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EUROPEAN COMMISSION

DIRECTORATE-GENERAL HOME AFFAIRS

Public consultation on EU funding in the area of home affairs after 2013

This document does not represent an official position of the European Commission. It is a tool to explore the views of interested parties. The suggestions contained in this document do not prejudice the form or content of any future proposal by the European Commission.

1. The public consultation process

1.1. Why a consultation on the future of home affairs funding?

The economic and financial crisis has highlighted the fact that Europe's economy is faced with structural weaknesses which threaten its economic and social progress: a low average growth rate, lower employment rates than elsewhere in the world and acceleration in demographic ageing. In EU 2020 – A European strategy for smart, sustainable and inclusive growth (EU 2020 Strategy)¹, the Commission has put forward seven flagship initiatives in order to help the EU get out of the crisis and achieve smart, sustainable and inclusive growth. Home affairs policies make an essential contribution to delivering these initiatives.

The EU budget is a crucial tool for delivering on the EU's policy priorities. As such, the level of spending should reflect the EU's core policy priorities as spelled out in the Treaty of Lisbon and in the Europe 2020 Strategy. This means that the budget should be designed to help deliver smart, sustainable and inclusive growth. It also means directing it towards collective challenges like effective border management, the implementation of policies on asylum and migration and the external projection of the EU. Burden sharing, supporting national administrations and pooling of resources are cost-effective ways of ensuring effective delivery of citizenship policies.

The Communication on the EU Budget Review² presented on 19 October 2010, sets the guiding principles that according to the Commission should underpin long-term budget reform and provides an analysis of horizontal issues such as delivery mechanisms and own resources. The main problems identified in the EU Budget Review are: 1) limited flexibility of EU budget to respond to crises and disasters; 2) insufficient focus on true added value and quality of spending; and 3) the fact that controls are dominated by focus on inputs rather than performance. In order to address these shortcomings, the Commission wants to look at the next budget on the basis of the following 5 principles which are to guide EU budget reform:

- (1) Focus on policy priorities and avoidance of dispersion
- (2) Focus on European added value
- (3) Focus on results
- (4) Solidarity in delivering mutual benefits and
- (5) A reform of the financing of the budget

The EU Budget Review has laid the groundwork for the next Multi-Annual Financial Framework but does not discuss the overall size of the next budget in detail or the share of any policy in that budget. During the first semester of 2011, the Commission will present a communication setting out broad budgetary orientations for the period after 2013, including

¹ Europe 2020 Strategy – A Strategy for Smart, Sustainable and Inclusive Growth, COM(2010)2020 of 3 March 2010: http://europa.eu/press_room/pdf/complet_en_barroso_007_-_europe_2020_-_en_version.pdf

² Communication on the EU Budget Review, COM(2010)700 final of 19 October 2010: http://ec.europa.eu/budget/reform/library/communication/com_2010_700_en.pdf

proposals on the overall breakdown of spending for the future budget of the EU and the structure of the next Multi-Annual Financial Framework.

Home affairs policies have been growing steadily over the last years and their importance has been confirmed by the Stockholm Programme and its Action Plan. Home affairs policies currently include security (prevention of and fight against terrorism and organised crime; police cooperation), migration (legal and irregular immigration; integration; asylum; visa policy) and management of the external borders including return. In a time of low economic growth and budgetary deficits in Member States, resulting in pressure on the EU budget, focus will be on areas where the EU can add value and on complementarity between the EU budget and national budgets. In this context, a fresh look is being at spending priorities in the home affairs area and at the existing delivery mechanisms available to implement home affairs policies.

This public consultation forms part of this reflection process and gives stakeholders the opportunity to present their views to the Commission about how well the existing programmes meet the needs of the home affairs policy area, how efficient they are and how they can be improved to meet future needs and bring more added value. This will give the Commission an insight into the concrete experiences of those working with home affairs programmes, particularly as regards the difficulties they encounter when implementing projects and managing EU funds.

1.2. What is covered by the consultation?

The consultation covers both general questions about the future needs of the home affairs policy area and more detailed questions about specific policy fields and delivery mechanisms.

1.3. Who can respond to the consultation?

All citizens and organisations are welcome to contribute. Contributions are sought from persons, Member States, EU Institutions, local, regional and national authorities, international organisations, intergovernmental and non-governmental organisations, academic institutions, third countries, social partners and civil society, and in particular organisations experienced with the financial programmes in support of home affairs policies.

1.4. How to contribute?

This consultation will be 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).

Answers to the consultation should normally be completed online. It is not necessary to reply to all the questions. You can reply only to the questions relating to your activities, experience or expertise. However, the consultation must be completed in one session, as it is not possible to save comments and responses entered, and return to them later. Moreover you will be automatically disconnected after 90 minutes of inactivity. Therefore if you would like to take time completing the consultation, it is recommended that you prepare your answers in a working document from which the final version can be copied into the online consultation.

Enquiries about this consultation should be sent by e-mail to home-funds-consultation@ec.europa.eu or to the following address: European Commission, DG Home Affairs, Unit 01 "Coordination and Planning, Interinstitutional relations" (LX46 04/059), Rue de Luxembourg 46, 1049 Brussels, Belgium.

1.5. What next?

A report summarising the main outcomes of the public consultation will be made available on the internet on the Commission's website. The results of the consultation will feed into the Commission's preparation of the legislative proposals for funding in the area of home affairs after 2013. Publication will be regarded as an acknowledgment of receipt of your contribution by the Commission.

Since the launching of the Register for Interest Representatives³ (lobbyists) in June 2008 as part of the European Transparency Initiative, organisations have been invited to use this Register to provide the European Commission and the public at large with information about their objectives, funding and structures. It is Commission policy that submissions from organisations will be considered as individual contributions unless the organisations have registered. If authors object to the publication of their personal data on the grounds that such publication would harm their legitimate interests, contributions may still be published in anonymous form.

2. Home Affairs policies in the wider political and strategic context

Home affairs policies have been steadily growing over the last years and their importance has been confirmed by the Stockholm Programme⁴ and the Action Plan Implementing the Stockholm Programme⁵. This is also reflected by the number of high level initiatives included in the Commission Working Programme of 2010⁶. Home affairs policies aim at ensuring that all sorts of activities necessary and beneficial to the economic, cultural and social growth of the EU may develop in a stable, lawful and secure environment. The end is to create an area without internal borders where EU citizens and third-country nationals may enter, circulate, live and work, bringing new ideas, capitals and knowledge, innovation or filling gaps in the national labour markets.

The implementation of the Stockholm Programme, as reflected in its Action Plan, is a strategic priority for the next five years. The entry into force of the Treaty of Lisbon⁷ enables the Union to demonstrate greater ambition in responding to the day-to-day concerns of citizens, including in the area of freedom, security and justice.

³ The Register can be found at: <https://webgate.ec.europa.eu/transparency/regrin/welcome.do>

⁴ 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

⁵ Action Plan Implementing the Stockholm Programme, COM(2010)171final of 20 April 2010: http://ec.europa.eu/home-affairs/policies/intro/policies_intro_en.htm

⁶ Commission Work Programme 2010 – Time to Act, COM(2010)135final of 31 March 2010 http://ec.europa.eu/atwork/programmes/index_en.htm

⁷ Treaty of Lisbon, Official Journal of the European Union, 2008/C115 of 9 May 2008: <http://eur-lex.europa.eu/JOHtml.do?uri=OJ:C:2008:115:SOM:en:HTML>

(a) A pre-requisite of economic recovery

An EU migration policy can create the conditions for modernising labour markets by promoting a forward-looking and comprehensive labour migration policy which would respond in a flexible way to the priorities and needs of the EU economy. The Europe 2020 Strategy states that the employment rate of the population aged 20-64 in the EU should increase from the current 69% to at least 75% by 2020 and that this should be encouraged, among others, through a better integration of migrants in the work force. Moreover, the Europe 2020 Strategy calls for the development of a new EU agenda for migrants' integration to allow them to take full advantage of their potential.

The Treaty of Lisbon provides a new legal basis for measures in support of Member States policies for the integration of legally residing third-country nationals. The Stockholm Programme states that these policies should be supported through the further development of structures and tools for knowledge exchange and coordination with other relevant policy areas, such as employment, education and social inclusion.

Economic activity can only thrive in a stable and secure environment. DG Home Affairs policies aim at ensuring that all sorts of activities necessary and beneficial to the economic, cultural and social growth of the EU may develop in a stable, lawful and secure environment. Internal security is therefore a precondition for economic recovery. The Commission's Communication on an Internal Security Strategy⁸ sets out the EU's objectives in this area. It identifies the following five strategic objectives and outlines a series of actions for each of them: 1) to disrupt international crime networks threatening our society; 2) to prevent terrorism and address radicalisation and recruitment; 3) to raise levels of security for citizens and businesses in cyberspace; 4) to strengthen security through border management; and 5) to increase Europe's resilience towards crises and disasters.

The protection of the EU's external borders and the fight against organised crime, corruption and terrorism are key elements for ensuring the security of Europe. In this context, the Europe 2020 Strategy provides for increased attention to the protection of intellectual property and the conditions for enforcing intellectual property rights as way of supporting and protecting the Single Market.

(b) A core element of the EU's external dimension

The Europe 2020 Strategy calls on the EU to make full use of its external policy instruments to foster European growth through participation in world trade and to build strategic relationships with emerging economies to discuss issues of common concern, promote regulatory and other co-operation and resolve bilateral issues. By their nature, home affairs policies play a very important role in the external dimension of the EU. The development of our activities, including a substantial reinforcement of our capacity to dispose of financial leverage in our international negotiations, is therefore of crucial importance in matching the EU's ambition to act as a strong player on the world stage. The Common Visa Policy

⁸ The EU Internal Security Strategy in Action: Five steps towards a more secure Europe, COM(2010)673 final of 22 November 2010: http://ec.europa.eu/commission_2010-2014/malmstrom/archive/internal_security_strategy_in_action_en.pdf

constitutes one of the areas in which the EU can use its leverage to enhance mobility in a secure environment to the benefit of both the EU and its partners.

The Stockholm Programme confirmed the need for the EU migration policy to be an integral part of EU external policy and the Global Approach to Migration as the strategic framework for this purpose. The EU should use the Strategy and instruments of the Global Approach to support the Europe 2020 objectives of smart, sustainable and inclusive growth and social inclusion in partnership with third countries.

In the area of security, the EU also needs to position itself as a global player. Recent developments concerning the exchange of data between the EU and third countries for law enforcement purposes (Passenger Name Records, Terrorist Financing Tracking Programme) show a growing need for EU action in this area, in full respect of the fundamental rights, in particular the right to privacy.

The Lisbon Treaty contains a new provision for a "solidarity clause" which provides that the Union and its Member States shall act jointly in a spirit of solidarity if a Member State is the object of a terrorist attack or the victim of a natural or man-made disaster. The EU therefore needs to reinforce its capacity to react quickly and effectively when such crises arise.

3. Overall situation and financial management in DG HOME

The share of funding for home affairs in the EU budget is relatively small but has been growing steadily. According to the latest figures available (budget amendments and budget 2011), the budget for home affairs policies in the period 2007-2013 amounts to EUR 6 449 million⁹. Home affairs policies are funded under Heading 3a "Freedom, Security and Justice" of the EU budget which represents 0,77% of the total EU budget (ceilings current financial framework). It should be noted that these figures cover not only home affairs financial programmes, but also funding for large-scale IT systems (VIS, SIS) and agencies¹⁰. Full details are provided at Annex 1.

The main instrument in support of home affairs activities is the **General Programme "Solidarity and management of migration flows"** (2007-2013: EUR 4 032 million) which comprises four Funds (European Fund for the Integration of Third Country Nationals, European Refugee Fund, External Borders Fund, European Return Fund), each with its own legal basis. The following principles underpin the General Programme: fair sharing of responsibility between Member States, solidarity towards all Member States, support for the establishment of common strategic objectives, pooling of resources and operational capacity, mutual trust.

The four aforementioned Funds are mainly implemented under the shared management mode, whereby the Member States' administrations (at national, regional and local level) choose

⁹ Figures provided are commitment appropriations expressed in current prices and based on latest figures available (including all budget amendments 2007-2010 and 2011 budget).

¹⁰ The agencies which fall under DG Home Affairs' responsibility are: European Police College (CEPOL), European Police Office (EUROPOL), European Agency for the Management of Operational Cooperation at the External Borders (FRONTEX), European Asylum Support Office (EASO) and the Agency for Large-scale IT Systems (2012).

which projects to finance and take responsibility for day-to-day management, although the Commission bears ultimate responsibility. Although the shared management mode is generally considered the appropriate mode for the implementation of the Funds, some shortcomings have been identified: on the one hand, the combination of annual programmes with a multiannual framework is difficult to manage; and on the other hand, the calculation of the annual distribution of allocations between Member States hinders adequate multi-annual planning. It is worth noting that the Funds under the General Programme "Solidarity and management of migration flows" are very similar to the four "Structural Funds"¹¹ which allow the European Union to grant financial assistance to resolve structural economic and social problems in the field of cohesion policy. The lessons learnt from the implementation of the Structural Funds should therefore be taken into account in the design of new home affairs Funds.

The **General Programme on "Security and Safeguarding Liberties"** is the main instrument for funding in the area of internal security (period 2007-2013: EUR 745 million). It is implemented under the centralised direct management mode whereby the budget implementation tasks are performed directly by the Commission itself in particular through grant agreements with final beneficiaries. However, the administrative workload corresponding to this management mode is heavy for both the Commission and beneficiaries and not necessarily proportionate to the money at stake.

The **external dimension of Home Affairs policies** is currently supported through geographic and thematic external instruments under budget heading 4 "EU as global player"¹² which are programmed and managed by the Directorates-General of the RELEX family. The exception is the Thematic Programme "Cooperation with Third Countries in the Area of Migration and Asylum" under the Development Cooperation Instrument (DCI) which is programmed by DG Home Affairs and DG RELEX and constitutes the main instrument in support of the external dimension of migration and asylum policies. This programme is relatively small, with an average annual budget of EUR 55 million (period 2007-2013: EUR 384 million). The programme's objectives cover the different facets of migration management policy but because it has its legal basis in the Development Co-operation Instrument, it is increasingly perceived as pursuing mainly EU Development policy rather than home affairs policies. It does therefore not fully meet DG Home Affairs' political priorities and needs. Of interest is also the Instrument for Stability, which supports actions in third countries in policy areas such as crisis management, counter-terrorism, the fight against organised crime or police cooperation.

Overall, the existing financial instruments and their management modes in the home affairs policy area are too complex. There is therefore a need for simplification. There is also a need for enhanced coherence and for making a more strategic use of such instruments so that they respond more effectively to political priorities and needs.

¹¹ More information on the "Structural Funds" can be found at: http://ec.europa.eu/regional_policy/funds/prord/sf_en.htm

¹² Instrument for Pre-Accession Assistance, the European Neighbourhood and Partnership Instrument, European Development Fund, Development Cooperation Instrument, Instrument for Stability.

4. Home affairs in detail, by policy area

(i) Immigration and asylum

Under the common immigration policy, the EU aims to manage legal immigration more effectively and to support better integration of third-country nationals. The **European Fund for the Integration of third-country nationals** (EIF) provides a rather flexible framework for the development and implementation of national integration strategies for third-country nationals in all aspects of society. In addition, the EIF can co-finance national actions in third countries (i.e. pre-travel measures) but little use has been made of this possibility by Member States so far. It cannot, however, co-finance specific needs of Member States, in particular in relation to different target and irregular migration. The EU external dimension of the legal migration cycle is also not covered by its scope.

The **European Refugee Fund** (ERF) supports capacity building for the asylum systems of Member States in general, the voluntary efforts of Member States to provide a durable solution in their territories to refugees and displaced persons identified as eligible for resettlement by the UNHCR and the intra-EU transfer of refugees on a voluntary basis by Member States. The European Refugee Fund also includes an annual reserve of EUR 9,8 million to support emergency measures in Member States facing situations of particular pressure, characterised by the sudden arrival at particular points on the borders of a large number of third-country nationals who may be in need of international protection. However, the emergency mechanism fails to fully and efficiently address the urgent needs of the Member States as the duration of measures is limited to six months and their triggering is administratively burdensome (requiring a revision of the annual programme).

The European Refugee Fund also provides financial incentive to Member States for the resettlement of specific categories of refugees (mainly vulnerable groups) on the basis of a "pledging" exercise in the form of a fixed amount, which seems to contribute successfully to the development of an EU resettlement policy. Because the allocations for resettlement are primarily taken from the total European Refugee Fund envelope, increasing resettlement reduces the allocations available for other actions under the national annual programmes of the Member States. The European Refugee Fund does not foresee any additional financial incentive for the intra-EU transfer of beneficiaries of international protection ("relocation"). Such operations have therefore been financed so far with the support of European Refugee Fund Community Actions (centralised direct management). The external dimension of the common asylum policy is also not covered by this instrument.

The **European Return Fund** (RF) supports all operations from Member States in the field of voluntary and forced return and joint return management between Member States. However, it does not support pre-removal reception/detention conditions or more general measures to reduce irregular migration. The Fund also does not cover funding for activities in third countries in support of the EU's return policy.

(ii) Migration and border management

For the further development of an integrated border management system, the 2008 border package foresees the development of new tools, including the latest technology (including

biometric identifiers); reinforcing the capacity of FRONTEX and building interoperable systems to improve intelligence-led border control management.

Various new developments to be implemented at the level of Member States in this policy area can be co-financed by the **External Borders Fund** (EBF), such as the entry/exit system, the registered travellers programme and EUROSUR. In the area of visa policy, the EBF can support national measures to implement the common visa policy including through co-operation with other Member States. It also supports Commission led-policy development efforts (studies, pilot projects) and stimulates new forms of consular co-operation such as common application centres.

However, the External Borders Fund cannot provide support for measures regarding migration controls (in land) and flanking measures regarding the prevention of irregular immigration, document management (databases on residence permits), false documents and the co-operation and data exchange with the wider law enforcement community within the framework of an internal security agenda.

Also, the External Borders Fund focuses on supporting the internal policies of the EU and the Member States and does not provide third countries with assistance to implement measures relating to migration and border management in the interest of the EU (i.e. implementation of EU readmission agreements) nor do they support capacity building by the third countries themselves.

The Schengen Facility provides temporary financial support to new Member States joining the EU by financing actions at the new external borders of the Union for the implementation of the Schengen acquis and external border control. In the period from 2004 to 2007, the Schengen Facility provided support to Estonia, Hungary, Latvia, Lithuania, Poland, the Slovak Republic and Slovenia. From 2007 to 2009, the Cash Flow and Schengen Facility assisted Romania and Bulgaria by financing specific actions at the new external borders of the EU and to improve the cash flow of the national budgets of these Member States. It is important for there to be sufficient funding to ensure the security of the EU's new external borders in case of future enlargements.

As to large-scale IT systems, the current financial means under the Visa Information System (VIS) and Schengen Information System (SIS) budget lines for the development of the common part of the large scale IT systems are adequate and there is coverage for the future IT-Agency (2012). The development, testing and implementation at national level can be co-financed by the External Borders Fund. There is scope for future IT systems provided that they are required.

(iii) Internal security

In the area of internal security, the EU's objective is to enhance law enforcement cooperation between Member States and prevent and combat terrorism and organised crime, in order to provide a high level of security for citizens. Policy needs and related actions until 2020 were presented in the Communication on the Internal Security Strategy. The main financial instrument in support of internal security is the **General Programme on Security and Safeguarding Liberties** which funds European cross-border cooperation in law enforcement,

crime prevention, criminology and statistics, critical infrastructure protection, reducing chemical, biological, radiological and nuclear (CBRN) threats and related activities.

The General Programme consists of two specific programmes: **ISEC (Prevention of and the fight against Crime)** and **CIPS (Prevention, Preparedness and consequence management of Terrorism and other Security-related risks)**, administered under the centralised direct management mode. This set-up is not considered fully satisfactory because funding is too small-scale and dispersed; it is inadequate to finance operational cooperation which requires a quick response. In addition, the administrative workload for both Commission and Member States to administer the programmes is heavy and not necessarily proportionate to the value of funding provided. It should also be noted that there are no provisions for actions in third countries: the external dimension is not covered. In addition, there is a need for more financial support for training and to expand the role of CEPOL in this respect. New policies such as crisis management (e.g. solidarity in case of terrorist attack) should be covered.

Neither of these programmes cater for the external dimension of their respective policy areas (for example, cooperation with third countries in the fight against trafficking in human beings is mainly supported by the Thematic Programme "Cooperation with Third Countries in the Area of Migration and Asylum" managed by EuropeAid).

(iv) External dimension

DG Home Affairs has limited experience with programming and implementation of external assistance. Most of the financial assistance to third countries and partner regions in the area of Home Affairs falls under budget heading 4 "EU as a global player" and is therefore managed by the RELEX family Directorates-General (EuropeAid, ELARG, RELEX and DEV). These instruments are designed to mainly cater for other policy objectives (enlargement, development, neighbourhood policy) and not to support primarily the external dimension of Home Affairs policies. Moreover, as a rule EU funding essentially qualifies as Official Development Assistance (ODA) and must therefore by definition target the needs and priorities of the beneficiary countries, not the interests of donors. However, there is a clear need to increase the EU's leverage in order to allow it to achieve its own policy priorities and to cater for the EU's interests, such as security and migration management, even when these are not a priority for the partner countries.

With regard to the Funds managed by DG Home Affairs, the General Programme "Solidarity and management of migration flows" allows for the funding of some small-scale activities in third countries. However, these actions are small-scale and do not adequately address the external dimension of home affairs policies. The Funds in the area of internal security do not currently support cooperation measures with third countries.

Most of the EU's external assistance is provided through geographic programmes, which are programmed in close partnership with partner countries according to their first priorities and needs, which very often do not comprise home affairs policy areas such as migration management. The main instrument to provide assistance to third countries in the context of the Global Approach to Migration is the Thematic Programme "Cooperation with Third Countries in the Area of Migration and Asylum" under the Development Cooperation Instrument (DCI). This Thematic Programme has five main objectives: to foster links between migration and development, promote labour migration, fight against illegal migration,

protection of asylum seekers and refugees and protection of migrants' rights. It is managed by EuropeAid, with DG Home Affairs and DG RELEX being co-responsible for its programming. Although the Programme's main focus is to manage migratory flows to the EU, it faces growing pressure to emphasise its development component to the detriment of more security-related aspects of the migration phenomena and EU first priorities. Other drawbacks are that the Programme is quite small and covers a wide geographical area: its resources are therefore thinly spread, preventing its strategic use. Finally, the Programme does not deal adequately with the nexus between the internal and external dimension of migration policy. As regards other Home Affairs policy areas such as security, crisis management, counter-terrorism or the fight against organised crime, reference should be made to the Instrument for Stability, which supports action in third countries in those areas. However, contrary to the Thematic Programme on Migration and Asylum, DG Home Affairs role in its programming is minimal and therefore its priorities are not truly reflected in the programme's implementation.

Although geographic instruments are increasingly being used to support activities related to migration and asylum, their use is weak and uneven. The financial incentives available to third countries to engage with the EU on issues of primary concern for EU/Member States which are not priority for those third countries (e.g. readmission, fighting irregular migration, reinforcing border management) are very limited and clearly insufficient. Current funding is also insufficient to provide substantial and stable support to other instruments of the Global Approach to Migration such as Mobility Partnerships and Regional Protection Programmes. There is also a lack of structured information concerning Member States' assistance activities in third countries and there is an increased demand from Member States to use EU financial assistance to deploy Member States' experts on Home Affairs projects in third countries. Other Thematic Programmes under the DCI and the Instrument for Stability also allow some funding of the external dimension. In relation to security issues, the external dimension is also insufficiently catered for. There is a clear need for substantial funding of operations in third countries with a direct impact on EU internal security and with a focus on new forms of transnational crime.

The external dimension of DG Home Affairs policies should also be seen in the context of the reorganisation of EU external relations brought about by the Treaty of Lisbon, in particular the role played by High Representative/Vice-President Ashton as the overall political coordinator of the EU's external action and the creation of the European External Action Service (EEAS) which will naturally have an impact on the programming and management of external aid instruments.

More information about home affairs policies can be found on the pages of DG Home Affairs on the Europa-website: http://ec.europa.eu/dgs/home-affairs/index_en.htm

Annex 1: Overview of funding managed by DG Home Affairs (2007-2013) - figures in million euro, current prices								
General Programme Solidarity and Management of Migration Flows	2007	2008	2009	2010	2011	2012	2013	Total
European Refugee Fund (1)	78,3	82	107,79	102,65	104,03	104,03	122,83	701,63
External Borders Fund	170,3	170	186	208	254	349,6	481,7	1819,6
European Fund for the Integration of Third-country Nationals	65	78	98	111	132	163	183	830
European Return Fund	0	56	67	88	114	163	193	681
Total	313,6	386	458,79	509,65	604,03	779,63	980,53	4032,23
General Programme Security and Safeguarding Liberties	2007	2008	2009	2010	2011	2012	2013	Total
Prevention, preparedness & consequence management of terrorism	12,84	15,38	19,77	20,52	24,4	23,68	25,58	142,17
Prevention of and fight against crime	45,16	53,62	72,86	86,38	109,6	118,32	121,42	607,36
Total	58	69	92,63	106,9	134	142	147	749,53
Agencies	2007	2008	2009	2010	2011	2012	2013	Total
FRONTEX	38,75	68	78	83	78	78	78	501,75
Agency for the operational management of large-scale IT Systems	0	0	0	0	5,45	54,5	39,4	99,35
EASO	0	0	0	5,25	8	12	15	40,25
Europol	0	0	0	79,72	83,47	84	85	332,19
European Police College	7,44	8,7	7,8	7,8	8	8,8	9,2	57,74
European Monitoring Centre for Drugs and Drug Addiction	13	13,4	14,15	14,8	15,17	15,75	16,1	102,37
Total	59,18	90,1	99,95	190,57	198,09	253,05	242,7	1133,65
Pilot Projects	2007	2008	2009	2010	2011	2012	2013	Total
Preparatory action — Migration management — Solidarity in action	15	0	0	0	0	0	0	15
Creation of network of contact & discussion between municipalities	0	0	0	0	1,5	0	0	1,5
Total	15	0	0	0	1,5	0	0	16,5
Large-scale IT Systems	2007	2008	2009	2010	2011	2012	2013	Total
Schengen information system	20	26,62	39,28	35	30	(2)	(2)	150,9
Visa information system (VIS)	43,23	20	35,70	21	21,2	54,5	82,6	278,23
Eurodac	2	8	2	2	1,5	(2)	(2)	15,5
Total	65,23	54,62	76,98	58	52,7	54,5	82,6	444,63
Other	2007	2008	2009	2010	2011	2012	2013	Total
European Migration Network	3	6,5	8,8	7,5	7,5	8	8	49,3
Prince — Area of freedom, security and justice (communication)	2,2	3,91	2,5	2,6	2,7	2,8	2,9	19,61
Evaluation and impact assessment	0,5	0,5	0,45	0,45	0,55	0,6	0,6	3,65
Total	5,7	10,91	11,75	10,55	10,75	11,4	11,5	72,56
TOTAL DG HOME AFFAIRS	516,72	610,63	740,10	875,67	1001,07	1240,58	1464,33	6449,09

(1) European Refugee Fund (ERF) includes "Emergency measures in the event of mass influxes of refugees" for a total of 69,9 million EUR for 2007-2013. 2007 figures refer to ERF II

(2) Funding for SIS and Eurodac in 2012-2013 is covered by VIS budget line

SURVEY

I. Identification of respondents

Are you replying?

<i>As an individual</i>	<i>On behalf of an organisation</i>
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Please specify your country of residence

	<i>In the EU</i>	<i>Outside the EU (please specify)</i>
<i>Country of residence</i>	<i>Austria Belgium Bulgaria Cyprus Czech Republic Denmark Estonia Finland France Germany Greece Hungary Ireland Italy Latvia Lithuania Luxembourg Malta Netherlands Poland Portugal Romania Slovakia Slovenia Spain Sweden</i>	

	United Kingdom	
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b) If you are replying on behalf of an organisation:

Is your organisation registered in the EU Register of Interest Representatives?

<i>Yes</i>	<i>No</i>
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If yes, please provide your Register ID number.

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Please provide your full name / name of your organisation.

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Please provide an email and postal address for your organisation:

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What type of organisation is it?

<i>Non-governmental organisation (NGO)</i>	
<i>International organisation</i>	
<i>National public authority</i>	
<i>Regional or local authority or public body</i>	
<i>Research institute, academic institution or think tank</i>	
<i>Business organisation or a private company</i>	
<i>Other</i>	

If 'Other', please specify.

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Does your organisation co-finance or benefit (or has it in the past) from any financial contributions from EU funding under the home affairs instruments mentioned in this consultation?

<i>Yes</i>	<i>No</i>
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If yes, please specify:

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II. Questions:

SECTION A – FUNDING IN THE HOME AFFAIRS AREA

Question A1: Added value of financial intervention at EU level

Added value is a key test to justify spending at EU level. The European dimension can maximise the efficiency of Member States' finances and to help reduce total expenditure. As a consequence the EU budget should be used to finance public goods, actions that Member States cannot finance themselves, or where it can secure better results. It is therefore necessary to identify those areas where spending at EU level can deliver a better deal for citizens than spending at national level.

In your opinion, for which home affairs policies can EU funding generate the biggest EU added value? Please rank the following home affairs policies in order of importance (1= most important, 8 least important):

	<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>
<i>Prevention of and fight against terrorism and organised crime</i>								
<i>Law enforcement (police cooperation and access to information)</i>								
<i>Legal migration and integration of third-country nationals</i>								
<i>Building a Common European Asylum System</i>								
<i>Fight against irregular migration</i>								
<i>Visa policy</i>								
<i>Integrated border management</i>								
<i>Return</i>								

If you wish to elaborate, please use the box below.

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Question A2: Sources of funding

In times of severe and long-term budgetary constraints, coordination between the EU and national budgets is crucial for the sake of economic governance, transparency and efficiency of public spending. Focus should therefore be on complementarity between the EU and national budgets.

In your opinion, where should funding for Home Affairs policies come from?

	<i>EU Budget</i>	<i>National Budgets (Member States)</i>	<i>Public- Private Partnership</i>
<i>Prevention of and fight against terrorism and organised crime</i>			
<i>Law enforcement (police cooperation and access to information)</i>			
<i>Legal migration and integration of third-country nationals</i>			
<i>Building a Common European Asylum System</i>			
<i>Fight against irregular migration</i>			
<i>Visa policy</i>			
<i>Integrated border management</i>			
<i>Return</i>			

If you wish to elaborate, please use the box below:

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Question A3: Evolution of funding for Home Affairs policies

The share of funding for Home Affairs in the EU budget is relatively small but has been growing steadily. The total budget for Home Affairs policies in the period 2007-2013 amounts to EUR 6 449 million (commitment allocations, current prices). At EUR 875.67 million, DG Home Affairs' 2010 budget represents a share of 0.62% of the overall EU budget. It should be noted that these figures cover not only Home Affairs financial programmes, but also funding for large-scale IT systems (VIS, SIS) and agencies.

For which of the following (existing) Home Affairs policies should financial support be maintained, discontinued, increased or ceased beyond 2013?

	<i>Maintain current level of funding</i>	<i>Decrease current level of funding</i>	<i>Increase level of funding</i>	<i>Stop funding</i>	<i>No opinion</i>
<i>Prevention of and fight against terrorism and organised crime</i>					
<i>Law enforcement (police cooperation and access to information)</i>					
<i>Legal migration and integration of third-country nationals</i>					
<i>Building a Common European Asylum System</i>					
<i>Fight against irregular migration</i>					
<i>Visa policy</i>					
<i>Integrated border management</i>					
<i>Return</i>					

If you wish to elaborate, please use the box below:

SECTION B – FUTURE NEEDS

Question B1: Future needs - immigration and asylum

The common immigration policy aims at managing legal immigration more effectively and supporting better integration of third-country nationals. The prevention and control of irregular immigration and related criminal activities constitute an essential counterpart to the development of a common policy on legal immigration. In the area of asylum, the priority is the completion of the Common European Asylum System by adopting higher common standards of international protection, supporting practical cooperation and increasing solidarity within the EU and between the EU and third countries.

Please indicate to what extent you agree with the following statements concerning the future funding needs in the area of the common immigration and asylum policies:

	<i>Strongly agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>No opinion</i>
<i>Support the capacity building for the asylum systems of the Member States and the integration of refugees and persons enjoying subsidiary protection</i>					
<i>In the context of voluntary burden sharing with third countries hosting large numbers of refugee, funding should be available for the re-settlement of refugees identified as eligible by the UNHCR</i>					
<i>In the context of voluntary burden sharing with third countries hosting large numbers of refugees, funding should be available for the intra-EU transfer of beneficiaries of international protection ("relocation")</i>					
<i>Support the development and implementation of national integration strategies for third-country nationals mainly through the "Common Basic Principles"</i>					
<i>Support development and implementation of admission</i>					

<i>procedures for third-country nationals</i>					
<i>Support capacity building for the integration policies in the Member States and the exchange of experience and good practice between Member States</i>					
<i>Support the implementation of actions in third countries (pre-departure measures, etc.)</i>					
<i>Additional funding should be available for the prevention and control of irregular immigration and related criminal activities (trafficking in human beings etc.)</i>					
<i>Funding should be available to support pre-removal reception/detention facilities to reduce irregular immigration</i>					

Which additional new needs or activities in the area of immigration and asylum (including integration of third country nationals) will need to be covered after 2013 and why? Please use the box below:

Question B2: Future needs – Migration and border management

In the area of migration and border management, the EU seeks to further develop an integrated management system in which persons can cross the internal borders without being subject to checks, persons who do not fulfil the entry conditions are prevented from entering the area of free movement through effective controls and efficient surveillance of its external borders and all necessary flanking measures are taken. It does this through the use of new tools, including the latest technology (including biometric identifiers); reinforcing the capacity of the FRONTEX Agency and building interoperable large-scale IT systems to improve intelligence-led border control management (second generation of the Schengen Information system and the Visa Information System). The EU also supports a return policy for persons in all its dimensions through the use of the concept of integrated return management, with a preference to voluntary return. The common visa policy aims to facilitate legitimate travel but to prevent persons who do not fulfil the entry conditions from entering the EU area of free movement by tackling irregular immigration, fighting against visa fraud, and improving local consular cooperation.

Please indicate to what extent you agree with the following statements concerning the future funding needs in the area of the migration and border management:

	<i>Strongly agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>No opinion</i>
<i>Measures aimed at migration controls (in-land) should receive financial support</i>					
<i>Funding should be available to support flanking measures regarding the prevention of irregular immigration including trafficking, document management, false documents, as well as cooperation and data exchange with the wider law enforcement community</i>					
<i>There should be sufficient funding to ensure the security of the EU's new external borders in case of future enlargements (Croatia, Iceland, etc.)</i>					

Which additional new needs or activities in the area of migration and border management will need to be covered after 2013 and why? Please use the box below:

Question B3: Future needs – Internal security

In the area of internal security, the EU's objective is to enhance law enforcement cooperation between Member States and prevent and combat terrorism and organised crime, in order to provide a high level of security for citizens. The EU Internal Security Strategy in Action presented on 22 November 2010 sets out policy needs and related actions until 2020. It identifies the following five strategic objectives and outlines a series of actions for each of them: 1) to disrupt international crime networks threatening our society; 2) to prevent terrorism and address radicalisation and recruitment; 3) to raise levels of security for citizens and businesses in cyberspace; 4) to strengthen security through border management; and 5) to increase Europe's resilience towards crises and disasters.

Please indicate to what extent you agree with the following statements concerning the future funding needs in the area of internal security, i.e. the prevention of and fight against terrorism and organised crime, and law enforcement (police cooperation and access to information):

	<i>Strongly agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>No opinion</i>
<i>Funding should be available to support crisis management</i>					
<i>Additional financial support is needed for training of law enforcement officials</i>					
<i>Funding should be available to support the validation and testing of newly developed security solutions (products, services) with a direct impact on EU internal security</i>					

Which additional new needs or activities in the area of internal security will need to be covered after 2013 and why? Please use the box below:

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Question B4: External dimension

In order to strengthen the Union's area of freedom, security and justice, it is important to develop and implement the external dimension of home affairs policies. This is done by sharing the values of the Area of Freedom, Security and Justice with partner countries and by strengthening the Union's capacity to act as a significant partner in cooperation with third countries and at the regional/international level in the field of migration, asylum, border management and security, including through partnership with third countries in implementing the "Global Approach to Migration".

Please indicate to what extent you agree with the following statements:

	<i>Strongly agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>No opinion</i>
<i>The external dimension of Home Affairs policies receive sufficient financial support to allow the EU to play its role in the world</i>					
<i>Home Affairs funding should be used to support the EU's policy priorities and interests abroad, if possible with active cooperation of third country partners, civil society and international organisations</i>					
<i>There is a need for a more comprehensive approach towards the funding of the internal and external aspects of Home Affairs policies</i>					
<i>The next generation of Home Affairs programmes should incorporate a specific strand dedicated to the external dimension of Home Affairs policies</i>					
<i>Financial support should be available for the negotiation of re-admission agreements with third countries</i>					
<i>Funding should be available to support operations in third countries with a direct impact on EU internal security and on new forms of transnational</i>					

<i>crime</i>					
<i>There should be more financial support for Mobility Partnerships</i>					
<i>There should be more financial support for Regional Protection Programmes</i>					

Which additional new needs or activities in the area of internal security will need to be covered after 2013 and why? Please use the box below:

SECTION C – PRACTICAL COOPERATION AND AGENCIES

Question C1: Practical cooperation

Practical cooperation between Member States is an important aspect of home affairs policies. In the context of practical cooperation, burden sharing between Member States, mutual assistance in case of problems, exchange of best practice between national administrations and the pooling of resources at EU level can be cost-efficient ways of ensuring the delivery of home affairs policies.

In your opinion, in which of the following Home Affairs policies is the possibility of using EU funding to promote practical cooperation between Member States most desirable? (maximum 3 options)

- Prevention of and fight against terrorism and organised crime
- Law enforcement (police cooperation and access to information)
- Legal migration and integration of third-country nationals
- Building a Common European Asylum System
- Fight against irregular migration
- Visa policy
- Integrated border management
- Return

Please explain your choice using the box below:

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Question C2: Role of the agencies

A number of specialised and decentralised EU agencies have been established to support the EU Member States and their citizens. These agencies are an answer to a desire for geographical devolution and the need to cope with new tasks of a legal, technical, scientific or managerial nature. In the area of home affairs, the following agencies currently exist: European Police College (CEPOL), European Police Office (EUROPOL), Agency for the Management of Operational Cooperation at the External Borders (FRONTEX) and European Asylum Support Office (EASO). The Agency for Large-Scale IT Systems is expected to become operational in 2012.

Please indicate to what extent you agree with the following statements concerning the Home Affairs agencies:

	<i>Strongly agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>No opinion</i>
<i>The agencies contribute to the achievement of Home Affairs policies</i>					

<i>The agencies currently receive sufficient financial means to carry out their tasks</i>					
<i>There is scope for more synergy and better cooperation between the agencies, the Commission and the Member States</i>					

SECTION D – DELIVERY MECHANISMS

Question D1: Simplification of delivery mechanisms

The main delivery mechanism for funding in the home affairs area is currently the General Programme "Solidarity and Management of Migration Flows". The European Fund for Integration of third country nationals, the European Refugee Fund, the External Borders Fund and the European Return Fund form part of the General Programme, each with its own legal basis and implemented under the shared management mode (i.e. in co-operation with Member States). The General Programme currently combines a multiannual framework with annual programmes which allows proper consideration of annual evolutions in migratory trends, thereby reinforcing the "solidarity" principle. However, it also means that there are around 100 annual programmes to manage on a yearly basis. The annual distribution of allocations between Member States is based on specific and objective criteria which reflect their situation with regard to the obligations undertaken on behalf of or for the overall benefit of the Union.

In the area of internal security, the General Programme on Security and Safeguarding Liberties funds European cross-border cooperation in law enforcement, crime prevention, criminology and statistics, critical infrastructure protection, reducing chemical, biological, radiological and nuclear threats and related activities. The General Programme consists of the Specific Programmes "Prevention of and the fight against Crime" and "Prevention, Preparedness and consequence management of Terrorism and other Security-related risks". Both Programmes are administered under the centralised direct management mode (i.e. administered directly by the Commission) which results in a significant administrative burden. Funding is quite small-scale with a high overall error rate, dispersed and not adapted to operational cooperation requiring a quick response.

Taking into account the current situation, is there a need to simplify the delivery mechanisms for funding in the Home Affairs area?

<i>Yes</i>	<i>No</i>
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If yes, how could such improvement and/or simplification be achieved?

	<i>Strongly agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>No opinion</i>
<i>Reducing the number of Funds</i>					
<i>Supporting strategic programming in Member States by defining common targets at EU level</i>					
<i>Aligning the strategic programming approach to the one to be put in place for Cohesion policy</i>					
<i>Replacing the combination of a multiannual strategy and annual programmes with a</i>					

<i>multiannual programming document and annual reporting on progress made</i>					
<i>Establishing a performance reserve, i.e. setting aside a limited share of the budget to be allocated in the mid-term to those Member States whose programmes have contributed most to the targets and objectives or for adjustment to unforeseen developments linked to emergency situations, etc.</i>					
<i>Allowing for an increase in the levels of EU co-financing percentages to underpin performance, to promote strategic priorities or to address specific needs of Member States</i>					
<i>Increasing the use of the shared management mode (implementation in cooperation with Member States) rather than grants managed directly by the Commission (direct management mode)</i>					

If you have any suggestions to for the simplification of the Home Affairs financial programmes, please make them using the box below:

SECTION E – FLEXIBILITY

The legal bases of the European Refugee Fund provides for the triggering of an emergency mechanism, in particular in the case of a mass influx of third-country nationals who may be in need of international protection. This mechanism was conceived as a tool to release funding more easily thereby allow the Union to react more quickly to political developments by proposing concrete actions or launching other initiatives of common interest. To date, the emergency mechanism under the European Refugee Fund has been triggered three times, Italy, Greece and Malta in 2008, for Greece and Malta in 2009 and for Greece in 2010.

Question E1: Types of crises

What situations or crises in the Home Affairs area would require triggering the use of an emergency response mechanism?

	<i>Strongly agree</i>	<i>Agree</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>No opinion</i>
<i>Terrorist attack</i>					
<i>Sudden arrival at the EU's external border of a large number of third-country nationals who may be in need of international protection</i>					
<i>Massive influx of irregular immigrants at the EU external border</i>					
<i>Crisis in the processing and/or the reception capacity for asylum-seekers and persons in need of international protection</i>					
<i>Other</i>					

If "Other", please specify:

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Question E2: Existing crisis response mechanism

Are the existing emergency mechanisms adequate for responding rapidly and efficiently to crises in the Home Affairs area?

<i>Yes</i>	<i>No</i>
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If "no", please specify why:

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Question E3: Future crisis response mechanism

Should an emergency response mechanism be incorporated into the next generation of Home Affairs programmes?

<i>Yes</i>	<i>No</i>
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If "no", please specify why:

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SECTION F – ANY OTHER COMMENT

Question F1: Any other comment

We would welcome any other comments you may have about existing and future funding in the Home Affairs area. You can either enter your comments (maximum of 4 000 characters) below or upload a document.