



Strategic Plan 2016-2020*

DG MIGRATION AND HOME AFFAIRS

*The current Commission's term of office runs until 31 October 2019. New political orientations provided by the incoming Commission for the subsequent period will be appropriately reflected in the strategic planning process.

Contents

PART 1. Strategic vision for 2016-2020.....	3
A. Mission statement.....	3
B. Operating context.....	4
C. Strategy.....	10
D. Key performance indicators (KPIs).....	34
PART 2. Organisational management.....	35
A. Human Resource Management.....	35
B. Financial Management: Internal control and Risk management.....	37
C. Better Regulation (only for DGs managing regulatory acquis)	38
D. Information management aspects	39
E. External communication activities	40

PART 1. Strategic vision for 2016-2020

A. Mission statement

Directorate General for Migration and Home Affairs (DG HOME) under the political mandate of Commissioner Dimitris Avramopoulos is in charge of shaping and developing policies that aim at building an open and safe Europe where the rights and security of both EU citizens and non-EU nationals are guaranteed.

DG HOME policy portfolio comprises migration and asylum, internal security including cooperation with industry and the Europe for Citizens programme. The first area includes issues related to legal and irregular migration, integration, readmission and return. The second encompasses the fight against organised crime and terrorism, police cooperation and the management of the EU's external border. The EU also actively cooperates with non-EU countries to work together on migration- and security-related challenges.

B. Operating context

Treaty provisions

Migration and Home affairs policies are shared competences of the European Union provided for in Title V of Part three of the Treaty on the Functioning of the European Union (TFEU) related to the Area of Freedom, Security and Justice. They are based on Europeans' core values and principles – freedom, democracy, and rule of law, equality, tolerance, and respect of human rights.

Common *asylum and immigration policy* framework is set out in Articles 78 and 79 TFEU, which - in a spirit of solidarity and fair sharing of responsibility - should lead to the efficient management of migration flows and address critical situations at the EU borders. The decision-making procedure that applies for legal migration since the entry into force of the Lisbon Treaty is the ordinary legislative procedure (qualified majority in Council and co-decision of Council and European Parliament). The Lisbon Treaty has also introduced an explicit legal basis on integration.

Concerning *policy on borders* laid down in Article 77 TFEU, the establishment of an area of freedom, security and justice allows a person to cross internal borders without being submitted to border checks. Flanking measures include external border controls, the common visa policy, and the implementation and development of the provisions of the Schengen acquis (including on travel document security) to prevent persons who do not fulfil the entry conditions from entering the area of free movement and make entry into this area as smooth as possible for bona fide persons.

This activity also contributes to further developing an integrated border management, the development of new systems relevant for external border control and the coordination of different authorities acting at external borders. The principles of solidarity and fair sharing of responsibility are also relevant for border policies.

Guaranteeing *security* in Europe while ensuring respect for fundamental freedoms and integrity is a priority duly reflected in Article 67 TFEU which stipulates that the EU should endeavour to ensure a high level of security through, inter alia, the approximation of criminal law and police cooperation. In this sense, the establishment of minimum rules concerning the definition of criminal offences and their sanctions in the areas of particularly serious crimes with cross-border dimension under Article 83 TFEU (so called "euro-crimes") and police cooperation in relation to the prevention, detection and investigation of criminal offences under Articles 87 to 89 TFEU are relevant to the DG HOME's activity.

Types of Commission's interventions

Regulatory and enforcement actions

The Commission regularly exercises its right to legislative initiative in the area of migration and home affairs policies. In the areas of judicial cooperation and police cooperation in criminal matters the Commission shares the right of initiative with the Member States (a quarter of them acting together).

The full and correct implementation of the acquis under the remit of DG HOME is a stated priority of the Commission and has been reiterated in the European Agendas on Migration and Security. In the current context the Commission is placing emphasis on the enforcement of the Common European Asylum System and the rules on return of irregular migrants as well as on the full and correct implementation of the police cooperation mechanisms, which are crucial in the aim to safeguard a secure environment for Europe's citizens. Enforcement actions are pursued through contacts with Member States and other stakeholders and by recourse to the Commission's powers under the Treaty to oversee the application of Union law.

When necessary, DG HOME also develops legislation, actions plans and soft law instruments with the aim to address remaining enforcement gaps and enhance cross border information exchange and

cooperation in the fight against terrorism and radicalisation, drugs trafficking and prevention, organised crime and cybercrime.

Policy coordination activities

In the area of migration policies, DG HOME holds coordination activities with Member States, notably related to border management (e.g., Friends of the hotspots meetings), relocation and resettlement (e.g., Forum of resettlement and relocation) and return.

As regards return, as foreseen by the EU Action Plan on return, DG HOME fosters and steers the development of an integrated system of return management by connecting all EU-funded networks and programmes focusing on return and readmission. It will build synergies between the European Integrated Approach on Return towards third countries (EURINT), the European Reintegration Network (ERIN) and the European Return Liaison Officers network (EURLO).

In the field of irregular migration and migrant smuggling, regular meetings of contact groups with Member States experts are held and chaired by DG HOME, in order to discuss the implementation of relevant policy and legal measures.

An Inter-service Group on migrant smuggling has also been set up as the relevant forum to discuss the implementation of the EU Action Plan against smuggling and the relevant EU legal framework with other services of the Commission.

In the field of integration, DG HOME chairs the national contact points on integration network which is the main institutional forum for exchanging information on integration issues with Member States representatives of the relevant ministries.

DG HOME is the chair of the Inter-service group on Internal Security, which is the forum in which the implementation of the actions pursuant to the European Agenda on Security is coordinated within the Commission. More generally and given its expertise, DG HOME is usually involved, either through this inter-service group, or on an *ad-hoc* basis, in those Commission's files with security aspects. For instance DG HOME coordinates the EU's anti-drugs policy via an Inter-service group that it chairs and which meets on regular basis. There is close cooperation in the field of anti-drugs policies especially with DG TAXUD, DG SANTE, DG DEVCO, DG NEAR and EEAS. DG HOME is also co-chair, with DG JUST, of the inter-service group on anti-money laundering and terrorist financing. The EU Anti-trafficking Coordinator based in DG HOME coordinates the work on trafficking in human beings at Commission level.

Work on international agreements

DG HOME is in charge of the conclusion and implementation of *readmission agreements*. The EU has so far concluded 17 readmission agreements with Russia, Ukraine, Moldova, Georgia, Armenia, Azerbaijan, Turkey, and the Western Balkan countries and also with Hong-Kong, Macao, Sri Lanka, Pakistan and Cape-Verde. DG HOME is working of the effective implementation of these agreements through meetings under the Joint Readmission Committees which enable the monitoring of the implementation of these agreements and provide a channel to discuss and address practical problems. DG HOME will continue to fully use these committees to further enhance practical cooperation and increase the rates of return to partner countries.

While the EU's Eastern flank is now well covered through readmission agreements, its Southern side, which is currently subject to strong migratory pressure, is not. DG HOME will therefore in the immediate to medium term launch or re-launch negotiations of readmission agreements with North African countries and explore the launch of negotiations on new readmission agreements with key African countries of origin.

DG HOME leads the negotiations of the *visa facilitation agreements* (VFA) which in the past were used as leverage to obtain commitments from third countries to cooperate on readmission by negotiating in parallel VFAs and readmission agreements. VFAs have been concluded so far with Russia, Ukraine, Moldova, Georgia, Cape Verde, Armenia and Azerbaijan and negotiations are ongoing with Belarus and Morocco and will likely start in 2016 with Jordan and possibly with Tunisia. With China a visa waiver agreement for diplomatic passport holders was concluded in 2016. In addition to VFAs, 18 visa waiver agreements (VWA) with third countries were concluded in the past few years.

DG HOME also leads the negotiations for a *Passenger Name Record agreement* between the EU and Mexico.

The EU is a party to relevant UN conventions (UNCAC, UNTOC) and DG HOME will ensure that the Union delivers on its legal commitments and steer discussion on future work (notably implementation review mechanisms, civil society participation). The EU also participates in multilateral fora (G7 Roma-Lyon Group, G20) and DG HOME will see to it that EU security policy priorities are upheld therein.

DG HOME will contribute to and follow up on the implementation of the outcome of United Nation's General Assembly Special Sessions (UNGASS) on Drugs (April 2016) and prepare for the review of the UN Political Declaration and *Plan of Action on Drugs* due in 2019.

Managing programmes

DG HOME is in charge of managing two dedicated EU funds – *the Asylum, Migration and Integration Fund (AMIF)* and *the Internal Security Fund (ISF)* with an initial overall budget of EUR 6.9 billion for the MFF 2014-2020, substantially reinforced in 2015 and 2016 by a total of EUR 1.6 billion. DG HOME also manages the *Europe for Citizens programme* of EUR 185.5 million and as of 2015, *Secure Societies Challenge research projects* of EUR 1.3 billion under Horizon 2020.

The *Asylum, Migration and Integration Fund (AMIF)* and *the Internal Security Fund (ISF)* are implemented both under shared management (for about 70% of the appropriations) through national programmes of Member States and under direct and indirect management through Union actions and emergency assistance managed by the Commission. The AMIF supports actions in relation to asylum, including resettlement and relocation, legal migration and integration of third-country nationals, and return operations. The ISF is composed of two instruments – ISF Borders and ISF Police. ISF Borders supports the Member States' efforts on borders management and visa policy and ISF Police provides support for police cooperation, crime prevention and the fight against serious cross-border crime, including terrorism and violent extremism, as well as for crisis management and the protection of EU critical infrastructure.

DG HOME will focus on using the financial resources under the Asylum, Migration and Integration Fund and the Internal Security Fund in order to provide effective responses to the refugee crisis and to the increased threats to the EU internal security, ensuring the implementation of the Agendas on Migration and Security. DG HOME will work together with the Member States towards a stronger alignment of AMIF and ISF with the policy objectives and specific operational needs to effectively support the proposed solutions to the refugee crisis. As a follow-up to the President's State of the Union Speech, DG HOME will continue collaborating closely with the Member States and concerned Commission services to enhance the synergies and complementarity between AMIF/ISF and other EU funding instruments (in particular the European Structural and Investment Funds, DEVCO and ECHO instruments) in order to maximise the contribution of all the relevant funding sources to address the refugee crisis and the increased threats to the EU internal security. A reinforced cooperation will also continue with the International Financial Institutions to investigate ways of accessing and leveraging private and public financing.

DG HOME will bring forward its proposals for future use of the emergency assistance, optimization of the use of the national programmes but also policy reforms in particular the Dublin reform.

The *Europe for Citizens programme* contributes to citizens' understanding of the Union, its history and diversity and to foster European citizenship and to improve conditions for civic and democratic participation at Union level. The Europe for Citizens programme is divided into two strands: European remembrance and Democratic engagement and civic participation. The two strands are complemented by horizontal actions for analysis, dissemination and use of project results. The management of the Europe for Citizens programme is centrally managed by the Education, Audio-visual and Culture Executive Agency (EACEA).

The *Horizon 2020 Secure Societies Challenge* is about undertaking the research and innovation activities needed to protect our citizens, society and economy as well as our infrastructures and services, our prosperity, political stability and wellbeing. The primary aims of the Secure Societies Challenge are to enhance the resilience of our society against natural and man-made disasters, ranging from the development of new crisis management tools to communication interoperability, and to develop novel solutions for the protection of critical infrastructure; to fight crime and terrorism ranging from new forensic tools to protection against explosives; to improve border security, ranging from improved maritime border protection to supply chain security and to support the Union's external security policies including through conflict prevention and peace building; and to provide enhanced cyber-security, ranging from secure information sharing to new assurance models.

DG HOME is responsible for three quarters of the *Horizon 2020 Secure Societies Challenge* budget. The remaining quarter is under the control of DG CNECT, which sole responsibility is the cyber-security field. The management of DG HOME part of the research projects of the Horizon 2020 Secure Societies research projects is shared between DG HOME and Research Executive Agency (REA). DG HOME manages all projects which comprise classified deliverables. REA is managing those projects which do not contain any classified deliverables. This translates in a share of 1/3 for DG HOME and 2/3 for REA, both in terms of projects and budget.

Key stakeholders

Agencies

In fulfilling its mission, DG HOME is supported by the work of *six decentralised EU agencies – EU-LISA, FRONTEX, EUROPOL, CEPOL, EASO and EMCDDA* – and by *two executive agencies – EACEA and REA*, which also serve other Directorates-General. They continue to play key operational, coordination and advisory roles in the implementation of the EU priorities and objectives in the area of home affairs policies. Taking into account the current migration and security challenges in Europe, closer cooperation between the Home Agencies to support EU institutions and Member States to effectively implement the EU acquis in these areas, while ensuring respect for fundamental rights, is becoming increasingly important.

The agencies working on migration-related areas in close cooperation with the Member States - namely EASO, EUROPOL and FRONTEX - have been substantially reinforced both in staffing and finance in 2014/2015 and further support together with a broader assessment will be needed to deliver on the specific objectives concerning irregular migration and improved border management.

In the context of the 'hotspot'¹ approach and relocation, the deployment of DG HOME staff in Italy and Greece has improved the close cooperation and coordination between the relevant Home agencies (EASO, FRONTEX, EUROPOL and, where necessary, EUROJUST), other Member States,

¹ A 'hotspot' is a section of the EU external border or a region with extraordinary migratory pressure which calls for reinforced and concerted support by EU Agencies, as identified in the European Agenda on Migration.

international organisations (UNHCR, IOM) and the respective competent authorities at national, regional and local levels.

In the area of security, the JHA Agencies, in particular EUROPOL, CEPOL and EMCDDA, provide a specialised layer of support and expertise for Member States and the EU. They function as information hubs, help implement EU law and play a crucial role in supporting operational cooperation, such as joint cross-border actions. In view of the threat related to terrorism activity, EUROPOL was reinforced through the creation of a European Counter-Terrorism Centre, the creation of an Internet Referral Unit, and the embedment of the FIU.net platform. The support provided by CEPOL is key, in particular to enable an optimal use of EU instruments by law enforcement to ensure exchange of information and operational cooperation. Finally, EMCDDA plays a key role in providing the EU and its Member States with a factual overview of European drug problems and a solid evidence base to support the drugs debate.

Regarding eu-LISA, an independent external evaluation will be finalised in March 2016, which will in particular outline whether changes to eu-LISA's legal framework should be considered and whether changes to eu-LISA's working practices should be envisaged. This should be the case considering that, in general, eu-LISA is expected in the coming years to grow as a contributor to a coordinated, effective and coherent IT environment for the management of IT systems supporting the implementation of the JHA policies in the context of ever changing landscape and growing needs. Next to ensuring the development of the Entry Exit System (EES), foreseen to enter into operations by early 2020 and the continuous functioning as well as the evolutions of SIS, VIS, Eurodac (and EES), eu-LISA may be made responsible for the development/operational management of other large scale IT system(s) if provided so by a relevant legal instrument.

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On its side, the European Agency for Culture, Education and Audio-visual (EACEA) manages the programme "Europe for Citizens" that DG HOME inherited in 2014.

Cooperation with other services (DGs), International organisations

The European Agenda on Migration and the European Agenda on Security call for reinforcing cooperation with all relevant partners, including with third countries. In this regard, DG HOME works closely with other Commission services, in particular with DG NEAR and DEVCO and with the EEAS. In addition DG HOME cooperates with the relevant International Organisations in the field, in particular with the IOM (e.g. Assisted Voluntary Return programmes), UNHCR (e.g. resettlement), UNODC, ICAO, OECD, and the Council of Europe among others. In the area of law enforcement, it also cooperates closely with the International Criminal Police Organisation (Interpol). DG HOME also works closely with business, trade unions, civil society and other agencies such as the Fundamental Rights Agency (FRA).

UNHCR and IOM cooperate closely with DG HOME in the implementation of the hotspot approach, as well as in the context of the support provided to front line Member States on relocation.

Regarding the enhanced funding response to the refugee crisis and important synergies among different EU Funds notably also supporting policy work of DG HOME, ESF, ERDF, FEAD but also possibly EARDP and EMFF can contribute substantially under their programmes to strengthening the European response to emerging needs in Member States. A reinforced cooperation among Commission services in this regard continues including tailored-made assistance to Member States.

DG HOME will also continue promoting the partnership approach and involving economic and social partners, local and regional authorities and other beneficiaries such as NGOs and private sector into the implementation of the national/operational programmes. This is being done encouraged via meetings with EU level representatives of these groups.

As far as integration is concerned, a new Inter-service group chaired by DG HOME was established at the end of 2015 to ensure better coordination at Commission's services level. This ISG includes all DGs concerned by the integration of third-country nationals: EMPL, EAC, REGIO, RTD, CONNECT, ECFIN, AGRI, CNECT, ECHO, EPSC, GROW, JRC, JUST, SG.

Through the Secure Societies Challenge of Horizon 2020, DG HOME is in close contact with a number of DGs interested in the outcomes of security research projects, most notably: ECHO, MARE, MOVE, JUST, TAXUD, JRC, SANCO, DEVCO and the EEAS.

C. Strategy

DG HOME contributes to the following general objectives of the Commission:

- Towards a New Policy on Migration
- An Area of Justice and Fundamental Rights Based on Mutual Trust
- A Union of Democratic Change
- A Deeper and Fairer Internal Market with a Strengthened Industrial Base

1. Towards a New Policy on Migration

Migration is one of the ten political priorities of the Juncker Commission. It is both an opportunity and a challenge for the EU. A credible migration policy has to follow both a humanitarian and an economic imperative.

The migration and refugee crisis that has started in spring 2015 underlined the fact that some Member States bear a heavy burden due to their specific geographic situation and the length of the external borders of the Union that they have to manage. The principles of solidarity and fair sharing of responsibilities between Member States are therefore at the heart of the common policies on asylum and immigration. This is an area where there is therefore an obvious added value in taking measures at EU level and at mobilising the EU budget, as the management of asylum and migration flows presents challenges which cannot be dealt with by the Member States acting alone.

The *European Agenda on Migration*² adopted by the Commission on 13 May 2015 develops President Juncker's Political Guidelines. The Migration Agenda sets out the strategic framework for 2015-2020 and defines policy priorities in immediate response to the migration and refugee crisis as well as in medium and long-term perspective that directly contribute to the achievement of the general objective 'Towards a new Policy on Migration'.

General objective 1: Towards a New Policy on Migration	
Impact indicator 1a: Rate of return of irregular migrants to third countries	
Explanation: The indicator measures the % of effected returns compared to return decisions issued by the Member States.	
Source of the data: Eurostat, Frontex	
Baseline (2014)	Target (2020)
40%	increase
Impact indicator 1b: Gap between the employment rates of third-country nationals compared to EU nationals, age group 20-64	
Source of the data: Eurostat	
Baseline (2014)	Target (2020)
13.4 points Non-EU nationals: 56.3% EU nationals: 69.7%	Decrease

The Migration Agenda is built around four pillars which represent the specific objectives:

² COM(2015)240

1.1 Reduce incentives for irregular migration

Under this specific objective, DG HOME intervention will contribute to:

- *Addressing the root causes of irregular and forced displacement in third countries*

Partnership with countries of origin and transit is crucial and there are a series of established **bilateral and regional cooperation frameworks on migration** in place³. These will be enriched by stepping up the role on migration of EU Delegations in key countries. Delegations will in particular report on major migratory related developments in the host countries, contribute to mainstream migration issues into development cooperation and reach out to host countries to ensure coordinated action. **European migration liaison officers** will be seconded in EU Delegations in key third countries, in close cooperation with the Immigration Liaison Officers Network⁴ and with local authorities and civil society, with the purpose of gathering, exchanging and analysing information.

In November 2015, the **Valetta Summit** on Migration gathered Heads of State and Government from the EU and Africa to strengthen cooperation and address the root causes of the crisis. It also officially launched the **EU Trust Fund for Africa** with a total contribution from EU financial resources of €1.8 billion.

The **EU-Turkey Joint Action Plan**⁵ brought a major step forward in cooperation on migration management in a coordinated effort to tackle the refugee crisis. The Action Plan identifies a series of collaborative actions to be implemented with the aim of confronting common challenges in a concerted manner and supplementing Turkey's efforts in managing the large number of people in need of protection in Turkey. In addition, the European Union – the institutions and its Member States – also committed to increasing political engagement with Turkey, providing Turkey with significant financial support through a **Facility for Refugees in Turkey**, accelerating the fulfilment of the visa liberalisation roadmap and re-energising the accession process with Turkey. DG HOME follows in particular the cooperation on return and readmission and the implementation of **Voluntary Humanitarian Admission scheme** and resettlement scheme.

- *Fight against smugglers and traffickers*

Action to fight criminal networks of smugglers and traffickers is first and foremost a way to prevent the exploitation of migrants by criminal networks. It would also act as a disincentive to irregular migration. The goal must be to transform smuggling networks from 'low risk, high return' operations for criminals into 'high risk, low return' ones.

DG HOME will monitor the implementation of an **EU Action plan against migrant smuggling 2015-2020**, presented in May 2015, which sets out concrete actions to prevent and counter migrant smuggling. Actions include for example setting up a network of single contact points on migrant smuggling; increasing cooperation with and between Member States and EU agencies, including through the recently set up European Migrant Smuggling Centre in Europol; strengthen cooperation with countries origin and transit of migrants, streamline work of actors present in relevant third countries and deploy European Migration Liaison Officers (EMLO) in key EU delegations; enhance cooperation and exchange of information with financial institutions; and cooperating with internet service providers and social media to ensure that internet content used by smugglers to advertise their activities is swiftly detected and removed; and improve availability of comparable statistics on migrant smuggling at EU level.

³ Rabat Process, Khartoum Process, the Budapest Process, the Prague Process, the EU-Africa Migration and Mobility Dialogue.

⁴ Council Regulation (EC) No 377/2004 of 19 February 2004. The Immigration Liaison Officers are representatives of the Member States who are posted in a non-Member State in order to facilitate the measures taken by the EU to combat irregular immigration (OJ L 64, 2.3.2004, p. 1).

⁵ The Joint Action Plan was activated at the Summit of EU Heads of State or Government with Turkey on 29 November 2015.

EU Agencies also assist Member States' authorities in intensifying their action against **criminal networks of smugglers**. Through improved cooperation and information exchange, agencies can help identify smugglers, investigate them, prosecute them, freeze and confiscate their assets. A dedicated Contact Group of EU Agencies was set up under the EU Action Plan on migrant smuggling.

In order to strengthen the instruments available to prosecutors to address smuggling networks, DG HOME will evaluate the existing EU legal framework to tackle **migrant smuggling** and those who profit from it, as well as the EU legislation on Immigration Liaison Officers (ILOs). In order to take specific action against traffickers' networks and provide assistance to victims of trafficking, DG HOME will also complete the initiatives foreseen in the current EU Strategy towards the eradication of **Trafficking in Human Beings**.

➤ *Effective return policies*

One of the incentives for irregular migrants is the knowledge that the EU's return system – meant to return irregular migrants or those whose asylum applications are refused – works imperfectly. Smuggling networks often play on the fact that relatively few return decisions are enforced – only 39.2% of return decisions issued in 2013 were effectively enforced.

To increase the enforcement rate, we first need to ensure that third countries fulfil their international obligation to take back their own nationals residing irregularly in Europe. The EU should be ready to use all leverage and incentives at its disposal to **help third countries to meet their obligations** by offering support such as capacity building for the management of returns, information and awareness campaigns, and support for reintegration measures. DG HOME will contribute to also revise the approach to readmission agreements⁶, prioritising the main countries of origin of irregular migrants.

In parallel, Member States have to apply the **Return Directive**⁷. DG HOME will give priority to monitoring implementation of the Directive, with a more efficient and swifter return system going hand-in-hand with the respect of the procedures and standards that allow Europe to ensure a humane and dignified treatment of returnees and a proportionate use of coercive measures, in line with fundamental rights and the principle of *non-refoulement*⁸. The implementation of the EU rules on the return of irregular migrants is being assessed thoroughly by DG HOME in the framework of the Schengen Evaluation Mechanism.

To improve the return policies of Member States, a common **Return Handbook** and an **EU Action Plan on Return** were presented in May 2015. The Action plan defines the immediate and mid-term measures to be taken by Member States to enhance voluntary return, to strengthen the implementation of the Return Directive, to improve information sharing, to strengthen the role and mandate of Frontex in return operations, and to create an integrated system of return management. The handbook should support Member States with common guidelines, best practice and recommendations. DG HOME will monitor the implementation.

While the EU has common rules on return, it lacks effective operational cooperation. Frontex is currently offering considerable support to Member States, but its mandate must be reinforced to increase its capacity to provide comprehensive operational assistance. Currently, Frontex can only coordinate return missions but not initiate its own. In December 2015, the Commission therefore

⁶ A readmission agreement facilitates the return of third-country nationals. Contracting parties will readmit to their territory without any formality persons with the nationality of that country who are residing without authorisation in the other country or who have crossed its frontier illegally.

⁷ Directive 2008/115/EC, of 16 December 2008, on common standards and procedures in Member States for returning illegally staying third-country nationals, OJ L 348 98, 24.12.2008, p. 98–107. The United Kingdom and Ireland did not "opt-in" to this Directive and are therefore not bound by it and not subject to its application.

⁸ *Non-refoulement* is a principle of international law, endorsed by the Charter of fundamental rights, according to which a person must not be returned to a place where there is a serious risk of death penalty, torture or inhuman or degrading treatment.

proposed to **amend the Frontex legal basis** to strengthen its role on return⁹. A **uniform European travel document for return** should facilitate effective return of illegally staying third country nationals.

Specific objective 1.1: Reduce incentives for irregular migration		Related to spending programme(s) Asylum, Migration and Integration Fund
Result indicator 1.1a: Number of joint return operations initiated and carried out by Frontex ¹⁰		
Source of data: Frontex		
Baseline (2015)	Interim Milestone (2018)	Target (2020)
66	120	130 FRONTEX Return Office established and adequately staffed to sustain efficient and ongoing joint return operations on a regular basis. This figure is dependent on the volatility of relevant external factors (e.g. political situation in the third countries implementing readmission agreements, third country nationals that abscond in order not to be returned etc.)
Result indicator 1.1b: Number of human smuggling investigations supported by Europol		
Source of data: Europol		
Baseline (2015)	Interim Milestone (2018)	Target (2020)
6521 contributions from Member States 211 analysis reports providing information on several hits with telephone numbers, addresses and persons were forwarded to EU MS. 11 joint action days were coordinated and supported by Europol. Europol continuing support in 140 investigations on migrant smuggling in 2016	Increase the number of analysis reports on migrant smuggling produced by Europol in order to provide Member states with information on hits in Europol's databases. This is especially plausible in light of the establishment of the European Migrant Smuggling Centre and the significant resources committed to it. Increased number of joint action days/arrests as a result of Europol's supporting actions.	Significantly increased flow of intelligence and information on migrant smuggling to Europol resulting in Increased EUROPOL capacity to proactively support and contribute to migrant smuggling investigations leading to disruption of smuggling operations. This figure is dependent on the volatility of relevant external factors (e.g. political situation in the third countries and migratory flows and number irregular migrants wishing to enter Europe), and capability of MS law enforcement agencies.
Planned evaluations:		
2016 - Ex post evaluation of the European Return Fund (RF) from 2011 to 2013		
2018 - Interim Evaluation Report on the Implementation of Regulation 514/2014 and Specific Regulation 516/2014 / Asylum, Migration and Integration Fund (AMIF)		

1.2 Effective border management: Save lives and secure the external borders

Under this specific objective, DG HOME intervention will contribute to:

⁹ Frontex was established by Regulation 2007/2004 (OJ L 349, 25.11.2004, p. 1). As a development of the Schengen *acquis* in which Ireland and the United Kingdom do not participate, the latter Member States are not part of Frontex. There is however cooperation with Ireland and the United Kingdom pursuant to Article 12 of the Regulation, in particular regarding the organisation of joint return operations.

¹⁰ The number of joint return operations organised by Frontex depends on the demand for support on return from the Member States and ultimately on the number of return decisions issued to irregular migrants in the EU.

➤ *Saving lives at sea*

To prevent humane tragedies in the Mediterranean, we increased our presence at sea, tripling the resources and assets available for **Frontex Joint Operations Poseidon** and **Triton** in 2015 and 2016.

The rules of engagement agreed for Joint operations should be seen as the model for future action on the whole of the external land and sea border. Coastguards have a crucial role both for saving lives and securing maritime borders. Their effectiveness would be improved through greater cooperation. In cooperation with relevant agencies, DG HOME will support such cooperation and, where appropriate, the further pooling of certain coast guard functions at the EU level.

➤ *Strengthening the protection of EU's external borders*

The Union's ability to maintain an area free from internal border control is contingent on having secure external borders.

A "**Border Package**" put forward in December 2015 consists of an important set of measures to secure the EU's external borders with the aim of managing migration more effectively and improving internal security in the EU while safeguarding the principle of free movement of persons within the Schengen area. The proposal for a **European Border and Coast Guard** aims at reinforcing the mandate of Frontex to ensure strong and shared management of the external borders. The proposal to **amend the Schengen Borders Code** is to introduce, at the external borders of the EU, systematic checks against relevant databases for all persons entering or exiting the Schengen area.

➤ *Use of IT systems and technologies for Smart Borders to better ensure internal security and facilitate the border crossing of bona fide travellers*

Managing our borders more efficiently also implies making better use of the opportunities offered by IT systems and technologies. The EU today has three large-scale IT systems under responsibility of DG HOME, dealing with the administration of asylum (Eurodac), visa applications (the Visa Information System), and the sharing of information about persons or objects for which an alert has been created by the competent authorities (Schengen Information System). The full use of these systems can bring benefits to border management, as well as to enhance Europe's capacity to reduce irregular migration and return irregular migrants. A new phase would come with the "**Smart Borders**" initiative to increase the efficiency of border crossings, facilitating crossings for the large majority of 'bona fide' third country travellers, whilst at the same time strengthening the fight against irregular migration by creating a record of all cross-border movements by third country nationals, fully respecting proportionality.

DG HOME works on the establishment of the **EU Entry Exit System** which should be developed by eu-LISA with a view of ensuring entry into operations by 2020. This means that all Member States should be connected and actively using the system for entry and exit transactions as of January 2020. The implementation of an EU wide Entry Exit System will result, amongst other things, in the automation of certain tasks and activities related to border controls. This automation will ensure a homogeneous and systematic control of the authorised period of stay of third country nationals.

The system will register the name, type of travel document and biometrics and the date and place of entry and exit. This will facilitate the border crossing of bona fide travellers, detect over-stayers and identify undocumented persons in the Schengen area. By doing so, the EU Entry Exit System will be instrumental in the effective implementation of the visa policy and in maximising the positive economic impact of attracting more tourists and other visitors travelling on personal or professional grounds while minimising the irregular migration and security risks.

➤ *Strengthening the capacity of third countries to manage their borders*

The development of high standards inside the EU will also make it easier for Europe to support third countries developing their own solutions to better manage their borders. Initiatives in key African and neighbourhood countries could be supported by Frontex as well as by EU funding and related initiatives in the context of EU neighbourhood and development policies. The goal should be to encourage more secure borders, but also to strengthen the capacity of countries in North Africa to intervene and save lives of migrants in distress.

Specific objective 1.2: Effective border management - save lives and secure EU external borders		Related to spending programme(s) Internal Security Fund – Borders and Visa
Result indicator 1.2a: Reintroduced controls at internal borders (excluding cases notified due to the big events, meetings, summits etc.)		
Source of data: Member States		
Baseline (2015)	Interim Milestone (2018)	Target (2020)
4 cases (DE, AT, SI, FR)	0	0
Result indicator 1.2b: Number of Frontex Joint Operations coordinated at EU external borders		
Source of data: Frontex		
Baseline (2013)	Interim Milestone (2018)	Target (2020)
17 joint operations for 2283 man/days	increase	Increased operational activity compared to the baseline. The increase compared to the baseline reflects the need of increased EU support in the field of external border management in the context of the migratory crisis where the national border management systems of the frontline MS are exposed to disproportionate migratory pressure.
Result indicator 1.2c: Number of fully operational hotspots in reference to the number of hotspots identified		
Source of data: Progress Reports on the implementation of the hotspots ¹¹ and Hotspots daily reports		
Baseline (2015)	Interim Milestone (2016)	Target
		On 13 May 2015, the Commission announced the setting up of the 'hotspot' approach under the European Agenda on Migration. On 29 September 2015, the Commission adopted a Communication ¹² calling for the full roll-out of the Relocation Scheme and Migration Management Support Teams working in 'hotspot' areas. On 14 October 2015, the Commission presented a Communication ¹³ setting out the next steps for the coming six months. On this basis, hotspots should be operational by March 2016. In its conclusions on 17 December 2015, the European Council recalled that deficiencies in the functioning of hotspots should be rapidly addressed. Five hotspot areas have been identified by the Greek authorities in Lesbos, Leros, Kos, Chios and Samos. Italy has identified six hotspot areas in Lampedusa, Pozzallo, Porto Empedocle/Villa Sikanìa, Trapani, Augusta and Taranto.

¹¹ e.g., COM(2015)678 final and COM(2015)679 final on 15 December 2015..

¹² COM(2015) 490.

¹³ COM(2015) 510.

By the end of 2015, 2 hotspots were fully operational (in Lampedusa and Lesbos) out of the 11 hotspots identified).	100 % (11 fully operational hotspots)	Swift operation of all identified hotspots
<p>Planned evaluations:</p> <p>2016 - Overall evaluation of European Border Surveillance System (EUROSUR) in line with Regulation (EU) No 1052/2013 establishing EUROSUR.</p> <p>2016 – Ex post evaluation of the External Borders Fund 2011-2013</p> <p>2016 – Evaluation REFIT of the Visa Information System</p> <p>2019 - Evaluation of Council Regulation (EU) No 1053/2013 establishing an evaluation and monitoring mechanism to verify the application of the Schengen acquis and repealing the Decision of the Executive Committee of 16 September 1998 setting up a Standing Committee on the evaluation and implementation of Schengen</p> <p>2020 - Evaluation of Frontex in line with Article 33 of Council Regulation (EC) No 2007/2004 (tbc depending on the finalisation of the draft Regulation on the European Border and Coast Guard)</p> <p>2018 - Interim Evaluation Report on the Implementation of Regulation 514/2014 and Specific Regulation 515/2014 / Internal Security Fund – Borders and Visa</p>		

1.3 Enhance protection and solidarity

Under this specific objective, DG HOME intervention will contribute to:

➤ *Strengthening the Common European Asylum System*

The priority is to ensure a full and coherent implementation of the Common European Asylum System. This will be supported by a new systematic monitoring process, to look into the implementation and application of the asylum rules and foster mutual trust. In addition, working with the Member States and EASO, DG HOME will aim to improve standards on reception conditions and asylum procedures to provide Member States with well-defined and simple quality indicators, and reinforcing protection of the fundamental rights of asylum-seekers, paying particular attention to the needs of vulnerable groups, such as children¹⁴. DG HOME will also prioritise transposition and implementation in practice of the recently adopted legislation on asylum rules when considering **infringement procedures**¹⁵.

EASO will at the same time step up **practical cooperation**, developing a role as the clearing house of national Country of Origin Information – the factual information on which asylum decisions are based. This would encourage more uniform decisions. Other key measures are training¹⁶ and a new dedicated network of reception authorities, which could lay the foundation for pooling reception places in times of emergency.

Strengthening the Common European Asylum System also means a **more effective approach to abuses**. Too many requests are unfounded: in 2014, 55% of the asylum requests resulted in a negative decision and for some nationalities almost all asylum requests were rejected, hampering the capacity of Member States to provide swift protection to those in need. The legislation includes specific provisions to fight against abuses, for example by allowing swift processing of unfounded asylum applications. To reinforce this, DG HOME will work with EASO and Member States to develop guidelines to maximise such possibilities.

¹⁴ In order to look at the specific vulnerabilities of children, not only those having a migrant's background, the Commission will develop a comprehensive strategy to follow up on the Action Plan on Unaccompanied Minors (2011-2014) to cover missing and unaccompanied children.

¹⁵ Directive 2013/32/EU of 26 June 2013 on common procedures for granting and withdrawing international protection, OJ L 180, 29.6.2013, p. 60; Directive 2013/33/EU of 26 June 2013 laying down standards for the reception of applicants for international protection, OJ L 180, 29.6.2013, p. 96. The United Kingdom and Ireland did not "opt-in" to these Directives.

¹⁶ EASO Training Curriculum, a common vocational training system designed for asylum officials and other target groups such as managers and legal officers throughout the EU.

Another problem arises with asylum applications from third country nationals who do not require a visa to come to the EU. These cases can be dealt with in part through the post-visa liberalisation monitoring mechanisms¹⁷. To reinforce this, a proposal for a **common European list of Safe Countries of Origin**¹⁸ was tabled in September 2015. Such a European list will allow for swifter processing of individual asylum applications from candidates originating from countries considered to be safe across the EU, and for faster returns if the individual assessments of the applications confirm no right of asylum.

The EU Treaties look forward to a **uniform asylum status** valid throughout the Union. DG HOME will launch a **broad reform of the Common European Asylum System** and a longer term reflection towards establishing a **single asylum decision process** aiming to guarantee equal treatment of asylum seekers throughout Europe.

➤ *Dublin system – greater responsibility sharing across Member States*

The events of last year have shown that the **Dublin System** is unsustainable in its current form. It was designed as a mechanism to determine which Member State has to examine an asylum application, but not as a solidarity instrument for ensuring an equitable responsibility sharing among Member States. In 2015, only 5 Member States deal with 80% of asylum applications, of which one Member State alone (Germany) deals with 38%.

Two **emergency relocations schemes** for a total of 160.000 asylum seekers agreed in July 2015 should help to alleviate the pressure from the most affected frontline Member States, namely Italy and Greece, by sharing the burden between all Member States in the spirit of solidarity. The Commission has also tabled a proposal for a permanent crisis relocation mechanism.

Member States are responsible for applying the Dublin system. At Union level, EASO will support Member States by establishing a dedicated network of **national Dublin Units**.

Member States must also implement fully the rules on taking migrants' **fingerprints**¹⁹ at the borders. Member States under particular pressure benefit from the Hotspot system for providing operational support on the ground. A guidance to facilitate systematic fingerprinting, in full respect of fundamental rights, backed up by practical cooperation and exchange of best practices, was provided in May 2015. DG HOME will also explore how more biometric identifiers can be used through the **Eurodac system** (such as using facial recognition techniques through digital photos).

A **reform of the Dublin System** will be part of DG HOME's work towards a single asylum system.

➤ *A structured EU system on resettlement*

In addition to the relocation of those already on EU soil, the EU has a duty to contribute its share in helping displaced persons in clear need of international protection. This is a joint responsibility of the international community, with the United Nations High Commissioner for Refugees (UNHCR) given the task of identifying when people cannot stay safely in their own countries. Such vulnerable people cannot be left to resort to the criminal networks of smugglers and traffickers. There must be safe and legal ways for them to reach the EU.

¹⁷ This allows the EU to take preventive action in partnership with the countries of origin, developing targeted information campaigns and reinforcing cooperation in border management and the fight against smugglers.

¹⁸ The proposal includes Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Kosovo, Montenegro, Serbia and Turkey.

¹⁹ Regulation (EU) No 603/2013 of 26 June 2013 on the establishment of Eurodac (recast). The United Kingdom and Ireland have "opted-in" to this Regulation. Denmark participates in the Eurodac system through a separate international agreement it has concluded with the EU in 2006.

In June 2015, the Representatives of the Governments of the Member States endorsed an **EU-wide resettlement scheme** of 20.000 persons in need of international protection through multilateral and national schemes within 2 years.

DG HOME will develop further initiatives with a view to set up a **common approach to safe and legal arrival in the EU** for persons in need of protection.

Specific objective 1.3: Enhance protection and solidarity			Related to spending programme(s) Asylum, Migration and Integration Fund
Result indicator 1.3a: Number of persons relocated			
Source of data: Hotspots daily reports			
Baseline (2015)	Interim Milestone		Target
	(2016)	(2017)	
272	90.000 [the Council Decisions do not establish an interim milestone- number needed to be reached under swiftly relocation conditions]	69.728	The target has been established by the Council Decisions on Relocation [Council Decision (EU) 2015/1523 of 14 September 2015 establishing provisional measures in the area of international protection for the benefit of Italy and of Greece; and Council Decision (EU) 2015/1601 of 22 September 2015 establishing provisional measures in the area of international protection for the benefit of Italy and Greece] 160 000 to be relocated by 26 September 2017
Result indicator 1.3b: Number of persons resettled			
Source of data: Member States			
Baseline (2015)	Interim Milestone (2016)	Target	
3.358	10.250	8 December 2017 [Commission Recommendation of 8 June 2015 on a European resettlement scheme, Member States' Conclusions on Resettlement of 20 July 2015]	
Result indicator 1.3c: Convergence of protection recognition rates for asylum seekers from the same country			
Source of data: Eurostat			
Baseline (2014)	Interim Milestone (2017)	Target (2020)	
The standard deviation in terms of recognition rates for international protection among Member States on the caseload on Afghanistan, one of the most relevant in the EU is 22,27. Recognition rates for asylum	Lower (increased convergence)	Lower (increased convergence) The way Member States process applications for asylum seekers from a top source third country is one of the indicators of how much the Common European Asylum System contributes to the harmonisation of rules and practices in the EU regarding asylum procedures. The EU	

<p>seekers from Afghanistan varied from 22 to 89% (63% in Belgium, 22% in Denmark, 46% in Germany, 27% in Greece, 89% in Italy, 48% in Sweden)</p>		<p>acquis on asylum defines common rules on the different steps and aspects of an asylum application and should therefore lead to reduced amplitude of recognition rates for asylum seekers from a source third country.</p>
<p>Planned evaluations:</p> <p>2016 - Evaluation of the Relocation Mechanism in line with Article 12 of Council Decision (EU) 2015/1523 of 14 September 2015 establishing provisional measures in the area of international protection for the benefit of Italy and of Greece; and Council Decision (EU) 2015/1601 of 22 September 2015 establishing provisional measures in the area of international protection for the benefit of Italy and Greece.</p> <p>2016 - Evaluation of the Qualification Directive</p> <p>2016 – Ex post evaluation of the European Refugee Fund (ERF) from 2008 to 2010</p> <p>2016 – Ex post evaluation of the European Refugee Fund (ERF) from 2011 to 2013</p> <p>2018 - Interim Evaluation Report on the Implementation of Regulation 514/2014 and Specific Regulation 516/2014 / Asylum, Migration and Integration Fund (AMIF)</p>		

1.4 A new policy on legal migration to address skill shortages in the EU and enhance effective integration

Under this specific objective, DG HOME intervention will contribute to:

- *Well managed legal migration and visa policy*

Decisions on the volume of admissions of third country nationals coming to seek work will remain the exclusive competence of Member States. But there is a specific role for the EU. Over the next seven years, European programmes such as Horizon 2020 and Erasmus+ will attract talented individuals to the EU. The Directive on **Students and Researchers** recently adopted aims to give these groups new mobility and job-seeking opportunities.

The next step should be an attractive EU-wide scheme for highly qualified third-country nationals. The **Blue Card Directive**²⁰ already provides such a scheme, but in its first two years, only around 16,000 Blue Cards were issued and about 13,000 were issued by a single Member State. In May 2015 DG HOME launched a public consultation on labour migration and on the Blue Card Directive with a view to review the Directive to make it more effective in attracting talent to Europe. The reform will envisage to make the Blue Card more flexible and attractive for highly skilled third country nationals, by facilitating intra-EU mobility through an EU-wide scheme. In addition, DG HOME will launch a review of the existing legal migration instruments, and will also look into the possibilities for facilitating the entry of migrant entrepreneurs and service providers. A platform of dialogue, the European Dialogue on Skills and Migration, has also been established to include input from business, the trade unions, and other social partners, to maximise the benefits of migration for the European economy and the migrants themselves.

The EU needs the tools to identify those economic sectors and occupations that face, or will face, **recruitment difficulties or skill gaps**. Existing tools already provide some information, but a more complete picture is needed. Existing web portals, such as the EU Migration portal and Europe's Job Mobility Portal (EURES) can also play an important role in facilitating job matching for third country nationals already in the EU. In matching migrants' skills, a particular problem is the lack of recognition of qualifications acquired by migrants in their home country. The EU can help to improve understanding of qualifications gained outside the EU.

²⁰ Directive 2009/50/EC of 25 May 2009 on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment, OJ L 155, 18.6.2009, p. 17–29. The United Kingdom and Ireland did not "opt-in" to this Directive and are not bound by or subject to its application.

DG HOME efforts to develop a new legal migration policy mirror the **modernisation of visa policy**²¹. The main objectives are to maximise the positive economic impact of attracting more tourists and other visitors travelling on personal or professional grounds while minimising the irregular migration and security risks.

➤ *Effective integration*

Our migration policy will succeed if underpinned by effective integration policies. The recent arrivals of a high number of people in need of protection in Europe and, more generally, the substantial gaps existing between EU citizens and third country nationals regarding employment rate, education level, and poverty indicators require a vigorous action by Member States in the field of integration in the coming years. Integration is a long process requiring action in several policy areas: education and training, employment and social inclusion, culture etc. For each of these dimensions, although the competence lies primarily with Member States, the European Union can support actions by national governments, local authorities and civil society engaged in the complex and long term process of fostering integration and mutual trust. DG HOME will develop **an Action Plan on Integration** of third country nationals which will propose concrete actions across different policy areas and across the different stages of the integration process to support Member States in this area.

Effective integration policies should aim at improving the employment rate of third-country nationals but also at reducing the socio-economic outcomes of third country nationals compared with nationals. In terms of education, integration efforts of Member States supported by the EU will strive to reduce the gap in the share of 30–34-year-olds with tertiary educational attainment between third country nationals and nationals from 8.3 points in 2014 to 5 points in 2020 and the gap in share of education and training early leavers from 15.4 points in 2014 to 11 points in 2020. Likewise, these policies will aim at improving social inclusion of third country nationals which could translate, if effective, into the reduction of the gap between third country nationals and nationals at risk of poverty rate²² from 26.6 points in 2014 to 20 percentage points in 2020.

➤ *Maximising the development benefits for countries of origin*

The EU's legal migration policy should also support the development of countries of origin. The EU will continue to actively support migration-related targets as part of the United Nations **Sustainable Development Goals (SDGs)**, and to emphasise the importance of harnessing the positive effects of migration as a horizontal means of implementation for the post-2015 development agenda. This would complement the work of DG HOME in the framework of the EU's **Mobility Partnerships**²³ and our efforts to mainstream migration issues into key development sectors.

➤ *A new model of legal migration*

The EU Treaties reserves the final decision on the admission of economic migrants for Member States. However, the EU needs to look at how to marry this limitation with the collective needs of the EU economy. In particular, DG HOME will look at the possibility of developing, with the Member States, an "expression of interest system". This would use verifiable criteria to automatically make an initial selection of potential migrants, with employers invited to identify priority applicants from the pool of candidates, and migration taking place after the migrant is offered a job. This would allow for the creation of an "EU-wide pool" of qualified migrants, accessible to both employers and Member

²¹ Rules for the issuing of short stay visas are set out in the Visa Code (Regulation 810/2009). It is part of the Schengen acquis in which Ireland and the United Kingdom do not participate.

²² Share of population with net disposable income of less than 60 per cent of national median (TCN compared to host-country nationals)

²³ The Commission Communication: "The Global Approach to Migration and Mobility" (COM/2011/743 final). These are the most elaborated bilateral cooperation frameworks in the field of migration. They offer a political framework for comprehensive, enhanced and tailor-made dialogue and cooperation with partner countries, including a set of targets and commitments as well as a package of specific support measures offered by the EU and interested Member States. They include the negotiation of visa facilitation and readmission agreements.

States' authorities – but with the actual selection and the admission procedure remaining national, based on Member States' actual labour market needs.

Specific objective 1.4 : A new policy on legal migration to address skill shortages in the EU and enhance effective integration		Related to spending programme(s) Asylum, Migration and Integration Fund
Result indicator 1.4a: Number of first residence permits issued for "Education reasons"		
Source of data: Eurostat		
Baseline (2014)	Interim Milestone (2017)	Target (2020)
		This indicator measures the attractiveness of the EU as a place for studies for TCNs. The recast of the Students & Researchers Directive, which will enter into force in 2018, should, among other factors, contribute to increase the figure.
267.752 first permits issued for education reasons in the 25 EU Member States bound by the EU acquis (all but UK, DK and IE)	302.800	430.000
Result indicator 1.4b: Share of multiple entry visas (MEVs) with long validity (one year or more) on total number of visas issued		
Source of data: Member States		
Baseline (2014)	Interim Milestone (2017)	Target (2020)
48% (this includes all multiple-entry visas issued and not only those with long periods of validity)	53%	60% (under the recast Visa Code, the percentage will be related only to multiple entry visas with long validity; the proposal for a recast Visa Code will include mandatory rules on the issuing of MEVs to regular travellers, therefore increasing the share of MEVs being issued; a higher target than 60% does not seem realistic as more regular travellers will hold MEVs with a long period of validity, and thus there will be a more important share of first time travellers amongst the visa applicants)
Planned evaluations:		
2016 - Ex post evaluation of the European Fund for the Integration of third-country nationals (EIF) from 2007 to 2010		
2016 - Ex post evaluation of the European Fund for the Integration of third-country nationals (EIF) from 2011 to 2013		
2016 - Horizontal study – Practical application legal migration acquis / Legal migration		
2016 - Conformity study Seasonal workers Directive (2014/36/EU) / Legal migration		
2016 - Conformity study Intra corporate Transfers Directive (2014/66/EU / Legal migration		
2018 - Conformity study Recast Students & Researchers Directive / Legal migration		
2018 - Report on the application of the Directive 2014/36/EU on the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers / Legal migration		
2018 - Report on the application of the Directive 2014/66/EU on the conditions of entry and stay of third-country nationals in the framework of intercorporate transfers / Legal migration		

External factors

Concerning asylum, relocation and resettlement, the willingness of main stakeholders, particularly Member States and partner countries to cooperate will be crucial in ensuring transfers take place and the relocation and resettlement schemes are implemented smoothly. The situation in Syria and other conflict zones will have an impact on the number of migrants requesting international protection in the EU.

As a cross-border criminal activity, migrant smuggling is inextricably linked to external factors, such as political instability and socio-economic disparities that push people to migrate and seek protection abroad. The will and capacity of relevant third countries to cooperate in addressing root causes of irregular migration and enhancing their criminal justice response to migrant smuggling networks is key to achieve results.

As regards legal migration, the willingness of main stakeholders (Member States and employers) to cooperate will be crucial. In addition, the outcome of labour migration policies such as the revision of the EU Blue Card or the set-up of an EU expression of interest mechanism will also be influenced by other external factors such as: the general economic situation of the EU which will determine the overall labour market needs; the degree of competition with other similar mechanisms; and other factors which will influence the attractiveness of the EU for skilled workers such as the administrative formalities linked to migration towards the EU (issuing of residence and work permit, etc). Likewise, integration policies outcomes being mostly linked to employment possibilities from third country nationals will be highly influenced by the economic situation in the EU in the coming years.

2. An Area of Justice and Fundamental Rights Based on Mutual Trust

Security is identified as a priority for this Commission under President Juncker's Political Guidelines as an integral part of an area of freedom, security and justice. Europeans need to feel confident that, wherever they move within Europe, their freedom and their security are well protected, in full compliance with the Union's values, including the rule of law and fundamental rights.

The responsibility for ensuring internal security is first and foremost with the Member States, but cross-border challenges defy the capacity of individual countries to act alone and require EU action where it can bring added value. In recent years, new and complex threats have emerged. Threats are becoming more varied and more international, as well as increasingly cross-border and cross-sectorial in nature. No Member State can address these security challenges on its own. This is the reason why an effective and coordinated response is required at European level.

In that context, the *European Agenda on Security*²⁴ adopted by the Commission on 28 April 2015 sets out the strategic framework to ensure an effective EU response to the security threats affecting the European Union over the period 2015-2020 and thus contributes to the achievement of the general objective 'An Area of Justice and Fundamental Rights based on Mutual Trust'. In addition, on 20 April 2016, the Commission has taken stock²⁵ of the progress made on the actions under the European Agenda on Security, identified implementation gaps in the fight against terrorism and set out the actions that need to be taken to address these gaps. It has also provided a roadmap identifying a number of priority areas in the fight against terrorism where the adoption and implementation of measures proposed by the Commission, and some further action, is needed.

General objective 2: An Area of Justice and Fundamental Rights Based on Mutual Trust

Essentially, the action of the EU relies on four pillars:

- Information exchange between national law enforcement authorities and EU Agencies, through better use of existing tools (e.g. Schengen Information System) and new tools where necessary (e.g. EU Passenger Name Record Directive);
- Operational cooperation, through existing cross-border tools (e.g. Joints Investigation Teams, European Arrest Warrants) and EU Agencies or through establishing platforms for the exchange of best practices (such as the RAN center of Excellence or the EU Internet Forum);
- Training and co-funding at EU-level, to be aligned with priorities set by the Agenda, with a focus on those areas where EU support will bring most value added;
- Harmonising criminal law at EU level (e.g. recently in the area of defining criminal offences of terrorism).

The Security Agenda prioritises three thematic areas with a strong cross-border dimension, where EU action can make a real difference, which represent the specific objectives:

2.1 A strong EU response to preventing radicalisation and tackling terrorism

Citizens and Member States expect the EU's support in fighting terrorism and radicalisation and facilitating coordination and cooperation between relevant authorities. **Europol** has developed a growing expertise on terrorism issues and this is being taken a step further with the support of the DG HOME, with the creation of the **European Counter-Terrorism Centre** (ECTC) within Europol, which became operational in January 2016. The ECTC brings together its anti-terrorism law enforcement capabilities, pooling resources and maximising the use of already existing structures,

²⁴ COM(2015)185 final

²⁵ COM(2013)230 final

services and tools available to the Agency with a view to achieving economies of scale. The ECTC significantly reinforces Europol's counter-terrorism capabilities as a platform for Member States to increase information sharing and operational coordination. The ECTC will be a key partner of the Member states in the fight against the foreign terrorist fighters' phenomena, the trafficking of illegal firearms and terrorist financing.

Prevention of radicalisation (and recruitment) to terrorism and violent extremism is one of the key pillars of the EU action to counter terrorism. The EU focuses on specific actions complementing or enhancing international, national and local efforts and facilitating cooperation and exchange of best practices.

To tackle the challenges of terrorists abusing the internet and social media for their terrorist purposes, including the dissemination of terrorist propaganda, attempts to recruit and radicalise or to finance terrorist activities, the Commission supports a number of initiatives. One of these initiatives is the **Internet Referral Unit (EU IRU)** which was established in Europol in July 2015 and is part of the ECTC. Based on notifications from national referral units as well as on its own monitoring capabilities, the EU IRU aims at facilitating the detection and swift removal of terrorist material on the internet in cooperation with industry partners.

Another initiative launched by DG HOME is the creation of an **EU Internet Forum** in 2015. With the aim of restricting availability of content that promotes terrorism or incites violence and supporting and increasing effective counter narratives online in co-operation with civil society partners, this Forum brings together industry partners with law enforcement authorities and civil society. In the same framework, DG HOME will also look at identifying strategic responses to address the role of new communication technologies in the production, marketing, purchasing and distribution of illicit drugs, including controlled new psychoactive substances.

Efforts at local level by the practitioners who come into daily contact with individuals who have been radicalised, or are vulnerable to radicalisation, are an effective way to counter radicalisation. Therefore, the European Commission decided, on the basis of DG HOME's initiative, to enhance the capabilities of the already existing **Radicalisation Awareness Network (RAN)** through the creation of a RAN Centre of Excellence. The RAN, is an EU-wide umbrella network, which connects organisations and networks across the Union, linking up more than 2000 practitioners directly engaged in preventing radicalisation and violent extremism. The network enables the exchange of experience and practices facilitating early detection of radicalisation and the design of preventive and disengagement strategies at local level. The RAN Centre of Excellence, operational since October 2015, will act as an EU knowledge hub to consolidate expertise and foster the dissemination of experiences on anti-radicalisation. It should add a new practical dimension to the cooperation between stakeholders by providing counselling, training or other advisory services in Member States as well as in certain priority third countries.

DG HOME also contributes to other preventive measures related to **education, youth participation, interfaith and inter-cultural dialogue**, as well as **employment and social inclusion**, considering the essential role that these policies play to prevent radicalisation by promoting common European values, fostering social inclusion, enhancing mutual understanding and tolerance.

DG HOME is committed to act at EU level to contribute to a comprehensive tool box to tackle terrorism more effectively.

This includes improved measures to counter the financing of terrorism. **Tracking financial operations** can be central to identifying terrorist networks, as terrorists rely on finance for travel, training and equipment. **Financial Intelligence Units (FIUs)** can help to identify financial operations of terrorist networks across borders and detect their financial backers. The EU-US Terrorist Financing Tracking Programme (TFTP) allows Member States to request a search of financial data when there is reasonable suspicion of terrorist activity. The Commission invited Member States to make more

active use of the possibilities under the TFTP. The embedment of FIU.NET within Europol will further enhance capabilities in the fight against terrorist financing.

DG HOME worked closely with DG JUST in 2015 to develop an **Action Plan for strengthening the fight against terrorist financing**, finally adopted by the Commission in February 2016. The Action Plan focusses on two main strands of action: tracing terrorists through financial movements and preventing them from moving funds or other assets; and disrupting the sources of revenue used by terrorist organisations, by targeting their capacity to raise funds. DG HOME will monitor the implementation.

As part of the **criminal justice response** to terrorism, DG HOME led the drafting of a Commission's proposal, finally adopted in December 2015, for a **Directive on combatting Terrorism**. The proposed directive would strengthen the EU's arsenal in preventing terrorist attacks by criminalising preparatory acts such as training and travel abroad for terrorist purpose, the financing of terrorism as well as aiding or abetting, inciting and attempting terrorist acts. The new legislative framework should also facilitate cooperation with third countries on foreign terrorist fighters.

DG HOME was also involved in the preparation of the proposal to extend the **European Criminal Record Index System (ECRIS)** to third country nationals. This proposal was finally adopted in January 2016, thereby also delivering on a concrete action that was identified in the Security Agenda.

One way to disrupt the activities of terrorist networks is to make it more difficult to attack targets and to access and deploy **dangerous substances, such as Chemical, Biological, Radiological and Nuclear** materials and explosives precursors. Protecting **critical infrastructures**, such as transport infrastructure, and **soft targets**, for instance at mass public events, presents real challenges for law enforcement, public health authorities and civil protection authorities. The EU and the Member States cooperate to assess risks, evaluate mitigation strategies, gather best practices and produce guidance. DG HOME helps practitioners by developing handbooks to assist their daily work, for example in the area of aviation security.

With regard to control at borders, significant progress has been made in 2015, by DG HOME, through the legal and technical improvements to the **Schengen Information System database** and the adoption (and further operationalization by Frontex) of **Common Risk Indicators** for checks at external borders concerning foreign terrorist fighters.

Another substantial progress is the adoption of the EU **Passenger Name Record (PNR) Directive** which is a strong expression of Europe's commitment to fight terrorism and organised crime through enhanced cooperation and effective intelligence sharing. By processing these data against predetermined criteria and relevant databases, national authorities can obtain valuable information concerning persons who might be involved in criminal activities such as terrorism, drugs trafficking, trafficking in human beings, child sexual exploitation and other serious crimes. The EU PNR Directive will improve the safety and security of our citizens, while also including robust privacy and data protection safeguards. DG HOME will prepare an updated Communication on the global approach to **transfers of PNR data to third countries**, further to the forthcoming opinion of the European Court of Justice on the EU-Canada PNR Agreement.

Specific objective 2.1: A strong EU response to tackling terrorism and preventing radicalisation		Related to spending programme(s) Internal Security Fund - Police
Result indicator 2.1a: Level of security for EU citizens: measured through the ratio between the number of failed, foiled or completed terrorist attacks in the EU and the number of arrests for terrorism related offences		
Source of the data: Europol (Te-Sat Report)		
Baseline (2014)	Interim Milestone (2018)	Target (2020) Target set at a realistic level, reflecting

		however significant progress in achieving the general objective	
25,7 points (199 attacks and 774 arrests)	20 points	15 points	
Result indicator 2.1b: Number of suspicious transactions reported within the FIU's platform Source of data: FIU.NET			
Baseline (2014)	Interim Milestone (2018)	Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the specific objective	
12.076	20.000	25.000	
Result indicator 2.1c: Number of contributions to the European Bomb Data System Source of data: European Bomb Data System			
Baseline (2014)	Interim Milestone (2018)	Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the specific objective	
1.804	2.450	2.600	
Result indicator 2.1d: Number of alleged terrorists arrested/prosecuted Source of data: Europol/Eurojust			
Baseline (2014)	Interim Milestone		Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the specific objective
	(2015) the compilation for the full year 2015 is ongoing	(2018)	
30 notifications on ongoing investigations and prosecutions 180 notifications on court results The number includes data transmitted spontaneously to Eurojust throughout the year, as well as data sent following Eurojust's request to receive information in the framework of drafting its contribution to the EU Terrorism Situation and Trend (TE-SAT) Report	91 notifications on ongoing investigations and prosecutions 51 notifications on court results.	Increase	Increase
Result indicator 2.1e: Number of terrorist contents removed from Internet/number of counter narratives produced Source of data: Internet Referral Unit			
Baseline (2014)	Interim Milestone (2018)	Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the specific objective	
Contents: 0 (EU IRU did not exist)	4.216 referrals	4.678 referrals	
Counter narratives produced: 9	15 (aggregated)	25 (aggregated)	

Planned evaluations:

Q2 2016 - Evaluation of the implementation of the Regulation 98/2013 on the marketing and use of explosives precursors .

Q2 2016 - Report on the overall evaluation of the operation and use of the Schengen Information System to be presented to the EP and the Council.

Studies/expert contracts in preparation of impact assessments and legislative proposals to be presented before the end of 2016 regarding:

- A possible European system complementing the existing EU-US TFTP agreement (assessment by end 2016);
- Legislative proposal harmonising money laundering criminal offences and sanctions (proposal by end 2016);
- An EU regime for the freezing of assets of persons with no links to international terrorism under Article 75 TFEU (assessment by end 2016).

2017 - Ex-post evaluation of the "Prevention, Preparedness and Consequence Management of Terrorism and other Security-Related Risks Programme" (CIPS).

2018 - Interim Evaluation Report on the Implementation of Regulation 514/2014 and Specific Regulation 513/2014 / Internal Security Fund – Police.

2.2 Disrupt organised crime

The European Agenda on Security highlights the threats posed by serious and organised cross-border crime and identifies the fight against organised crime as the second priority for immediate action for the period until 2020, which will guide DG HOME action. The Commission has already made significant progress in this area, and significant work will be undertaken in the coming years. The new CEPOL Regulation, adopted at the end of 2015, and the future adoption of Europol's new regulation constitute key deliverables.

Since the primary goal of organised crime is profit, law enforcement must have the capacity to turn the spotlight on the **finance of organised crime**, often inherently linked to corruption, fraud, counterfeiting and smuggling. International criminal networks use legal business structures to conceal the source of their profits, so action is needed to address the infiltration of the licit economy by organised crime.

The recently adopted **Anti-Money Laundering package**²⁶ will help to identify and follow up on suspicious transfers of money and facilitate the efficient exchange of information between Financial Intelligence Units (FIUs). The Commission will support the implementation of this legislation to make it harder for criminals to abuse the financial system, and work on a supranational assessment of risks that will address, among others, terrorist financing and virtual currencies. The Commission's action plan, adopted in February 2016 and for which DG HOME was actively involved, is also relevant in that regard. Implementation of the 2014 Directive on Criminal Assets freezing and confiscation will also be key to ensure that crime does not pay. In particular, the Commission will be carrying out an analysis of the feasibility of possible measures on non-conviction based confiscation.

DG HOME supports the role of **local authorities**, which is critical in tackling organised crime. In many cases, they are in the front line to identify and prevent the infiltration of the licit economy by criminal networks, for example when allocating public tenders or granting casino licences, and they should have the tools to share information with other public administrative authorities or law enforcement. DG HOME has contributed to the development of an approach that combines tools at administrative level to prevent infiltration in the public sector or the economy. More prominence should also be given to the work of the **European Union Crime Prevention Network**. With financial support from the EU, the network shares best practices in preventing crime.

Corruption is not only a key facilitator of other crimes, but a standalone crime in its own right. Preventing and fighting corruption in the EU requires a comprehensive approach. DG HOME prepared the first EU Anti-Corruption Report published by the Commission in 2014. It provides an EU-wide overview, identifies trends and best practice, and analyses developments in each EU Member State, aiming to support governments, civil society and other stakeholders in preventing and combating corruption. DG HOME will prepare the second EU Anti-Corruption Report, which will review anti-corruption efforts throughout the Member States, placing the spotlight on horizontal issues and areas for improvement.

Significant actions must be undertaken to tackle the security threats linked to **firearms trafficking**. DG HOME co-led the preparation of the package of measures, adopted by the Commission in November 2015, to make it more difficult to acquire firearms in the EU. It includes 1) a revision of the Firearms Directive, aiming at tightening controls on the acquisition and possession of firearms; and 2) an implementing Regulation on common minimum standards for deactivation of firearms. In addition, in December 2015, the European Commission adopted an **Action Plan to target the illicit trafficking of firearms and explosives** in the EU, which was prepared by DG HOME. The aim of the Action Plan is to better detect, investigate and seize firearms, explosives and explosives precursors to be used for criminal and terrorist purposes. The Action Plan seeks to improve operational cooperation at EU level and with third countries to render the fight against the black market of weapons and explosives more effective.

Finally, pursuant to the European Agenda on Security, key strategies will be presented in the years to come in the area of organised crime.

DG HOME is preparing a **new agenda on trafficking in human beings (THB)**, to be adopted by the Commission, following the current EU strategy on THB (2012-2016). It will also adopt the first EU Situation Report on THB (trends report), as well as reports on the criminalisation of the use of services of THB victims, and on Member States' compliance with Directive 2011/36/EU. The Commission will also present a proposal to amend the framework on facilitation of irregular migration. These various files are being prepared within DG HOME.

The market for **illicit drugs** remains the most dynamic of criminal markets, with a recent trend being the proliferation of new psychoactive substances (NPS). DG HOME will work towards the adoption of a new EU legislative framework. DG HOME will assess the progress made in implementing the 2013-2020 EU Drugs Strategy and 2013-2016 Action Plan and decide on the way forward regarding a new Action Plan 2017-2020. It will also work toward the adoption of resolution at the UN General Assembly Session on Drugs that reflects most of the EU priorities.

The changing nature of organised crime – new avenues of operations, and new modus operandi – requires a dynamic and updated response, addressing crimes from trafficking in human beings, migrant smuggling, trade in firearms, and drug smuggling, to financial, economic and environmental crime. None of this work in the fight against serious and organised crime is possible without solid evidence and a coherent approach. The 3rd **Action Plan on Security Statistics**, to be prepared by DG HOME, will continue the work on improving our evidence base, and the first **EU Security Forum** will promote wider participation and increased transparency in the field of EU internal security.

Specific objective 2.2: Disrupt organised crime	Related to spending programme(s) Internal Security Fund - Police
Result indicator 2.2a: Operational cooperation as evidenced by the number of Joint Investigation Teams	
Source of the data: Europol / Eurojust	

Baseline (2014)	Interim Milestone (2018)	Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the general objective
122 supported by Eurojust* 44 supported by Europol* *some JITS are supported by both Europol and Eurojust (leading to duplication in the JIT number. Europol numbers are to be confirmed at this stage	Increase	Increase
Result indicator 2.2b: Use of EU information exchange mechanisms: measured through the number of hits in SIS and Prüm databases and the use of Europol's Siena and EIS Source of the data: Europol – EU-LISA		
Baseline (2014)	Interim Milestone (2018)	Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the general objective
Number of hits registered on foreign SIS alerts: 128 598 hits Prüm: 1,527,714 hits* in 2013 (final 2014 data not available) *includes: DNA matches (24,457) + fingerprints total verified matches (4,594) + Vehicle Registration Data total responses to requests (1,498,663) SIENA: 605,245 messages exchanged EIS: 367,922 searches performed	SIS: increase Prüm: increase SIENA: increase EIS: increase	SIS: increase Prüm: increase SIENA: increase EIS: increase
Result indicator 2.2c: Number of freezing and confiscation orders executed, and estimated value of property frozen and property recovered Source of data: Member States		
Baseline (N/A)	Interim Milestone (2018)	Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the specific objective
No baseline – new provision under Article 11 of Directive 2014/42/EU	Increase (if data available)	Increase
Result indicator 2.2d: Number of suspicious transactions reported within the FIU's platform Source of data: FIU.net		
Baseline (2014)	Interim Milestone (2018)	Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the specific objective
12.076	20.000	25.000
Planned evaluations:		

Q4 2016 - Mid-term assessment of the 2013-2020 EU Drugs Strategy and final evaluation of the Action Plan on Drugs 2013-2016 / anti-drugs policy
 2016 - Evaluation of the Facilitators package (Smuggling of human beings - Directive 2002/90/EC & Council Framework Decision 946/2002/JHA) / Migrant smuggling
 2016 - Report assessing the impact of existing national law, establishing as a criminal offence the use of services which are the objects of exploitation of trafficking in human beings, on the prevention of trafficking in human beings, accompanied, if necessary, by adequate proposals / THB
 2017 - Ex-post evaluation of the "Prevention and Fight against Crime Programme" (ISEC) / Spending programme: ISEC
 2017 - Evaluation of the impact of the new technologies on the fight against illegal trafficking in firearms / Illicit trafficking in firearms
 2017 - Evaluation Regulation 258/2012 on export of civilian weapons / Illicit trafficking in firearms
 2018 - Evaluation of EMCDDA / anti-drugs policy
 2018 - Interim Evaluation Report on the Implementation of Regulation 514/2014 and Specific Regulation 513/2014 / Internal Security Fund – Police

2.3 An effective response to cybercrime

The European Agenda on Security identifies cybercrime as a major threat. Cybercrime encompasses crimes specific to the Internet, such as cyberattacks, but also online fraud and forgery and illegal online content, including child sexual abuse material. DG HOME is the lead Commission service in the fight against cybercrime. The EU has adopted legislation in all these areas, requiring Member States to strengthen national cyber-crime laws and to introduce tougher criminal sanctions, combating the sexual exploitation of children online and child pornography and addressing new developments in the online environment, and defining fraudulent behaviours that EU States need to consider as punishable criminal offences.

Ensuring full **implementation of existing EU legislation** is the first step in confronting cybercrime; DG HOME will continue to work with the Member States to ensure correct implementation of the 2011 Directive on child sexual exploitation, which approximates national legislation to prevent child sexual abuse online, and issue the relevant reports. Rules also have to be kept up to date: existing rules on non-cash payment fraud date back to a 2001 Framework Decision and need to be updated to address new methods of payment (e.g. mobile payments), trafficking of credentials and phishing; therefore, the Commission committed to update and expand present rules, a task in which DG HOME will be significantly involved.

Cyber-enabled crime presents unique challenges as compared to many traditional forms of crimes: it has an inherent cross-border element and effective prevention, investigation and prosecution requires a coordinated international response, within the EU and beyond. The fluidity with which data can be transferred across jurisdictions in a matter of seconds, multiple times within the hour, further complicates investigations. The need for cooperation is therefore patent. When it comes to law enforcement cooperation within the EU and beyond, the **European Cybercrime Centre at Europol (EC3)** has led the way in a number of successful, multinational cases. Nonetheless, significant challenges still exist especially when it comes to cooperating with the private sector. Valuable efforts are already underway at EU level, with the significant involvement of DG HOME, and the EU has funded a growing number of Cybercrime Centres of Excellence (CCoE) on Research, Training and Education; fostering the cooperation between CCoE's is of paramount importance to exploit synergies, avoid duplications and enhance dissemination of tools and trainings among law enforcement.

Specific objective 2.3: An effective response to cybercrime

Related to spending programme(s)
Internal Security Fund - Police

Result indicator 2.3a: Level of concern about using the internet for things like online banking or buying things online

Source of data: Eurobarometer

Baseline (2014)	Interim Milestone (2017/2018)	Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the specific objective
43% concerned about misuse of personal data; 42% concerned about security of online payments; (Special EB 423)	Decrease	Decrease
Result indicator 2.3b: Number of operations conducted with the involvement of EC3 Source of data: Europol (EC3)		
Baseline (2013)	Interim Milestone (2017)	Target (2020) Target set at a realistic level, reflecting however significant progress in achieving the specific objective
57 high-profile operations 169 non-high-profile operations	Increase (bearing in mind natural limit imposed by resources of EC3)	Increase (bearing in mind natural limit imposed by resources of EC3)
Planned evaluations: 2016 - Implementation of the Directive on Attacks against information systems / Cybercrime 2016 - Combatting non-cash fraud financial instruments and financial services fraud and counterfeiting of non-cash means of payment: Evaluation of the present situation and impact assessment of possible options for the future 2018 - Interim Evaluation Report on the Implementation of Regulation 514/2014 and Specific Regulation 513/2014 / Internal Security Fund – Police		

External factors

Approval by the co-legislators of the new legislative proposals presented by the Commission is sometimes a complex and difficult process. Political agreements were reached at the end of 2015 on proposals for which DG HOME is chef de file (notably on Europol Regulation) but final adoption is still pending. The legislative package on new psychoactive substances, prepared by DG HOME, has been proposed by the Commission in 2013 but is not yet approved in the legislative process. At the same time, when it comes to international negotiations at UN level, such as the United Nation's General Assembly Special Session (UNGASS) on drugs, the result cannot be guaranteed as there are many players involved who do not share the same values and principles.

3. A Union of Democratic Change

In the current difficult political, social and economic context, the *Europe for Citizens programme* is one of the EU programmes helping to foster the civic engagement of citizens, to promote values such as tolerance, solidarity and non-discrimination and to encourage citizens to play a stronger role in the development of the EU through projects and activities, in which citizens can participate and make their voice heard. The programme promotes a sense of belonging through Europe's shared history and the values upon which the Union is built, including diversity and mutual understanding.

The contribution of the Europe for Citizens programme to the objective of "enhancing citizens' understanding of the Union, its history and diversity, foster European citizenship and improve conditions for civic and democratic participation at Union level", and to the Commission's general objective of "a Union of Democratic change" can be demonstrated at the level of the individual actions of the programme:

As regards the "European remembrance" (strand 1), the programme supports activities that encourage reflection on European cultural diversity and on common values in the broadest sense. Funds will be made available for initiatives to reflect on the causes of totalitarian regimes in Europe's modern history²⁷ and to commemorate the victims of their crimes. This strand also encompasses activities concerning other defining moments and reference points in recent European history.

As regards the "Democratic engagement and civic participation" (strand 2), the programme supports activities that cover civic participation in the broadest sense, and focuses in particular on structuring methods to ensure that funded activities have a lasting effect. This strand will as well be used to support projects and initiatives that develop opportunities for mutual understanding, intercultural dialogue, solidarity, societal engagement and volunteering at Union level.

The scale of the issues falling within the programme's scope is immense, particularly in light of its relatively small budget (186 million EUR for seven years) and the diverse social and cultural factors affecting citizenship and civic engagement. These factors range from factors that are completely outside the programme's control, such as the demographic and social conditions influencing an individual's patterns of civic and political engagement and participation, to family, education and media. In addition, the political and societal context under which the programme will operate between 2016 and 2020 will be of major influence. In particular three main factors can be mentioned that will have a strong impact on civic participation and perceptions of the EU, i.e. the financial and economic crisis within the EU, the refugee crisis and the increase in Euroscepticism in recent years.

General objective 3: A Union of Democratic Change		
Specific objective 1: Enhance citizens' understanding of the Union, its history and diversity, foster European citizenship and improve conditions for civic and democratic participation at Union level		Related to spending programme(s) Citizenship programme
Result indicator 3.1: Number of participants who are directly involved		
Source of the data: project holders' final reports		
Baseline (2014)	Interim Milestone (2018)	Target (2020)
1.100.000	1.200.000	1.300.000 (based on annual work programmes to be adopted by the programme committee of EFCEP)
Planned evaluations:		
2017 - Mid-term evaluation Europe for Citizens programme 2014-2020		

²⁷ Especially but not exclusively Nazism which led to the Holocaust, fascism, Stalinism and totalitarian communist regimes.

4. A Deeper and Fairer Internal Market with a Strengthened Industrial Base

DG HOME is also responsible for the implementation of the Commission Communication “*Security Industrial Policy Action Plan for an innovative and competitive Security Industry (COM (2012) 417)*”²⁸. Among the main actions under the responsibility of DG HOME are two legislative proposals: one to establish an EU-wide harmonised certification system for airport screening (detection) equipment²⁹; and one to establish an EU harmonised certification system for alarm systems. The objective is to achieve mutual recognition of certification systems.” Both proposals are due to be adopted during 2016. Furthermore, DG HOME has launched a mandate to the European Standardisation Organisations for the establishment of EU wide standards for security technologies.

The overarching aim of DG HOME through these initiatives is to increase the competitiveness of EU companies by overcoming the fragmentation of the EU markets. This is also one of the priorities for the European Commission as outlined by President Juncker in his Political Guidelines:

“Our internal market is Europe’s best asset in times of increasing globalisation. I therefore want the next Commission to build on the strength of our single market and to fully exploit its potential in all its dimensions. We need to complete the internal market in products and services and make it the launch pad for our companies and industry to thrive in the global economy, [...]”.

The **European Agenda on Security** also emphasised the need for a “*competitive EU security industry*” which “*can also contribute to the EU’s autonomy in meeting security needs. The EU has encouraged the development of innovative security solutions, for example through standards and common certificates*”. In that context, the Commission reiterated its will to consider further action, such as on alarm systems and airport screening equipment³⁰, to remove barriers to the Single Market and to enhance the competitiveness of the EU security industry in export markets.

General objective 4: A Deeper and Fairer Internal Market with a Straightened Industrial Base

²⁸ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0417:FIN:EN:PDF>

²⁹ The Security Industrial Policy Action Plan refers to airport screening equipment while this Impact Assessment refers to aviation screening equipment. The terminology was changed in the drafting process to “aviation” as this encompasses the whole aviation transport chain, while “airport” would leave out aspects related to cargo.

³⁰ The European Agenda on Security refers to airport screening equipment while this Impact Assessment refers to aviation screening equipment. The terminology was changed in the drafting process to “aviation” as this encompasses the whole aviation transport chain, while “airport” would leave out aspects related to cargo.

A. Key performance indicators (KPIs)

The key performance indicators chosen to measure the most critical aspects of DG HOME policy performance and give useful insight into DG HOME service's most significant achievements are the following:

- 1) **Rate of return of irregular migrants to the third countries** measured as % of effected returns compared to return decisions issued by the Member States (impact indicator 1a)
- 2) **Convergence of protection recognition rates for asylum seekers** from the same country (result indicator 1.3c);
- 3) **Use of EU information exchange mechanisms** measured through the number of hits in SIS and Prüm databases and the use of Europol's Siena and EIS (result indicator 2.2b);
- 4) **Number of operations conducted with the involvement of EC3** (result indicator 2.3b);
- 5) **Estimated residual error rate.**

PART 2. Organisational management

B. Human Resource Management

During the period 2016-2020, DG HOME will carry out the following HR actions in order to be able to deliver on its political mission:

- DG HOME will properly control and manage the current and future resources such as **staff allocation** and **budgets**, in order to align the human resources with the DG priorities and workload.
- DG HOME will ensure the match between staff competence and service needs to have "the right person in the right place at the right time" by focusing on the **mobility**, the **recruitment** needs and the **career** opportunities.
- DG HOME will adapt its **organisational structure** in order to improve the efficiency of work, flexibility of workforce and ways of working together.
- A new Learning and Development Strategy has recently been put into interservice consultation by DG HR. It aims to make the Commission a knowledgeable, skilled, flexible and networked organisation. In order to foster the development and performance of staff, DG HOME will define a **new talent management strategy** in line with DG HR.
- DG HOME will implement the above-mentioned actions via a **communication strategy**. In addition to fulfil their responsibilities effectively and efficiently, internal and inter-DG communication will enable management and staff to share the information and strengthen their collaboration.
- DG HOME will support **equal opportunities** and **wellbeing** as the transversal actions for all the above-mentioned priority actions.

With a view to ensuring that DG HOME contributes to the implementation of the corporate HR-objectives, DG HOME will use the following objective and related indicators:

Objective (mandatory): The DG deploys effectively its resources in support of the delivery of the Commission's priorities and core business, has a competent and engaged workforce, which is driven by an effective and gender-balanced management and which can deploy its full potential within supportive and healthy working conditions.	
Indicator 1 (mandatory): Percentage of female representation in middle management	
Source of data: HR Dashboard	
Baseline January 2015	Target <i>Target adopted by the Commission on 15 July 2015 – SEC(2015)336</i>
<u>DG HOME excl. SRD HOME/JUST</u> : 43,8% <u>EC</u> : 31,8%	<u>DG HOME excl. SRD HOME/JUST</u> : Although DG HOME is currently above the target adopted by the Commission of 35% for 2019, DG HOME will try to maintain this ratio and pay attention to it in future recruitments at middle management level.
Indicator 2 (mandatory): Percentage of staff who feel that the Commission cares about their wellbeing	
Source of data: Commission staff survey	
Baseline 2014	Target <i>Target discussed within HOME-JUST SRD 02</i>
<u>DG HOME excl. SRD HOME/JUST</u> : 35,3% <u>SRD HOME/JUST</u> : 31% <u>EC</u> : 35%	<u>DG HOME</u> : Maintain or exceed the current results for the next staff surveys <u>SRD HOME/JUST</u> : Equal or exceed the EC average for the next staff surveys

Indicator 3 (mandatory): Staff engagement index³¹	
Source of data: Commission staff survey	
Baseline 2014	Target <i>Target discussed within HOME-JUST SRD 02</i>
<u>DG HOME excl. SRD</u> HOME/JUST: 63,8% <u>SRD HOME/JUST</u> : 73,6% EC: 65%	<u>DG HOME</u> : Exceed the EC average for the next staff surveys <u>SRD HOME/JUST</u> : Maintain the current results for the next staff surveys

Female representation in middle management

The percentage of women in middle management in DG HOME (43,8%) is well above the Commission average (31,8%) and its target set for 2019 (35%).

The evolution of the management population by gender is followed up, as well as female representation in recruitments for middle management. Coaching is systematically offered to all new (middle) managers. Every year, the International Women's day on 8 March is taken as an opportunity to increase awareness and support for equal opportunities between men and women.

DG HOME will maintain its current practice over the 2016-2020 period targeting to maintain the current ratio.

Well-being

In the 2014 staff survey, the percentage of staff who feel that the Commission cares about their well-being is slightly higher for DG HOME and lower for HOME-JUST SRD than the percentage for the Commission (35,3% for DG HOME and 31% for SRD HOME-JUST vs. 35% for the Commission).

Following this survey, we analysed the comments of staff in more detail in order to establish an action plan corresponding to staff expectations in DG HOME. On the basis of this analysis, several measures are proposed: fit@work initiatives (active sport policy and medical screening policy), trainings on well-being (emotional supervision) for staff and management, communication initiatives for staff in DG HOME and to central services (Medical Service, DG HR, OIB,...) involved in well-being measures (staff regulations rights, hygiene level, improvement of infrastructures,...).

Staff engagement index

As regards the staff engagement index, DG HOME average is slightly lower than Commission average while SRD HOME-JUST showed results well beyond the Commission average (63,8% for DG HOME and 73,6% for SRD HOME-JUST vs. 65% for the Commission).

When considering each of the seven factors which the staff engagement index is based on, DG HOME and HOME-JUST SRD performed strongly on the understanding of work (79,6% for DG HOME, 85,7% for HOME-JUST SRD), the commitment of colleagues to produce quality work (79,4% for DG HOME, 96,6% for HOME-JUST SRD) and the recognition or praise of management for the good work of their staff (68,2% for DG HOME, 64% for HOME-JUST SRD).

The role of management in the identification of the training and development needs of their staff scored less well (20,9% for DG HOME, 46,2% for HOME-JUST SRD). DG HOME therefore aims to define the Learning and Development needs at DG level and to suggest appropriate training courses in line with these needs, with the new HR Learning and Development Strategy and with the

³¹ Staff engagement is usually not measured directly but as a combination of factors leading to high engagement levels. The Staff Engagement Index is based on seven factors combined in one overall figure: I have the information, material and resources to do my work well, My colleagues are committed to doing quality work, I have a clear understanding of what is expected from me at work, I have recently received recognition or praise for good work, I feel that my opinion is valued, My manager seems to care about me as a person, My line manager helps me to identify my training and development needs.

implementation of a new Talent Management Strategy. As the high workload and the lack of support of managers to attend trainings have also been pointed out in the staff comments, DG HOME will also enhance awareness amongst management in order to monitor their staff training needs and to encourage them to attend trainings.

C. Financial Management: Internal control and Risk management

Internal control is noted in the context of the Commission's fundamental budgetary principles *and associated with sound financial management*. **Internal Control** is a process designed to provide reasonable assurance of achieving objectives. The internal control process will be implemented as corporately defined by BUDG, SG and OLAF in particular for what the anti-fraud strategy is concerned. The anti-fraud strategy will be reviewed in 2016 and monitored throughout the period until 2020.

For what **the legality and regularity** of payments is concerned, it is ensured through the controls throughout the management of transactions: negotiations, contracting, payments etc. Legality and regularity are mainly monitored via ex-post audits, both for shared and direct management, which gives reasonable assurance in line with the approved audit strategies. Throughout the period, the efforts will continue to ensure that payments are made on time and the number of exceptions is minimal.

Overarching objective: The Authorising Officer by Delegation should have reasonable assurance that resources have been used in accordance with the principles of sound financial management, and that the control procedures put in place give the necessary guarantees concerning the legality and regularity of the underlying transactions including prevention, detection, correction and follow-up of fraud and irregularities.

Objective 1 (mandatory): Effective and reliable internal control system giving the necessary guarantees concerning the legality and the regularity of the underlying transactions

Indicator 1 (mandatory): Estimated residual error rate³²	
Source of data: ex-post audits, AAR	
Baseline	Target
2014 Shared Management: 2,48% 2014 Direct Management Grants: 3,64% 2014 All other payments: below 2%	Below 2% for each distinct control system expenditure by 2020
Indicator 2 (mandatory): Estimated overall amount at risk for the year for the entire budget under the DGs responsibility.	
Source of data:	
Baseline	Target (none or to be determined by the DG)
2014: 14.863.391 EUR	None
Indicator 3 (mandatory): Estimated future corrections	
Source of data:	
Baseline	Target (none)
2014: 22.733.060 EUR	None

Objective 2 (mandatory): Effective and reliable internal control system in line with sound financial management.

Indicator 1 (mandatory): conclusion reached on cost effectiveness of controls	
Source of data: AAR	
Baseline: AAR 2014	Target: conclusion reached

³² For the definition, see the first annex to the AAR instructions 2014 "Key definitions for determining amounts at risk" at <https://myintracomm.ec.europa.eu/budgweb/EN/rep/aar/Documents/aar-standing-instructions.pdf>.

Yes	Yes
Indicator 2: cost of controls over payments made.	
Baseline: AAR 2014	Target: cost of controls do not increase
0,89% shared management/grants 0,41% procurement 0,22% indirect management	Percentages according to the "total costs approach", i.e. including indirect costs and overheads, reflecting involvement of all services (SRD and policy units)

Objective 3 (mandatory): Minimisation of the risk of fraud through application of effective anti-fraud measures, integrated in all activities of the DG, based on the DG's anti-fraud strategy (AFS) aimed at the prevention, detection and reparation of fraud.

Indicator 1 (mandatory – information available in DG's AFS): Updated anti-fraud strategy of DG HOME, elaborated on the basis of the methodology provided by OLAF³³

Source of data:

Baseline	Interim Milestone	Target
2012	2016	Update every 4 years
Indicator 2 (optional): Fraud awareness is increased for target population(s) as identified in the DG's AFS		
Source of data: [DG's AFS]		
Baseline	Interim Milestone	Target
2014	2016	2020
10% total staff		20% total staff
Indicator 3 (optional): Recommendations issued by OLAF and implemented/closed by SRD/HOME-JUST within the deadlines.		
Source of data: AAR		
Baseline	Interim Milestone	Target
2014	(N/A)	2020
100%	...	100%

D. Better Regulation

By implementing the Better Regulation principles and tools DG HOME will aim at ensuring transparent and evidence-based planning, design and implementation of migration and home affairs policies. This is a key objective in complex interventions and policy areas, in order to enhance the legitimacy of decisions and look at ensuring that measures deliver tangible results.

In DG HOME, 'Better Regulation' (BR) function entails the overall BR coordination and evaluation and Impact Assessment support, the REFIT coordination aspects, the Evaluation support and the Stakeholder Consultations support. Operational units (policy and financing units) are responsible for the identification of the instruments which need to be evaluated, for carrying out the evaluation and for disseminating its results as well as for drafting impact assessments and consultation related documents.

An evaluation and impact assessment network has been set up in 2015 where each Unit is represented by a correspondent, who acts as the point of contact. The purpose of this network is to streamline evaluation procedures within the DG, exchange and raise awareness on good practices related to better regulation or discuss problematic issues, as well as provide units with practical support.

Objective: Prepare new policy initiatives and manage the EU's acquis in line with better regulation practices to ensure that EU policy objectives are achieved effectively and efficiently.

³³The methodology can be found on the FPDNet website: <https://myintracomm.ec.europa.eu/serv/en/fraud-prevention/ToolBox/Documents/Methodology%20and%20guidance%20for%20DGs%20anti-fraud%20strategies.pdf>. In particular paragraph 3 of the methodology is relevant.

Indicator 1: Percentage of Impact assessments submitted by DG... to the Regulatory Scrutiny Board that received a favourable opinion on first submission.

Explanation: The opinion of the RSB will take into account the better regulation practices followed for new policy initiatives. Gradual improvement of the percentage of positive opinions on first submission is an indicator of progress made by the DG in applying better regulation practices.

Source of data:

Baseline 2015	Interim Milestone 2016	Target 2020
68% = Commission average in 2014: No IA was submitted by DG HOME in 2014. 1 IA was submitted in 2015, which received a favorable opinion on first submission.	Positive trend compared to the Commission 2014 situation.	Positive trend compared to DG's 2016 situation.

Indicator 2: Percentage of the DG's regulatory acquis covered by ex-post evaluations and Fitness Checks not older than five years.

Explanation: Better Regulation principles foresee that regulatory acquis is evaluated at regular intervals. As evaluations help to identify any burdens, implementation problems, and the extent to which objectives have been achieved, the availability of performance feedback is a prerequisite to introduce corrective measures allowing the acquis to stay fit for purpose.

Relevance of Indicator 2: The application of better regulation practices would progressively lead to the stock of legislative acquis covered by regular evaluations to increase.

Source of data:

Baseline 2015	Interim Milestone 2016	Target 2020
50%	Yearly increase of 25% of the gap between baseline and target.	70% of EU acquis covered by evaluations

E. Information management aspects

DG HOME complies with the document management policies of the Commission. The local Document Management Officer team is periodically verifying the degree of implementation of the indicators contained within this chapter and with the help of the Document Management Correspondents is working towards implementing them. Regarding knowledge management, DG HOME introduced BASIS for Briefing management in January 2016. Since then all briefings are provided via this system.

Objective (mandatory): Information and knowledge in your DG is shared and reusable by other DGs. Important documents are registered, filed and retrievable

Indicator 1 (mandatory): Percentage of registered documents that are not filed³⁴ (ratio)

Source of data: *Hermes-Ares-Nomcom (HAN)³⁵ statistics*

Baseline 2015	Target
10,44%	<5%

Indicator 2 (mandatory): Percentage of HAN files readable/accessible by all units in the DG

Source of data: *HAN statistics*

³⁴ Each registered document must be filed in at least one official file of the *Chef de file*, as required by the [e-Domec policy rules](#) (and by ICS 11 requirements). The indicator is to be measured via reporting tools available in Ares.

³⁵ Suite of tools designed to implement the [e-Domec policy rules](#).

Baseline 2015	Target
95.66%	>95%
Indicator 3 (mandatory): Percentage of HAN files shared with other DGs Source of data: <i>HAN statistics</i>	
Baseline 2015	Target
3.46%	>50%

F. External communication activities

The priorities identified in the 2016 Communication strategy aim at informing the EU public opinion about the central role played by the European commission in addressing the refugees' crisis and in supporting Member States in their fight against terrorism. Furthermore, an ad hoc Information strategy aims at informing migrants and asylum seekers about the main rules and procedures on asylum and migration in the EU, in order to make sure that those who are already in the EU abide to the rules, to reduce the pull factor for perspective irregular migrants who are outside the EU and to counter the smugglers' propaganda. By illustrating the Commission's actions and measures in simple and clear terms, mainly via social media and audio-visual material, we aim at increasing trust in the EU and at improving the overall image of the EU.

In this context, cooperation with EU public media operating on international scale will be fostered, in particular with those who have a well-established track-record in providing news and information services in national languages in migrant countries of origin and transit and, more specifically, in North Africa and Middle East, with a view to create an information hub for potential refugees and migrants.

Objective (mandatory): Citizens perceive that the EU is working to improve their lives and engage with the EU. They feel that their concerns are taken into consideration in European decision making and they know about their rights in the EU.

Indicator 1 (mandatory): Percentage of EU citizens having a positive image of the EU

Definition: Eurobarometer measures the state of public opinion in the EU Member States. This global indicator is influenced by many factors, including the work of other EU institutions and national governments, as well as political and economic factors, not just the communication actions of the Commission. It is relevant as a proxy for the overall perception of the EU citizens. Positive visibility for the EU is the desirable corporate outcome of Commission communication, even if individual DGs' actions may only make a small contribution.

Source of data: Standard Eurobarometer (DG COMM budget) [*monitored by DG COMM [here](#)*].

Baseline November 2014	Target 2020
Total "Positive": 39% Neutral: 37 % Total "Negative": 22%	Positive image of the EU ≥ 50%