



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 13 June 2003

**6023/6/03
REV 6**

LIMITE

JAI	27
ASILE	8
MIGR	8
FRONT	9
VISA	25

NOTE

From: Presidency
to : Permanent Representatives Committee

no. prev. doc.: 6023/5/03 JAI 27 ASILE 8 MIGR 8 FRONT 9 VISA 25 REV 4

Subject : Road Map for the follow-up to the conclusions of the European Council in Seville
- *Combating illegal immigration, integrated management of external borders, integration of immigration policy into the Union's relations with third countries and speeding up of legislative work in framing a common policy on asylum and immigration.*

1. The European Council in Seville, on 21-22 June 2002, decided to speed up the implementation of all aspects of the programme adopted in Tampere for the creation of an area of freedom, security and justice in the European Union. It pointed out the need to develop a European Union common policy on the separate, but closely related, issues of asylum and immigration. The conclusions list a number of measures to be taken (points 26-39) in this field.
2. In order to fulfil the above requirement by the Seville Council the Danish Presidency after consultation with the Commission and the General Secretariat initiated a Road Map of all work on border control, immigration, asylum and co-operation with third countries in these fields (doc. 10525/3/2 JAI 152 ASILE 35 MIGR 63 FRONT 64 VISA 107 REV3).

3. The Greek Presidency following the requirement of Seville, especially its "calling on forthcoming Presidencies to continue giving migration issues a special place in the work schedules" and in line with its programme on Immigration, Integrated management of external Borders and Asylum (doc. 5672/03 JAI 18) has continued keeping and updating a Roadmap, in co-operation with the Council Secretariat and the Commission, in order to monitor the progress of practical implementation of all issues related to the above themes. Special emphasis has been placed in fulfilling the other requirement in the same paragraph (28 of Seville) "to strike a fair balance between integration policy, asylum policy and resolute action to combat illegal immigration and trafficking in human beings".
4. The Greek Presidency will submit an overall Final Report at the European Council of Thessaloniki (June 2003).
5. Coreper will maintain overall responsibility for implementing the Road Map in accordance with Article 207 of the Treaty.

**ROAD MAP OF MEASURES AND INITIATIVES TO BE IMPLEMENTED AS A FOLLOW-UP
TO THE EUROPEAN COUNCIL IN SEVILLE ON 21-22 JUNE 2002**

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
VISA					
1. (30) ¹	Review of the list of third countries whose nationals require visas or are exempt from that requirement	End 2002	Commission Visa Working Party	The Council Regulation (EC) No 453/2003 was adopted on 6.3.2003 and published in OJ L69 13.3.2003.	

¹ Numbering in brackets refers to Seville European Council Conclusions

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
VISA					
2. (30)	Common identification system for visa data	End 2002 (preliminary report) March 2003 (result of feasibility study)	Commission	The Commission presented the first preliminary report on the feasibility study at the JHA Council in December 2002. Adoption of Council Conclusions giving guidelines on the approach for the further development of the Visa Information System at the JHA Council on 5 – 6 June 2003.	The Commission will continue its preparatory work on the development of the Visa Information System (VIS) in cooperation with Member States. The Council will give the necessary political orientation on by December 2003.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
3. (30)	Readmission agreements being negotiated	The Seville Summit called for a speeding up of adoption of readmission agreements being negotiated and of approval of new mandates for countries already identified by the Council (Albania, Algeria, China and Turkey).	Commission The JHA Council of 19 December 2002 appointed the Working Party on Migration and Expulsion as the responsible body for assistance and consultations to the Commission in relation to the negotiation of the readmission agreements.	<p>Negotiation mandates for readmission agreements with Pakistan, Russia, Morocco and Sri Lanka (September 2000), Hong Kong and Macao (May 2001), Ukraine (June 2002) and Albania, Algeria, China and Turkey (November 2002) adopted.</p> <p>Signature of the agreement with Hong Kong on 27 November 2002. The European Parliament has rendered its opinion on this agreement in December 2002.</p> <p>Initialling of readmission agreements with Macao (October 2002) and Sri Lanka (May 2002).</p> <p>Following a first status report on readmission agreements which was discussed by the JHA Council on 15 October 2002, the Commission regularly informed the Working Party on Migration and Expulsion about the latest state of its readmission negotiations.</p> <p>Operational Council conclusions adopted by GAERC 18 – 19 November 2002, see point 15.</p>	<p>Decision concerning the conclusion of the readmission agreement with Hong Kong to be adopted shortly.</p> <p>The Commission has submitted in April 2003 proposals for decisions concerning the signature and conclusion of the readmission agreements with Macao and Sri Lanka to be shortly examined by the relevant Council Bodies.</p> <p>Regular reports will be drawn up by the Commission on status of current negotiations of readmission agreements.</p>

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
4. (30)	New mandates for negotiation of readmission agreements	The Seville Summit called for a speeding up of adoption of readmission agreements being negotiated and of approval of new mandates	Commission/ Working Party on Migration and Expulsion (EWP)/SCIFA	Adoption of new negotiation mandates regarding China, Turkey, Algeria and Albania by JHA Council 28 November 2002.	Currently no further negotiating mandates in preparation or planned.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
5. (30)	Expulsion and repatriation policies, adoption of the components of a repatriation programme, by the end of 2002, based on the Commission Green Paper; those components should include the best possible facilities for early return to Afghanistan (Early return to Afghanistan is dealt with under point 5a.)	End 2002	Commission Working Party on Migration and Expulsion (EWP)/SCIFA All the operational issues in the framework of the WG Expulsion + (meeting of 30.4.03)	Commission Green Paper of 10 April 2002. Public hearing on Green Paper organised by the Commission on 16 July 2002. Commission Communication on a common return policy presented 14 October 2002. Discussion of Presidency draft for a Return Action Programme in EWP 30 October and in SCIFA 6 November 2002. Adoption of Return Action Programme by JHA Council on 28 November 2002. Political agreement was reached on the German Initiative for Council Directive on expulsion by air (transit arrangements) as amended on the basis of a Greek complementary initiative on the competence of escorts in the aforementioned operations at the JHA Council of 5-6 June 2003. Approval at the June JHA Council of the Draft Manual of Best Practices on the acquisition of travel documents and the removal of third country nationals from member states' territory (Greek Initiative).	Follow-up of the Return Action Programme (see in particular its Annex). The competent Council Body has started the first reading of the draft Council decision on burden allocation in the case of mutual recognition of expulsion decisions in order to facilitate the effective implementation of the EC directive 2001/40.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
				<p>Presentation at the JHA Council of 5-6 June 2003 of the Commission's communication to the European Parliament and the Council on the development of a common policy on illegal immigration, smuggling and trafficking of human beings, external borders and the return of illegal immigrants in view of the European Council of Thessaloniki.</p>	<p>Draft Council Conclusions on the development of a common policy on illegal immigration, external borders and the return of illegal immigrants and cooperation with third countries to be adopted by the GARC of 16-17 June 2003, in view of the European Council of Thessaloniki in June 2003.</p>

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
5a. (30)	Repatriation programme for Afghanistan	End 2002	Commission Working Party on Migration and Expulsion (EWP)/HLWG/SCIFA	Adoption by JHA Council on 28 November 2002. Meetings of Afghanistan Co-ordination Return Group (ACRG) set up by point 19 of the Afghanistan Return Plan) held on 19.12.02, 21.01.03, 20.02.03, 26.03.03 and 30.4.03.	ACRG will continue to meet on regular basis with the participation of UNHCR and IOM. Finalisation of the procedures needed to release the 7M Euro earmarked on budget line B7-667 and selection of the main operators for the implementation of the plan. Further programming of the 10M. Euro set aside to ensure the sustainability of returns.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
6. (30)	Framework Decision on combating trafficking in human beings, the Framework Decision on strengthening of the penal framework to prevent the facilitation of unauthorised entry, transit and residence and the Directive defining the facilitation of irregular entry, transit and residence	October 2002	Council	<p>The Council reached agreement on the draft decisions and the draft directive on 28-29 May 2001.</p> <p>Adoption by ECOFIN Council of the Framework Decision on combating trafficking in human beings on 19 July 2002.</p> <p>Framework Decision on strengthening of the penal framework to prevent the facilitation of unauthorised entry, transit and residence and the directive defining the facilitation of irregular entry, transit and residence, adopted by JHA Council on 28 – 29 November 2002.</p>	

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
7. (31)	Examination of the advisability and feasibility of establishing a European border police force		Council/ Commission	Following the Commission communication on an integrated management of the external borders, the feasibility study on the setting up of a European Border Police (Odysseus - Italy) and the Workshop "Police and Border Security" (OISIN Finland), the JHA Council adopted a Plan for the management of external borders on 13/6/02.	Commission study on advisability and feasibility of a European Border Police to be carried out.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
8. (32)	Introduction of Common Unit of external border practitioners	End 2002	SCIFA/ Common Unit	<p>A Common Unit of external border practitioners was established within the framework of SCIFA on 22/7/02. It is composed of SCIFA representatives and the heads of border control services, also called "SCIFA +".</p> <p>Task: implementation of the Management Plan in accordance with the priorities set by the Seville Council. 5 meetings were held during Danish Presidency. 7 meetings were held under Greek Presidency.</p> <p>Discussions were held about functioning of Common Unit on the basis of a Presidency proposal to develop its full range of competences (Plan for the management of external borders approved on 13.6.02 - FRONT 58 and Council Conclusions on Effective management of the external borders of the European Union adopted on 5.6.2003 FRONT 76).</p> <p>Exchange of views at the Veria Informal Ministerial Meeting.</p> <p>Draft Council Conclusions on a more effective management of the external borders of the EU Member States adopted at the JHA Council of 5-6 June 2003.</p>	<p>- Follow-up and co-ordination of various projects, operations and centres.</p> <p>- Evaluation report to be submitted to June 2003 European Council of Thessaloniki.</p>

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
8a. (32)	Joint operations at borders	End 2002	Common Unit	<ul style="list-style-type: none"> - Guidelines for joint operations adopted by Common Unit - 17 operations, pilot projects and ad-hoc centres approved, i.a. joint operations at sea borders (5 in total: Ulysses, Triton, Orca, RIO IV and Deniz sea - borders project with Turkey), operation at eastern land borders, creation of a ad-hoc centre for land borders*, International Airports Plan, operation VISA. Presentation at the JHA Council of 5-6 June 2003 of : a Presidency Report on the implementation of programmes, ad hoc centres and joint operations the current state of play of the Commission's feasibility study on improving sea border control. - Results operation VISA presented to JHA Council 19/12/02. - Joint operations, organised by the ad-hoc Centre for Land Borders, in December 2002 and 2003. - Operations on sea border control Triton, Orca, Ulysses and RIO IV completed. - Operation Eastern Land Borders completed. - IMPACT II Project in Serbia – Montenegro being implemented. - Europol completed Evaluation Report for Triton. 	<ul style="list-style-type: none"> - See 8 above, Forthcoming Work - Finalisation IMM PACT II Project. -Project Deniz to be carried out. - Evaluation by the Thessaloniki European Council of June 2003. - Italian proposal for a project on joint patrolling at the Central and Eastern Mediterranean Sea.

*Approved centre

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MEASURES TO COMBAT ILLEGAL IMMIGRATION					
8b. (32)	Initiation of pilot projects	End 2002	Common Unit	<ul style="list-style-type: none"> - Finalisation of International Airports project. (Co-operational phase). - Finalisation of rational return procedures project. - Finalisation of co-ordinated criminal investigation project related to cross-border crime. - Approval of project Centre of Excellence Dover and Mobile Detection Unit*. <p>Discussions of the results of these projects by Common Unit in May and June 2003.</p>	<ul style="list-style-type: none"> -Decision on the prompt creation of ad-hoc centres for maritime and air borders - Centre of Excellence – Mobile Detention Unit still to be deployed. -Evaluation by the Thessaloniki European Council of June 2003.

* Approved centre

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MANAGEMENT OF EXTERNAL BORDERS					
9. (32)	Creation of a network of liaison officers	End 2002	SCIFA/Common Unit	<ul style="list-style-type: none"> - Network of national immigration liaison officers in the Western Balkans, set up by Council conclusions 28/5/01. - Survey and report by Danish Presidency on current level of co-operation between liaison officers in third countries. - Adoption Council conclusions on the improvement on ILO network at JHA Council 28/11/02. - Seminar in Athens on improvement ILO network (12-13/02/03) - Discussed at SCIFA 3 times in 2003. - Informal Session of the JHA Council in Veria held substantive exchange of views. - Initiative of the Hellenic Republic with a view to adopting a Council Regulation on the creation of the ILO network. 	<ul style="list-style-type: none"> - Implementation Belgian-led project in Balkans. (completion expected by end of 2003) - Discussion of a Draft Council Regulation on the creation of the ILO network, to be completed by end 2003.
10. (32)	Common risk analysis model	June 2003	Common Unit	<ul style="list-style-type: none"> - Approval of project on common risk analysis model by Common Unit (23/07/02). - Presentation outcome of project (CIRAM) to Common Unit on 28 /01/03 and 10/4 (EUROPOL report also submitted). - Establishment of risk analysis centre in Finland in March 2003*. - Meeting of RAC Support Group on 3 – 4 June 2003. - 1st risk analysis concluded in June 2003 presented at SCIFA+. 	

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MANAGEMENT OF EXTERNAL BORDERS					
11. (32)	Establishment of a common core curriculum for border guard training	June 2003	Common Unit	<p>Training financed by Odysseus and Oisín programmes. Approval by SCIFA+ on 22 July 2002 of Austrian and Swedish initiative.</p> <p>Several meetings in project group. -Presentation of Core Curriculum in SCIFA+ (10.4. 2003).</p>	-Decision on creation of a Common Integrated Unit.
12. (32)	Consolidation of European provisions concerning borders	June 2003	Commission	<p>Several initiatives by Member States; amendments of the common manual adopted by Council; document on best practices. Presentation by Commission 22 July 2002 in SCIFA+.</p> <p>Commission Communication of 9 September 2002 on small border traffic. Publication of the Common Manual in the Official Journal on 16/12/02.</p> <p>Council Conclusions on "the separate lanes at the external border crossing points" adopted.</p> <p>Adoption of Council conclusions regarding special security characteristics of uniform entry and exit stamps at JHA Council of June 2003.</p>	Commission proposal to recast the Common Manual.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MANAGEMENT OF EXTERNAL BORDERS					
13. (32)	Burden-sharing between Member States and the Union for the management of external borders In conjunction with no. 21 below	June 2003	Commission Council/SCIFA	<p>-Presentation by Commission 22 July 2002 in Common Unit.</p> <p>-First Commission Expert meeting 29 July 2002 on questionnaire.</p> <p>Answers to questionnaire submitted by the Member States to the Commission.</p> <p>-Commission oral report presented at JHA Councils of November 2002 and February 2003.</p> <p>-Also included in the discussion of Part II (effectiveness of financial resources available at Community level) of the Commission Communication "integrating immigration issues in the EU's relations with third countries". See point 23.</p> <p>-Discussion in the February JHA Council and in the Veria Informal Ministerial Meeting.</p> <p>-Presidency proposals for the criteria to be taken into account have been discussed in the JHA Council of 28.2.03 and the Informal Session in Veria.</p> <p>-Second Commission Expert meeting on the questionnaire on 14 April 2003.</p>	Draft Council Conclusions on the development of a common policy on illegal immigration, external borders and the return of illegal immigrants and cooperation with third countries to be adopted by the GARC of 16-17 June 2003, in view of the European Council of Thessaloniki in June 2003.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
RELATIONS WITH THIRD COUNTRIES					
14. (33)	Inclusion of a clause on joint management of migration flows and on compulsory readmission in the event of illegal migration in any future co-operation, association or equivalent agreement which the EU concludes with any country		Commission	Elements that such a clause should contain are integrated in Council Conclusions adopted 18 – 19 November 2002 by GAERC, see point 17.	Inclusion of the clause in future Community agreements e.g. with Syria, Iran, Mercosur and the Andean Community.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
RELATIONS WITH THIRD COUNTRIES					
15. (34, 35)	Assessment of relations with third countries	No deadline - An ongoing process	SCIFA/ Common Unit, High Level/ Working Group/ CIREFI	<p>Preparatory discussions of criteria for selection and of specific countries of particular interest for intensified co-operation in HLWG on 10 July 2002. Collection of information, including statistics, from Member States and identification of first group of countries with which to intensify co-operation.</p> <p>Discussions on Presidency proposal for Council Conclusions in HLWG 24 September and 29 October 2002 and adoption of Conclusions by GAERC on 18 – 19 November 2002. Information point at JHA Council 28 November 2002.</p> <p>Ongoing discussions in HLWG on the implementation of these conclusions (see below no.22).</p>	<p>Implementation of the Council conclusions on intensified co-operation on management of migratory flows with third countries (HLWG).</p> <p>Draft Council Conclusions on the development of a common policy on illegal immigration, external borders and the return of illegal immigrants and cooperation with third countries (see above no.13).</p>

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
RELATIONS WITH THIRD COUNTRIES					
				<p>Experts' meeting groups have been organised by the Commission on 5 February 2003 (Libya, Tunisia, Morocco and Turkey) and on 10 March 2003 (Albania and Serbia – Montenegro).</p> <p>Next experts meetings should be on Russia and Ukraine.</p> <p>Joint meetings of CIREFI experts and representatives from the Maghreb countries, candidate countries, Ukraine and W. Balkan countries.</p> <p>Joint meeting of CIREFI experts and Western Balkan countries and candidate countries on 27 – 28 May 2003.</p>	

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
LEGISLATIVE FRAMEWORK					
16. (37)	Dublin II Regulation	December 2002	Council	Political agreement at JHA Council November 2002 Adoption on 18 February 2003	
17. (37)	Draft Directive on Minimum standards for qualification and status as refugees	June 2003	Asylum Working Party/SCIFA	Several readings in working party. Several discussions in SCIFA during Danish and Greek Presidencies and negotiation of separate Articles in JHA Councils of 28 November 2002, 27-28 February 2003 and 5- 6 May 2003. Discussion at the JHA Council of 5-6 June 2003	The JHA Council of June 2003 asked for further examination by Coreper.
18. (37)	Family reunification	June 2003	Working Party on Migration and Expulsion / SCIFA	General approach at the JHA Council of 27-28 February 2003.	Adoption is expected in June 2003.
19. (37)	Draft Directive on Status of long-term residents	June 2003	Working Party on Migration and Expulsion/SCIFA	Examination by the JHA Council at its meeting of 6 May 2003. Political agreement reached in JHA Council on 5-6 June 2003.	Formal adoption, following review by the Legal Linguistic Experts and lift of the pending Parliamentary reservations

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
LEGISLATIVE FRAMEWORK					
20. (37)	Draft Directive on Common standards for asylum procedures	End 2003	Asylum Working Party/SCIFA	Open debate at JHA Council October 2002. Agreement on certain provisions related to detention and withdrawal of the petition. Statements by Member States concerning the establishment of a common minimal list of safe countries of origin.	The JHA Council of 5-6 June 2003 asked for further examination by Coreper.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
LEGISLATIVE FRAMEWORK					
21. (38)	Effectiveness of financial resources available at Community level for repatriation of immigrants and rejected asylum seekers, for management of external borders and for asylum and migration projects in third countries. (Second Part of Communication [COM (2002) 703 final, 3.12.2002])	October 2002	Commission SCIFA	In the JHA Conclusions of 12 October 2002, the Council agreed that addressing legal migration effectively requires adequate financial resources to be allocated within the Community budget and within national budgets of Member States. Communication from the Commission to the Council and the European Parliament: integrating migration issues in the EU's relations with third countries (3/12/2002).	Draft Council Conclusions on the development of a common policy on illegal immigration, external borders the return of illegal migrants, and cooperation with third countries (see above no.13).

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
LEGISLATIVE FRAMEWORK					
				<p>Presentation by the Commission to the GAERC on 10 December 2002 and to the JHA Mixed Committee at ministerial level on 19 December 2002.</p> <p>Orientation debate in JHA Council on 27 February 2003.</p> <p>Discussed at the JHA informal Ministerial Meeting in Veria on 28 March 2003.</p> <p>Ongoing examination within SCIFA.</p>	
22. (33-36)	<p>Integrating migration issues in the European Union's Relations with third countries.</p> <p>First part of the above Communication (see no.21)</p>		Council Bodies (HLWG / Development WG).	<p>Draft Council conclusions on migration and development. Adopted at GAER Council on 19 - 20 May 2003.</p>	<p>Policy and measures to be drafted by the Commission.</p> <p>Draft Council Conclusions on the development of a policy at European Union level on the integration of third country nationals legally residing in the territory of the European Union to be adopted by the GARC of 16-17 June 2003 in view of the European Council of Thessaloniki in June 2003.</p>

