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**COMMISSION IMPLEMENTING DECISION**

of **XXX**

**on the Annual Action Programme 2018 for the "Global Public Goods and Challenges (GPGC) in the areas of Migration and Asylum" to be financed from the general budget of the Union**

## COMMISSION IMPLEMENTING DECISION

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**on the Annual Action Programme 2018 for the "Global Public Goods and Challenges (GPGC) programme in the areas of Migration and Asylum" to be financed from the general budget of the Union**

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012<sup>1</sup>, and in particular Article 110 thereof,

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action<sup>2</sup>, and in particular Article 2(1) thereof,

Whereas:

- (1) In order to ensure the implementation of the Annual Action programme 2018 for the "Global Public Goods and Challenges in the areas of Migration and Asylum", it is necessary to adopt an annual financing decision, which constitutes the annual work programme, for 2018. Article 110 of Regulation (EU, Euratom) 2018/1046 establishes detailed rules on financing decisions.
- (2) The envisaged assistance is to comply with the conditions and procedures set out by the restrictive measures adopted pursuant to Article 215 TFEU<sup>3</sup>.
- (3) The Commission has adopted the thematic programme for "Global Public Goods and Challenges (GPGC) in the areas of migration and asylum" for the period 2014-2020 which establishes the following three objectives for 2018-2020: "Maximising the positive impact of migration on sustainable socio-economic development" (Objective 1); "Promoting well managed migration and the protection of human rights of migrants by addressing and preventing irregular and unsafe movements of migrants, with a particular focus on migrants in vulnerable situations" (Objective 2); "Ensuring that forcibly displaced persons become more self-reliant and are not left behind" (Objective 3).<sup>4</sup>

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<sup>1</sup> OJ L 193, 30.7.2018, p.1.

<sup>2</sup> OJ L 77, 15.3.2014, p. 95.

<sup>3</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy, the OJ prevails.

<sup>4</sup> C(2018)4919 of 31 July 2018.

- (4) The objectives pursued by the annual action programme to be financed under the Development Cooperation Instrument<sup>5</sup> are to:
- (1) reduce economic poverty and inequality of forcibly displaced persons and their host communities in Central America and Mexico;
  - (2) reducing vulnerabilities of migrants and refugees from Venezuela and addressing the impact on host communities;
  - (3) reduce the impact of disaster displacement on persons at risk of being displaced in developing small island states in the Pacific;
  - (4) enhance diaspora involvement globally in the development of countries of origin;
  - (5) contribute to the achievement of the objectives and specific results of the DCI Global Public Goods and Challenges Migration and Asylum programme by providing support to EU Delegations and Headquarter services.

The Actions constituting the Annual Action Programme 2018 are:

- i. ***“Promoting Employment and Social protection under the Comprehensive Refugee Response Framework in Central America and Mexico”*** aiming at reducing economic poverty and inequality of forcibly displaced persons and their host communities in Central America and Mexico, which should also reduce social tensions within and between communities. The action will be implemented in indirect management with the International Labour Organisation (ILO) and United Nations High Commissioner for Refugees (UNHCR) as implementing partners.
- ii. ***“Fostering local communities of solidarity for migrants and refugees from Venezuela”*** aiming at reducing vulnerabilities of migrants and refugees and addressing the impact on host communities, including by furthering acceptance and protection of migrants and refugees, improving their access to legal status and documentation and fostering socio-economic inclusion of vulnerable migrant, refugee and host communities. The action will be implemented in indirect management with United Nations Human Settlement Programme (UN-Habitat), the International Organization for Migration (IOM) and United Nations High Commissioner for Refugees (UNHCR).
- iii. ***“Understanding and enhancing preparedness and response to risks of disaster displacement in the Pacific”*** aiming at reducing the impact of disaster displacement on persons at risk of being displaced in developing small islands states in the Pacific, so that they would not be displaced at all, less affected or better assisted and protected when compelled to move. A secondary objective is to improve global responses to disaster displacement and urban disaster displacement. The action will be implemented in direct management with the Norwegian Refugee Council/Internal Displacement Monitoring Centre.
- iv. ***“Global EU Diaspora Facility”*** aiming at enhancing diaspora involvement in the development of countries of origin by building the capacities of governments of countries of origin and diaspora organizations to engage and collaborate. The Action will be implemented in indirect management with the International Centre for Migration Policy Development (ICMPD).

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<sup>5</sup> Regulation (EU) No 233/2014 of the European Parliament and of the Council of 11 March 2014 establishing a financing instrument for development cooperation for the period 2014-2020 (OJ L 77, 15.3.2014, p. 44).

- v. **“Support measures AAP 2018 Migration and Asylum”** aiming at contributing to the achievement of the objectives and specific results of the DCI Global Public Goods and Challenges Migration and Asylum programme by providing support to EU Delegations and Headquarter services as specified in Article 3 of the Common rules and procedures for the implementation of the Union's instruments for external action.
- (6) (5) The Commission should acknowledge and accept contributions from other donors in accordance with Article 21(2) of Regulation (EU, Euratom) 2018/1046, subject to the conclusion of the relevant agreement. Where such contributions are not denominated in euro, a reasonable estimate of conversion should be made.
- (1) It is appropriate to authorise the award of grants without a call for proposals and to provide for the conditions for awarding those grants.
- (2) Pursuant to Article 4(7) of the Regulation (EU) No 236/2014, indirect management is to be used for the implementation of the programme.
- (3) The Commission is to ensure a level of protection of the financial interests of the Union with regards to entities and persons entrusted with the implementation of Union funds by indirect management as provided for in Article 154(3) of Regulation (EU, Euratom) 2018/1046.
- (4) To this end, such entities and persons are to be subject to an assessment of their systems and procedures in accordance with Article 154(4) of Regulation (EU, Euratom) 2018/1046 and, if necessary, to appropriate supervisory measures in accordance with Article 154(5) of Regulation (EU, Euratom) 2018/1046 before a contribution agreement can be signed
- (5) It is necessary to allow for the payment of interest due for late payment on the basis of Article 116(5) of Regulation (EU, Euratom) 2018/1046.
- (6) The actions provided for in this Decision are in accordance with the opinion of the DCI Development Cooperation Instrument Committee established under Article 19 of the applicable Regulation .

HAS DECIDED AS FOLLOWS:

#### *Article 1*

#### **The programme**

The annual financing decision, constituting the annual programme 2018 for the implementation of the Annual Action Programme 2018 for the "Global Public Goods and Challenges (GPGC) in the areas of Migration and Asylum", as set out in the Annexes, is adopted.

The programme shall include the following actions:

- Annex 1: Promoting Employment and Social protection under the Comprehensive Refugee Response Framework in Central America and Mexico;
- Annex 2: Fostering local communities of solidarity for migrants and refugees from Venezuela;
- Annex 3: Understanding and enhancing preparedness and response to risks of disaster displacement in the Pacific;
- Annex 4: Global EU Diaspora Facility;

- Annex 5: Support measures.

#### *Article 2*

##### **Union contribution**

The maximum Union contribution for the implementation of the programme for 2018 of budget implementation is set at EUR 18 531 564 and shall be financed from the appropriations entered in the following line of the general budget of the Union:

Budget line BGUE-B-2018-21.020705-C1-DEVCO – EUR 18 531 564

The appropriations provided for in the first paragraph may also cover interest due for late payment.

#### *Article 3*

##### **Methods of implementation and entrusted entities of persons**

The implementation of the actions carried out by way of indirect management, as set out in the Annexes 1, 2 and 4, may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in point 5.3.1 of the Annexes 1, 2 and 4.

#### *Article 4*

##### **Flexibility clause**

Increases or decreases of up to EUR 10 000 000 not exceeding 20 % of the contribution set in the first paragraph of Article 2, or cumulated changes<sup>6</sup> to the allocations of specific actions not exceeding 20 % of that contribution, as well as extensions of the implementation period shall not be considered substantial within the meaning of Article 110(5) of Regulation (EU, Euratom) 2018/1046, provided that these changes do not significantly affect the nature and objectives of the actions.

The authorising officer responsible may apply changes referred to in the first paragraph. Those changes shall be applied in accordance with the principle of sound financial management and proportionality.

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<sup>6</sup> These changes can come from assigned revenue made available after the adoption of the financing decision

*Article 5*

*Grants*

Grants may be awarded without a call for proposals in accordance with the conditions set out in the Annex 2. Grants may be awarded to the bodies referred to in the Annex 2 in accordance with point 5.3.1. of the Annex 2.

Done at Brussels,

*For the Commission*

*Neven Mimica*

*Member of the Commission*

**NOTE TO THE MEMBERS OF THE COMMITTEE**

**Annual Action Programme 2018 for the "Global Public Goods and Challenges (GPGC) programme in the areas of Migration and Asylum" to be financed from the general budget of the European Union**

**1. Identification**

Budget heading	BGUE-B-2016-21.020705-C1-DEVCO
Total cost	EUR 18 531 564 of EU contribution Contribution from other donors still to be determined
Basic act	Regulation (EU) No 233/2014 of the European Parliament and of the Council of 11 March 2014 establishing a financing instrument for development cooperation for the period 2014-2020

**2. Thematic background**

The Annual Action Programme 2018 aims to implement the EU budget for 2018 under the Global Public Goods and Challenges (GPGC) programme in the areas of migration and asylum, in conformity with the provisions of Article 7 and Annex II of Regulation (EU) No 233/2014 of the European Parliament and of the Council of 11 March 2014 establishing a financing instrument for development cooperation for the period 2014-2020, and the Multi-annual Indicative Programme 2018-2020 of the GPGC<sup>1</sup>.

The GPGC programme in the areas of migration and asylum intends to strengthen political dialogue, cooperation, exchange of knowledge and experience and the capacities of partner countries, civil society organisations and local authorities in order to support human mobility as a positive element of human development. Cooperation, with a rights-based approach encompassing all human rights, addresses the challenges of migration flows, including South-South migration, and the situation of vulnerable migrants, by:

- (a) promoting migration governance at all levels, with a particular focus on the social and economic consequences of migration;
- (b) ensuring better management of migratory flows in all their dimensions, including through enhancing capacities of governments and other relevant stakeholders;
- (c) maximising the development impact of the increased regional and global mobility of people, and in particular of well managed labour migration;
- (d) improving a common understanding of the migration and development nexus;
- (e) enhancing asylum and reception capacities in partner countries.

In line with the Multi-annual Indicative Programme (MIP) 2018-2020 of the GPGC programme, the focus is on the following objectives:

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<sup>1</sup> C(2018)4919 of 31 July 2018.

"To maximise the positive impact of migration on sustainable socio-economic development" (Objective 1); "To promote well managed migration and the protection of human rights of migrants by addressing and preventing irregular and unsafe movements of migrants, with a particular focus on migrants in vulnerable situations" (Objective 2); "To ensure that the forcibly displaced become more self-reliant and are not left behind" (Objective 3).<sup>2</sup>

### 3. Summary of the action programme

- 1) Background: The AAP 2018 includes five actions: i) *"Promoting Employment and Social protection under the Comprehensive Refugee Response Framework in Central America and Mexico"*; ii) *"Fostering local communities of solidarity for migrants and refugees from Venezuela"*; iii) *"Understanding and enhancing preparedness and response to risks of disaster displacement in the Pacific"*; iv) *Support to a Global EU Diaspora Facility*; v) *Support Measures 2018*.
- 2) Coherence with the programming documents: The measures planned in the AAP 2018 fully reflect the priorities indicated in Article 7 and Annex II of Regulation (EU) No 233/2014, and in the MIP 2014-2017 of the GPGC programme
- 3) Identified actions
  - **Action document 1: "Promoting Employment and Social protection under the Comprehensive Refugee Response Framework in Central America and Mexico"** aiming at reducing economic poverty and inequality of forcibly displaced persons and their host communities in Central America and Mexico, which should also reduce social tensions within and between communities. The action will be implemented in indirect management with the International Labour Organisation (ILO) and United Nations High Commissioner for Refugees (UNHCR) as implementing partners.
  - **Action document 2: "Fostering local communities of solidarity for migrants and refugees from Venezuela"** aiming at reducing vulnerabilities of migrants and refugees and addressing the impact on host communities, including by furthering acceptance and protection of migrants and refugees, improving their access to legal status and documentation and fostering socio-economic inclusion of vulnerable migrant, refugee and host communities. The action will be implemented in indirect management with United Nations Human Settlement Programme (UN-Habitat), the International Organization for Migration (IOM) and United Nations High Commissioner for Refugees (UNHCR).
  - **Action document 3: "Understanding and enhancing preparedness and response to risks of disaster displacement in the Pacific"** aiming at reducing the impact of disaster displacement on persons at risk of being displaced in developing small islands states in the Pacific, so that they would not be displaced at all, less affected or better assisted and protected when compelled to move. A secondary objective is to improve global responses to disaster displacement and urban disaster displacement. The action will be implemented

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<sup>2</sup> C(2018)4919 of 31 July 2018.

in direct management with the Norwegian Refugee Council/Internal Displacement Monitoring Centre.

- **Action document 4: “Support to a Global EU Diaspora Facility”** The overall objective of the proposed action is for governments of countries of origin and diaspora organizations to engage and collaborate more effectively with each other and with the EU. The action would achieve this through four components: *firstly*, a global mapping exercise on diaspora engagements by countries of origin which would include the potential and limitations of investment opportunities for diaspora. *Secondly*, the provision of capacity building and technical assistance for governments, civil society and diaspora organisations in line with the mapping results. *Thirdly*, the establishment of a global diaspora platform for a structured dialogue and exchange with the EU. *Fourthly*, the establishment of a roster of experts from the diaspora.
- **Action document 5: “Support Measures 2018 “** covering the expenditures of activities related to the preparation, follow up, monitoring, evaluation and audit activities related to the implementation of the Migration and Asylum component of the Global Public Goods and Challenges programme.

- 4) **Expected results:** In line with the Global Public Goods and Challenges Multi-annual Indicative Programme 2018-2020 and in full coherence with the European Consensus on Development, the actions included in the Annual Action Programme 2018 will contribute to the effective governance of migration and forced displacement at global level. This responds to the 2030 Agenda's call for leaving no-one behind and to its target 10.7 to facilitate safe, orderly and well managed migration.

**Action document 1: Result 1:** Improved equal access of forcibly displaced women and men and their host communities to public and private employment-related services, such as job matching, technical and vocational education and training, and skill recognition, as well as promotion of self-employment, including through entrepreneurial training and advice, access to financial services. **Result 2:** Improved equal access to social protection programmes and services, notably related to employment, basic income and protection against existential life-cycle risks such as accidents or ill-health.

**Action document 2: Result 1:** Better understanding of the impact of the displacement situation in host communities, e.g. with regard to perspectives for solutions, protection, basic services, housing, employment and environment. **Result 2:** Inclusion of migration and asylum-related challenges and opportunities in urban strategies and planning. **Result 3:** Social cohesion and conflict prevention promoted between host communities and migrants/refugees. **Result 4:** Strengthened local authority/public, private and civil society service delivery capacities for responding to specific needs and vulnerabilities of migrants/refugees. **Result 5:** Lessons learnt from the action are made available to local authorities hosting Venezuelans not targeted by the action, as well as other stakeholders

**Action document 3: Result 1:** Methodologies to assess disaster displacement risk, a decision-making model and relevant data collected in the Pacific are publicly available and interoperable. **Result 2:** Methodologies to assess the impact of internal

displacement on urban areas, the impact of displacement on urban IDPs and cities' system capacities, relevant data collected as a basis for application in similar contexts across the globe, and analysis publicly available and interoperable. **Result 3:** Advice provided on regional and national guidelines and policy instruments on human mobility, climate change adaptation and disaster risk reduction to reflect disaster displacement (human mobility as a protection challenge), in coordination with on-going activities focusing on mobility as an opportunity (planned relocation, migration as adaptation). **Result 4:** Operational response capacity for early warning, evacuation and contingency planning strengthened, in coordination with policies and actions for disaster risk reduction, climate change adaptation and safe human mobility.

Action document 4: **Result 1:** to create and gain knowledge on diaspora engagement-related practices at global level; **Result 2:** to provide targeted capacity building to governments and diaspora organizations; **Result 3:** to establish a Global Forum via which diaspora can provide input to the European Union on development issues; **Result 4:** to promote diaspora experts as accessible development partners for countries of origin.

- 5) Past EU assistance and lessons learnt. The mid-term review of the Global Public Goods and Challenges (GPGC) programme pointed to a number of good practice and lessons learnt from the implementation of its 2014-2017 Multi-annual Indicative programme. In the area of migration, the GPGC was seen as a key tool for contributing to the EU's strategic engagement on migration at a global level. With migration and forced displacement as a global and multi-country challenge, the added value of the programme is its global reach and ability to cover intra-regional, multi-country and international actions. Based on lessons from its own cooperation and accompanied by a global paradigm shift, in 2016 the EU adopted a development-led approach to forced displacement. It outlines the need to engage from the outset of a forced displacement crisis with political, developmental and humanitarian instruments and to boost the resilience and self-reliance of forcibly displaced persons and their host communities in an integrated manner.

With regard to disaster displacement, lessons also pointed at the need to expand and improve available data (including on the duration and severity of disaster) as well as to integrate disaster displacement into action on disaster risk reduction and climate change adaptation.

Beyond the international acknowledgement of the contributions of migrants and diaspora to sustainable development in their countries of origin and destination, specific lessons for the collaboration with diaspora included the importance of policy frameworks and enabling environments to increase the effectiveness and sustainability of diaspora engagement.

- 6) Complementary actions/donor coordination. The actions will be implemented in complementarity with other EU instruments and programmes, such as the thematic instruments European Instrument for Democracy and Human Rights (EIDHR), the other relevant areas covered by the Global Public Goods and Challenges (GPGC) programme, the Instrument contributing to Stability and Peace, the Instrument for Pre-Accession and the Partnership Instrument. Particular efforts will be undertaken to increase the subsidiarity and complementarity with the geographic instruments, the European Development Fund (EDF), the European Neighbourhood Instrument (ENI) and the Development Cooperation Instrument (DCI) Close coordination will be done in relation to actions funded in the context of the EU Emergency Trust Fund for Africa

(EUTF) and the EU Regional Trust Fund in response to the Syrian crisis. Complementarity will also be sought with EU humanitarian aid and other funding strands, such as the Asylum, Migration and Integration Fund managed by the Directorate-General Migration and Home Affairs.

#### **4. COMMUNICATION AND VISIBILITY**

Communication and visibility activities will be based on specific Communication and Visibility Plans for each individual Actions. Activities will be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. The Communication and Visibility Manual for European Union External Action or the Joint Visibility Guidelines for EU-UN actions in the field will be used.

#### **5. Cost and financing**

- ***Annex 1: Promoting Employment and Social protection under the Comprehensive Refugee Response Framework in Central America and Mexico” - EUR 4 000 000***
- ***Annex 2: Fostering local communities of solidarity for migrants and refugees from Venezuela” – EUR 6 000 000***
- ***Annex 3: “Understanding and enhancing preparedness and response to risks of disaster displacement in the Pacific” – EUR 3 000 000***
- ***Annex 4: Global EU Diaspora Facility – EUR 5 000 000***
- ***Annex 5: Support measures – EUR 531 564***

The committee is invited to give its opinion on the attached Annual Action Programme 2018 for the Global Public Goods and Challenges (GPGC) in the areas of Migration and Asylum