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**SUMMARY OF STAKEHOLDER RESPONSES TO THE PUBLIC CONSULTATION ON
THE GLOBAL APPROACH TO MIGRATION**

This document does not present the official position of DG Home Affairs or of the European Commission. It is designed to summarise the views of interested parties who gave comments on the public consultation on the Global Approach to Migration.

The suggestions in this document in no way prejudge either the nature or the form or content of any future action by the European Commission.

1. INTRODUCTION

This paper summarizes stakeholder's responses to DG Home Affairs' (DG HOME) public consultation on the Global Approach to Migration. It forms part of a broader reflection process currently being undertaken by DG HOME in the framework of the ongoing revision of the Global Approach to Migration with a view to adopt a Communication by the end of the year.

1.1 Why a consultation on the Global Approach to Migration?

The Global Approach to Migration is the external dimension of the European Union's migration policy. It is a framework for dialogue and cooperation with non-EU countries in the area of migration that was endorsed by the European Council in December 2005¹.

The 2009 Stockholm Programme² and the 2010 Stockholm Programme Action Plan³ provide for further initiatives on the evaluation and future development of the Global Approach to Migration, on maximising the positive and minimising the negative aspects of migration on development and on the effects of climate change on international migration, including its potential effects on immigration to the European Union.

Following the Commission Legislative and Work Programme for 2011⁴, these three initiatives will be presented as a package by the end of 2011, with a Communication on the Global Approach to Migration as the "*chapeau*" and the other two subject matters probably addressed as Commission Staff Working Papers.

This public consultation gave stakeholders the opportunity to present their views to the Commission on how well the Global Approach meets its objectives, how it is being implemented, and how it can be further improved to meet future needs and bring more added value. It gave the Commission an insight into the concrete experiences of stakeholders and partners who are involved in the implementation or affected by various aspects of the Global Approach.

1.2 The public consultation and the questionnaire

This consultation was published on the Commission's website 'Your voice in Europe' (<http://ec.europa.eu/yourvoice/>) and on the website of the Commission's Directorate-General for Home Affairs (http://ec.europa.eu/dgs/home-affairs/index_en.htm). The public consultation period lasted from 11 April to 6 June 2011.

The questionnaire had 22 questions covering both general questions about the Global Approach to Migration for the purpose of its evaluation, and more detailed proposals related to specific aspects and delivery mechanisms with a view to assess new possible directions and

¹ Presidency Conclusions of the Brussels European Council (15/16 December 2005), Doc 15914/1/05 REV 1.

² Stockholm Programme: Council Document 17024/09, approved by the European Council on 1-2 December, 2009: http://ec.europa.eu/home-affairs/policies/intro/policies_intro_en.htm

³ Action Plan Implementing the Stockholm Programme, COM(2010)171 final of 20 April 2010: http://ec.europa.eu/home-affairs/policies/intro/policies_intro_en.htm

⁴ Commission Work Programme 2011, COM(2010)623 final of 27 October 2010: http://ec.europa.eu/atwork/programmes/index_en.htm

ways to improve its relevance. The proposals and suggestions outlined in the questionnaire were posed mainly as a way to invite reactions and views of the respondents and do not necessarily reflect the views of the Commission or indicate its preferred policy options.

The exercise was open to all stakeholders, both within the EU and in third countries, and all citizens and organisations were therefore welcome to contribute. Contributions were sought from Member States (MS), EU Institutions, local, regional and national authorities, international organisations, intergovernmental and non-governmental organisations, academic institutions, third countries, social partners, civil society as well as individuals.

In order to receive as many responses as possible the questionnaire was produced in English, French and Spanish and could be printed off and submitted separately by post, fax or email. Additionally, some stakeholders provided position papers expressing their views as an organisation or individual. These are also included in the following summary⁵.

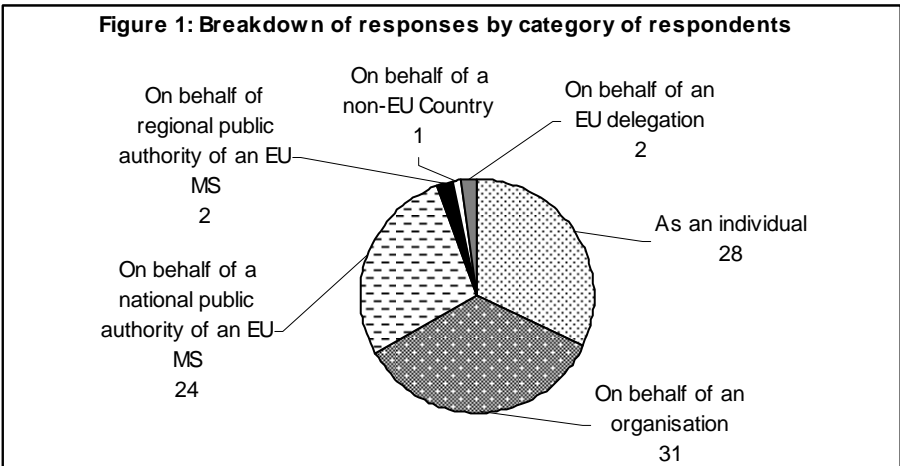
2. RESPONSES TO THE QUESTIONNAIRE

2.1. Information on respondents

At the end of the consultation period, 88 responses were received from individuals, on behalf of organisations or on behalf of public authorities, including 8 position papers⁶.

A breakdown of responses by category of respondents is provided in **figure 1**⁷:

- 24 from national public administrations of an EU MS;
- 2 from regional or other public bodies of an EU MS;
- 1 from a public authority of a non-EU country;
- 2 from EU delegations;
- 31 responses were received from NGOs and international organisations, including 8 based in countries other than the EU countries and
- 28 from individuals, including 4 from non-EU countries.



⁵ Comments presented in this document are aggregated as public authorities, individuals and organisations. In the figures and boxes, the aggregated categories are "Individuals and Organisations" (IND/ORG) or "Member States" (MS). Since only one third country public authority replied, it is not separately illustrated in the figures.

⁶ Five responses were found to be incomplete or submitted in duplicate.

⁷ The full list of contributors is provided in a separate document.

Since not all Member States responded, and although the majority of Member States sent a response, the results are not entirely representative. Most of the "no opinion" responses to the questions are likely to be due to the unfamiliarity of the topic under discussion. For example, a large number of individuals and organisations did not respond or gave a "no opinion" response to the question relating to the mechanisms for delivering EU financial assistance and to the question relating to regional frameworks for dialogue and cooperation on migration. Similarly, some MS provided "no opinion" responses in regard of the regional frameworks in which they do not take an active part. A large share of the statements in the questionnaire received an overwhelmingly strong support. In these cases, an assessment has been made of the relative distribution of support to the various suggestions. Only a few questions were considered to be unclear by respondents. While keeping in mind these pre-conditions, the following summary and analysis are based on the responses received to the online public consultation.

2.2. Role in EU external relations

The first group of questions related to **the role and visibility** of the Global Approach.

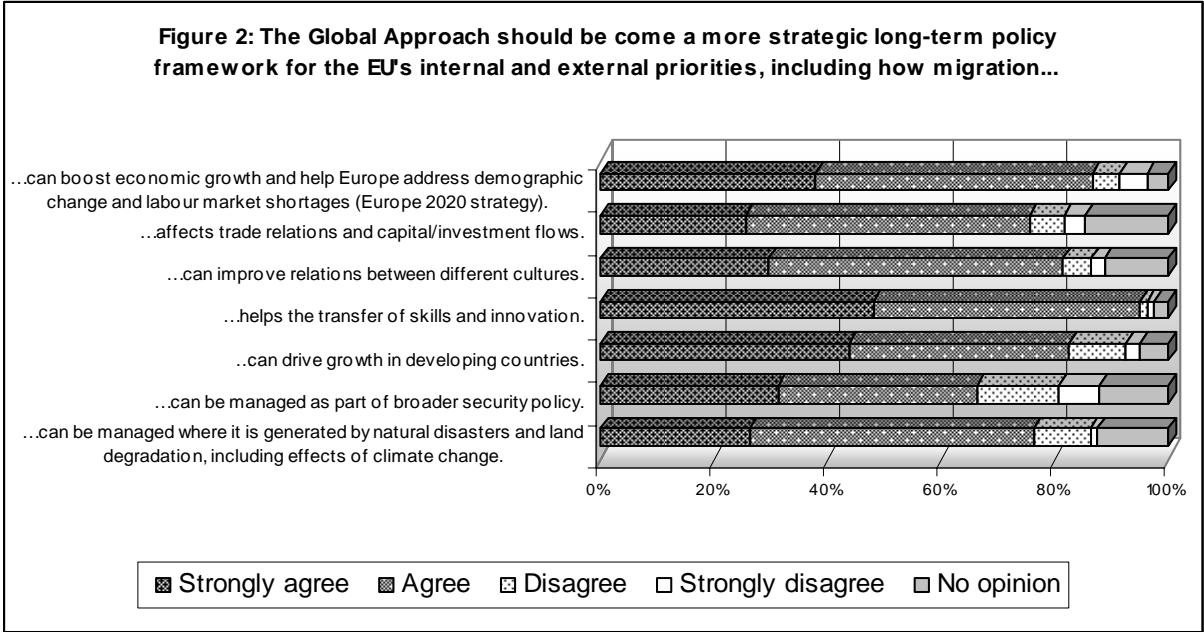
The first question asked respondents to assess where the added value of EU action in the external dimension of migration policy is the greatest. They were presented with a series of statements and were asked to indicate to what extent they agreed with each. More than 90% of respondents to this question agreed or strongly agreed with each statement. In other words, **respondents clearly agreed that lack of EU action would have negative consequences for EU countries, EU action in the external dimension of migration policy adds a value** because it can be more effective than action by a single country, **it can save resources**, and it is **important that the EU acts in a balanced way** in relation to various migrant source and transit countries/regions.

Box 1 presents some of the comments received in relation to this question.

BOX 1 : Comments on EU added value in the external dimension of migration policy
<p>IND/ORG: "Action by the whole of EU or jointly by several EU countries can certainly be more effective than action by a single country, provided that this approach does not undermine what can be gained from a bilateral agreement between EU or select EU countries with a country of origin. Bilateral agreements may be a stepping stone to building up a sub-regional or regional response, eventually leading to an EU global approach. (...) While it is worthy to have a global framework in approaching migration issues, there is no "One Size, Fits All". It remains a positive challenge to be sensitive to the peculiar situation of partner countries. Joint action can save resources for EU countries and the EU as a whole in the long run".</p>
<p>MS: "Regarding 'acting in a balanced way', it is important that the EU in preparing activities is aware of the bilateral actions/activities of MS actions towards a third state. Bilateral initiatives of individual MS towards a third country might be more advantageous for the latter than cooperating with the EU as a whole. It is also important that the different Commission services act in a coordinated way. (...) It is of eminent importance that member states and EU act in a balanced way (internally and externally)".</p>
<p>MS: "Migration is a common challenge and opportunity for the EU as a whole and no singly country can on its own effectively harness the potential and hinder the negative repercussions of international migration. The recent events in the Southern Mediterranean have clearly illustrated the need for a joint and coherent approach to migration, which is both adequately flexible to manage quickly evolving situations and maintains a long term vision EU's priorities as well as the needs of partner countries"</p>
<p>MS: "The Global Approach to Migration has proved its relevance; however it is necessary to further strengthen its promotion. The third countries need to have full understanding of the Global Approach and view it as a unique opportunity with clear beneficial potential".</p>

The second question focused on **the objectives** on which the Global Approach should be based. Respondents overwhelmingly identified the **transfer of skills and innovation as a very important priority** (more than 95% of respondents to this statement agreed or strongly agreed). In comparison, how migration affects trade relations and how it can be managed as part of a broader security policy are suggestions that received relatively less support. While Member States also supported those two objectives, replies from individuals and organisations were somewhat more negative.

Figure 2 illustrates the results.



A sample of comments to this question is presented in **box 2**. The importance to ensure a development-oriented policy was strongly underlined by organisations.

BOX 2: Comments on the future GAM's priorities

IND/ORG: "The GAM should not become a more strategic, long-term policy framework. It should rather be integrated in a strategic, long-term policy framework for the EU's internal and external policies, clearly expressing and respecting the EU's commitment to Policy Coherence for Development. Such approach would also reflect the right order of priorities: development oriented policy rather than migration management or security oriented policy. In a true commitment to development, ensuring growth in developing countries needs to be given an equal attention to the priority of achieving the Europe 2020 goals".

MS: "The GAM should be a substantive policy on legal and irregular migration and on migration and development and provide a comprehensive framework for any migration related political and practical cooperation with third-countries; and should work towards better policy coherence to achieve the strategic goals listed above and strive for greater visibility in wider EU foreign policy. These priorities should be considered and reflected in the practical application of this policy, for example, through consultation with the appropriate DG's to ensure that political messaging and cooperation is consistent with the objectives of the GAM. However, we risk stretching the resource and remit of the GAM too far if we aim to make it the long-term policy framework for the EU's internal and external priorities. There are also likely to be policy conflicts due to the differing drivers behind the priorities given above, which would overly complicate the implementation of the GAM, and risk undermining either its strategic objectives or those of competing priorities".

IND/ORG: "[We] consider that all of these elements have a place in a more strategic, long-term GAM. The security element has already received considerable attention within EU initiatives on irregular migration and both the European and Internal Security Strategies. [We], therefore, believe that the emphasis of the further

elaboration of the GAM should be on harnessing the benefits of migration, including the links to EU strategic aims for economic growth, innovation, humanitarian aid, development, and action on climate change. (...) the long-term framework for the GAM should include enhanced communication mechanisms".

MS: "Apart from natural disasters and land degradation, the Global Approach should include, as priority, mixed migratory flows caused by humanitarian crisis' situations directly connected to the broader security policy. In this framework, it needs to be examined how mixed flows can be managed in crisis and emergency situations causing sudden influxes of migrants and asylum seekers and particular pressure to EU MS at the external EU borders".

The third question contained proposals in view of making the Global Approach more strategic and systematic, namely by introducing an **overall planning framework** based on regional and thematic priorities, introducing strategic targets, and introducing indicators for assessing how strategic targets are being met. The three proposals received a high level of approval. **Respondents strongly agreed or agreed on the introduction of an overall planning framework** (more than 90%) **and on the introduction of indicators for monitoring purposes** (more than 86%). **Regarding the development of strategic targets, opinions were slightly more mixed** (75% of respondents agreed or strongly agreed, 15% disagreed or strongly disagreed and 10% had no opinion). Additional comments provided by most of the MS suggest that the EU should remain cautious and should rather focus on qualitative targets rather than on numerical targets in order to ensure flexibility.

A sample of comments in relation to this question is quoted in **box 3**.

BOX 3: Comments on new proposals in view of making the Global Approach more strategic and systematic

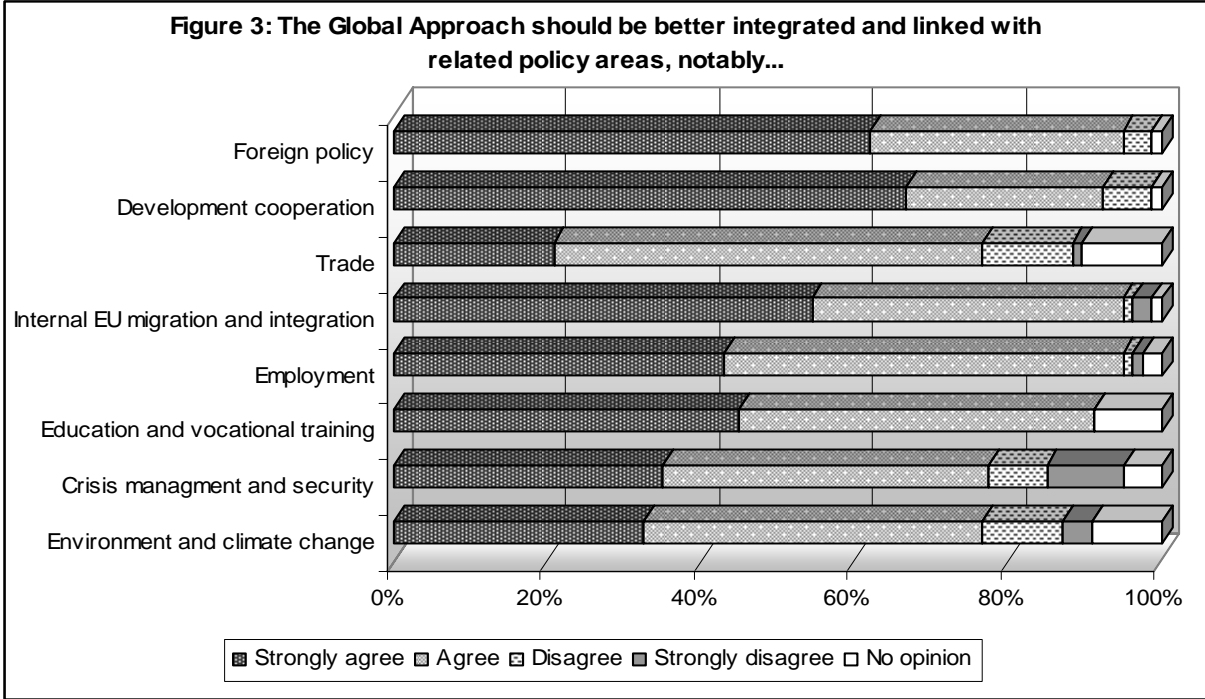
IND/ORG: "[We] fully support the development of a more systematic framework for the Global Approach in order to further elaborate and monitor the proposals and timeline indicated in the Stockholm Programme and its Action Plan. Targets and indicators would strengthen the monitoring of progress and allow for an evaluation with more substantive analysis than was possible in the narrative format of the Commission's Interim Progress Report on the Global Approach of 2007. At the same time, [we] consider that the targets should be at a higher strategic level (e.g. strengthened dialogue on X with Country/Region Y), while the number of migration missions, meetings or agreements reached could be used as indicators. There should be clear links between geographic targets in the Global Approach and the respective Country and Regional Strategy Papers for the EU's financial assistance during the period post-2013".

MS: "The actions under the GAM could become more strategic if the planning framework focuses on the different needs and interests of the different regions. We do not feel that strategic targets (e.g. three mobility partnerships shall be concluded in a given year) would be necessary. We envisage other types of indicators (e.g. increase of ratio of legal migrants, increase of remittances transfers through formal channels etc.)".

MS: "A planning framework with priority goals, clear targets and indicators would provide the basis for a results/outcome-based monitoring system and evidence for policy improvements. It would be important to define objectives and targets at two levels: strategic level goals describing the desired impact of the GAM (e.g. issues related to priority goals in question 2); and operational output targets (e.g. dialogue processes, new tools). The framework would transform the GAM from a political statement to a strategic management tool".

The integration into and the linkages with related EU policy areas was the focus of the fourth question. In this regard, **foreign policy and development cooperation** stand out as the two **most important areas**. Suggested links with internal EU migration and integration, employment, as well as education and vocational training, are also significantly backed up. On the other hand, developing synergies with trade, crisis management and security, and environment and climate change are encouraged to a somewhat lesser extent.

Figure 3 depicts all responses and box 4 provides some comments in relation to question 4.



BOX 4 : Comments on coherence with other EU policy areas

MS: "Referring to employment it has to be highly underlined that employment policies are within the competences of the Member States. Competences of the EU in developing integration and linkage of employment with other policies are limited what should be reflected while modifying Global Approach".

MS: "We should be seeking complementarity between related policy areas, rather than integration. This requires improved policy coherence and strong linkages between different policy areas to avoid duplication of efforts, increase awareness of potential overlaps and synergies and promote consistency of messaging. This can be delivered by focusing the Global Approach on migration policy, and developing a systematic process of implementation which takes into account wider policies, developments and relationships. Raising the profile of the Global Approach in related policy areas both internally and externally will be critical to driving its success and ensuring that related cooperation takes the EU's external migration agenda into account".

MS: "It is important for the Global Approach to be better integrated and linked with related EU policy areas, both to enhance synergies between migration and the related policy areas and to ensure that conditionality is effectively applied i.e. that benefits in the related policy area are linked with effective cooperation in combating illegal immigration, particularly through readmission of migrants who are illegally present in the EU, border management and the fight against human smuggling and trafficking networks".

IND/ORG: "In spite of the positive steps taken, linkages between migration policies and other areas of EU policy with a major external dimension component and that significantly impact on and are impacted by migration need to be better articulated, further developed and systematically assessed and evaluated. These key policy areas include not only employment, but also vocational training, skills development and education, social protection, trade, democratic governance, as well as human rights/non-discrimination, health, environment...".

Gathering views on the new issue of **environmentally-induced migration** in view of the preparation of the staff working paper on climate change and migration was the purpose of the fifth question. The **need for more research** on this matter, in particular on the possible implications for the EU, is highlighted by the replies and additional comments provided by all respondents, especially EU Member States. Assisting third countries in facing this challenge is also strongly supported. However, respondents' views diverge on whether the EU should

adopt legislation or policy. Overall, the establishment of a **legislative framework is considered premature** given the lack of knowledge about the impact of environmental degradation on migration. Elaboration of new standards could be considered at a later stage.

Box 5 reproduces some typical comments.

BOX 5 : Comments on environmentally-induced migration
<p>IND/ORG: "Further research is needed to develop and test policy responses in support of adaptation measures to manage potential population movements prior to considering additional legislation. Policy makers should make full use of all existing bodies of both hard and soft laws and instruments (humanitarian, human rights, refugee law, instruments on internal displacement, disaster management, legal migration etc.). The majority of climate change induced migration is expected to be internal or cross-border in developing country regions. [...] Priority should be given to building capacities allowing countries to address and manage migration resulting from environmental factors, for both slow and sudden onset environmental events".</p>
<p>IND/ORG: "Legislation is likely to be needed at some point but not at this time. Research and policy debate are first needed to prepare the ground and the political climate. Such research and discussion should link closely to international work on these issues, including as led by UN bodies, in particular UNHCR".</p>
<p>MS: "It is unclear whether this question refers to actions taken by the EU MS in EU MS or whether this question applies to actions taken by the EU MS in third countries. If the former is the case MS should pay due attention to measures addressing environmentally induced migration. This applies in particular to undertaking research activities that concentrate on this aspect. If the later is the case the Global Approach should provide an overall policy mechanism. It should visualise main targets that are to be met. To identify those targets an in-depth research is needed".</p>
<p>MS: "There is for the moment insufficient reason to argue that this kind of migration cannot be tackled through the existing cooperation and relief instruments".</p>
<p>MS: " We agree that the activities of the EU in this field need to be further intensified. Migration policies should first and foremost address humanitarian and environmental issues, and after that activate measures that will contribute to long-term eradication of forced migration causes. The EU could offer leadership in this context. [...] As regards to special EU legislation we believe that it is too early, i.e. analyses need to be performed first to serve as a basis for future EU legislation".</p>

2.3. Geographic balance and priorities

This section of the questionnaire focused on the geographic priorities of the Global Approach, appraising whether its current geographic balance can be judged as satisfactory.

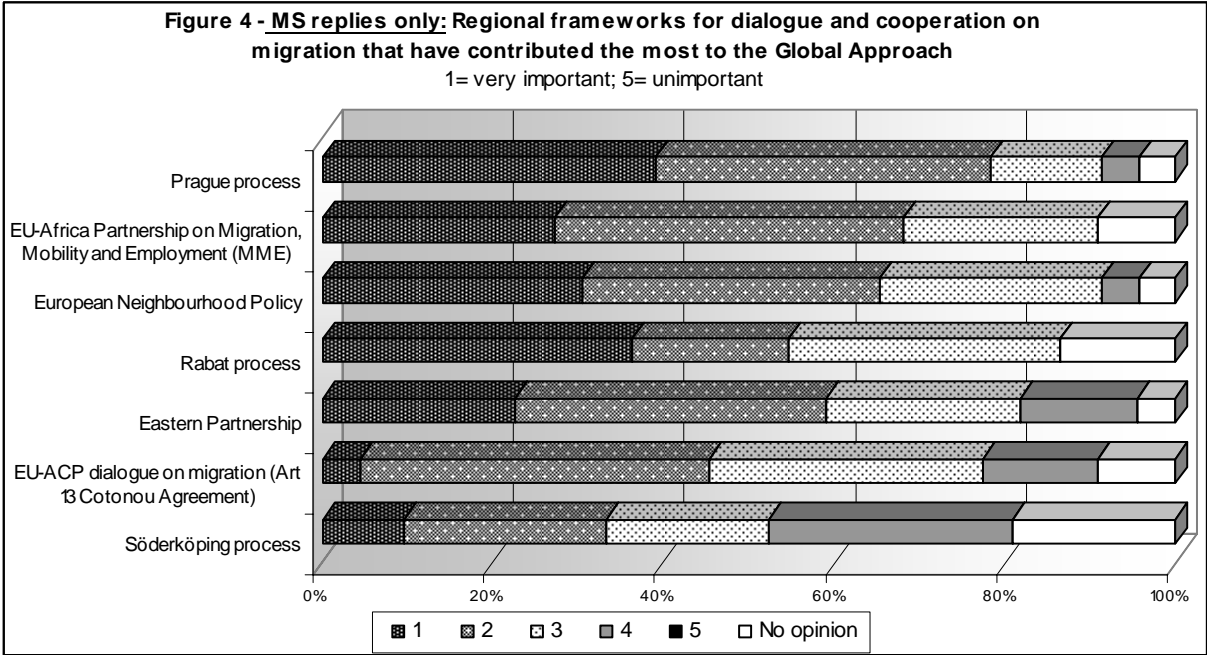
To that end, the sixth question helped assessing the importance of fourteen **regional and sub-regional processes and frameworks for dialogue and cooperation** on migration with a view to know which ones contribute best to the implementation of the Global Approach and which should be merged or adapted in order to avoid overlapping.

Some individuals and organisations in their comments indicated the lack of available information on those frameworks and called for more transparency. As a result, many of them did not respond or gave a "no opinion" response to this question.

Consequently, **figure 4 only indicates Member States' replies**. The findings indicate that they especially value seven regional frameworks, namely by order of importance: **the Prague Process, the EU-Africa Partnership on Migration, Mobility and Employment, the European Neighbourhood Policy, the Rabat Process, the Eastern Partnership, the EU-ACP Dialogue on Migration in the framework of the Article 13 Cotonou Agreement and the Söderköping Process.**

However, there were also other dialogue processes for which opinions were also sought, namely the 5+5 Dialogue on Migration in the Western Mediterranean, the Asia-Europe Meeting on Migration, the Budapest Process, the EU-LAC structured Dialogue on Migration, the Mediterranean Transit Migration Dialogue, the Brdo-Process and lastly the Union for Mediterranean. MS' opinions diverge substantially when it comes to assess their importance. Given that they received limited support they are not included in figure 4. The high rates of "no opinion" answers for some of those frameworks (in particular 5+5 Dialogue on Migration in the Western Mediterranean, the Brdo-Process and the Mediterranean Transit Migration Dialogue) indicate that a large share of MS do not take part in these processes.

Overall, Member States' responses reflect their own geographic situation, main countries of origin of migrants (stocks and flows) and political priorities.



Additional comments bring out the difficulty to rank these regional frameworks, but unanimously support the **importance of ensuring geographical balance between the South and the East** of the EU. Ongoing progress towards **rationalizing these processes** in order to avoid overlaps and save scarce resources are also much welcomed by respondents.

Some typical comments are quoted in **box 6**.

BOX 6 : Comments on regional frameworks

MS: "The above mentioned processes are very different, some of them are established in the framework of the EU and others are not. Comparison among them is therefore extremely complicated to establish. Bilateral dialogues, such as UE-US, EU-India, EU-Russia, also contribute to developing the GAM".

IND/ORG: "Geographic priorities should be based on a broad assessment and recognition of migratory dynamics, both along the South-North routes but also looking at South-South movements and intra-regional dynamics. Focusing mainly on identifying and addressing migration flows and routes towards Europe will not effectively assist concerned origin, transit and destination countries to recognize and govern the main international migration dynamics".

MS: "The Global Approach should continue to apply primarily to the south as well as to the east and south-east of the EU. The overall objective of balanced implementation should be kept in mind. However there is a

growing need to respond to new unforeseen situations/developments and this requires improved flexibility in the application of the Global Approach. Extension of application to other geographical regions (e.g. LAC, Asia) should be carefully examined with respect to the real added value and capacities of the EU and its Member States. Instead of regions, selection of strategic countries could be considered (e.g. China, India, Vietnam)".

MS: "It is not clear that all above mentioned processes have the implementation of Global Approach as a starting-point. This should however be a distinct objective, i.e. that the EU should work more strategically, linking different processes, dialogue and cooperation closer to the framework and the working method of the Global Approach. Where possible, the aim should be to abolish some processes or parts of processes. The example of integrating the Söderköping process into the Eastern Partnership could be copied also to other processes, giving space to make analysis where there could be a need for new cooperation/processes, for instance such as one in East Africa targeting the East African Migration route. The situation in and the migration flows from East Africa/the Horn provides an argument for a strengthened dialogue and closer cooperation in that area. We would also like to voice our support for the "new Budapest-process" in the shape of the new working group concentrating on the Silk Routes Region. We strongly support that the Budapest process should be focusing exclusively on the Silk Routes-countries (which are not encompassed by any other migration process) and the other two remaining geographical working groups should be "absorbed" by the BMP/Prague-process (Western Balkans and Black Sea partner countries are members of the Prague-process)".

In the next question, respondents were asked to rank the top ten non-EU countries that should be given priority. Here again it is not surprising that Member States' replies depend on their own geographic situation, as well as historical, social and cultural relationships. Replies illustrate that while individual respondents and organisations are reluctant to single out individual countries of priority, **MS identify a number of priority countries and tend to focus on the regions of the European neighbourhood.** Thus, in their replies, North-African countries (i.e. Tunisia, Libya, Egypt, Morocco and Algeria) were frequently mentioned (most likely due to the Arab Spring and the EUs recent proposals targeting countries in the region) as well as Western Balkans, the Caucasus and Turkey. To a somewhat lesser extent, priority was also given by MS to Russia, Central and South Asian countries, Western Africa and the Horn of Africa.

2.4. Thematic balance and priorities

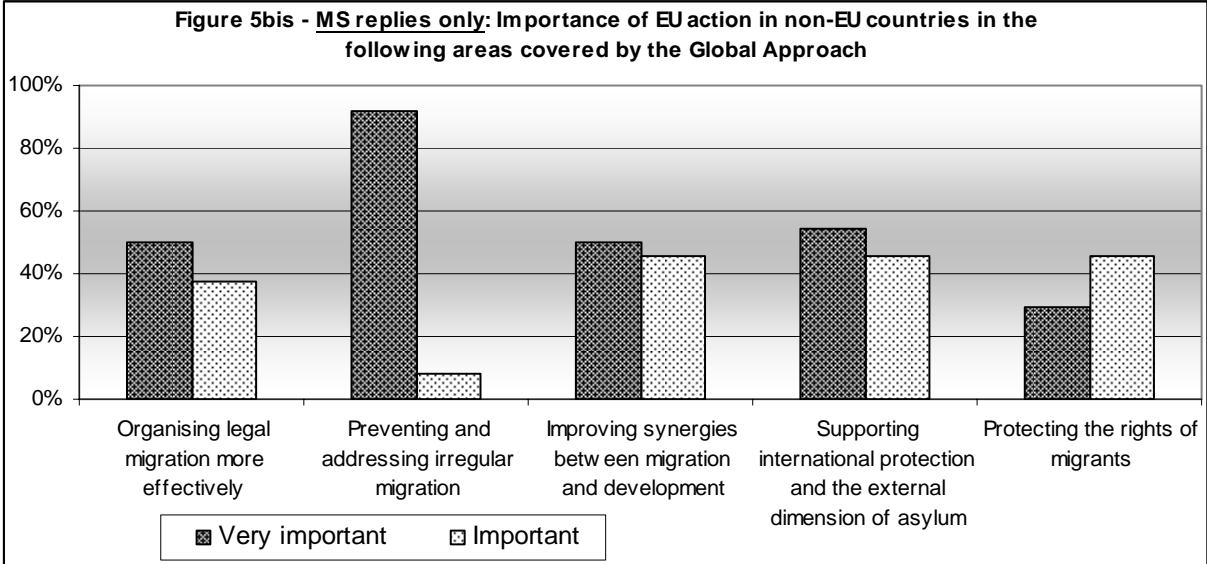
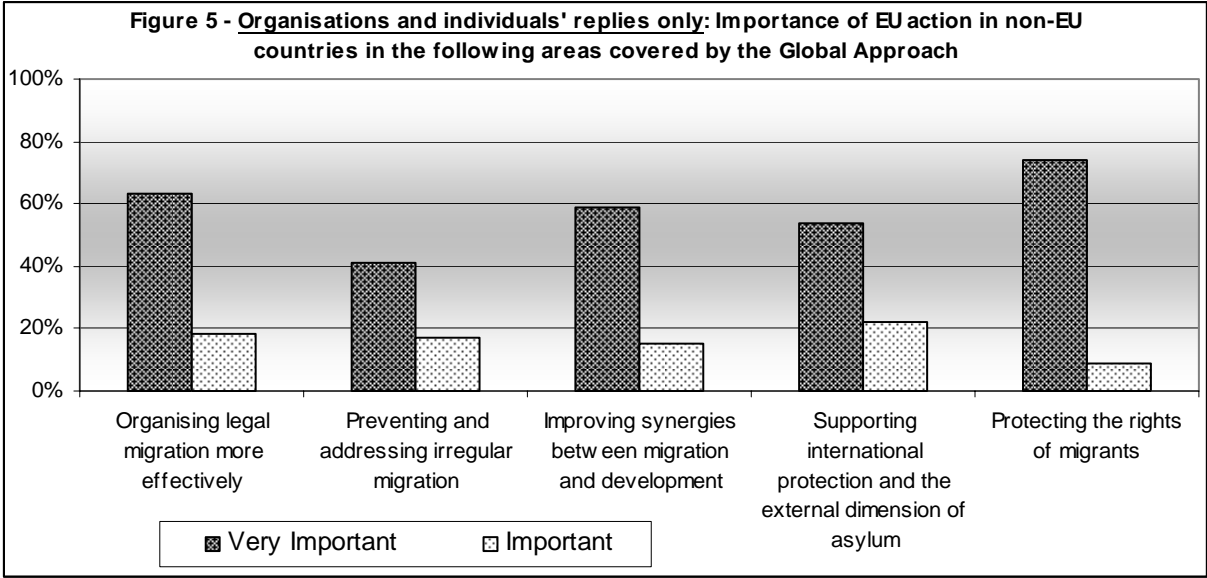
The evaluation of the thematic balance of the Global Approach was at the heart of the next set of questions.

Overall, the three main pillars of the Global Approach (better organizing legal migration, fighting irregular migration, improving synergies between migration and development) were considered as very important areas that the Global Approach should continue covering. **Organisations, in particular, highlight the importance of organising more effectively legal migration and linking migration and development,** suggesting that too much emphasis has been given to irregular migration. They also very much **welcome migrant's rights protection as a reinforced issue.** Meanwhile, **MS place emphasis on the fight against irregular migration, while also supporting international protection/the external dimension of asylum as an issue area for the Global Approach.**

Additionally, question 8 aimed at collecting views about the importance of reinforcing the thematic balance with adding as main themes the strengthening of international protection systems and the external dimension of asylum and the protection of the rights of migrants. Responses demonstrate that the majority of respondents judge that both themes should be included, even if protection of migrants' rights could be seen more as a cross-cutting issue

than as a separate one. On the other hand, in their additional comments, **Member States and organisations' views diverge on the need to support the external dimension of asylum.**

Figure 5 describes replies from individuals and organisations and figure 5bis only MS replies. Respondents were asked to rank from 1 to 5 the importance they attach to given areas. Figures just picture "very important" and "important" replies as the other categories received very limited support. Neither do the "no opinion" answers appear since they were also negligible.



For each of the current pillars, views about the importance of a number of proposals for EU action in third countries were collected by questions 9, 10 and 11. While protection of the rights of migrants was unambiguously judged as very important under each of the three themes by individuals and organisations, replies of EU Member States were more mixed, although more than 60% of these respondents also deem this aspect to be important or very important.

In the area of **legal migration, information for potential migrants on legal migration opportunities** (especially according to MS' opinions), recognition of foreign qualifications, skills and competences, counteracting “brain waste” and preparation of return, were considered as very important. There is also strong support among stakeholders, especially individuals and organizations, about the importance of actions in the field of recruitment and cooperation between labour market agencies, and on pre-departure skills upgrading.

Additional comments provided by stakeholders in relation to question 8 are presented in **Box 7**.

BOX 7 : Comments on the thematic balance

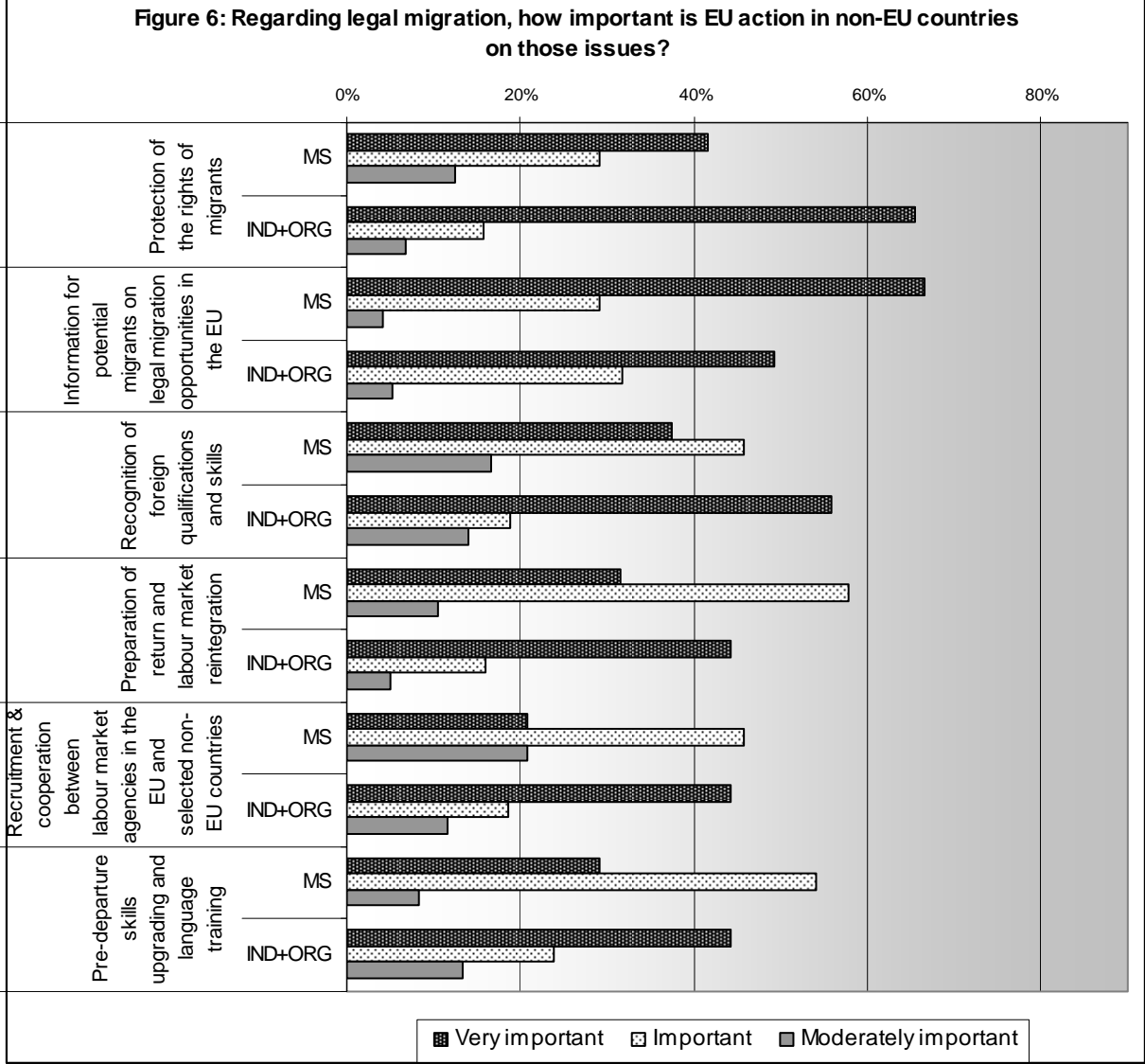
MS: "The core purpose of the Global Approach - to improve management of legal migration, to tackle illegal migration, and to strengthen links between migration and development - should continue to be the foundation of the policy. It is natural that, 5 years later, other thematic issues have come to the fore, namely international protection, and we should be flexible in acknowledging this as an important element of the policy. In respect of protecting the rights of migrants, this issue should continue to be viewed as a cross-cutting one, being considered alongside other thematic issues, but we should be more balanced in terms of expectations of responsibility of countries of source, transit and destination, as the burden of responsibility currently falls heavily on destination countries. We must be careful not to add more 'pillars' to the Global Approach in an ad hoc fashion, without formally changing the policy".

MS: "(...) strengthening international protection systems and the external dimension of asylum has been to some extent regarded as a cross-cutting issue of the GAM policy framework. (...) this theme should receive more attention within the implementation of GAM. We feel that issues related to international protection and strengthening of the protection systems of the GAM partner should be viewed as the fourth strand of GAM in addition to current main themes. This would be in line of the relative importance of the issue in reality (as the recent events in the Southern Neighbourhood have also shown) and also in line with the spirit of the European Pact in Immigration and Asylum and the Stockholm programme, where the external dimension of the asylum policy was emphasised".

IND/ORG: "It is important to address the thematic imbalance of the GAM, which so far appears to have focussed mainly on preventing and addressing irregular migration rather than on facilitating legal migration and improving synergies between migration and development. Dialogue, cooperation, project activities should more clearly focus on job creation, enhancing education and improving living conditions, and in this way addressing the root causes of migration at a structural level. Action in support of international protection in the regions to be credible, rather than self-serving, should be accompanied by tangible measures for resettlement in Europe. (...) The addition of migrants' rights protection as an area of focus is very much welcome".

MS: "Three main components of the Global Approach should be preserved and in general should be in mutual balance. However the importance of each theme must be carefully considered in application vis-à-vis particular third country/region. The scope of each theme should be flexible enough in order to reflect upon new trends or needs on both sides (EU - partners). It is not clear what is meant by EU action in non-EU countries with regard to "Protecting the rights of migrants". Further clarification is necessary".

Figure 6 presents the replies to question 9, distinguishing for each proposal between on the one hand MS replies and on the other hand individuals and organisations' replies⁸. Categories of responses (i.e. "unimportant" and "no opinion") that had insignificant support are not displayed.



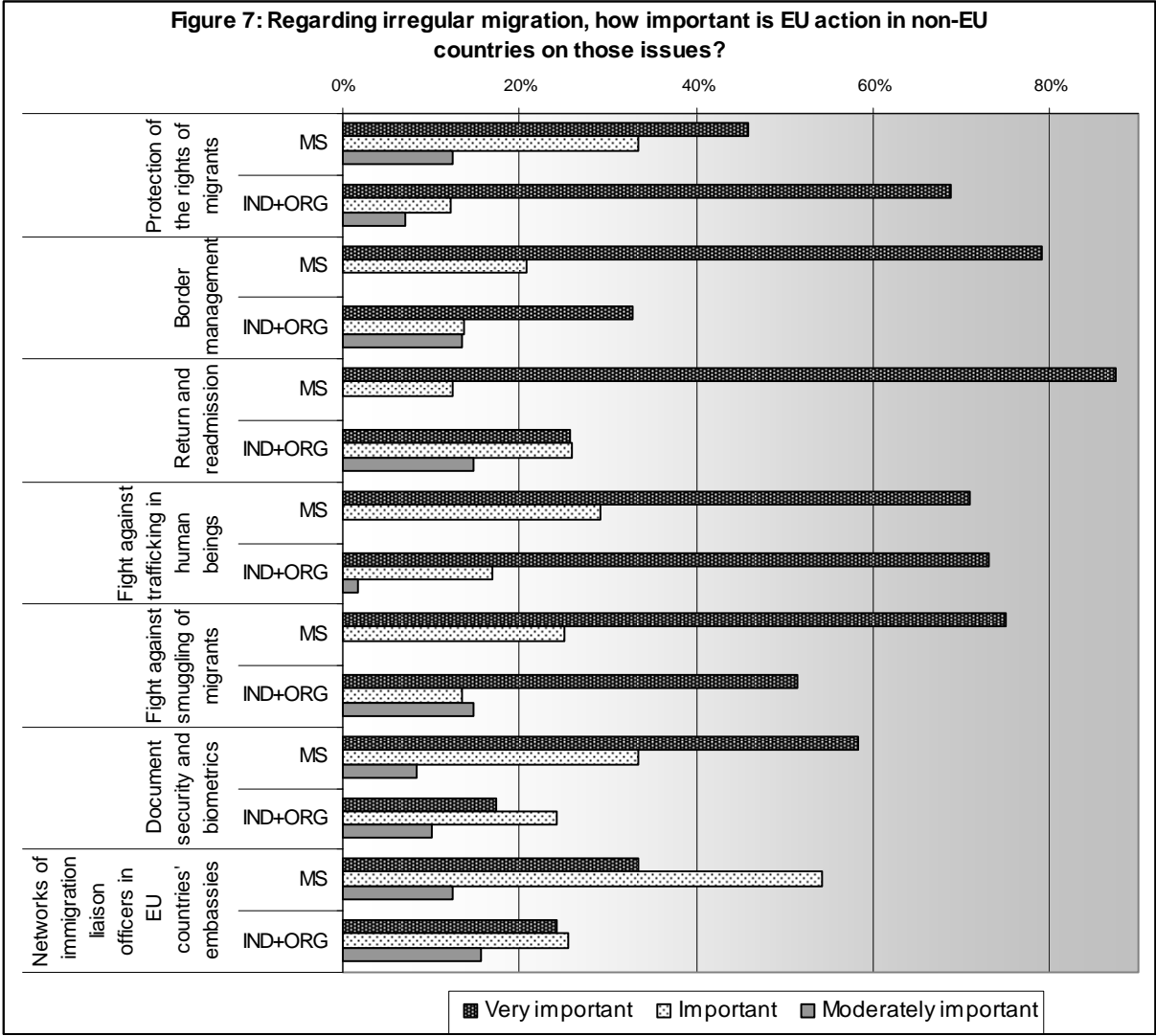
MS= EU Member States' replies
 IND+ORG = Individuals and organisations' replies

In the area of **irregular migration**, priority actions are often not regarded in the same way by MS and by individuals and organizations. **EU MS identify border management and return and readmission as the most important issues** while individuals and organisations give little priority to those two issues. The same conclusion, although to a lesser extent, can be drawn for document security and biometrics. However, all respondents attach importance to the fight against trafficking in human beings and the fight against smuggling of migrants.

⁸ Respondents could rate the importance of each issue area from 1-5, with 1 being the most important ("very important"). In order to simplify the figure, only the categories from 1 to 3 (3 being "moderately important") are displayed.

Action aiming at developing a network of immigration liaison officers in EU's countries embassies receives less support from all respondents.

Figure 7 depicts the results. As above, it distinguishes for each proposal between on the one hand MS replies and on the other hand individuals and organisations' replies, and categories of responses that received negligible support are not included⁹.

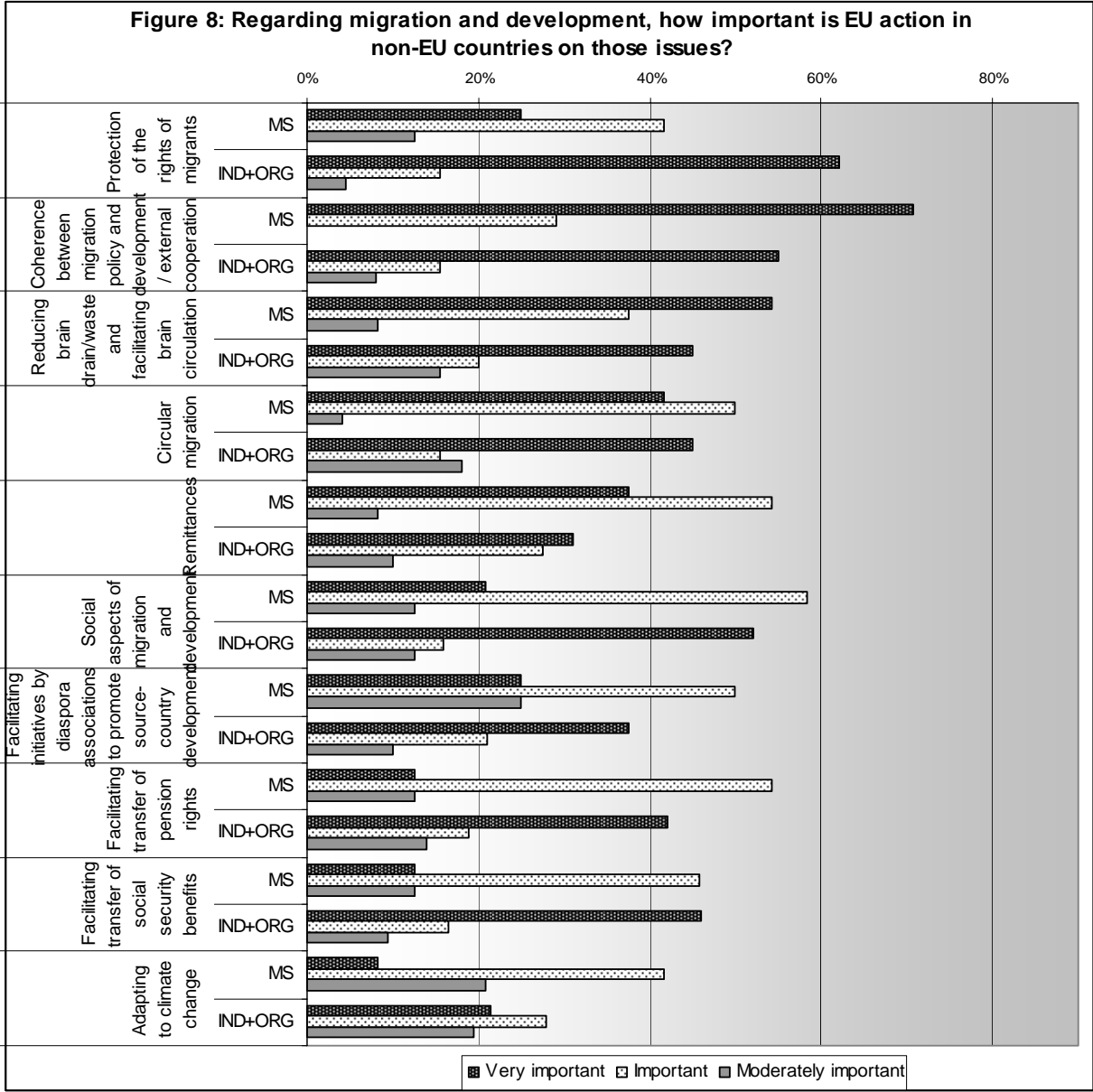


Lastly, under the theme **migration and development**, on the whole there is consensus among respondents on the most important issues. Coherence between migration policy and development/external cooperation is strongly supported, in particular by EU MS. In the same manner, actions in the field of remittances, circular migration, reduction of brain drain/waste and facilitating brain circulation and facilitating actions by diasporas are also quite widely supported (but to a slightly lesser extent), by EU MS. On the other hand, organizations generally insisted on the importance of social aspects of migration and development,

⁹ Respondents could rate the importance of each issue area from 1-5, with 1 being the most important ("very important"). In order to simplify the figure, only the categories from 1 to 3 (3 being "moderately important") are displayed.

facilitating transfer of pension rights and transfer of social security while Member States were more cautious. Regarding adapting to climate change, support was quite low overall.

Results are displayed in **figure 8**, again with a distinction between MS and individuals and organisations. Categories of responses that received insignificant support do not appear¹⁰.



Additional views taken from stakeholders' responses to those questions can be found in **box 8**.

BOX 8 : Comments on specific proposals regarding the three main themes

- On legal migration:
MS: "The regulation of labour migration should take into account the self-determined priorities, needs and capacities of each MS. We agree that immigration is necessary to enhance growth, fight labour shortage and react to demographic developments. At the same time, the respective needs of labour markets in every MS

¹⁰ Respondents could rate the importance of each issue area from 1-5, with 1 being the most important ("very important"). In order to simplify the figure, only the categories from 1 to 3 (3 being "moderately important") are displayed.

are quite different. External action of the EU in the area of legal migration should therefore mainly relate to exchange of experience and information about the general EU framework conditions, while decisions about concrete priorities should continue to be taken on the EU MS level. The necessary national scope of action should not be limited by activities in the framework of the Global Approach. Recognizing qualifications in the country of destination has considerable implications on development effects of migration. Remittances and knowledge transfer have a stronger impact, if employment in the country of destination corresponds to the actual qualifications. It is important to consider the migration process as a whole".

MS: " Concerning the cooperation between labour market agencies in the EU and selected non-EU countries, it would be helpful, provided that: a) labour market tests and other relevant mechanisms are efficiently conducted in the MS to ensure that no EU nationals or third country nationals already legally residing in the EU are available to fill the vacancies and b) that the procedure foreseen by each MS legislation for the admission of third country nationals in its territory for employment reasons, is being applied. As far as counteracting "brain waste" is concerned, it is considered as being a quite important issue. However, with regards to the ongoing discussion on the possibility of establishing a European system for the recognition of qualifications and skills acquired outside the EU, our opinion is that attention should be paid in avoiding to induce excessive expectations on behalf of the third countries. What could definitely be supported, however, is upgrading transversal knowledge and skills in third countries, such as knowledge of foreign languages, digital education and training, knowledge of the European civilization and institutions, as well as vocational orientation. Moreover, it would be useful to reflect on how to support the improvement of the overall quality of the third countries' educational systems".

- **On irregular migration:**

IND/ORG: "It is important to clarify that irregular entry is the least relevant pathway to irregularity. According to the findings of the DG Research "Clandestino" project, the most commonly occurring pathways to irregularity are overstaying a visa, rejection in the asylum system and bureaucratic failures in processing residence and work permit applications. Therefore, the overwhelming focus in the Global Approach towards issues concerning irregular entry appears to be disproportionate in relation to other more relevant pathways into irregularity".

IND/ORG: "The scope of work of Immigration Liaison Officers is currently restricted to irregular migration related activities and monitoring through the embassies. Their role however could be significantly enhanced by broadening their scope of work on all migration and asylum areas, namely labour migration, migration and development, asylum and refugee protection, protection of the rights of migrants, return and reintegration etc; this way, the network of ILOs could also be transformed into a network of information sharing and exchange of practices, both between MS and with the partner countries. The European Parliament has already asked for such a broadening of their scope to cover asylum and human rights issues (Report A7-0342/2010)".

- **On migration and development:**

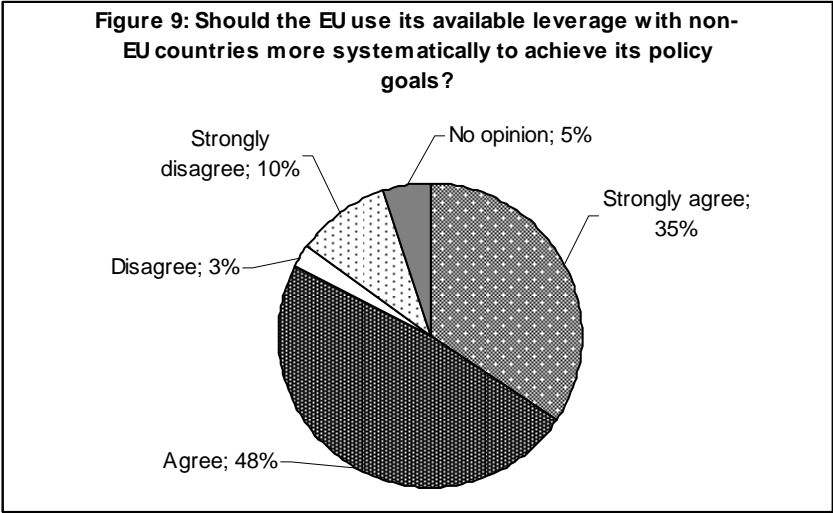
IND/ORG: "Contributing to ensuring policy coherence between migration and development policies, for the benefit of development, should be the main concern/target of EU action in this area. And again, all action should respect the fundamental principle of protecting migrants' rights. Facilitating transfer of pension rights and social security benefits would contribute to respecting this fundamental principle. Migrants should have the opportunity to enter the EU for work, and return if needed or desired. However, if migrants are within the EU and express this need or desire, assisted return and reintegration should be offered, as part of a coherent policy. Diaspora communities and individual migrants are agents of development. There is certainly a need for innovative ways to stimulate Diaspora communities to invest in job creating activities in countries of origin. Giving long term residence permit with the possibility to travel freely between country of residence and of origin encourages a dynamic process of circular migration and creates an enabling environment for migrants to invest in their country of origin".

IND/ORG: "The increasing competition in the market for remittance services inherently will push remittance charges lower. The EU intervention on this can be approached on a country-specific way. Reducing social costs of migration is often considered as the origin countries' share of responsibility in the equation. Initiatives of the EU along this line can show a good example to labour-receiving countries that they inherently share half of the responsibility especially while the migrants are employed abroad. [...] In inducing brain circulation, pilot projects must engage the private sector (e.g. European Chamber of Commerce) to capture back returning migrants into the employ of EU companies operating in origin countries. Working for the portability of pension rights and social security will incentivize migrants' productive return home. As soon as these benefits mature, the migrants derive a good option to return home with a potential capital for entrepreneurship".

2.5. Efficiency and flexibility

Respondents agreed or strongly agreed (more than 82%) on the **use by the EU of its available leverage with non-EU countries (e.g. visa policy, opportunities for mobility or additional funding) more systematically to achieve its policy goals.**

Figure 9 summarizes all respondents' opinions on this issue and **box 9** provides additional comments. Action on case by case basis is strongly encouraged. Organisations made clear that a more systematic use of incentives should not tend to meet Member States' concerns only.



BOX 9 : Comments on the more systematic use of leverage

IND/ORG: "By offering increased access and funding for capacity building, the EU can be a force for positive change in the migration management systems of partner countries, as demonstrated by the results of EU enlargement. [We] believe that migration can and should be managed for the benefit of all. [We] welcome the use of incentives in pursuit of this aim, but underline that the desired policy goals must be well chosen, based on stakeholder consultation and consistent with the needs of the non-EU country".

MS: "Leverage, including "retaliation measures" is inevitable in order to convince third countries to engage with the EU on issues of crucial relevance to the EU/Member States especially if these issues are not a priority for the third countries themselves. Leverage should be based on individual (ad hoc) assessment of each country concerned. Benefits through visa policy (liberalisation/facilitation) should not be the standard incentive offered in return for cooperation with the EU".

MS: "We recognise the importance of conditionality and the use of leverage. A systematic use of leverage by making dialogue and cooperation solely dependant on conditionality is an unfortunate development. The use of leverage is implicit and an integral part in all EU external relations, cooperation and agreements to various degrees. However, this should not be the foundation or even articulate at the out-set of a dialogue /cooperation etc. The starting point should be based on trust, partnership in a long-term and broad cooperation. Certain cautiousness in the way to express conditionality in relation to third countries is called for. To offer benefits in return of measures to fight irregular migration as a precondition to even enter into a dialogue may instead be counterproductive and block further cooperation also in other areas. It may also effect the EU:s trustworthiness".

MS: "It is essential for the EU to use its leverage with third countries more systematically. Benefits which the EU offers constitute incentives for the third countries to cooperate with the EU in the field of migration. Therefore, such incentives should be dependent on continued effective cooperation and the EU should demonstrate its leverage also by withdrawing benefits when cooperation is not forthcoming. It is particularly important to utilise such leverage in order to secure cooperation by third countries in the context of readmission".

The **relevance of the current instruments implementing EU financial assistance** in the framework of the Global Approach was also under evaluation. **Responses were quite mixed** (around 40% agreed or strongly agreed and 38% disagreed or strongly disagreed). Many respondents specified that they have no knowledge on this matter and consequently gave a no opinion response (22%).

Box 10 illustrates some observations on this topic.

BOX 10 : Comments on instruments implementing EU financial assistance

MS: "EU funding streams should deliver on the objectives of the Global Approach. The range of external instruments available to manage external migration can, in principle, do this. However, there is considerable room for improvement. They must be: • flexible, transparent, and sufficiently funded to meet the requirements of EU external migration policy; • coherent with wider foreign policy strategy, and therefore create better linkages between external geographic and thematic funding streams; • and practically workable in terms of meeting long term development related objectives, as well as short term capacity building response to emerging challenges. Any proposal to increase overall EU financial assistance for the Global Approach should be achieved through the reprioritisation or restructuring of existing resources, rather than through an increase in the overall EU budget".

IND/ORG: "The existing instruments could be strengthened, streamlined and better coordinated and targeted. Also, the policy goals of certain instruments such as the Thematic Programme on Migration and Asylum could be expressed and developed as less EU centered".

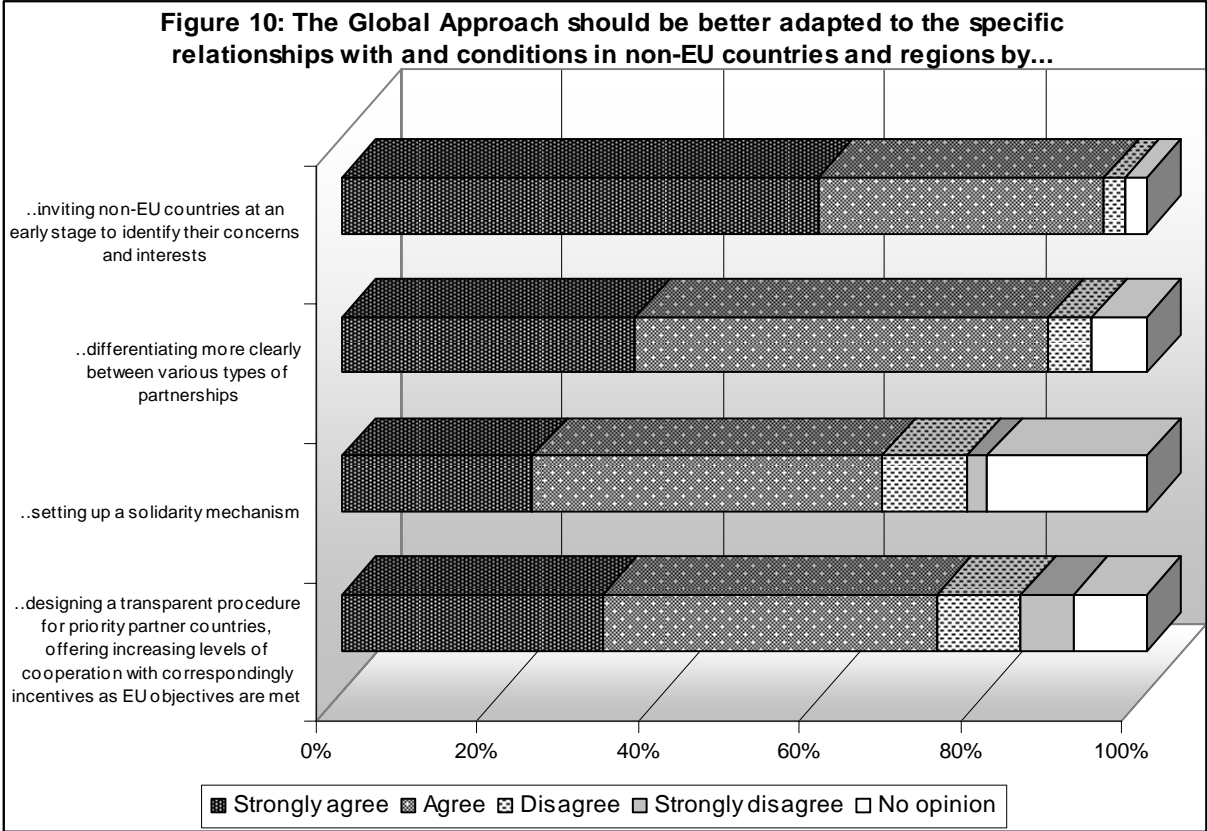
MS: "(...) the existing instruments are sufficient, but they should be used in a more coordinated and flexible manner than has hitherto been the case".

MS: "At present these funds are designed mainly for use in stable situations. Their use is demanding in terms of administration and requires long term planning. Recent developments in the Southern Mediterranean show that the design of these instruments must be improved to allow for the reaction within the Global Approach that is quick and effective".

MS: "The DCI Thematic Programme for Migration and Asylum has in our view functioned well and in accordance with the regulatory framework. It was however not designed to implement the GAM or the actions included in the various action plans of regional processes under the GAM umbrella. In order to be able to step-up implementation of the GAM and the regional processes, there is need for an instrument which more adequately corresponds to the needs and the method of GAM. (...) this can be tackled by looking at the ratio between call for proposals and targeted initiatives, sequence and cycle of call for proposals, size of project sums, MS participation in the programming through consultations/suggestions early in the programming process etc".

With a view to make the Global Approach more efficient and flexible, the Commission presented various options and put them forward for consideration in question 14. The idea of **inviting non-EU countries at an early stage to identify their concerns and interests as part of a dialogue and cooperation was significantly supported** (more than 95% of respondents to this question agreed or strongly agreed). Respondents also interestingly showed a **substantial support to the idea of differentiating more clearly between various types of partnerships** (more than 88% of respondents to this question agreed or strongly agreed). Views were a bit more mixed, even if generally positive, on the two other options. The idea of setting up a solidarity mechanism for coordinating and pooling the resources of interested Member States in relation to priority non-EU countries was supported by roughly 65%, although it was also considered unclear by a number of respondents, including four Member States. Regarding designing a transparent procedure for priority partner countries, offering a step-wise deepening of cooperation with increasingly larger access to visa facilitation/liberalisation, mobility and additional funding opportunities as EU objectives are being met, support was broad but several comments pointed out that this should not become a standard procedure.

Figure 10 presents the distribution of the replies.



Box 11 presents comments from stakeholders as reasons for and against those proposals.

BOX 11: Comments on proposals aiming at making the GAM more flexible and efficient

MS: "Inviting non-EU countries at an early stage to identify their concerns and interests as part of a dialogue and cooperation proved to be particularly relevant with mobility partnerships. The proposal for differentiating more clearly and systematically between various forms of partnerships - from basic dialogue to a more intense cooperation- is worth considering. The point on "solidarity mechanism" was not sufficient clear to us. In principle we are in favour of better coordination. Regarding cooperation in the area of visa, we support a transparent procedure for priority partner countries, however no linkage with visa. Establishing a closer link between the EU Global Approach and EU Development Policy should not lead to an attempt to do "package deals" between development cooperation and migratory policy objectives".

IND/ORG: "In order to ensure a better balance between EU and non-EU country interests, the latter should definitely be involved in an early stage to identify its concerns and interests. This involvement should include consultation with local Civil Society Organisations".

IND/ORG: "Considerations should be given to inviting persons of concern (migrants, returnees, refugees etc.) at an early stage to identify their concerns and interests as part of dialogue and cooperation".

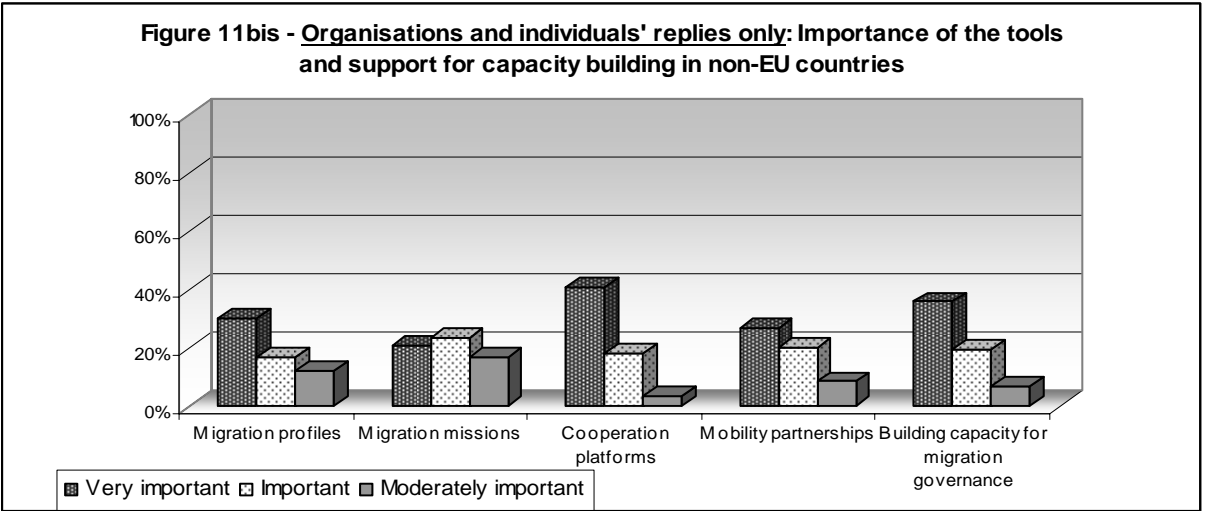
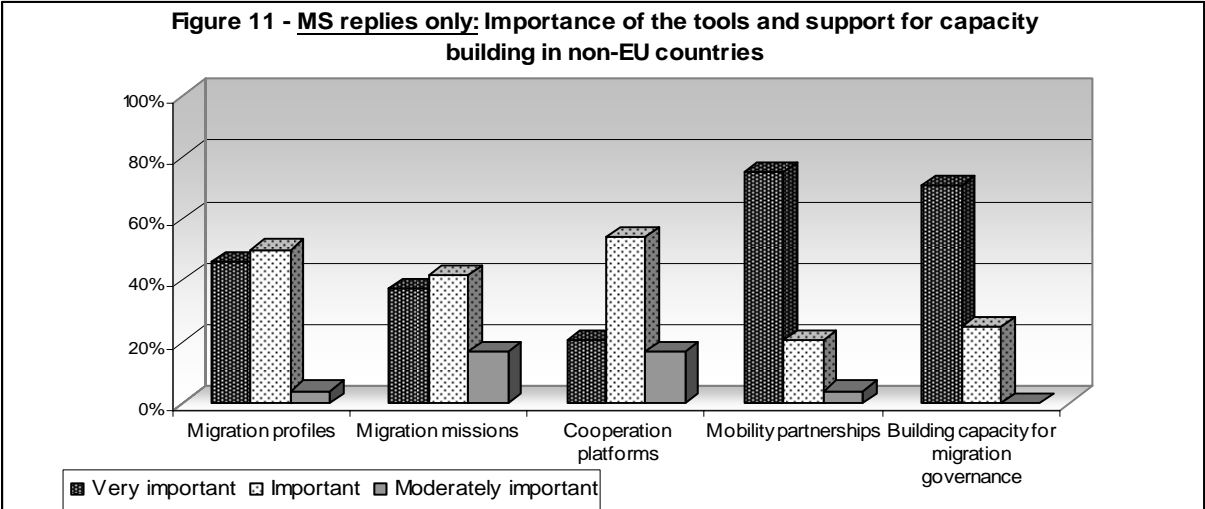
MS: "Early buy-in of partner countries is crucial to maintaining momentum and commitment throughout cooperation. Investing time and effort at the start of any process to agree strategic objectives in a spirit of true partnership and mutual responsibility will maximise the impact of cooperation. The Global Approach is founded on the principle of solidarity, which has been effectively demonstrated since the creation of the policy in 2005. The EU supports this work through the Thematic Programme for Migration and Asylum. If planning, preparation and coordination of action of interested Member States under the Global Approach is systematic and coherent, it would be unnecessary to spend time creating and agreeing a new solidarity mechanism. Transparency and clarity are essential when setting up cooperation on migration. Having a process which includes high level meetings, as well as in-country experts meetings will ensure that all parties have the opportunity to explain their interests and understand others".

2.6. Tools for the Global Approach

This section of the survey was composed of four questions aiming at assessing the relevance of the tools of the Global Approach as well as support for capacity building for migration governance.

Question 15 aimed at evaluating the importance of the tools. MS' replies allow a ranking of the tools (see **figure 11**)¹¹. **Support for capacity building for migration governance and mobility partnerships are distinctly judged the most important actions by EU MS.** Migration missions and migration profiles come in second position. Those two tools received approximately the same replies. However, MS do not to the same extent support cooperation platforms. Organisations and individuals' opinions diverged significantly compared to EU MS. They give an even but relatively low importance to each of the tools (see **figure 11bis**). A reason could simply be that their knowledge and/or understanding of the tools are limited.

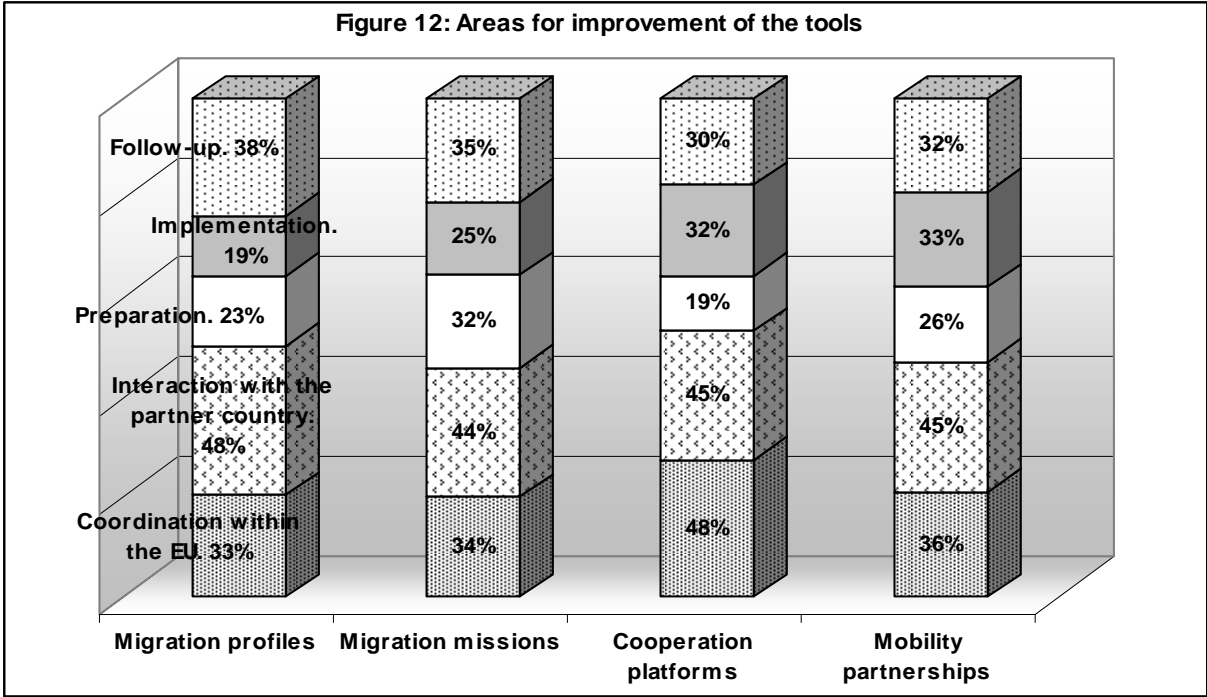
Categories of responses "unimportant" and "no opinion" had insignificant support and thus are not displayed.



¹¹ Respondents could rate the importance of each issue area from 1-5, with 1 being the most important ("very important"). In order to simplify the figure, only the categories from 1 to 3 (3 being "moderately important") are displayed.

With respect to the areas of improvement of each tool, results show that progress is needed in the same areas for all existing instruments. First and foremost, **improvement in the field of interaction with the partner country is deemed necessary for each tool** (around 45% of respondents called for improvement in this area for each tool). At a slightly lower level, **coordination within the EU should also be improved for each tool** (more than 33% of respondents asked for improvement in this area for each tool, this rate being of 48% for cooperation platforms). Then, the need for improvement is perceived at the follow-up stage, especially for migration profiles and migration missions. Implementation and preparation are areas where needs for improvement were more clearly expressed for cooperation platforms and mobility partnerships.

Figure 12 presents the results and box 12 provides some additional comments.



BOX 12: Comments on the effectiveness and areas of improvement of the tools

MS: "Migration Profiles should be used as a sound empirical basis for selecting priority countries. Migration Missions should have clearer objectives and better follow-up and feedback to Member States. Cooperation Platforms need to be better defined and utilised as part of a graduated approach".

MS: "It has been frequently underlined during the High Level Working Group on Migration and Asylum meetings that migration missions were not prepared with due respect. It was underlined that countries of the mission representatives have not been informed about the aim of the mission and mission's themes. During missions schedules were modified and some of the meetings were cancelled. Thus, European Union Delegations in third countries and External Action Service of the European Union should be more active in this respect. Mobility Partnerships should be more coordinated at the EU level. Some beneficiaries claim that there are too many projects implemented in the same time. Although coordination between the projects has been improved lately still some overlaps exist".

IND/ORG: "Mobility Partnerships (MP) offer flexible, non-binding agreements in all dimensions of the Global Approach to migration and can contribute significantly to its operationalisation. The participatory and non-binding aspect of MPs can result in weak strategic orientation in the absence of leadership and the effectiveness depends strongly on the proactivity of signatory states. [We], therefore, believe MPs should be complemented with a regular and harmonized evaluation mechanism of their impact, allowing for periodic strategic refocusing and prioritization of additional initiatives and capacity development measures in order to ensure balanced implementation and operationalisation of the respective MP Joint Declaration over time".

MS: "The added value of cooperation platforms is not (yet) clear. The experience is too limited. In preference the operational phase of a mobility partnership should start after the readmission agreement is concluded and has become operational".

MS: "GAM must contain implementation mechanisms. It is necessary to check the relations between the mobility partnership and the rest of the GAM implementation mechanisms, particularly whether a migration mission is a precondition to stipulate a mobility partnership and then the relation between the mobility partnership and the cooperation platform. The correlation between the GAM instruments should be more concisely defined".

MS: "The development of the mobility component of the Mobility Partnerships is of central importance. Given the absence of common policy and concept on EU level it seems vital to take the shaping of this component of the MPs forward through common discussion in which all Member States and relevant EU institutions are present. Presently this work is handled only by those MS taking part in the "mobility project/centers" and information is not shared generally in the HLWG or elsewhere".

Concerning the further improvement of the efficiency of **mobility partnerships**, which are the most sophisticated and elaborate tool for cooperation between the EU and third countries in the area of migration, views on a number of forward-looking proposals were invited. **Setting up a list of priority countries was quite broadly supported** (more than 80% agreed or strongly agreed). However, about 13% of respondents disagreed with this idea. **Respondents significantly backed up** (almost 89% agreed or strongly agreed) the idea of **defining criteria for the initiation of negotiations with third countries** (e.g. number of interested MS, interest expressed by the third country) **and also the idea of making more substantial offers** (more than 81% agreed or strongly agreed). In contrast, respondents were markedly unfavorable to the proposal of setting a target of the number of new mobility partnerships per year (44% disagreed or strongly disagreed).

Additional elaborations received in relation to this question are provided in **box 13**.

BOX 13 : Comments on ideas aiming at improving mobility partnerships

MS: "Mobility partnerships are most appropriately set in the context of mutual benefits between EU and non-EU countries. Setting a target of the number of new mobility partnerships per year could result in negotiations being activated to achieve a particular number per year irrespective of the prime consideration of mutual benefit for both countries. Setting a target per year could also weaken the negotiation position of the EU. Offers from the EU to third countries should be in proportion to the third country being prepared to cooperate with EU objectives".

MS: "It is important before embarking into new mobility partnerships to assess if the current model of targeted initiatives in which an EU MS takes the lead in developing and coordinating the implementation, is an effective model. We see the value added of EU MS developing together a project proposal to be agreed upon by the partner state. It is a MS led process. It is however a rather time consuming exercise especially if it are also the states which have to set up a project organisation. How can the process become more efficient also in the light of the wish to conclude partnerships with some of the Southern Mediterranean States? Can the Commission facilitate more?"

IND/ORG: "As already noted in the Commission Staff Working Document 1240 (2009) on Mobility Partnerships, it is of particular importance to proceed with countries that state their interest, needs and expectations. More information could be made available to third countries in general about the possibility of establishing MP. The EU Delegations could be more closely involved. Stock taking of existing initiatives would be essential to avoid a collection of small activities without coherence and a clear goal. Finally, MP could contain a strong protection component, through activities and engagement in the area of capacity building for asylum and refugee protection. These issues so far have been minimal within the MP".

MS: "One crucial factor for the increase of substantial participation on behalf of EU MS in the Mobility Partnerships is the establishment of a financial instrument (or a segment of financial instrument) specifically adapted to the implementation of Mobility Partnerships. The current situation in which the timing of Call for Proposals does not correspond to the setting-up of Mobility Partnerships can only be improved".

When asked whether a similar framework for cooperation to the Eastern Partnership should be used with priority non-EU countries and regions, about 61% of stakeholders agreed or strongly agreed, about 23% disagreed or strongly disagreed, while about 16% had no opinion. Therefore, the disagreement is quite important to take into account.

Box 14 provided a few comments from respondents as reasons for and against this proposal.

BOX 14 : Comments on desirable frameworks for cooperation
<p>MS: "Structure and principles of the Eastern Partnership are partly based on principles of the ENP. Specific character and added value of the Partnership is result of specific geographic, historical, cultural and political situation and as such can hardly be transferable to other regions. Partnerships with other regions should respect relevant contexts".</p> <p>IND/ORG: "'Disagree', since the Eastern Partnership is much broader than migration issues and not driven by migration issues. A strategic framework for the GAM should exist but it is questionable whether it should be the driving force in a broad framework including security, governance and democracy".</p> <p>IND/ORG: "The Eastern Partnership's pattern could be positive as a model, even though cases should be analysed one by one".</p>

2.7. Information exchange and coordination

The last four questions related to the improvement of information exchange and coordination. The proportion of "no opinion" responses is quite high for each of those questions given their technical nature.

As regard the establishment of focal points in EU countries, EEAS, Commission, EU delegations and EU's countries embassies, the overwhelming majority of respondents agreed or strongly agreed (about 82%). The idea of systematically using an internal, secure EU-website was also widely supported (78% agreed or strongly agreed).

A higher involvement of EU delegations and EU countries' embassies to ensure implementation of the Global Approach was considered desirable (more than 91% agreed or strongly agreed). It should be underlined that **Member States unanimously agreed or strongly agreed** with this proposal.

The need for involving EU agencies was positively assessed. About 77% of stakeholders agreed or strongly agreed that Frontex should be involved. Calls for involvement of EASO were also particularly strong (more than 83% of stakeholders agreed or strongly agreed with this idea). However, only about 65% of stakeholders agreed or strongly agreed that ETF should be involved.

Some comments concerning this matter are presented in **box 15**.

BOX 15 : Comments on the involvement of EU agencies
<p>MS: "Involvement of Frontex, EASO and ETF have the potential to be key agencies for delivering strategic priorities of the Global Approach, and should be enhanced sufficiently to act as a resource, alongside Member State efforts, to delivering the policy objectives of the Global Approach. Having a coherent approach to migration should include the activities of these agencies, and we can benefit from pooling financial and practical resource, expertise and political clout to further the EU's migration agenda".</p> <p>MS: "Strictly speaking, asylum is not part of the GAM. Besides, the EASO is still to be fully developed".</p>

MS: "For instance, EASO could be involved in the coordination of Resettlement Programmes and Regional Protection Programmes (external dimension of Asylum). Frontex could be involved in capacity strengthening and training. However, the primary tasks of Frontex (coordination of joint operations, etc) should not be blurred".

IND/ORG: "The mandates of Agencies such as Frontex and the EASO are focussed on enhancing practical cooperation and achieving better convergence in the implementation of the existing EU acquis on asylum, borders and migration. Their involvement in the GAM should be subject to approval and monitoring by the Commission in order to ensure consistency between the internal and external dimension of asylum and migration and with the principles underlying the EU's external action. Activities of ETF on the other hand could play an important part in providing vocational training, supporting school and teacher development, encouraging portability of skills, and guarantying access to education".

Lastly, the idea of **setting up a network or a support mechanism** in order to assist Member States in sharing information and best practices on cooperation with third countries in the areas of recruitment, the improved matching of supply and demand on the national labour market and skills upgrading was put forward for consideration. Interestingly, this proposal received a **strong support** from respondents (almost 82% agreed or strongly agreed).

Box 16 gathers some comments relating to this idea.

BOX 16 : Comments on the setting up of a network/solidarity mechanism

MS: "There is lacking a forum for cooperation on legal migration and we suggest that a network is set up in order to meet this deficiency. This network or forum could consist of EU MS Director-Generals for employment agencies or national equivalent structures. A step in this direction would at the same time be one way to answer to the present thematic unbalance of the Global Approach".

IND/ORG: "A network providing information could always be useful, but existing avenues could already be explored for that purpose (e.g. through the network of ILOs)".

MS: "We do not believe that this would be a worthwhile exercise. Existing migration networks, such as GDISC, the IGC and the EMN, already provide ample opportunity to share best practice and experiences. Strong bilateral relationships enable Member States to work together on particular points of policy".

3. CONCLUDING REMARKS

Overall, respondents supported the evaluation of the Global Approach and welcomed the public consultation as an opportunity given by the Commission's services to express their views. The main outcomes of this consultation can be summarized as follows:

- **Role in EU external relations:** the Global Approach is considered to be very important as it provides a comprehensive framework for the external dimension of the EU migration policy. The EU added value in this field is clearly acknowledged. The GAM should primarily continue focusing in a balance way on legal migration, irregular migration and migration and development. Its strategic nature could be enhanced but any planning framework, targets or indicators set up need to be flexible and qualitative rather than quantitative. As policy coherence is crucial and as migration touches upon different areas, links with a number of other policy areas (particularly foreign policy, development cooperation, internal EU migration and integration, employment, and education and vocational training) must be strengthened, and alignment between the GAM and the EU's overall external relations should be improved. With regard to environmental migration, first

and foremost further assessment of the impact of environment degradation on migration is needed.

- **Geographic balance and priorities:** respondents indicated strong support for ensuring geographic balance between the South and the East of the Union. Besides, even if the geographic focus of the Global approach has been expanded, the regions of the European Neighbourhood are favoured as primary concern. Results also suggest that regional frameworks for dialogue on migration should be streamlined in term of number in order to avoid duplication of work and overlapping and free up resources.
- **Thematic balance and priorities:** keeping the current thematic balance of the Global Approach was judged fundamental. Its extension to more clearly supporting international protection and protecting the rights of migrants was significantly supported. For each pillar, respondents highlighted a clear preference for action in a number of fields. MS replies and individuals and organisations' replies differ markedly, especially for actions on irregular migration. Regarding legal migration, information for potential migrants on legal migration opportunities (in particular for MS), recognition of foreign qualifications, skills and competences and counteracting “brain waste” and preparation of return were considered as very important. In the area of irregular migration, MS identify border management and return and readmission as very important crucial areas for action whereas other respondents consider this of lesser importance. However, all respondents give priority to the fight against trafficking in human beings and the fight against smuggling of migrants. Concerning migration and development, the scope for greater coherence between migration policy and development/external cooperation was strongly highlighted, especially by MS. In general, this third theme was considered underdeveloped.
- **Efficiency and flexibility:** in order to achieve its policy goals, more systematic, but still tailor-made use by the EU of its available leverage with non-EU countries (e.g. visa policy or additional funding) was encouraged. A lack of consensus appeared to exist on the pertinence of the current instruments implementing EU financial assistance under the Global Approach. Their perceived lack of transparency, coordination and flexibility was especially highlighted. Furthermore, the need for a prompt access to funding to respond to crisis situations was clearly stressed. On the other hand, respondents backed up many proposals with a view to make the GAM more efficient and flexible, such as inviting non-EU countries at an early stage to identify their concerns and interests as part of a dialogue and cooperation was significantly supported, and differentiating more clearly between various types of partnerships. Designing a transparent procedure for priority partner countries, offering a step-wise deepening of cooperation in exchange of benefits (e.g. mobility opportunities) as EU objectives are being met could be interesting but should not become a standard procedure, according to a significant number of respondents. Lastly, there was support to the idea of a solidarity mechanism for coordinating and pooling resources of interested MS in relation to priority non-EU countries, although the statement was considered somewhat unclear by a number of respondents.
- **Tools:** respondents' opinions were varied on the importance of the existing instruments. Support for capacity building for migration governance and mobility partnerships are distinctly judged the most important actions by MS. Then, MS attach importance but to a lesser extend to migration missions and migration profiles. However, MS do not as clearly give support to cooperation platforms. Organisations and individuals' opinions diverged significantly compared to EU MS. They attach an even but low degree of importance to

each of the tools. Nevertheless, there is agreement on the need for improvement of each tool. Cooperation platforms should be better defined. Migration missions should have clearer objectives and a better follow-up. Migration profiles should be made more visible and used more strategically to provide benchmarks for indicators of success. Mobility partnerships could be further improved by defining a list of priority countries and criteria for the initiation of negotiations and also by making more substantial offers but not by setting a quantitative target. Overall, improvement in the field of interaction with the partner countries was pointed out for each tool as partners seem to lack sufficient information about them. In terms of frameworks for cooperation, the Eastern Partnership could be a positive model, but respondents tend to view that its relevance for other contexts must be assessed on a case by case basis.

- **Information exchange and coordination:** respondents were in favour of strengthening cooperation at different level. To that end, many actions were clearly supported, including the possible establishment of focal points (in EU countries, EEAS, Commission, EU delegations and EU's countries embassies), using an internal website, involving EU delegations, EU's countries embassies and EU agencies (Frontex, EASO and ETF), and setting up a network/support mechanism to help EU and non-EU countries share information.