



**COUNCIL OF
THE EUROPEAN UNION**

Brussels, 20 November 2002

10525/3/02

REV 3

LIMITE

JAI 152

ASILE 35

MIGR 63

FRONT 64

VISA 107

NOTE

from:	Presidency
to :	Permanent Representatives Committee
Subject :	Road Map for the follow-up to the conclusions of the European Council in Seville - Asylum, Immigration and border control

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 start concrete work, the Presidency has, after consultations with the Commission and the Council General Secretariat, drawn up a draft "Road Map" with deadlines for the immediate action to be taken and delegating the various tasks precisely.
3. This document will serve as a working instrument for the Council instances and will be updated regularly, in light of the progress of work by the various preparatory bodies, with a view to submitting a report, at the European Council meeting in June 2003, on the practical implementation of the guidelines set out in the Seville European Council Conclusions.
4. 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 (VWP)	The Commission sent a questionnaire to Member States on 23 July 2002 to review the current lists in Regulation 539/01, Annexes I and II. Answers to the questionnaire submitted by Member States to the Commission.	In light of the answers received, the Commission was to present appropriate amendments to the Regulation by 10 October 2002 to ensure the necessary follow-up for political agreement at the JHA Council in November 2002. The Commission has stated that it will present a proposal by mid-November 2002. Political agreement is expected at the JHA Council in December 2002.

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	Elaboration of a draft for the technical specifications April 2002. Expert meeting on specifications 15 May 2002. Council guidelines adopted 13 June 2002. Approval by the ARGO Committee of the financial framework for the study 1 July 2002. Contract with firm to carry out feasibility study was concluded on 15.9.02	2 preliminary reports are envisaged during the feasibility study in order to "fine-tune" the technical possibilities in accordance with Member States' requirements. First report in November 2002. The Commission has stated that the first report is expected to be ready mid-December 2002. The Commission will seek to submit a draft proposal for the legal framework for the database for presentation mid-January 2003. Work on the draft proposal will start immediately thereafter with a view to adoption as soon as the results of the feasibility study have been examined. Budgetary provisions to be inscribed in the 2004 budget.

	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	Commission	Negotiation mandates for readmission agreements with Hong Kong, Pakistan, Russia, Morocco, Macao, Sri Lanka and Ukraine adopted Initialling of readmission agreements with Hong Kong and Sri Lanka. Commission status report on readmission agreements currently under negotiation discussed at JHA Council on 15 October 2002 Operational Council conclusions adopted by GAERC 18 – 19 November 2002, see point 17.	Readmission agreement with Hong Kong to be signed on 27 November 2002. Regular reports will be drawn up by the Commission on status of readmission agreements, which are currently under negotiation.

	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	Presentation and discussion of new mandates for negotiation of readmission agreements with China, Turkey, Algeria and Albania in EWP on 17 October 2002 and in SCIFA on 5- 6 November 2002.	Adoption of new negotiation mandates regarding China, Turkey, Algeria and Albania by JHA Council 28 November 2002. Discussion at JHA Council 28 November 2002 on possible further negotiation mandates to be adopted.

	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	Commission Green Paper of 10 April 2002. Public hearing on Green Paper organised by the Commission 16 July 2002. First exchange of views on programme in EWP 17 July and SCIFA 23 July 2002. Preliminary discussion at informal JHA Council September 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 28 November 2002.

	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	First exchange of views in SCIFA on 23 July 2002. Expert Meeting in the Commission on Afghanistan 3 September 2002. First Presidency draft discussed in SCIFA 25 September 2002 and by JHA Council 15 October 2002. Further discussion SCIFA 5 – 6 November 2002. Information at COASI meeting November 2002.	Adoption by JHA Council 28 November 2002.

	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	The Council reached agreement on the draft decisions and the draft directive on 28-29 May 2001. Adoption by ECOFIN Council of the Framework Decision on combating trafficking in human beings on 19 July 2002.	Formal adoption at JHA Council no later than October 2002 of 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. After lifting of reserves from Member States adoption is expected to take place at JHA Council 28 – 29 November 2002.
7. (31)	Examination of the advisability and feasibility of establishing a European border police force		Commission	Commission Communication on an integrated management of the External borders as of 7 May 2002. Adoption by JHA Council of 13 June 2002 of the Plan for the management of the external borders.	Study 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/Heads of border control services (SCIFA+)	Commission Communication on an integrated management of the external borders as of 7 May 2002. Adoption by JHA Council of 13 June 2002 of the Plan for the management of the external borders. SCIFA+ meeting 22 July 2002 on the implementation of the plan. Agreement on working procedures and tasks of SCIFA+ in accordance with point 44-49 of the plan and SCIFA+ meetings 16 and 26 September 2002. SCIFA+ meeting with Head of border control services from the Candidate Countries 22 October 2002.	Further SCIFA+ meetings to be held as required.
9. (32)	Joint operations at borders	End 2002	SCIFA+ Frontiers Working Party	High impact operation under the Belgian Presidency. "RIO 1 and 2" under the Spanish Presidency. On 22 July 2002 approval by SCIFA+ of guidelines on joint operations. Approval by SCIFA+ of German initiative on control of land borders.	Sea border operations to be conducted in November and December 2002 and throughout 2003. Operation VISA to be conducted November and December 2002 and evaluated beginning 2003.

				Approval by SCIFA+ of Danish Presidency initiative on RIO 3 – Operation VISA. Approval by SCIFA+ of Mediterranean sea border control operations led by Spain, United Kingdom, Greece and Italy. Approval by SCIFA+ of parallel Norwegian operation in the North Sea and in the Baltic Sea. Approval by SCIFA+ of Greek operation on the eastern land borders.	Further meetings and planning of operations at the German led centre for land border control. Operation at the eastern land borders to be planned in November and December 2002 and conducted in first semester of 2003.
10. (32)	Initiation of pilot projects	End 2002	SCIFA+	Approval by SCIFA+ of two French projects regarding return and the fight against crime related to illegal immigration respectively. First meetings held in September. Approval by SCIFA+ of Italian Airport project. First meetings held in October. Approval by SCIFA+ of project from the United Kingdom regarding detection equipment and Serbia-Montenegro.	Further meetings for all projects, operations to be carried out in airport project.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MANAGEMENT OF EXTERNAL BORDERS					
11. (32)	Creation of a network of liaison officers	End 2002	SCIFA+	Network of national immigration liaison officers established in the Western Balkans (Council conclusions, May 2001). CIREFI document on existing networks of liaison officers. Approval of Presidency proposal for procedure in SCIFA+ on 22 July 2002. Extension of the list of countries to submit reports. Presidency report on the current level of co-operation between liaison officers in third countries, including suggestions for improvement, discussed in SCIFA + 22 October and SCIFA 5 –6 November 2002.	Belgian project on the Western Balkan Network to be started in December 2002. To be finalised December 2003. Adoption of conclusions based on the Presidency report at JHA Council 28 November 2002.
12. (32)	Common risk analysis model	June 2003	SCIFA+/Frontiers Working Party/Europol	Schengen catalogue on border controls, removal and readmission. First discussion in SCIFA+ on 22 July 2002. Approval by SCIFA+ of Finnish project. Questionnaire answered by CIREFI, EUROPOL and Frontiers Working Party. Several meetings in project drafting group.	Finnish project to be finalised before the end of 2002.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
MANAGEMENT OF EXTERNAL BORDERS					
13. (32)	Establishment of a common core curriculum for border guard training	June 2003	SCIFA+	Training financed by Odysseus and Oisin programmes. Approval by SCIFA+ on 22 July 2002 of Austrian and Swedish initiative. Several meetings in project group. Questionnaire regarding national curricula submitted to the Member States.	Further meetings in project group and among all Member States.
14. (32)	Consolidation of European provisions concerning borders	June 2003	Commission	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+. Commission Communication of 9 September 2002 on small border traffic. Presentation of Communication in Visa and Frontiers Working Party.	Commission proposal for amendment to Common Manual January 2003.
15. (32)	Burden-sharing between Member States and the Union for the management of external borders	June 2003	Commission	Presentation by Commission 22 July 2002 in SCIFA+. Commission Expert meeting 29 July 2002 on questionnaire. Answers to questionnaire submitted by the Member States to the Commission.	Commission study taking account of the geographical aspects. Commission interim report early November 2002 for debate at JHA Council November 2002. Final report June 2003

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
RELATIONS WITH THIRD COUNTRIES					
16. (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		HLWG	Drafting of a clause on joint management of migration flows within HLWG. Clause integrated in Council Conclusions adopted 18 – 19 November 2002 by GAERC, see point 17.	Inclusion of the clause in future Community agreements
17. (34, 35)	Assessment of relations with third countries	No deadline - a permanent process	High Level Working Group/ CIREFI	Joint meetings of CIREFI experts and representatives from the Maghreb countries, candidate countries, Ukraine and Balkan countries. 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 cooperation. 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. Joint meeting of CIREFI experts and representatives from Candidate Countries 4 December 2002.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
LEGISLATIVE FRAMEWORK					
18. (37)	Dublin II Regulation	December 2002	Council	Several readings in working party and discussion in informal drafting group and SCIFA/Coreper during Danish Presidency. Negotiation of separate articles at JHA Council on 15 October 2002.	Political agreement at JHA Council November 2002
19. (37)	Minimum standards for qualification and status as refugees	June 2003	Asylum Working Party	Several readings in working party. Several discussions in SCIFA during Danish Presidency and negotiation of separate articles in JHA Council on 15 October 2002.	Further discussion of outstanding issues at JHA Council in November 2002. Possible political agreement on parts of the Directive.
20 (37)	Family reunification	June 2003	Working Party on Migration and Expulsion	Several readings of revised Commission proposal in working party and in SCIFA on 5 – 6 November 2002.	Further examination in working party. Discussion of outstanding issues at JHA Councils in December 2002. Possible political agreement on parts of the Directive.
21. (37)	Status of long-term residents	June 2003	Working Party on Migration and Expulsion/SCIFA	Several readings in working party. Examination by SCIFA on 23 July 2002 and 25 September 2002. Discussion on separate articles at JHA Council on 15 October 2002.	Further examination in working party and possible discussion on separate Articles at JHA Council December 2002.

	MEASURE	DEADLINE	BODY RESPONSIBLE	PROGRESS ALREADY MADE	FORTHCOMING WORK
LEGISLATIVE FRAMEWORK					
22. (37)	Common standards for asylum procedures	End 2003	Asylum Working Party	Council conclusions, December 2001. Open debate at JHA Council October 2002.	Amended proposal to be examined by working party.
23. (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.	October 2002	Commission	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. The Council urged the Commission to submit its report before the end of October as stated in the "Seville conclusions". Reference to the importance of the report at meeting in SCIFA on 5 – 6 November 2002 and in Coreper.	Report will be presented by Commission late October 2002. Commission informed that report will be ready late November 2002. Discussion of Commission report foreseen at JHA Council in November 2002.