mechanism, participating Member States based on the improvements identified by the Commission should agree on a significant simplification of the existing relocation processes in the first quarter of 2023 and accelerate pledging, including alternatives to relocation such as financial contributions.

State of Play

- Implementation of both pilot schemes under way, supported by COM, Frontex, EUAA, Europol and regular technical missions. Progress was reported at the JHA Council on 8 June. Next steps include the adoption of guidance, legislation, and concept notes in the areas of asylum and returns in Bulgaria, and implementation of action plans and roadmaps with the agencies and the support of Member States in both Romania and Bulgaria.
- Steering committee meetings between Commission and BG took place on 23 May and with RO on 30 May. A technical mission also took place to Bulgaria on 13-14 May. Next Steering committee meetings at end of June/early July for both Bulgaria and Romania.
- Practical implementation of the Recommendation on mutual recognition of return decisions progressing, supported by extensive information exchange and expanding use of SIS return-alerts (more than 80 000 new alerts on return created since the start of operation on 7 March); follow-up discussions at the High-Level Network for Returns on 14-15 June. Discussions on the legal challenges will continue during the Spanish Presidency.
- General approach on the Asylum Procedure Regulation in **June**, trilogues ongoing.
- EUAA mapping of Member State state of play completed and published. Work on guidance ongoing.

- Work on EUAA analysis on the reception conditions in Member States is ongoing.
- Call in support of reception capacity for unaccompanied minors (€70 million) and reception capacity near the external border (€50 million) launched with a view of concluding the evaluation towards October 2023; on 7 June, Commission made available additional funding (€10 million) for Cyprus to support works in the Pourmara reception centre.
- Solidarity Platform Pact meeting on 25 May: took stock after one year of implementation of the VSM (relocation and financial solidarity strands) and participating states expressed willingness to the continuation of the implementation of the VSM.
- Following the revision of the Standard Operating Procedures for the VSM, support by EUAA and IOM

President's letter/EUCO conclusions	State of Play
The Commission will use the Solidarity Platform to coordinate the matching of pledges with the needs of Member States.	and coordination by the Commission, increase in the pace of relocation transfers, notably as of 23 June nearly 1900 transfers had taken place, from all Med5 countries. The transfers took place to Germany, France, Finland, Norway, Romania, Bulgaria, Croatia, Portugal and Luxembourg.
	 COM received 27 project proposals so far, with 4 matches for financial contributions already identified, one of which concerns a project that has been finalised. Workflow for relocation of unaccompanied minors endorsed by the Solidarity Platform on 25 May.
10. Work on the full implementation of the Dublin Roadmap, with the support of the EU	• The EUAA published its amended recommendations on Dublin transfers on 11 April.
Asylum Agency, will be taken forward as a priority to address bottlenecks in the implementation of Dublin transfers. The Commission will monitor this work closely.	Dublin Contact Committee meeting on 23 May focused on acceleration of the implementation of Dublin roadmap.
	• Adoption of a compilation of good practices in the implementation of the Dublin transfers, following bilateral meetings with Member States.
11 Central to the EU's work of deepening overall relations with key partners such as Bangladesh, Pakistan, Egypt, Morocco, Tunisia and Nigeria is to put in place specific initiatives on migration management, in particular to improve returns and readmission, including by increasing returns from the third countries along the route, and to prevent departures. These will include ambitious legal migration pathways such as Talent Partnerships	 TALENT PARTNERSHIP: Roundtables took place with Bangladesh (2 March), Pakistan (14 March), Morocco (26 April), Egypt (7 June) and Tunisia (22 June); all are moving towards implementation with analysis of sectors, occupations, as well as identification of skills levels and training needs as the next step. Participation of additional Member States is sought, notably for Pakistan and Egypt. RETURNS
pathways, such as Talent Partnerships, boosting international mobility and the development of skills in a mutually beneficial way.	• 20 Frontex-supported return operations Egypt, Bangladesh (1 operation), Pakistan (3), Nigeria (4) and Tunisia (12) in 2023 so far.
	 From January to May 2023: Assisted Voluntary Return for 4477 migrants from North Africa to third countries implemented by IOM within the Migrant Protection Return and Reintegration North Africa programme.
	 First steps in cooperation between Morocco and Western Balkans on returns with support of IOM. Positive developments with the Gambia, Senegal and Iraq showed value of Art. 25a process. Iraq has confirmed its readiness to cooperate on all types of return, while political commitments are starting to translate into concrete progress on returns with Gambia and Senegal.

¹ 911 from Italy, 676 from Cyprus, 48 from Spain, 76 from Malta and 179 from Greece.

President's letter/EUCO conclusions	State of Play
	 OUTREACH & PROGRAMMING Bangladesh: follow up to November mission by Commissioner Johansson supported by launch of two contracts (€20 million) on sustainable reintegration. Further actions on Talent Partnership (€3m) and support to the Rohingya refugees (€30m) planned for adoption by end 2023.
	• Pakistan: follow up to November mission by Commissioner Johansson with launch of €9m regional programme, including Pakistan, supporting Migrant Resource Centres and responses to trafficking in human beings; €40m on Technical and Vocational Education with further action in the pipeline on sustainable reintegration of returnees €7m and Talent Partnership €3m foreseen for adoption by end 2023.
	 Morocco: Following visit of Commissioner Várhelyi in March, implementation of €152 million migration budget support (first €35 million disbursement made, next disbursement of €45 million expected in Q4 pending assessment). Tunisia: following visits of President von der Leyen (June), Commissioner Johansson (April) and Commissioner Gentiloni (March), EU and Tunisia agreed to work together on a comprehensive partnership package covering economic development (MFA, as soon as conditions are met), economics and trade, green energy transition, people-to-people as well as migration (indicatively €105m for migration) presented in Tunis on 11 June.
	 Egypt: Vice-President Schinas mission (March) with focus on establishment of Anti-Smuggling Operation Partnership and Talent Partnership. Indicatively €120 million for Egypt as part of an action for the Southern Neighbourhood to be adopted in June/July. Part of this action will contribute to the overall €20 million for hosting of refugees from Sudan in Egypt and the Sudanese border region with Egypt announced by HRVP Borrell during visit in June. Nigeria: new round of readmission negotiations took place with Nigeria in Brussels, (22-23 May); in case of a positive outcome of the EU-Nigeria readmission agreement negotiations, new funding for the reintegration of returning Nigerians can be considered. A €28.4m action was adopted in April supporting migration governance in Nigeria.

President's	letter/EUCO	conclusions
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12. The Commission will launch new antismuggling operational partnerships with Tunisia and Egypt in 2023, building on those in place with Morocco, Niger, and the Western Balkans, with the support of Europol and Eurojust. Regional initiatives should include joint operational teams with prosecutors and law enforcement authorities of Member States and partners. The Commission will also advance Frontex Status agreements with Mauritania and Senegal.

State of Play

- Anti-smuggling/border management regional programme of €40m for North of Africa to be adopted in June/July 2023, within action for Southern Neighbourhood.
- Anti-smuggling / border management regional programme €30m for the Western Balkans signed in June 2023. €60m Western Balkans migration package for 2023 adopted in June 2023. The package is composed of a €54 million Individual Measure to strengthen border and migration management capacities and law enforcement, and a €6 million top up from the regional anti-smuggling programme.
- ASOP Niger: continuation of the activities, notably the JIT. Between 2017 and 2023 the JIT contributed to identifying 273 smuggling networks and 938 suspected migrant smugglers, out of whom 876 were prosecuted.
- ASOP Tunisia: agreed in April with technical followup exploring Tunisian interest in a Joint Investigation Team, cooperation with Frontex, Europol and Eurojust.
- ASOP Morocco: deployment of a liaison magistrate from Niger to Morocco to facilitate judicial cooperation on countering migrant smuggling,
- ASOP Egypt: discussions ongoing. First positive signals on possible cooperation on smuggling (including with the EU agencies) delivered during the first senior level meeting on law enforcement and security with Egypt MoI held on 13 June in Cairo. Follow up at the technical level.
- Continued negotiations on Frontex working arrangement with Senegal and Niger
- Increased engagement with Europol: With Bosniaand-Herzegovina and Kosovo deploying liaison officers in the Hague, all Western Balkans partners are now represented, with Albania recently deploying a second officer.
- 13. The Commission will complete work in the first half of 2023 on a targeted toolbox of measures to ensure that **transport operators** do not facilitate irregular migration, including through targeted outreach to transport operators.
- Transport operators' toolbox: On 6 June the Commission proposed a set of new measures to address the increasing misuse of commercial transport by criminal networks facilitating irregular migration to the EU. Strategic measures are divided in three pillars: legislative, operational, and diplomatic. The toolbox has been already activated and follow up discussions are taking place with Member States and relevant stakeholders.
- These actions to address the impact of flights on irregular migration complement the commitments on Visa policy alignment on key countries secured with Western Balkans partners,

President's letter/EUCO conclusions	State of Play	
14. The Commission will work with Member States to ensure a targeted use of resettlement and complementary pathways along the main migratory routes and provide new funding to expand safe and legal avenues for protection.	• Following High-Level Ministerial discussion and expert-level Resettlement Forum in May kick-off of 2024-2025 pledging exercise with a deadline for submitting pledges by 15 September 2023, including with regard to the targeted use and innovative practices including humanitarian corridors.	
	• Additional funding for resettlement available to Member States on their programmes with €480m over 2023-2025.	
15. To attract skilled workers to the EU, particularly in new technologies, and to facilitate the recruitment process including through easier recognition of skills and qualifications, the Commission will present new initiatives by the end of 2023, and it will develop a new online platform to support employers in finding talent that matches labour market need	Package will include a Communication, a legislative proposal for an EU Talent Pool, a recommendation on recognition of qualifications of third country nationals, and a recommendation on the mobility of learners, scheduled for adoption in October.	

EU Action Plans - In force	EU Action Plan for the Central Mediterranean adopted on 21 November with 20 Actions: all either completed or ongoing	Progress made, recognised in Coreper on 25 January, regular updates regarding its implementation provided during JHA Councils
	• EU Action Plan on the Western Balkans adopted on 5 December with 20 Actions: all either completed or ongoing.	 Progress made, recognised in Coreper on 22 February regular updates regarding its implementation provided during JHA Councils
- Under	EU Action Plan on the Atlantic and Western Mediterranean route presented on 6 June	Presented at the JHA Council in June. Dedicated technical exchanges will take place at the Mocadem in July
preparation	• EU Action Plan on the Eastern Mediterranean route: draft in preparation, political contact taken with Member States most concerned (launched on 9 March)	