



Funded by  
the European Union



# Designing migration strategies

European Migration  
Network - OECD joint Inform

March 2025

## Disclaimer

This inform has been produced by the European Migration Network (EMN), which comprises the EMN National Contact Points (EMN NCPs) in EMN Member (EU Member States except Denmark) and Observer Countries (NO, GE, MD, UA, ME, AM, RS, MK), the European Commission and is supported by the EMN Service Provider. The inform does not necessarily reflect the opinions and views of the European Commission, the EMN Service Provider or the EMN NCPs, nor are they bound by its conclusions. Similarly, the European Commission, the EMN Service Provider and the EMN NCPs are in no way responsible for any use made of the information provided.

## Explanatory note

This inform was prepared on the basis of national contributions from 28 EMN NCPs (AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LV, LU, MT, NL, PL, PT, SI, SK, SE, GE, RS and UA) collected via an AHQ developed by the EMN NCPs to ensure, to the extent possible, comparability. The information contained in this inform refers to the situation in the abovementioned EMN Member and Observer Countries up to September 2024. Information on non-EU OECD Countries was collected and provided by the OECD.

## Published

March 2025

## Suggested citation

European Migration Network (EMN) 'Designing migration strategies' joint EMN-OECD inform [Date], [URL], last accessed on [day month year].

## For more information

EMN website: <http://ec.europa.eu/emn>

EMN LinkedIn page: <https://www.linkedin.com/company/european-migration-network>

EMN X account: <https://twitter.com/emnmigration>

EMN YouTube page: <https://www.youtube.com/@EMNMigration>

# CONTENTS

<b>1. KEY POINTS TO NOTE</b>	<b>4</b>
<b>2. INTRODUCTION</b>	<b>5</b>
2.1. Context and policy framework	5
2.2. Aim and scope of the inform	7
<b>3. OVERVIEW OF NATIONAL MIGRATION STRATEGIES</b>	<b>7</b>
3.1. Mapping migration strategies of EMN Member and Observer Countries	7
3.2. Institutions responsible for developing migration strategies and consultation processes	10
3.3. Main objectives of the national migration strategies	11
3.4. Interlinks with other relevant strategies	13
3.5. implementation of the national migration strategies	13
<b>4. COMMUNICATION AND DISSEMINATION OF NATIONAL MIGRATION STRATEGIES</b>	<b>14</b>
<b>5. MONITORING AND EVALUATION</b>	<b>15</b>
5.1. Monitoring Process	15
5.2. Process to update the strategy	16
<b>6. CHALLENGES AND GOOD PRACTICES</b>	<b>16</b>
6.1. Challenges in strategy development	16
6.2. Challenges in strategy implementation	17
6.3. Good practices in strategy development	17
6.4. Good practices in strategy implementation	17
<b>7. ANNEX 1: LIST OF OVERARCHING AND SECTORAL MIGRATION STRATEGIES BY COUNTRY AND POLICY FIELD</b>	<b>19</b>



## 1. KEY POINTS TO NOTE

- Twenty-two EMN Member Countries and three EMN Observer Countries have at least one migration strategy, defined as a framework document issued by a government that sets out a strategic approach to migration policy development. Of these, 11 countries have both an overarching migration strategy – which covers at least three different migration policy fields – and at least one sectoral strategy, covering one or two fields related to migration and asylum. Ten EMN Member Countries only have a sector-specific migration strategy.<sup>1</sup> All three EMN Observer Countries have overarching strategies in place.
- The Netherlands indicated that all sectoral strategies are covered within the overarching strategy, while Hungary and Cyprus are currently planning an overarching strategy. Three EMN Member Countries reported having no strategy.
- Among EMN Member Countries, the most common sectors covered by overarching or sectoral strategies include irregular migration, followed by integration, regular migration, asylum, contingency planning and the external dimension. In EMN Observer Countries, the sectors most covered included irregular migration, regular migration, integration and asylum.
- Among EMN Member Countries reporting on strategy development, the Ministry of the Interior is the government actor most commonly responsible for drafting migration strategies (eight countries). Overall, nine EMN Member Countries reported the involvement of relevant stakeholders in defining the objectives of their overarching strategies. In Austria and Bulgaria, overarching strategies were developed based on contributions from interministerial committees, civil society stakeholders and/or external consultative bodies. In the Czech Republic, Bulgaria and Georgia, high-level interdepartmental bodies have been established to develop and implement overarching strategies. In Austria, the broad lines of the country's overarching migration policy were laid out by an independent body including various stakeholders.
- In 13 EMN Member Countries, several ministries and bodies are involved in the drafting process of sectoral strategies depending on their sphere of competence and the sector of the policy. Actors involved include (among others) the Ministry of Development Cooperation, the Ministry of Labour and Social Policy, the Ministry of Foreign Affairs, and national agencies tasked with reception, integration or border management. Seven EMN Member Countries reported that stakeholders were consulted and/or contributed to the definition of their sectoral strategies, among which were local government, the private sector, civil society, international organisations, academics and migrant associations.
- Objectives of the strategies and the methodologies for their formulation vary widely across countries depending on the policy field and the actors coordinating the process. Overarching strategies tend to have more aspirational, flexible and open-ended goals, whereas sector-specific strategies have a more operational and shorter-term perspective. Duration of both overarching and sectoral strategies also differs widely, including strategies that are open-ended, span more than a decade, or cover 4-8 years or a more limited timeframe.
- Eighteen EMN Member Countries and three EMN Observer Countries identified several linkages between their strategies and other strategic policy documents. For example, at national level, Estonia linked its overarching migration strategy to broader national strategies such as its Welfare Development Plan and its Cohesive Estonia Strategy, while Georgia underscored the link between its migration strategy and its Development Strategy of Georgia. At EU and international levels, Greece underlined the linkage between its sectoral integration strategy and the EU Action Plan on Integration and Inclusion, while Italy stressed alignment of its sectoral strategy on migration and development with the 2030 Agenda for Sustainable Development.
- National migration strategies are implemented differently by countries depending on the type of strategy, the institutions responsible for overseeing the strategy, and the policy field. Among those reporting on this aspect, eight EMN Member Countries and three EMN Observer Countries indicated the use of annual action or implementation plans. Other relevant means of implementation include calls for projects and disbursement of funding, legislative procedures, the adaptation of internal work instructions of executive agencies, and/or the involvement of additional stakeholders.
- Six EMN Member Countries have a formal communication strategy in place to disseminate the content of their migration strategies to relevant stakeholders, including the general public and relevant interest groups. Seven countries implemented communications activities or made content available to stakeholders; for example, via live events. Fourteen EMN Member Countries and Georgia indicated the availability of at least one of their strategies (overarching or sectoral) on an institutional website.
- Eighteen EMN Member Countries have a monitoring process to assess the implementation of their national strategy – in most cases, this process is carried out by the authority already in charge of developing the strategy. Monitoring mechanisms range between codified and looser approaches. Fourteen EMN Member Countries reported having updated and/or having a mechanism in place to update their strategies. Cyprus, Estonia, France, Lithuania and Luxembourg linked the update mechanism directly to their monitoring and evaluation processes.
- Seven EMN Member Countries identified challenges in the development of national migration strategies. Key challenges included limited input from target groups of the policy, and reconciling conflicting feedback

<sup>1</sup> Note for the reader: key points provide a summary of the main information contained in the inform. For ease of reading, key points do not contain footnotes. Please note that EMN Member and Observer Countries referred to in the key points are thoroughly listed in the relevant sections.

from stakeholders in consultation processes. Among EMN Observer Countries, Georgia noted the impact of COVID-19 on limiting in-person interaction during a key phase of policy development. As regards implementation, nine EMN Member Countries noted obstacles in relation to the changing migratory context, the need for extensive interdepartmental coordination and the limited involvement of key stakeholders, among other things.

- Good practices in the development of migration strategies were reported by 12 EMN Member Countries. Among other things, these included: the role of (interministerial) coordination bodies in facilitating the exchange and adoption of strategic documents, as well as the adoption of extensive and broad consultation processes. As regards implementation, nine countries highlighted good practices such as new consultative structures, various coordination mechanisms and the creation of new bodies as key elements that facilitated strategy implementation.
- Non-EU Organization for Economic Co-operation and Development (OECD) Countries such as Australia,

Canada and New Zealand generally rely on national migration strategies to set numerical targets for migration. Other non-EU OECD Countries have basic plans that do not specify targets and are more focused on general policy directions. Duration of plans varies across countries. Japan's Basic Plan for Immigration Control – in place since 1992 and revised every five years – has supported implementation of legislative reforms on migration and serves as a guideline for medium- to long-term migration and residency management for foreigners. Similarly, South Korea's Basic Plan for Immigration Policy – covering border control management, nationality and social integration – is drafted every five years with the consultation of relevant national-level administrative bodies. As regards good practices for the update of national strategies, in 2023, Canada's Migration, Refugees and Citizenship Canada launched a wide consultation and review of Canada's immigration system, involving provinces, as well as municipalities and other groups representing municipalities.

## 2. INTRODUCTION

### 2.1. Context and policy framework

Over recent decades, there has been an increase in international migration at a global level. It is estimated that, in 2020, there were around 281 million migrants in the world (3.6% of the global population) – a number that has been increasing over the past five decades.<sup>2</sup> Increasing numbers of people are also displaced due to conflict, persecution, violence or human rights violations, reaching a total of 117.3 million people living in displacement at the end of 2023.<sup>3</sup> In 2023, third-country nationals comprised roughly 6.1% of the total population in the EU and Norway, equal to over 27 million.<sup>4</sup> First-time applications for international protection increased in 2023, surpassing one million for the first time since 2016.<sup>5</sup>

The rise in international migratory movements has made it increasingly important for governments to establish well-managed migration systems that address the opportunities and challenges posed by migration. To ensure governance, this included developing a migration strategy. Migration strategies are not new; for decades, there have been examples of Basic Plans, White Papers, Green Papers and guiding documents<sup>6</sup>. More recently, migration strategies (both overarching and sectoral) linked to political ambitions, agendas and decisions, as well as to international and regional commitments (among other factors), have become even more common.<sup>7</sup>

A **migration 'strategy'** is a framework document issued by a government that sets out a strategic approach to migration policy development. It establishes the rationale behind the migration-related actions of a government and explains 'why' and 'where' to go in terms of migration management.<sup>8</sup> For the purpose of this inform, a migration strategy is an embedded, formal (medium- to long-term) policy framework, as distinct from a political statement of policy direction or migration goals within a programme for government, for example. For the purpose of this inform, an **overarching migration strategy** is a strategy that covers all (or several) relevant areas of migration for the country, including: immigration (regular and irregular immigration, addressing labour market shortages, asylum, reception and integration); emigration (diaspora engagement and reintegration); and internal migration. A **sectoral migration** strategy covers a specific area (or a small number of specific areas) of migration, such as integration, asylum or labour migration.

While some countries have adopted **sectoral migration strategies**,<sup>9</sup> a growing number of countries have developed or are developing **overarching migration strategies**,<sup>10</sup> which cover multiple government departments and aspects of migration, such as: immigration (regular and irregular migration, asylum, reception and integration); emigration (diaspora engagement and reintegration of

2 IOM, 'World Migration Report 2024', 2024, <https://publications.iom.int/books/world-migration-report-2024>, last accessed on 6 September 2024.

3 UNHCR, 'Global Trends 2023', 2023, <https://www.unhcr.org/global-trends>, last accessed on 6 September 2024. Note: this figure includes IDPs, refugees, asylum seekers and other people in need of international protection.

4 European Migration Network (EMN), 'Annual Report on Migration and Asylum 2023', [https://home-affairs.ec.europa.eu/system/files/2024-07/EMN\\_ARM2023\\_final\\_110724\\_0.pdf](https://home-affairs.ec.europa.eu/system/files/2024-07/EMN_ARM2023_final_110724_0.pdf), last accessed on 12 November 2024.

5 Ibid.

6 OECD (2014), 'Managing labour migration: Smart policies to support economic growth', in International Migration Outlook 2014, OECD Publishing, Paris, [https://doi.org/10.1787/migr\\_outlook-2014-6-en](https://doi.org/10.1787/migr_outlook-2014-6-en)

7 MIEUX, 'Why develop migration policy frameworks?', [https://www.mieux-initiative.eu/files/MIEUX\\_Factsheet\\_WHY\\_FINAL.pdf](https://www.mieux-initiative.eu/files/MIEUX_Factsheet_WHY_FINAL.pdf), last accessed on 6 September 2024.

8 ICMPD, 'Overview of migration policies in the selected countries and the lessons learned for the Republic of Azerbaijan' (EE, GE, DE, IT, MD, NL); GIZ, 'Analysis of Migration Strategies in Selected Countries'.

9 ICMPD, 'Overview of migration policies in the selected countries and the lessons learned for the Republic of Azerbaijan' (EE, GE, DE, IT, MD, NL).

10 Ibid.

returnees); internal migration (internally displaced persons and environmental migrants); migration governance frameworks; and migration management structures.<sup>11</sup> Among other things, overarching migration strategies can help with enhancing coherence among different national migration policies, and acting on opportunities and challenges linked to migration. They can also highlight cross-cutting institutional issues and operational needs, to help deliver comprehensive policy objectives and set objectives against which individual programmes can be evaluated.<sup>12</sup>

Migration strategies are therefore a crucial part of migration governance and management, as they can facilitate the formulation of clear objectives, ensure clear lines of responsibility, and enhance capacity to implement asylum and migration management systems effectively – in line with obligations under EU and international law. They also strengthen coordination and cross-institutional coherence; improve the understanding of migration within the system and in communication with the public; and create a space for stakeholders to discuss issues, as well as to improve and adapt governance and decision-making structures.<sup>13</sup> Migration strategies are often accompanied by action plans to operationalise their strategic objectives.

A small number of organisations, such as the International Centre for Migration Policy Development (ICMPD),<sup>14</sup> the German Agency for International Cooperation (GiZ),<sup>15</sup> the Migration EU Expertise (MIEUX) project<sup>16</sup> and the International Organization for Migration (IOM),<sup>17</sup> have looked closely into the topic of migration strategies. The EMN has also previously explored the topic (as discussed below in more detail).<sup>18</sup> The research suggests that for migration strategies to be effective, they should, ideally: be comprehensive (covering all migration-related areas); be based on evidence; have clear definitions of short-, medium-, and long-term priorities and objectives; be coherent with wider state policies (e.g. impacts on public services); and be based on agreed principles.<sup>19</sup> This research also highlights

the importance of institutional settings and capacity with clear accountability structures.<sup>20</sup>

The importance of a holistic approach to migration policy is also highlighted in the **Global Compact for Safe, Orderly and Regular Migration (GCM)**,<sup>21</sup> which considers migration to be a multi-dimensional reality that cannot be addressed by one government policy area alone, or a single actor. The GCM also highlights the importance of developing gender-responsive migration policies and ensuring adequate protection of children in all migration policies that impact them.

The development of planned and well-managed migration policies is also included under the **2030 Agenda for Sustainable Development**,<sup>22</sup> in connection to the call on governments to “facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies” (Sustainable Development Goal 10.7, indicator 10.7.2).<sup>23</sup>

At EU level, the importance of a strategic, comprehensive and consistent approach to asylum and migration management has been acknowledged in the **EU Pact on Migration and Asylum**.<sup>24</sup> This requires EU Member States to put in place national strategies – to be transmitted to the European Commission by June 2025 – to ensure that they have the capacity to run effective asylum and migration management systems that respect EU law and international legal obligations.<sup>25</sup> Article 7 of the **Asylum and Migration Management Regulation (EU) 2024/1351**<sup>26</sup> outlines this obligation, and establishes that national strategies shall include at least: preventive measures to reduce the risk of migratory pressure and contingency planning; information on how the principles set out in Part II of the Asylum and Migration Management Regulation – Common Framework for Asylum and Migration Management – are implemented (including the internal and external components of the comprehensive approach set out in Articles

11 ICMPD ‘Overview of migration policies in the selected countries and the lessons learned for the Republic of Azerbaijan’ (EE, GE, DE, IT, MD, NL); EMN AHQ 2024.3

12 IOM, ‘Developing Migration Policy – National migration strategies’, <https://emm.iom.int/handbooks/developing-migration-policy/national-migration-strategies>, last accessed on 5 September 2024.

13 ICMPD, ‘Overview of migration policies in the selected countries and the lessons learned for the Republic of Azerbaijan’ (EE, GE, DE, IT, MD, NL), 2022, [https://www.icmpd.org/file/download/58079/file/ICMPD\\_MOBILAZE\\_II\\_Report\\_EN.pdf](https://www.icmpd.org/file/download/58079/file/ICMPD_MOBILAZE_II_Report_EN.pdf), last accessed on 2 May 2024; MIEUX, ‘Why develop migration policy frameworks?’, [https://www.mieux-initiative.eu/files/MIEUX\\_Factsheet\\_WHY\\_FINAL.pdf](https://www.mieux-initiative.eu/files/MIEUX_Factsheet_WHY_FINAL.pdf), last accessed on 2 May 2024; IOM, ‘Migration Governance Framework’, 2016, <https://publications.iom.int/books/migration-governance-framework>, last accessed on 23 July 2024.

14 ICMPD ‘Overview of migration policies in the selected countries and the lessons learned for the Republic of Azerbaijan’ (EE, GE, DE, IT, MD, NL);

15 GiZ, ‘Analysis of Migration Strategies in Selected Countries’, 2012, [https://diaspora2030.de/fileadmin/user\\_upload/giz2012-en-analysis-migration-strategies.pdf](https://diaspora2030.de/fileadmin/user_upload/giz2012-en-analysis-migration-strategies.pdf), last accessed on 2 May 2024.

16 MIEUX, ‘What does it take to formulate migration policies?’ (Factsheet), <https://www.mieux-initiative.eu/en/resources/18-factsheets-and-infosheets/81-what-does-it-take-to-formulate-migration-policies/preview?ml=1&iFrame=1#:~:text=Data%20sharing%2C%20external%20consultations%2C%20coordination,%E2%86%92%20Next%20steps>, last accessed on 2 May 2024; MIEUX, ‘Why develop migration policy frameworks?’, MIEUX, ‘How to develop migration policy frameworks’, <https://www.mieux-initiative.eu/en/resources/18-factsheets-and-infosheets/78-how-to-develop-migration-policy-frameworks/download>, last accessed on 2 May 2024; MIEUX, ‘Who should be involved in migration policymaking?’, <https://www.mieux-initiative.eu/en/resources/18-factsheets-and-infosheets/80-who-should-be-involved-in-migration-policy-making/preview?ml=1&iFrame=1>, last accessed on 2 May 2024.

17 IOM, ‘Migration Governance Framework’, 2016, <https://publications.iom.int/books/migration-governance-framework>, last accessed on 6 September 2024.

18 EMN AHQ 2024.3

19 ICMPD, ‘Overview of migration policies in the selected countries and the lessons learned for the Republic of Azerbaijan’ (EE, GE, DE, IT, MD, NL); MIEUX, ‘What does it take to formulate migration policies?’ (Factsheet).

20 MIEUX, ‘What does it take to formulate migration policies?’ (Factsheet); MIEUX, ‘Who should be involved in migration policymaking?’, GiZ, ‘Analysis of Migration Strategies in Selected Countries’.

21 United Nations, Resolution adopted by the General Assembly on 19 December 2018, ‘Global Compact for Safe, Orderly and Regular Migration’, <https://undocs.org/en/A/RES/73/195>, last accessed on 5 September 2024.

22 United Nations, General Assembly, Transforming our world: the 2030 Agenda for Sustainable Development, <https://undocs.org/en/A/RES/70/1>, last accessed on 6 September 2024.

23 United Nations, Department of Economic and Social Affairs, Population Division, SDG Indicator 10.7.2:

Migration Policies, <https://www.un.org/development/desa/pd/data/sdg-indicator-1072-migrationpolicies>, last accessed on 21 August 2024.

24 European Commission, Pact on Migration and Asylum, [https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum\\_en](https://home-affairs.ec.europa.eu/policies/migration-and-asylum/pact-migration-and-asylum_en), last accessed on 28 May 2024.

25 European Council, A new asylum and migration management regulation, <https://www.consilium.europa.eu/en/policies/eu-migration-policy/eu-migration-asylum-reform-pact/asylum-migration-management/#strategy>, last accessed on 2 May 2024.

26 Regulation (EU) 2024/1351 of the European Parliament and of the Council of 14 May 2024 on asylum and migration management, amending Regulations (EU) 2021/1147 and (EU) 2021/1060 and repealing Regulation (EU) No 604/2013, OJ L, 2024/1351, 22.5.2024, <https://eur-lex.europa.eu/eli/reg/2024/1351/oj>, last accessed 5 September 2024.

3-5); and how feedback from various monitoring and evaluation mechanisms have been taken into account. The Regulation also states the need for national migration strategies to take into account other relevant strategies and existing support measures, particularly those under the Asylum, Migration and Integration Fund (AMIF)<sup>27</sup> and in the context of the support provided by the European Union Agency for Asylum (EUAA). They should also be consistent with and complementary to the national strategies for European integrated border management (IBM).<sup>28</sup> Furthermore, Article 16 of Regulation 2024/1359 addressing situations of crisis and force majeure in the field of migration and asylum establishes crisis preparedness as a component of the national strategies, which – together with preventive measures and contingency planning – should also encompass an analysis of measures needed to respond to and resolve situations of crisis and force majeure as defined in the Regulation.

Building upon these national strategies, Article 8 of the Regulation further stipulates that the European Commission will draw up a five-year **European Asylum and Migration Management Strategy** – the first one to be adopted by 12 December 2025, and every five years thereafter.

## 2.2. Aim and scope of the inform

Despite their importance and increasing relevance, limited research has so far been conducted on migration strategies covering all EMN Member and Observer Countries.<sup>29</sup>

This joint EMN-OECD inform presents an overview of the different approaches to the design, implementation, monitoring and evaluation, and subsequent adaptation

of migration strategies in EMN Member and Observer Countries and non-EU OECD Countries. It provides a comparative analysis, highlighting variations in the approaches to migration strategies across countries. The inform also provides some examples of common challenges and good practices in developing and implementing migration strategies. Findings from this inform could shape the development, implementation, monitoring and/or adaptation of overarching or sectoral migration strategies, including in connection to the new obligations established under the EU Pact on Migration and Asylum.

The inform covers migration strategies, as defined above, that have been introduced since 2018<sup>30</sup> and are currently still in place in EMN Member and Observer Countries and non-EU OECD Countries. The strategies have been categorised into the following pre-defined categories: 1) asylum; 2) regular migration; 3) integration; 4) irregular migration; 5) external dimension; and 6) contingency planning. For the purposes of this inform, a migration strategy was deemed overarching whenever it encompassed **at least three different categories**, whereas strategies referring to **no more than two categories** were deemed to be sectoral. Documents surveyed in this inform did not include funding programmes and government programmatic statements or coalition programmes. Under certain conditions,<sup>31</sup> documents reviewed included: programmatic legislation on migration and asylum; action plans and policy notes; and strategies covering more than migration and asylum.

The analysis was prepared on the basis of contributions from 25 EMN Member Countries<sup>32</sup> and three Observer Countries,<sup>33</sup> and information provided by the OECD on non-EU OECD Countries.<sup>34</sup>



## 3. OVERVIEW OF NATIONAL MIGRATION STRATEGIES

This section provides an overview of national migration strategies – both overarching and sectoral – in EMN Member and Observer Countries, and non-EU OECD Countries. It covers the following aspects: 1) an overview of the migration strategies reported, listed according to the policy field(s) covered; 2) the institutions responsible for developing migration strategies; 3) the main objectives of national migration strategies; 4) interlinks between migration strategies and other relevant national, EU and international strategies; and 5) implementation of the national migration strategies.

### 3.1. Mapping migration strategies of EMN Member and Observer Countries

Twenty-two EMN Member Countries<sup>35</sup> reported having one or more strategies in place (see Annex for a full overview of reported strategies). Of these, 11 countries<sup>36</sup> have both an overarching migration strategy and at least one sectoral strategy, while 10<sup>37</sup> only have sector-specific migration strategies. The Netherlands indicated that all national sectoral strategies are contained within its overarching asylum and migration strategy.<sup>38</sup> Three countries reported having no (active) migration strategy of any kind currently in place.<sup>39</sup> Hungary for example, stated

27 Regulation (EU) 2021/1147 of the European Parliament and of the Council of 7 July 2021 establishing the Asylum, Migration and Integration Fund, OJ L 251, 15.7.2021, p. 1, <https://eur-lex.europa.eu/eli/reg/2021/1147/oj>, last accessed on 6 September 2024.

28 As established in Article 8(6) of Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Border and Coast Guard.

29 EMN AHQ 2024.3, launched in February 2024, provides an initial mapping which informs this research. For more information, see [https://home-affairs.ec.europa.eu/document/download/2151b38f-d96a-4676-ac2d-baf807861715\\_en](https://home-affairs.ec.europa.eu/document/download/2151b38f-d96a-4676-ac2d-baf807861715_en)

30 Strategies adopted prior to 2018 but still active were also retained. Strategies adopted after 2018 but considered outdated by NCPs were not considered.

31 Programmatic legislation was included as long as it was broad enough in scope and objectives. Action plans and policy notes were included as long as they included medium- to long-term strategic and/or programmatic components and not only operational/implementation plans. Strategies covering more than migration and asylum were included as long as at least one of the six migration and asylum categories were substantially represented in the document.

32 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, HU, IE, IT, LT, LU, LV, MT, NL, PL, PT, SE, SI, SK.

33 GE, UA, RS.

34 Australia, Canada, Japan, New Zealand, South Korea.

35 AT, BE, BG, CY, CZ, DE, EE, EL, ES, FI, FR, HR, IE, IT, LT, LU, LV, NL, PL, PT, SI, SK.

36 AT, BG, CZ, EE, FR, IT, LT, PL, PT, SI, SK.

37 BE, CY, DE, EL, ES, FI, HR, IE, LU, LV.

38 Although the migration strategy of the Netherlands is still active, it does not reflect current circumstances and policy positions.

39 HU, MT, SE.

that its last migration strategy, adopted in 2013, did not reflect current circumstances and positions. As of November 2024, two countries<sup>40</sup> reported that their overarching migration strategy was under development. For instance, Croatia mentioned that a National Migration Plan was currently being prepared as part of its Demographic Revitalisation Strategy.

The information provided by EMN Member Countries reflects a diversity of national approaches regarding migration strategies. When looking at the articulation of the strategies – for example, their legal basis – most countries have non-binding policy documents, whether in the form of substantive policy notes, action plans, guidelines or strategies. However, France, Italy and Spain explicitly cited national legislation as the main document defining multi-annual objectives and priorities in the fields of asylum and migration. France sets its strategy and priorities within the framework of various migration laws. Each migration law falls within the framework of the country's Finance Act, which allocates the resources needed to implement the measures included in the strategy. The strategy for immigration, asylum and integration policy is presented each year as an annex to the Finance Bill. In other cases, overarching and sectoral migration strategies are sometimes subsumed under broader strategic frameworks. Estonia's Internal Security Development Plan 2020–2030,

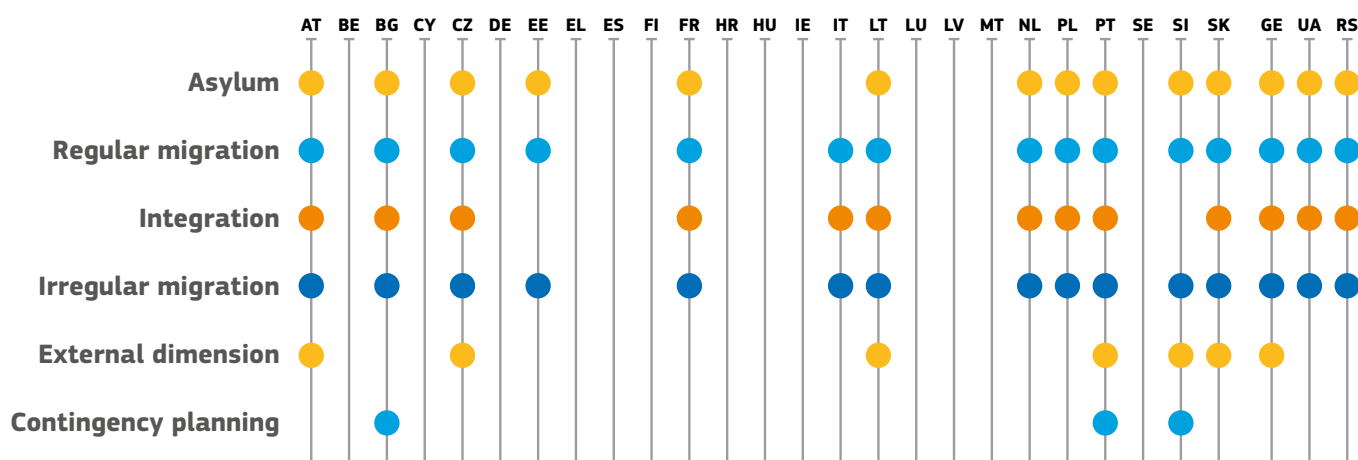
for example, includes elements such as border policy, citizenship, asylum, regular migration, irregular migration, and return policy.

The duration of both overarching and sectoral strategies differs widely among EMN Member and Observer Countries, including within the same country. Documents reported on include strategies that are open-ended, span more than a decade, or cover a variety of timeframes ranging between two and nine years (see Annex for an overview).

Based on the responses provided by EMN Member and Observer Countries, the figures below provide an overview of the policy fields covered by overarching strategies, sectoral strategies, or either type of strategy according to the country (see Figures 1, 2 and 3, respectively). Policy fields are organised into the following categories: 1) asylum; 2) regular migration; 3) integration; 4) irregular migration; 5) external dimension; and 6) contingency planning.<sup>41</sup>

As shown in Figure 1, the most common sectors covered in overarching strategies of EMN Member Countries are irregular migration and regular migration (12 countries), followed by asylum (11 countries) and integration (10 countries). The fields least covered are the external dimension (six countries) and contingency planning (three countries).

**Figure 1. Overarching migration strategies of EMN Member and Observer Countries by policy field covered**



As regards sectoral strategies of EMN Member Countries, Figure 2 shows that irregular migration is the most covered field within migration policy (16 countries), followed by integration (15 countries) and regular migration (11 countries). As regards irregular migration specifically, it should be noted that 15 countries<sup>42</sup> reported having a European IBM strategy, which is a requirement under EU law as per Article 8(6) of Regulation (EU) 2019/1896 (European Border and Coast Guard Regulation).<sup>43</sup>

40 CY, HR.

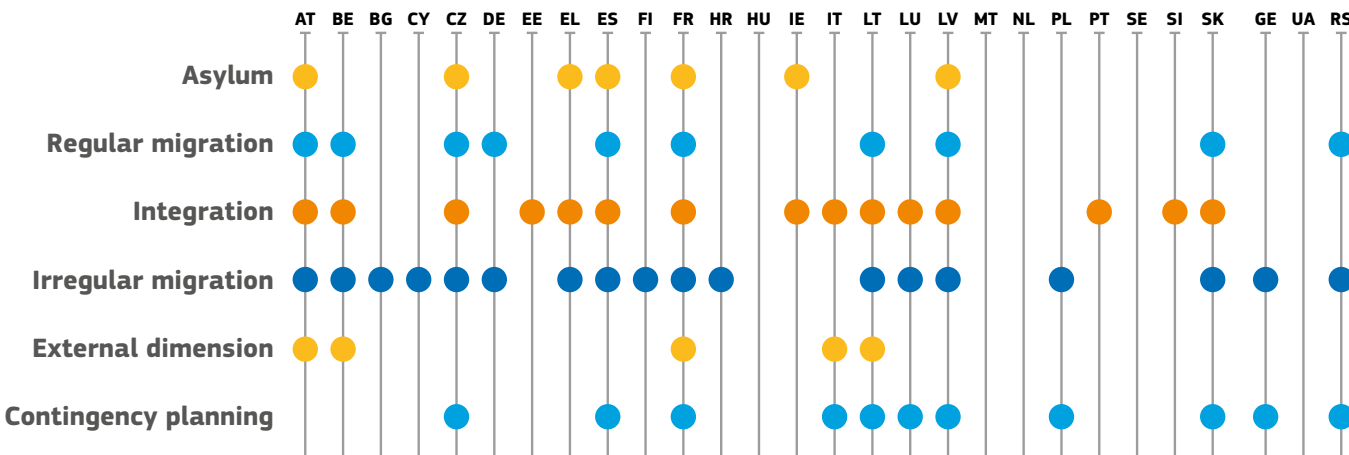
41 Responding countries directly categorised their strategies under the relevant policy fields.

42 AT, BG, CY, CZ, DE, EL, ES, FI, FR, HR, LT, LU, LV, PL, SK.

43 Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Border and Coast Guard and repealing Regulations (EU) No 1052/2013 and (EU) 2016/1624, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019R1896>, last accessed on 21 November 2024. Ireland does not participate.



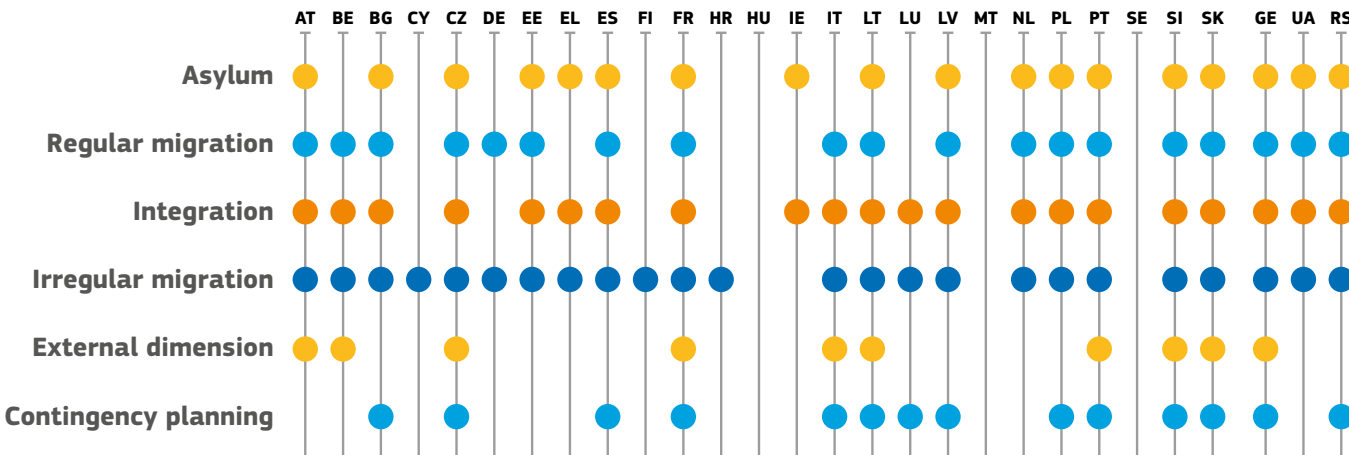
**Figure 2. Sectoral migration strategies of EMN Member and Observer Countries by policy field covered**



Overall, as shown in Figure 3 (infographic), the fields most covered across all types of strategies of EMN Member Countries are irregular migration (21 countries), followed

by integration (18 countries), regular migration (16 countries), asylum (15 countries), contingency planning (12 countries) and external dimension (nine countries).

**Figure 3. Overview of all migration strategies of EMN Member and Observer Countries by policy field covered**



Among the EMN Observer Countries<sup>44</sup> who responded to this query, all three reported having overarching migration strategies, while Georgia and Serbia also provided information about several sectoral strategies. The most commonly covered policy field was irregular migration, addressed by Georgia and Serbia in both their overarching strategies and in sector-specific ones. Overall, all three countries reported having at least an overarching or a sectoral strategy covering asylum, regular migration, integration and irregular migration. Both Georgia and Serbia have an IBM strategy.

Non-EU OECD Countries that set numerical targets for migration – Australia and Canada, in particular – generally

produce these targets on the basis of a policy document outlining objectives. Australia solicits input through public consultation based on a discussion paper that includes a statement of the objectives of the different channels in the migration programme. From 2025, Australia plans to move to a four-year planning cycle. Canada moved from an annual target to a three-year target in 2017, covering different subcategories of migration based on consultations with sub-national bodies. Targets are accompanied by policy documents.<sup>45</sup> Other non-EU OECD Countries such as Japan and Korea (presented in Box 1 and Box 2), as well as Chile,<sup>46</sup> have basic plans that do not specify targets and are more focused on general policy directions.

44 GE, UA, RS.  
 45 For an example of targets, see: Australian Government, Migration Program planning levels, <https://immi.homeaffairs.gov.au/what-we-do/migration-program-planning-levels>, last accessed on 30 January 2025; for an example of accompanying documents, see Australian Government, Planning Australia's 2024-25 permanent Migration Program, <https://www.homeaffairs.gov.au/how-to-engage-us-subsite/files/2024-25-permanent-migration-program.pdf>, last accessed on 30 January 2025.  
 46 Gobierno de Chile, Política Nacional de Migración y Extranjería, <https://serviciomigraciones.cl/politica-nacional-de-migracion/>, last accessed on 31 January, 2025.

**Box 1. The Basic Plans on immigration in Japan**<sup>47</sup>

Following the first large inflow of foreigners in Japan in the 1980s, its Ministry of Justice established an Immigration Control Policy Roundtable, which drafted a Basic Plan for Immigration Control in June 1992. The plan was also meant to support implementation of major reform to the legislation on migration that had taken place in 1990. The five-year Basic Plan was meant as guideline for medium- to long-term migration and residency management for foreigners. The Ministry of Justice released six editions of the Basic Plan (1992, 2000, 2005, 2010, 2015 and 2019). All developments in Japan's migration policy are announced in the Basic Plans – for example, the Fourth Basic Plan in 2010 introduced the point-based system for highly skilled professionals. Revisions of the different migration channels also figure in the Plans. The Basic Plans reveal the evolution of migration policy, from a focus on “smooth exchanges of personnel” and countering “illegal foreign workers”, to concern over ageing population and the need to expand the intake of foreigners. For example, the Third Basic Plan, in 2005, emphasised the need for foreign nursing-care workers, which led to nurse and nursing-care worker channels in Economic Partnership Agreements with countries of origin (the Philippines, Indonesia and Vietnam). The Fifth Basic Plan, in 2015, noted the need for more “acceptance of foreigners in light of the declining birth rate and ageing population”. Plans have not set numerical targets for migration, which are announced separately in reference to specific channels, but they clarify the overall objectives. The plans announce institutional objectives and shifts in mandates, and identify issues in the implementation of prior plans. The roundtable conferences for drafting Basic Plans are an important mechanism for the Ministry of Justice to coordinate discourse on migration policy reforms across stakeholders. In addition to the plan, the Immigration Services Agency compiles a report detailing the situation surrounding migration control and residency management, and its latest measures, once a year.

### 3.2. Institutions responsible for developing migration strategies and consultation processes

Overarching strategies are developed by a variety of public bodies in EMN Member Countries. Among countries that reported on this aspect, the Ministry of the Interior is most often the government actor responsible for overseeing and developing overarching migration strategies (eight countries),<sup>48</sup> since it is the ministry most

commonly charged with migration and asylum policy. In some of these countries, the Ministry of Interior involves other ministries and government bodies, as well as relevant stakeholders.<sup>49</sup> In the Netherlands, the Ministry of Asylum and Migration is primarily responsible for overseeing and developing the migration strategy. In Slovenia and the Slovak Republic, several ministries are involved in the development of the strategy, depending on their sphere of competence (e.g. labour and social affairs, foreign affairs, public administration, education and health).

In three EMN Member Countries<sup>50</sup> overarching strategies were developed through interinstitutional arrangements comprising governmental bodies and other relevant stakeholders. Bulgaria's national overarching strategy on migration<sup>51</sup> was drafted by the National Council on Migration, Borders, Asylum and Integration (NCMBAI). The NCMBAI is composed of high-level officials from various branches of Bulgarian government and has the option to invite representatives of civil society and international organisations to participate, albeit without a decision-making role. In Austria, the broad lines of the country's overarching migration policy were laid out by the Migration Council for Austria, an independent body that includes various stakeholders.

Overall, regardless of the leading national government body, nine EMN Member Countries<sup>52</sup> reported the involvement of relevant stakeholders in defining the objectives of their overarching strategies. These included: local government;<sup>53</sup> the private sector;<sup>54</sup> civil society and non-governmental organisations (NGOs);<sup>55</sup> international organisations;<sup>56</sup> academics and independent experts;<sup>57</sup> and people with lived experience of the issue (e.g. beneficiaries of international protection and diaspora associations).<sup>58</sup>

Among the EMN Observer Countries, Georgia noted the important role played by the State Commission on Migration Issues (SCMI) – an interministerial advisory body chaired by the Ministry of Justice and supported by the EU – in developing its national strategy. The largest (and most flexible) working group of the European Commission – the Migration Lab – met regularly to develop the strategy. It comprised mid-level managers from nine different national government ministries; international organisations (EU Delegation, IOM, ICMPD and the Office of the United Nations High Commissioner for Refugees); NGOs active in the field; the Public Defender's Office; and academic experts. As regards its overarching strategy, Serbia reported the leading role of the Commissariat for Refugees and Migration, as well as the involvement of civil society organisations in some of the relevant working groups. In Ukraine, the State Migration Service – responsible for the national overarching strategy under the oversight of the Ministry of Internal Affairs – set up an informal working group in collaboration with IOM-Ukraine to consult a number of academic, civil

47 OECD (2024), Recruiting Immigrant Workers: Japan 2024, Recruiting Immigrant Workers, OECD Publishing, Paris, <https://doi.org/10.1787/0e5a10e3-en>, last accessed on 27 January 2025. See also, Ministry of Justice, Basic Plan, [www.moj.go.jp/isa/policies/policies/basic\\_plan.html](http://www.moj.go.jp/isa/policies/policies/basic_plan.html), last accessed on 27 January 2025.

48 CZ, EE, FR, IT, LT, PL, SI, SK.

49 CZ, LT, PL.

50 AT, BG, PT.

51 National Strategy on Migration of the Republic of Bulgaria for the period 2021 – 2025.

52 AT, BG, CZ, EE, LT, PL, PT, SI, SK.

53 AT, CZ, LT, PL, PT, SK.

54 AT, EE, LT, PL, SI.

55 AT, BG, EE, LT, PL, PT, SI, SK.

56 AT, BG, LT, PL, SK.

57 AT, PL, SK.

58 AT, PT.

society and international experts in the early phases of strategy development.

As regards sectoral strategies, 13 countries reported the involvement of several other ministries and bodies at the development stage.<sup>59</sup> Belgium's Strategy on Migration and Development<sup>60</sup> falls within the remit of the Minister of Development Cooperation (in collaboration with the Belgian Development Agency, Enabel). In Italy, the Ministry of Labour and Social Policies is heavily involved in defining migration-related strategies in this field, as shown by the Ministry's Integrated Programming Document on Labour, Integration and Inclusion for 2021-2027, and the actions supported by AMIF. In France, under the aegis of the Ministry of the Interior's General Directorate for Foreigners in France, two interministerial committees met in 2018 and 2019 to draft the French national integration plan. In Luxembourg, the National Action Plan on Integration was developed by the National Reception Office (ONA), in cooperation with the High Council for Intercultural Living Together, under the coordination of the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees (MFSVA).<sup>61</sup> The Finnish Border Guard is in charge of coordinating the development of Finland's national European IBM strategy. It leads a working group established for this purpose, which includes the Ministry of the Interior (various departments); Ministry for Foreign Affairs; Customs; National Police Board; Finnish Security and Intelligence Service; and Finnish Immigration Service. In addition, the Non-Discrimination Ombudsman and Frontex have an observer's role in the working group.

Seven EMN Member Countries<sup>62</sup> stressed that other stakeholders were consulted and/or contributed to the definition of their sectoral strategies. These included other levels of government (e.g. regional structures),<sup>63</sup> the private sector,<sup>64</sup> civil society and NGOs,<sup>65</sup> international organisations,<sup>66</sup> academics and independent experts,<sup>67</sup> and people with lived experience of the issue (e.g. beneficiaries of international protection and diaspora associations).<sup>68</sup> Several EMN Member Countries<sup>69</sup> launched public consultations on their strategies, including Greece on its sectoral integration strategy, Latvia on its Plan for Working with the Diaspora for 2024-2026, and Poland on its new Migration Strategy. Among EMN Observer Countries, Georgia reported the use of public consultations to inform its Migration Strategy.

### Box 2. Five-year Basic Plans in Korea<sup>70</sup>

Korea's modern labour-migration policy coordination dates back to the 2007 Act on the Treatment of Foreigners in Korea, which was the first time migration policy was coordinated in a single document. Since then, migration policy coordination has been led by

the Cabinet, which administers the Immigration Policy Commission. The lead ministry (assistant administrator) is the Ministry of Justice. The Commission produces the Basic Plan for Immigration Policy every five years. The plan covers border control management, nationality and social integration, and is reformulated every five years with the consultation of heads of relevant national-level administrative bodies. Individual action plans – usually annual – are set by different ministries to achieve objectives agreed under the Basic Plan. The plan does not set numerical targets for migration, although these may be established in action plans.

### 3.3. Main objectives of the national migration strategies

The migration strategies reported on in this inform vary greatly in scope and breadth of objectives. To a large extent, differences reflect the type of the strategy (overarching vs. sector-specific), as well as its character (strategies akin to a political statement vs. operational document) or duration.

Overarching migration strategies tend to have broad, aspirational goals that link migration and asylum issues to considerations on the labour market, the economy, societal and demographic changes, or geopolitical considerations. For example, the main objective of Austria's overarching migration strategy is to ensure that migration is managed in a way that is accepted by Austrian society, and that contributes to the country's common good and security – taking into account Austria's political system, demography, labour market and economy, as well as its educational, health, social and security systems. Estonia, in its overarching internal security strategy<sup>71</sup> – which covers other aspects besides migration – defines the objective of guaranteeing a stable living environment where people feel protected, and where their safety and security are guaranteed. In relation to migration, those objectives entail strong protection of Estonia's external border and ensuring that migration policy caters to Estonia's development needs.

Some countries include a combination of broad and specific objectives in their overarching strategies. Bulgaria's policy aims to develop a sustainable national migration policy that ensures effective border and migration management, aligns labour migration with market needs, ensures the rights of those requiring international protection, and deepens European and international cooperation. To do so, the strategy outlines goals such as managing legal migration, enhancing return processes for irregular migrants, and

59 BE, CY, CZ, EL, FI, FR, IE, IT, LT, LU, LV, NL, SK.

60 Strategic Note on migration as a lever for development.

61 The PAN Integration was initially developed in cooperation with the Interministerial Integration Committee (CII), which was replaced by the High Council for Intercultural Living Together on 01 January 2024 as a result of the implementation of the Law of 23 August 2023 on Intercultural Living Together, under the coordination of the Ministry of Foreign and European Affairs. As a result of the general elections in 2023 the responsible ministry for the National Reception Office changed from the Ministry of Foreign and European Affairs to the Ministry of Family Affairs, Solidarity, Living Together and Reception of Refugees.

62 BE, CY, CZ, EL, IE, IT, LV.

63 BE, CZ, LV.

64 BE, LV.

65 BE, IE, IT, LV.

66 AT, CY.

67 AT, IE, SK.

68 IE.

69 EL, LV, PL.

70 OECD (2019), Recruiting Immigrant Workers: Korea 2019, Recruiting Immigrant Workers, OECD Publishing, Paris, <https://doi.org/10.1787/9789264307872-en>, last accessed on 27 January, 2025.

71 Internal Security Development Plan 2020-2030 (ISDP).

contributing to the Common European Asylum System. The Netherlands, in its 2018 Dutch Integral Migration Agenda, identified six action pillars: preventing irregular migration; strengthening asylum reception in the region; creating a solid asylum system; reducing illegality and increasing return; fostering legal migration; and stimulating integration. Each of these pillars, in turn, included more specific and operational objectives. For example, the asylum pillars included measures related to safe third countries, or the prevention and discouragement of secondary movements of asylum seekers. The primary aim of the Lithuanian Migration Policy Guidelines is to establish the key objectives, principles and direction of the country's migration policy. These actions are aimed at ensuring the management of migration flow in line with national needs, such as labour market needs and the promotion of national development on a social and economic basis. The strategy also includes more specific objectives, such as decreasing emigration and increasing return migration of Lithuanian citizens, attracting labour migration to meet the country's needs, and facilitating the integration of foreigners.

Sector-specific strategies tend to be more specific and operational. For example, Greece's National Strategy for the Social Integration of Asylum Seekers and International Protection Beneficiaries identified four different pillars and associated goals: 1) promote the pre-integration of asylum seekers to facilitate the transition of adults to professional life, and minors from non-formal to formal education, without discrimination; 2) promote the social inclusion of beneficiaries of international protection by facilitating their access to the labour market; 3) prevent and provide effective protection against all forms of violence, exploitation and abuse by strengthening reporting mechanisms; and 4) monitor the integration process through commonly accepted and comparable indicators. Spain's Regional Contingency Plan, developed and approved in 2021 to address the surge in migrant arrivals via the Strait of Gibraltar, aims to establish a system of coordination and comprehensive response that involves law enforcement and civil society organisations such as the Red Cross. Italy's sectoral Guidelines on Migration and Development list the following objectives: improve the governance of migration with partner countries; enhance the contribution of regular migration to the development of partner countries; integrate migration as a cross-cutting issue in development cooperation policies and activities; ensure assistance and protection for vulnerable individuals; and promote a responsible and informed narrative on migration.

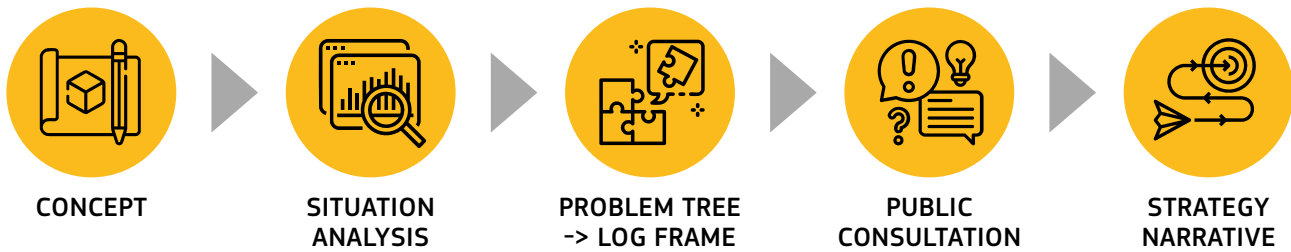
### **Box 3. Ireland's sectoral strategy on reception and housing of international protection applicants: objectives and consultation process**

Ireland's sectoral reception strategy<sup>72</sup> provides an example of how various stakeholders contribute to inform strategy design. The strategy aims to establish a new model for accommodating international protection applicants with a move away from private providers and towards a core of state-owned accommodation. It has the following objectives: integration from day one (independent living); safeguarding and promotion of human rights; high standards of service provision; and promotion of engagement with communities. Strategy development followed on from a series of reviews of the international protection accommodation policy, beginning with the Working Group on the Protection Process including Direct Provision and Supports for Asylum Seekers, which conducted the first comprehensive independent review of the reception system since its introduction. A series of reviews were then conducted from 2019. In the process, various stakeholders were engaged: academics, department officials, NGOs, international organisations, people with lived experience of the international protection process, and a judge who had chaired a previous working group on the topic. The new Comprehensive Accommodation Strategy was based on a review of the earlier White Paper on Ending Direct Provision.

EMN Observer Countries Georgia, Ukraine and Serbia all provided information on their migration objectives. Georgia's strategy identifies seven sectoral priorities and respective goals, ranging from the development of a migration management system to the facilitation of sustainable reintegration of returned migrants, the development of an international protection system, and the strengthening of integration of foreigners residing in Georgia. To identify goals and priorities, Georgia reported using a process that included: a situational analysis to identify sectoral priorities; a logical framework (logframe) of the strategy based on a 'problem tree analysis' methodology; definition of the strategy's vision, goals, objectives and outcome indicators based on the logframe and discussions in Migration Lab meetings; and drafting of the strategy narrative based on consultations with civil society and international organisations (see Figure 4).

72 White Paper to end direct provision and comprehensive accommodation strategy.

**Figure 4. Methodology used by the Georgian government to identify the goals and priorities of its overarching migration strategy**



In the case of Ukraine, the overarching strategy identified 15 different goals, including reducing the negative effects of emigration from Ukraine and increasing its positive impact; facilitating the return and reintegration of Ukrainian citizens into Ukrainian society; ensuring protection of the rights and interests of Ukrainian citizens forced to flee their homes due to the Russian invasion; and ensuring the integration of foreigners and stateless persons legally residing in Ukraine. Serbia identified three strategic objectives, including: coordination of data collection and exchange; comprehensive development and implementation of sectoral policies; and protection of migrants' rights.

### 3.4. Interlinks with other relevant strategies

Eighteen EMN Member Countries<sup>73</sup> highlighted policy linkages between their overarching and sectoral migration strategies and other strategic documents. Fifteen countries<sup>74</sup> reported linkages to national strategies, related either to contiguous migration-related fields<sup>75</sup> or different policy fields.<sup>76</sup> Some also referred to linkages with EU-level<sup>77</sup> or international strategic documents.<sup>78</sup>

As an example of national linkages, Estonia stressed the connection between its overarching internal security strategy and several other policies: 1) Estonia 2035, which aims to develop smart and balanced migration and integration policies, taking into account the needs of the labour market and society; 2) the Welfare Development Plan 2023-2030, which includes a goal to strengthen the social protection system and support the integration of immigrants; and 3) the Cohesive Estonia Strategy 2021-2030, which aspires to make Estonia a more cohesive and inclusive society in the next decade, focusing on promoting adaptation and integration.

As regards linkages to EU and international strategic documents, Greece stressed that its sectoral strategy for the social integration of asylum seekers and beneficiaries of international protection was based on the EU Action Plan on Integration and Inclusion 2021-2027, thereby adopting

relevant recommendations of the European Commission on social integration (e.g. emphasis on early action and promoting pre-integration for those with a refugee profile). In that same strategy, Greece took into account recommendations formulated by the OECD and ICMPD. Italy instead stressed the alignment of its Guidelines on the Migration-Development Nexus with the 2030 Agenda for Sustainable Development, the 2016 UN New York Declaration for Refugees and Migrants, and the principles and criteria developed by the OECD's Development Assistance Committee.

EMN Observer Countries<sup>79</sup> also noted the alignment of their national migration strategies with internal<sup>80</sup> and international strategies.<sup>81</sup> Georgia reported that its 2021-2030 Migration Strategy was linked to the Development Strategy of Georgia – Vision 2030, an umbrella nationwide multi-sectoral strategy that aims to ensure Georgia's sustainable and inclusive economic growth.

### 3.5. implementation of the national migration strategies

National migration strategies are implemented differently by EMN Member Countries, depending on the type of strategy, the institutions responsible for overseeing the strategy, and the policy field. Seventeen countries<sup>82</sup> provided information on their internal implementation process.

Depending on the context, the implementation of migration strategies is sometimes entrusted to the same body that developed them,<sup>83</sup> or to a collective of different ministries and bodies,<sup>84</sup> depending on which aspect of the strategy falls within their remit. In the case of France's integration policy, implementation is laid out at the national and regional levels, with the involvement of departmental and regional prefects, in partnership with all stakeholders involved in integration policy at local level, including civil society and the private sector. Likewise, in the case of the Italian Guidelines on Migration and Development, the

73 AT, BG, CY, CZ, EE, EL, FI, FR, IE, IT, LT, LU, NL, LV, PL, PT, SI, SK.

74 AT, BG, CZ, EE, FR, IE, IT, LT, LU, LV, NL, PL, PT, SI, SK.

75 BG, CZ, EE, FR, IE, IT, LT, LU, PL, SI, SK.

76 AT, CZ, EE, FR, IE, IT, LT, LV, PL, SI, SK.

77 BG, CY, EE, EL, FI, IT, LT, NL, PT, SI.

78 EE, EL, IT, LT, NL, PT.

79 GE, UA, RS.

80 GE.

81 GE, UA, RS.

82 BE, BG, CY, CZ, EE, EL, FR, IE, IT, LT, LU, LV, NL, PL, PT, SI, SK.

83 BG, CZ, FI, IE, PL.

84 BE, CY, EE, EL, LU, LT, LV, NL, PT, SK.

strategy is implemented in cooperation with international organisations and development NGOs.

Implementation procedures vary considerably depending on the country and/or field of the strategy. Eight countries<sup>85</sup> use annual action or implementation plans for the reported strategies. In the Slovak Republic, the government's resolution approving the country's overarching migration strategies also entrusted several ministries with developing individual action plans to implement specific sections of the strategy (including the Ministry of Interior; the Ministry of Labour, Social Affairs and Family; the Ministry of Justice; the Office of Slovaks Living Abroad; and more). Overall, implementation is coordinated by the Steering Committee for Migration, Integration and Inclusion of Foreigners, chaired by the Director of the Migration Office of the Ministry of Interior of the Slovak Republic. Similarly, in Lithuania, the ministries responsible for implementation of the Migration Policy Guidelines do so on the basis of individual strategic action plans approved at ministerial level.

France and Luxembourg noted the implementation of their sectoral integration strategies via calls for projects and disbursement of funding, while the Netherlands and Portugal reported use of various means, including: legislative procedures; the adaptation of internal work instructions of executive agencies; and/or the involvement of additional stakeholders, such as local government authorities or international partners. Referring to the implementation of its sectoral strategy on migration and development, Belgium explained that the strategic objectives were further broken down into priority areas for future action on migration and development, and then translated into operational activities and concrete outcomes for action plans by the Ministry of Development Cooperation and other stakeholders.

Two EMN Observer Countries communicated that they produce annual<sup>86</sup> or biannual<sup>87</sup> action and implementation plans, which are drafted by the government institution primarily responsible for the strategy and then assigned to relevant bodies. In the case of Georgia, such plans were drafted in consultation with international and non-governmental organisations.



## 4. COMMUNICATION AND DISSEMINATION OF NATIONAL MIGRATION STRATEGIES

Six EMN Member Countries<sup>88</sup> have a communication plan for disseminating their national migration strategies – either overarching or sectoral – among their key stakeholders. Of these, only the Czech Republic reported on a standalone communication strategy (see Box 4). Bulgaria's overarching migration strategy refers to the principle of transparency, and to increasing awareness among civil society of the importance of the national overarching migration strategy for the country's prosperity and development. Moreover, government communication plans envisage the use of institutional channels, as well as media outlets, to reach different target groups, including asylum seekers, other third-country nationals, students, refugees, and more. Ireland reported on the strategic use of press releases, a press conference, and participation in several stakeholder forums to publicise its sectoral strategy on housing reception for international protection applicants.

### Box 4. The Czech Republic's communication strategy

Shortly after publication of the Migration Policy Strategy in 2015, the government of the Czech Republic published the Communication Strategy of the Czech Republic on Migration. A dedicated communication unit located within the Department of Asylum and Migration Policy was established shortly afterwards. The communication strategy is a cross-cutting instrument that addresses all the principles of the Migration Policy Strategy and aims to inform the public objectively about the issue of migration. The communication strategy identifies the channels, tools

and activities to be used to communicate the issue. It was prepared in close cooperation with the Office of the Government, and representatives of the Ministry of Labour and Social Affairs and the Ministry of Foreign Affairs. The communication strategy focuses on practitioners and the wider public, including foreigners living in the Czech Republic. It also addresses communication directed towards other EU Member States and relevant EU institutions to inform them of the Czech Republic's relevant policy positions. The objectives of the communication strategy are implemented primarily through media, including: advert broadcast in public service media and paid formats in commercial media; educational seminars with the participation of the professional public, interest groups and political representation; seminars for representatives of educational institutions; and regional conferences for representatives of regional administrations and local authorities.

Seven additional EMN Member Countries,<sup>89</sup> despite not having a formal communication strategy in place, described how information on their migration strategies is disseminated and/or made available to other government bodies, stakeholders or the general public. France indicated that local authorities were involved in dissemination of the national integration plan in various ways; for example, through the organisation of an annual Integration Week. Portugal presented its overarching Action Plan for Migration at a press conference on 3 June 2024. The Slovak Republic has not developed any communication plans.

85 BE, BG, FI, FR, HR, PL, LT, SK. Poland's implementation plan is currently under development.

86 GE.

87 RS.

88 BG, CY, CZ, IE, LU, LV.

89 EE, FR, IT, LT, PL, PT, SK.

However, its overarching strategy stressed the importance of communicating on migration in a truthful, comprehensive and balanced way, with a responsible choice of language, a correct use of terminology, and the use of officially recognised and verified sources.

Overall, 14 EMN Member Countries indicated that at least one of their strategies (overarching or sectoral) was available on an institutional website.<sup>90</sup>

Among EMN Observer Countries, only Georgia reported having a communication plan in place linked to its overarching migration strategy. The plan differs from those of EMN Member Countries, as it includes additional migrant categories in its target groups beyond third-country nationals, such as Georgian citizens residing in the territory of Georgia and abroad (including diaspora representatives and migrants who have returned to Georgia). Georgia also made its overarching strategy available on its institutional website.



## 5. MONITORING AND EVALUATION

### 5.1. Monitoring Process

Eighteen EMN Member Countries<sup>91</sup> reported on how they monitor and evaluate their migration strategies, either overarching or sectoral. Once again, the process varies depending on the government body responsible and the type of strategy concerned.

Institutions responsible for this task range from individual ministries<sup>92</sup> to interministerial bodies,<sup>93</sup> operational agencies,<sup>94</sup> specific monitoring/advisory bodies,<sup>95</sup> and technical working groups and committees.<sup>96</sup> In several cases, strategies are monitored and evaluated by the same authorities that developed (or contributed to developing) them.<sup>97</sup>

In the Netherlands, the Dutch parliament is primarily responsible for monitoring the country's national overarching strategy, based on annual reporting provided by the Ministry of Asylum and Migration. In Portugal, the Agency for Integration, Migration and Asylum is responsible for monitoring all migration strategies through a network of focal points in the different government sectors and organisations responsible for implementation. In France, implementation of the recommendations of the 2018 and 2019 Interministerial Integration Committees is monitored through an annual interdepartmental meeting with local representatives of the government and local stakeholders (the last meeting was on 7 May 2024). The implementation of annual action plans is monitored by steering committees at local level, which determine the most suitable strategy for regions and departments. In the Slovak Republic, the government resolution establishing the country's migration strategy also requires implementing government institutions (ministries) to report on implementation progress twice over the duration of the strategy (2023-2026).

Among EMN Member Countries, evaluation reports are the most common monitoring tool reported.<sup>98</sup> Luxembourg and Estonia both foresee mid-term and final evaluations, which, in Estonia, are to be carried out by an independent entity. Besides reports, France indicated the use of several other instruments, such as interdepartmental meetings, financial audits and monitoring barometers.

#### Box 5. Monitoring and evaluation in Bulgaria, Lithuania and Poland

In Bulgaria, implementation of the overarching National Strategy on Migration is monitored by the NCMBAI, in a process that includes a mechanism for evaluation and adjustment. The NCMBAI provides an assessment of the strategy's implementation over the previous year in its annual report, and proposes amendments based on an analysis of: changes in the economic, social and political situation in the country and the EU; and regional or global processes that directly affect migration processes in Bulgaria. In Poland, the Interministerial Migration Team – responsible for developing the country's overarching strategy – is set to monitor and evaluate the progress of strategy implementation continuously in order to conduct a comprehensive, mid-term review of its implementation by the end of 2027, with a view to potentially modifying the strategy in the first half of 2028. The implementation plan will also include an assessment of the strategy's financial impact on the state budget. In Lithuania, the Ministry of the Interior collects and summarises migration monitoring data and information from relevant institutions; analyses changes in ongoing migration processes, along with problems and possible negative consequences; and submits a migration policy implementation report to the government by 1 May each year, including recommendations for further action. International and non-governmental organisations involved in implementing migration policy in cooperation with responsible institutions may also submit relevant information to the Ministry of the Interior.

As regards methodology, a few EMN Member Countries<sup>99</sup> provided details on the number and specificity of the indicators they use for monitoring. For example, Estonia reported having 50 indicators to monitor its overarching internal security strategy, and its goals and subgoals. These include data on: border control (from public survey polls

90 AT, BG, CZ, DE, EL, FI, FR, HR, IE, IT, LT, LU, PL, PT, SK.

91 BE, BG, CY, CZ, EE, EL, FI, FR, HR, IE, IT, LT, LU, LV, NL, PL, PT, SK.

92 CY, EE, EL, LT, LV, SK.

93 PL.

94 IT, PT.

95 BE, BG, CZ, IE, LU.

96 FR, HR.

97 BG, CY, CZ, EL, FR, HR, IT, LT, LU, PL, SK.

98 BG, EE, FR, HR, IE, IT, LT, SK.

99 EE, LU, LV.

on people's perception of policy effectiveness in securing borders, to technical data on surveillance coverage of land borders); and return (e.g. percentage of foreigners voluntarily returned or forcibly returned). Likewise, to monitor its sectoral action plan on the reception of Ukrainians,<sup>100</sup> Latvia produces a report with detailed information on the use of funding, the number of Ukrainians registered by various service providers, and the resources they use. In Luxembourg, the Interministerial Integration Committee (CII), coordinated by the MFSVA's Living Together Division, monitors the National Action Plan on Integration (PAN Integration), using precise quantitative and qualitative indicators designed to evaluate whether the projects have had the desired impact and met the objectives. Cyprus reported that implementation of its sectoral return strategy is regularly evaluated by high-level officials at the Migration Department, and the Commander of the Aliens and Immigration Police Unit. Assessments, which focus on the need to adopt alternative or additional measures, are generally conducted by law enforcement based on statistics on people returning under Assisted Voluntary Return programmes, collected over time. This kind of data collection facilitates the provision of relevant information to the public through press releases.

With regard to the EMN Observer Countries, Georgia, Ukraine and Serbia all reported on the existence of monitoring and evaluation plans. Ukraine specified that implementation of its overarching strategy was monitored twice a year, through a process involving data collection on the progress of activities, and systematisation and evaluation of the information collected against the set goal. The results are circulated to government bodies to mark tasks as complete, or to take action if measures are flagged as poorly implemented or not at all.

#### **Box 6. Georgia's monitoring and evaluation system**

The implementation of Georgia's overarching migration strategy and related action plans is regularly monitored through an electronic platform operated by the SCMI Secretariat. Implementing bodies are

required to report on the progress of activities on a quarterly basis, using output indicators defined in the strategy logframe. Based on these reports, the SCMI prepares an annual monitoring report with recommendations, which are circulated to members and submitted to government. The strategy is to be evaluated in two stages: 1) an interim evaluation, foreseen for the first half of 2026 and based on the data linked to the strategy's logframe; and 2) a final evaluation, to take place by the end of policy cycle, but not later than the first half of 2031.

## **5.2. Process to update the strategy**

Fourteen EMN Member Countries<sup>101</sup> reported having updated and/or having some kind of mechanism in place to update their strategies (either overarching or sectoral). Among those, Cyprus, Estonia, France, Lithuania and Luxembourg linked the update mechanism directly to monitoring and evaluation processes. Cyprus, for example, would update its strategy if there were a decline in the number of voluntary returns. Portugal indicated that one of its overarching strategies – the National Implementation Plan of the Global Compact for Migration – is currently being revised, through a consultative methodology involving various stakeholders at political, technical/operational and civil society levels. Some countries noted that their migration strategies could be adapted depending on changing internal and external circumstances,<sup>102</sup> or to ensure alignment with other strategic documents,<sup>103</sup> while the Slovak Republic indicated that its strategy may be updated once the previous one expires. In Poland, the government aims to conduct a mid-term review of the strategy's implementation in the second half of 2027, with a view to potentially modifying it in the first half of 2028.

Among the EMN Observer Countries, all reported having a process in place to update the strategy when and where needed. Georgia specifically linked the updating of the strategy to the evaluation process.

## **! 6. CHALLENGES AND GOOD PRACTICES**

### **6.1. Challenges in strategy development**

Seven EMN Member Countries<sup>104</sup> reported on challenges associated with the development of their national migration strategies.

France highlighted the limited involvement of migrants – including migrants who have newly signed the integration contract, and refugees – in the development of policies that concern them. Ireland and Slovenia noted related concerns, such as difficulties in prioritising and reconciling the feedback received from various stakeholders during

consultations prior to finalising their strategy. Likewise, Portugal acknowledged that both intergovernmental and stakeholder coordination remained a challenge.

Lithuania found it challenging to ensure that the migration strategy remained relevant and effective in light of recent geopolitical changes in Ukraine and Belarus, which have significantly affected the country's migration situation.

The Slovak Republic remarked that limited financial resources negatively affected the involvement of specific government departments, and the quality of interministerial coordination, in development of the strategy.

<sup>100</sup> Action Plan for Providing Support to Ukrainian Civilians in the Republic of Latvia for 2024.

<sup>101</sup> AT, CY, EE, EL, FI, FR, LT, LU, LV, PL, PT, SI, SK.

<sup>102</sup> LV, LT, SI.

<sup>103</sup> LT.

<sup>104</sup> FR, IE, IT, LT, PT, SI, SK.



Among EMN Observer Countries, Georgia noted that COVID-19 limited in-person interaction during a key phase of policy development.

## 6.2. Challenges in strategy implementation

Nine EMN Member Countries<sup>105</sup> reported challenges in the implementation of their national strategies. These included, among other things, a lack of involvement or limited cooperation from stakeholders and partners, budgetary limitations, and sensitivity around the issue of migration among the general public.

Both Estonia and France stressed limited financial resources as a key obstacle to effective implementation of their respective strategies. Italy identified limited direct involvement of some of the key stakeholders (i.e. migrant diaspora groups and associations) in implementation of its strategy on migration and development. Portugal reported difficulties in defining concrete methods to assess strategy implementation, including targets, timeframe and type of indicators.

Ireland identified several challenges during implementation of its housing reception strategy: the changing migration context, with the significant increase in asylum applications; the emergence of strong community protests; the horizontal nature of the strategy, requiring extensive cross-departmental coordination; the linkage between the strategy and other polarising issues in Ireland, such as affordability of the housing market; and the relative lack of operational experience of the department implementing the strategy.

Among the EMN Observer Countries, Georgia and Ukraine reported challenges. In particular, Ukraine identified a lack of funding as a key limitation to effective implementation of its migration strategy.

## 6.3. Good practices in strategy development

Twelve EMN Member Countries<sup>106</sup> reported good practices in relation to the development of their national migration strategies. Among other things, countries highlighted the facilitating role of interministerial coordination bodies and the inclusiveness of their consultation processes.

The Czech Republic highlighted the role of the Coordination Body for Managing the Protection of the State Borders of the Czech Republic and Migration as a venue for facilitating effective and coordinated policymaking on migration. Originally housed in the Ministry for the Interior, it was expanded by invitation to other ministries in 2015. Now a permanent interdepartmental body composed of representatives of the relevant ministries, it serves as a platform for discussing the future direction of migration policy and may take all necessary measures in the fields of migration and the protection of state borders. In this setting, cooperation among institutions within the Coordination Body enables government bodies to respond flexibly to

the current migration situation and contributes to greater flexibility when dealing with specific issues that fall within the terms of reference of multiple ministries.

Similarly, Latvia underscored the role of effective coordination mechanisms in facilitating the involvement of various governmental and non-governmental actors during strategy development. Italy also highlighted the strong coordination between government bodies and Italian civil society (NGOs) in developing its sectoral strategy. France's participatory and multi-level governance approach allowed local authorities, associations and private sector actors to feed into the development of the country's integration strategy – resulting in strategies being tailored to local needs and priorities.

Estonia praised the breadth of its consultation process, involving nearly 100 organisations and hundreds of people in several major seminars and smaller thematic discussions linked to the development of its strategy. Ireland, Latvia and Portugal highlighted similar practices. In Lithuania, national law mandates the publication of draft legal acts in a national repository system, allowing stakeholders – including the private sector – to provide feedback on the migration strategy. This mechanism ensured that the country's guidelines reflected diverse perspectives.

Among the EMN Observer Countries, Georgia identified the holistic approach as a key factor ensuring the integration of all thematic policies under a unified vision.

### Box 7. Canada's consultation approach<sup>107</sup>

In 2023, Immigration, Refugees and Citizenship Canada launched a consultation and review of Canada's migration system called An Immigration System for Canada's Future. The exercise aimed to identify elements to guide migration policy priorities and implementation. Dialogue sessions were held across the country, involving a wide range of governmental and non-governmental stakeholders.

In terms of intragovernmental consultation, provinces and territories were engaged directly, and invited to provide feedback on the future migration system and participate in dialogue sessions. There was also substantial input from municipalities and groups representing them.

## 6.4. Good practices in strategy implementation

Nine EMN Member Countries<sup>108</sup> reported good practices concerning the implementation of national strategies. Countries highlighted new consultative structures, various coordination mechanisms and the creation of new bodies as key elements that facilitated strategy implementation.

To address the limited involvement of migrant and diaspora groups, Italy underlined the establishment of a new structure the Italian Diasporas Coordination for

105 CY, CZ, EE, FR, IE, IT, LV, PT, SK.

106 BG, CY, CZ, EE, FR, IE, IT, LT, LV, PT, SI.

107 Government of Canada, An Immigration System for Canada's Future, <https://www.canada.ca/en/immigration-refugees-citizenship/campaigns/canada-future-immigration-system/what-we-heard.html>, last accessed on 27 January 2025.

108 CY, CZ, EL, FR, IE, IT, LT, LV, PT.

International Cooperation (CIDCI), which has contributed to integrating over 100 diaspora organisations in the Italian framework around migration and development.

Latvia, Lithuania and Portugal highlighted the importance of their interministerial and intergovernmental cooperation mechanisms.

Latvia underscored the successful cooperation among Riga's municipal authorities, its various services, as well as law enforcement, the State Employment Agency and several NGOs in providing assistance to Ukrainian nationals residing in the country. Lithuania has an effective coordination (Ministry of the Interior) and implementation oversight (Government of the Republic of Lithuania) mechanism. In the implementation of its guidelines, collaboration occurs not only with state and municipal institutions and agencies, but also with international and civil society organisations.

**Box 8. Establishment of a new structure to protect unaccompanied minors**

As a good practice, Greece identified the establishment of a General Secretariat dedicated to the protection of vulnerable persons (third-country nationals) (GSVPIP), tasked with designing and implementing

national strategies among other responsibilities. The GSVPIP was established in the Ministry of Migration and Asylum on 27 June 2023. It supersedes the former Special Secretariat for the Protection of Unaccompanied Minors (SSPUAM), taking over its competencies. The secretariat was established with the mandate to build upon the best practices that emerged through the SSPUAM's operation, and apply them in a wider framework for addressing the protection needs of more vulnerable groups more effectively – strengthening Greece's compliance with the EU asylum acquis. The GSVPIP establishes comprehensive frameworks for the protection of vulnerable persons by designing and implementing national strategies; determining specific referral pathways, standardised procedures and tools; and focusing on capacity building (including awareness raising, and tackling stereotypes and perceptions that hinder self-identification and detection of gender-based violence or victims of trafficking among refugees and migrants).

## 7. ANNEX 1: LIST OF OVERARCHING AND SECTORAL MIGRATION STRATEGIES BY COUNTRY AND POLICY FIELD

Strategies reported by EMN Member and Observer Countries under AHQ questions 4-12 are marked with the sign \*. No \* sign indicates that the EMN Member or

Observer Country has provided no information under those questions. Multiple signs are used when countries referred to different strategies across questions.

	Overarching an	Policy fields	Date	Duration	Sectoral Strategy	Policy fields	Date	Duration
<b>EMN Member Countries</b>								
<b>AT</b>	National Migration Strategy*	Asylum	Since 2016-regular updates	Open-ended	50-point plan for the integration of persons entitled to asylum and subsidiary protection	Asylum	N/A	Open-ended
		Regular migration			Strategic action plan to combat the shortage of skilled workers and set up a strategy committee for international skilled workers	Regular migration	2023	Open-ended
		Integration			National Action Plan for Integration* (NAP.I)	Integration	2010	Open-ended
		Irregular migration			Integration Act	Integration	2017	Open-ended
		External dimension			Austrian Return Policy	Irregular migration	N/A	Open-ended
					Austrian external cooperation policy	External dimension	N/A	Open-ended
					National Strategy for Integrated Border Management (IBM)	Irregular Migration	N/A	2023-2027
<b>BE</b>	NO	N/A	N/A	N/A	Flander's Policy Note 2019-2024 - Equal Opportunities, Integration and Civic Integration	Integration	N/A	2019-2024
					Flander's Plan Samenleven (living together in diversity)	Integration	2022	Open-ended
					The Strategic Plan 2022-2024 of the Federal Public Service (FPS) Interior	Irregular migration / Regular migration	2022	2022-2024
					National Security Plan for 2022-2025	Irregular migration	N/A	2022-2025
					Strategic Note on migration as a lever for development*	External dimension	2022	Open-ended
<b>BG</b>	National Strategy on Migration of the Republic of Bulgaria for the period 2021 – 2025*	Asylum	2021	2021-2025	National Strategy for Integrated Border Management in the Republic of Bulgaria, for the period 2020 – 2025	Irregular migration	2020	2020-2025
		Regular migration						
		Integration						
		Irregular migration						
		Contingency planning						
<b>CY</b>	NO (in development)	N/A	N/A	N/A	Return strategy*	Irregular migration	2020	Open-ended
					Cyprus Integrated Border Management Strategy	Irregular migration	2021	2021-2027

	Overarching an	Policy fields	Date	Duration	Sectoral Strategy	Policy fields	Date	Duration
CZ	Migration Policy Strategy of the Czech Republic*	Asylum	2015	Open-ended	State Integration Programme (SIP)	Asylum	1994	Open-ended
		Regular migration			Strategy of the Czech Republic for European Integrated Border Management 2024-2029 (EIBM Strategy 2024):	Irregular migration / Regular migration	2024	2024 - 2029
		Integration			Priorities for the Adaptation and Integration of Temporary Protection Holders 2024+	Integration	2024	2024-2025
		Irregular migration			Policy for the Integration of Foreign Nationals in the Territory of the Czech Republic	Integration	2016	Open-ended
		External dimension			National Strategy for Combating Trafficking in Human Beings in the Czech Republic for the period 2020 – 2023	Irregular migration	2020	2020-2025 (extended)
				National Schengen Plan	Irregular migration / Regular migration	2014	Open-ended	
				Contingency plan for a crisis situation: Large-scale migration wave	Contingency planning	2017	Open-ended	
DE	NO	N/A	N/A	N/A	Federal Government's Skilled Labour Strategy for the 20th electoral term	Regular migration	2022	Open-ended
					National Strategy for the Integrated Border Management (IBM) (2023-2027)	Irregular migration	N/A	2023-2027
EE	Internal Security Development Plan 2020–2030 (ISDP)*	Asylum	N/A	2020-2030	Cohesive Estonia Strategy 2030	Integration	N/A	Until 2030
		Regular migration			Welfare Development plan 2030	Integration	N/A	Until 2030
		Irregular migration						
EL	NO	N/A	N/A		National strategy for the Protection of Unaccompanied Minors*	Asylum	2022	Open-ended
					National strategy for the social integration of asylum seekers and international protection beneficiaries*	Asylum / Integration	2021	Open-ended
					National Strategy for Integrated Border management 2023-2027*	Irregular migration	N/A	2023-2027
ES	NO	N/A	N/A	N/A	Royal Decree 220/2022	Asylum	2022	Open-ended
					Organic Law 4/2000 on the rights and freedoms of foreigners in Spain and their social integration (General migration act) (and successive amendments)	Regular migration	2000 (last amend. 2022)	Open-ended
					Law 14/2013 on support for entrepreneurs and their internationalization (and successive amendments)	Integration	2013 (last amend. 2022)	Open-ended
					Strategic Framework for Citizenship and Inclusion, against Racism and Xenophobia (2023-2027)	Regular migration / Integration	2023	2023-2027
					Integrated Border Management Strategy (2024-2029)	Irregular migration	N/A	2024-2029
					2023-2026 Operational Plan	Contingency planning	N/A	2023-2026
					Regional Contingency Plan	Contingency planning	2021	Open-ended
FI	NO	N/A	N/A	N/A	National strategy for European integrated border management (EIBM)	Irregular migration	2024	2024-2027

	Overarching an	Policy fields	Date	Duration	Sectoral Strategy	Policy fields	Date	Duration
FR	Controlling Immigration, Improving Integration Law of 26 January 2024  Law of 10 September 2018 for a managed migration, an efficient right to asylum and a successful integration  Law of 7 March 2016 on the law of foreign nationals	Asylum	2024	Open-ended	National plan for the reception of asylum seekers and the integration of refugees (SNADAR)  "Welcome to France" attractiveness strategy for international students (2019-2027)  National integration plan (drafted by two interministerial integration committees)*  National strategy for integrated border management (IBM)  Interministerial "Migration and Development" strategy (2023-2030)  Emergency plans	Asylum	N/A	2024-2027
		Irregular migration				Regular migration	2018	2019-2027
		Integration				Integration	Since 2018 and 2019	Open-ended (annual priorities)
		Regular migration				Irregular migration	N/A	2024-2027
		[applies to all]				External dimension	N/A	2023-2030
						Contingency planning	N/A	Open-ended
HR	NO (in progress)	N/A	N/A	N/A	Strategy for Integrated Border Management in the Republic of Croatia, for the period 2024 – 2028*	Irregular migration	2024	2024-2028
HU	NO (outdated)	N/A	N/A	N/A	NO	N/A	N/A	N/A
IE	NO	N/A	N/A	N/A	White Paper to End Direct Provision and Comprehensive Accommodation Strategy*  National Action Plan Against Racism	Asylum	2024	Open-ended
						Integration	N/A	2023-2027
IT	Consolidated Immigration Act	Regular migration			Integrated Programming document on labour, integration, and inclusion for 2021-2027  Strategic Guidelines on the Migration-Development Nexus*  Contingency Plan and response capacity for asylum and reception management	Integration	2021	2021-2027
		Integration				External dimension	2023	Open-ended
		Irregular migration				Contingency planning	2024	Open-ended
LT	Lithuanian Migration Policy Guidelines (new one being prepared)*	Asylum	2014-amend. in 2016 and 2019	Open-ended	2024-2026 Action Plan for Combating Human Trafficking  2021-2030 National Progress Plan  National Integrated Border Management Strategy 2020-2024  Strategy for the Demographic, Migration, and Integration Policy for 2018-2030  National Emergency Management Plan	Irregular migration	2024	2026
		Regular migration				Regular migration / Integration	2021	2030
		Irregular migration				Irregular migration / External dimension	2020	2020-2024
		External dimension				Regular migration / Integration	2018	2018-2030
		Integration				Contingency planning	2010	Open-ended
LU	NO	N/A	N/A		Law of 23 August 2023 on Intercultural Living Together  National Action Plan for Integration (PAN Integration)*  National Integrated Border Management (IBM) strategy 2024-2028  Contingency plan for border management	Integration	2023	Open-ended
						Integration	2018	2018-2024
						Irregular migration	N/A	2024-2028
						Contingency planning	To be updated in 2024	Open-ended

	Overarching an	Policy fields	Date	Duration	Sectoral Strategy	Policy fields	Date	Duration	
LV	NO	N/A	N/A	N/A	Action Plan for the relocation and reception of persons in need of international protection in Latvia	Asylum	2015	Open-ended	
					Plan for Working with the Diaspora for 2024–2026	Regular migration	2024	2024–2026	
					National Development Plan of Latvia for 2021–2027 (NAP2027)	Regular migration	2020	2021–2027	
					Guidelines for the Development of a Cohesive and Civically Active Society for 2021–2027	Integration	2021	2021–2027	
					Integrated Border Management Plan of the Republic of Latvia for 2019–2020	Irregular migration	2019	Open-ended	
Action Plan for Providing Support to Ukrainian Civilians in the Republic of Latvia for 2024*	Contingency planning	2023	2024						
MT	NO (outdated)	N/A	N/A	N/A	N/A	N/A	N/A	N/A	
NL	Dutch Integral Migration Agenda*	Asylum	2018	Open-ended	N/A	N/A	N/A	N/A	
		Regular migration							
		Integration							
		Irregular migration							
PL	Regain control. Ensure Security. A Comprehensive and Responsible Migration Strategy for Poland for 2025–2030*	Asylum	2024	2025-2030 (mid-term eval. in 2027)	Integrated Border Management Strategy of the Republic of Poland for 2019-2023	Irregular migration	N/A	2019-23 (being updated)	
		Regular migration			National Crisis Management Plan	Contingency planning	N/A	Open-ended	
		Integration							
		Irregular migration							
PT	National Implementation Plan of the Global Compact for Migration*	Asylum	2019	Open-ended	Strategic Plan for Learning Portuguese as a Foreign Language	Integration	2024	2024-2027	
		Regular migration							
		Integration							
		Irregular migration							
			External dimension						
	Action Plan for Migrations*	Asylum	2024	Open-ended					
		Regular migration							
		Integration							
Irregular migration									
		External dimension							
		Contingency planning							
SE	NO	N/A	N/A	N/A	NO	N/A	N/A	N/A	

	Overarching an	Policy fields	Date	Duration	Sectoral Strategy	Policy fields	Date	Duration
SI	Overarching strategy on migration*	Asylum Regular migration Irregular migration External dimension Contingency planning	2024	Open-ended	Strategy on integration of foreigners	Integration	2023	Open-ended
SK	Migration Policy of the Slovak Republic with an outlook to 2025*	Asylum Regular migration Integration Irregular migration External dimension		Ongoing	Labour Mobility Strategy of Foreigners in the Slovak Republic until 2020 with an outlook to 2030 Magnet for Talent Strategy for the Internationalization of Higher Education until 2030 Integration Policy of the Slovak Republic National Strategy for European Integrated Border Management 2023 to 2026 Contingency Plan for the Resolution of the Emergency Situation in Connection with the Mass Arrival of Residents of Ukraine to the Territory of the Slovak Republic Caused by the Armed Conflict on the Territory of Ukraine for the Period July – December 2023	Regular migration Regular migration Regular migration Integration Irregular migration Contingency planning	2018 2023 2023 2014 2022 2023	Until 2030 Open-ended Until 2030 Open-ended 2023-2026 Open-ended (updated regularly)
EMN Observer Countries								
GE	Migration Strategy of Georgia for 2021-2030*	Asylum Regular migration Integration Irregular migration External dimension	2020	2021-2030 (mid-term evaluation in 2026)	Integrated Border Management Strategy of Georgia for 2023-2027 (IBM)	Irregular migration Contingency planning	2023	2023-2027
UA	State Migration Strategy of Ukraine*	Asylum Regular migration Integration Irregular migration	2017	2017-2025	NO	N/A	N/A	N/A
RS	Strategy on Migration Management* The Action Plan for the Negotiation chapter 24	Integration Asylum Regular migration Irregular migration	2009 (open-ended) 2020	Open-ended Open-ended	Economic Migration Strategy of the Republic of Serbia for the Period 2021-2027 with its action plan Strategy on Integrated Border Management in the Republic of Serbia for the Period 2022-2027 with action plan Programme for the Fight Against Human Trafficking in the Republic of Serbia for the period 2024-2029 with action plan Action Plan for the Accession of the Republic of Serbia into the Schengen area for the period 2023-2028 Response Plan to the Increased Number of Migrants on the Territory of the Republic of Serbia for 2024	Regular migration Irregular migration Irregular migration Irregular migration Contingency planning	2021 2022 2024 2023 2024	2021-2027 2022-2027 2024-2029 2023-2028 2024



## For more information

EMN website: <http://ec.europa.eu/emn>

EMN LinkedIn page: <https://www.linkedin.com/company/european-migration-network>

EMN X account: <https://x.com/emnmigration>

EMN YouTube channel: <https://www.youtube.com/@EMNMigration>

## EMN National Contact Points

Austria [www.emn.at/en/](http://www.emn.at/en/)

Belgium [www.emnbelgium.be/](http://www.emnbelgium.be/)

Bulgaria [www.emn-bg.com/](http://www.emn-bg.com/)

Croatia [emn.gov.hr/](http://emn.gov.hr/)

Cyprus [www.moi.gov.cy/moi/crmd/emnncpc.nsf/home/home?opendocument](http://www.moi.gov.cy/moi/crmd/emnncpc.nsf/home/home?opendocument)

Czech Republic [www.emncz.eu/](http://www.emncz.eu/)

Estonia [www.emn.ee/](http://www.emn.ee/)

Finland [emn.fi/en/](http://emn.fi/en/)

France [www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2](http://www.immigration.interieur.gouv.fr/Europe-et-International/Le-reseau-europeen-des-migrations-REM3/Le-reseau-europeen-des-migrations-REM2)

Germany [www.bamf.de/EN/Themen/EMN/emn-node.html](http://www.bamf.de/EN/Themen/EMN/emn-node.html)

Greece <https://migration.gov.gr/emn/>

Hungary [www.emnhungary.hu/en](http://www.emnhungary.hu/en)

Ireland [www.emn.ie/](http://www.emn.ie/)

Italy [www.emnitalyncp.it/](http://www.emnitalyncp.it/)

Latvia [www.emn.lv](http://www.emn.lv)

Lithuania [www.emn.lt/](http://www.emn.lt/)

Luxembourg [emnluxembourg.uni.lu/](http://emnluxembourg.uni.lu/)

Malta [emn.gov.mt/](http://emn.gov.mt/)

The Netherlands [www.emnnetherlands.nl/](http://www.emnnetherlands.nl/)

Poland [www.gov.pl/web/european-migration-network](http://www.gov.pl/web/european-migration-network)

Portugal [rem.sef.pt/en/](http://rem.sef.pt/en/)

Romania [www.mai.gov.ro/](http://www.mai.gov.ro/)

Spain [www.emnspain.gob.es/en/home](http://www.emnspain.gob.es/en/home)

Slovak Republic [www.emn.sk/en](http://www.emn.sk/en)

Slovenia [emnslovenia.si](http://emnslovenia.si)

Sweden [www.emnsweden.se/](http://www.emnsweden.se/)

Norway [www.udi.no/en/statistics-and-analysis/european-migration-network---norway#](http://www.udi.no/en/statistics-and-analysis/european-migration-network---norway#)

Georgia [migration.commission.ge/](http://migration.commission.ge/)

Republic of Moldova [bma.gov.md/en](http://bma.gov.md/en)

Ukraine [dmsu.gov.ua/en-home.html](http://dmsu.gov.ua/en-home.html)

Montenegro [www.gov.me/mup](http://www.gov.me/mup)

Armenia [migration.am/?lang=en](http://migration.am/?lang=en)

Serbia [kirs.gov.rs/eng](http://kirs.gov.rs/eng)

North Macedonia