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DEVCO/ (2011) D/NNN

ANNEX 1 – ACTION FICHE – CALL FOR PROPOSALS

1. Identification

Title/Number	Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum Restricted call for proposals 2011-2012		
Total cost	Specify: EU contribution. 2011 Budget : €36 000 000.00 2012 Budget : €38 000 000.00 ¹ Total 2011+2012 Budgets : €74 000 000.00²		
Method/ Management mode	Project approach – Call for proposals – <i>Centralised</i>		
DAC-code, if applicable	n.a.	Sector	MIGR

2. Rationale

2.1. Sector context

According to the most recent data, there are currently 214 million international migrants in the world (against 191 million in 2005), representing 3.1 percent of the world's population³, while the number of internal migrants is estimated at approximately 740 million people⁴. Most of these international migration flows take place between developing countries, as just over a third of international migrants move from a developing to a developed country. It is estimated that approximately half of migrants are women. However, this aggregate percentage hides important variations between countries and regions. While the feminisation of migration seems least evident in Africa (although the proportion of female migrants is increasing), in regions such as South-East and East Asia women significantly exceed men among the migrants.

The last decade registered a substantial increase in the absolute number of migrants in the world and EU Member States are among the most important destination countries of such movements. The total number of third country nationals in the EU (thus excluding intra EU migrants) is estimated at 19.5 millions people, representing 3.9 % of the total population (497.5 million). This compares with approximately 20 million EU citizens who live in an EU Member State other than their own. As regards irregular migrants, a recent study estimated their number in the EU at between 6 and

¹ Provided the 2012 budget is approved.

² 2011 allocation for Special Measures will be utilised for the Call for Proposals unless unforeseen needs for its use arise before the end of 2011.

³ United Nations' Trends in Total Migrant Stock: The 2008 Revision, <http://esa.un.org/migration>

⁴ UNDP, 2009, Human Development Report 'Overcoming barriers: Human mobility and development', p.1

15 % of the total number of migrants⁵. In recent years, migration flows to the EU have become increasingly diversified and new migratory flows (from Russia, Ukraine, China, Pakistan, Sri Lanka, the Central Asian Republics, West and East Africa, the Andean countries, etc.) have emerged alongside traditional and relatively long-standing flows between countries that have historic, cultural or geographic links with EU Member States. The EU continues also to receive a high number of refugees and asylum seekers. This large influx, combined with the mixed nature of migratory flows, contributes to placing the national asylum systems under pressure and the credibility of the asylum procedures under strain. Therefore, while Member States pursue their asylum system reforms, there is an increasing need to develop third countries' capacities to manage migration and refugee flows in the regions of origin and transit.

As indicated in new Strategy Paper for 2011-2013, the general objective of the Thematic Programme is to support third countries in ensuring better management of migratory flows in all their dimensions.

In close cooperation with EU Member States agencies, international organisations, EU and local NGOs, CSOs and various other stakeholders, the Thematic Programme aims in particular at:

- fostering the links between migration and development;
- promoting well-managed labour migration;
- fighting irregular migration and facilitating the readmission of irregular migrants;
- protecting migrants against exploitation and exclusion and supporting the fight against trafficking in human beings;
- promoting asylum, international protection and the protection of stateless persons.

By promoting cooperation between countries of origin, transit and destination, the Thematic Programme supports capacity building, information and awareness-raising in third countries, sharing EU experience, best practices and working methods on the various aspects of migration.

2.2. Complementary actions

Within the framework of the Development Cooperation Instrument (DCI) and the European Neighbourhood and Partnership Instrument (ENPI), the Thematic Programme for Migration and Asylum works in complementarity with other EU instruments such as the European Instrument for Democracy and Human Rights (EIDHR), the thematic programmes 'Investing in People' and 'Non State Actors and Local Authorities' and the Instrument for Stability (IfS), the Instrument for Pre-Accession (IPA) and the European Development Fund (EDF), as well as humanitarian aid provided by the European Commission's Humanitarian Aid Office (ECHO). For these reasons it finances neither operations designed directly to address the root causes of migration, which principally come under the ENPI, the geographic and other thematic programmes of the DCI and the EDF, which are better suited for this purpose, nor humanitarian operations, which come under ECHO financing. Instead, it mostly finances operations aiming at ensuring better management of all dimensions of migratory flows.

Nevertheless, the actions funded by the Thematic Programme must be consistent with the EU's efforts to address all these causes and concerns.

⁵ UNDP, 2009, Human Development Report "Overcoming barriers: Human mobility and development", p.1

The Thematic Programme will also complement actions financed through the funds established under the Framework Programme 'Solidarity and Management of Migration Flows', more precisely the European Refugee Fund, the External Borders Fund, the Fund for the Integration of Third-Country Nationals and the European Return Fund.

2.3. Past EC assistance and lessons learnt

In line with the greater importance of migration and asylum matters in the international cooperation agenda, EU geographic instruments are increasingly being used to support measures in this field. Under the Instrument for Pre-Accession (IPA) established in 2007 a total of €137.8 million were allocated between 2007 and 2009 for migration-related projects in the **Western Balkans and Turkey**, while approximately € 145 million has been allocated since 2002 to the **Eastern Neighbourhood** for migration related projects in the region (mainly dealing with border management issues). As regards the **Southern Mediterranean**, €89.3 million has been contracted between 2002 and 2009 under the geographical instruments to support migration related projects. EDF funds are also increasingly being used to support migration related initiatives in **Sub-Saharan Africa**, in particular through interventions in the area of migration and development. In 2006 a €25 million intra-ACP Migration Capacity Building Facility was agreed under the 9th EDF and under the 10th EDF (covering 2008-2013), substantial funding is earmarked for migration in various NIPs and RIPs (National and Regional Indicative Programmes). As regards the **Middle East**, significant assistance has been offered by the EU to internally displaced people, asylum seekers and refugees, in particular to Palestinians, Iraqis and Lebanese. For Asia, the nature of operations financed until now by geographic instruments has been more closely related to supporting rehabilitation and return of refugees and displaced persons, including internally displaced people, rather than to migration policy itself. **Central Asia** benefited from a total of € 24.1 million allocated through TACIS funds to support what essentially were border management activities. As regards **Asia** and **Latin America**, significant amounts have addressed the needs of displaced and uprooted populations, while €12.5 million is devoted to border security in Central America.

Interventions under the Aeneas programme (2004-2006)

The Aeneas Programme (budget line 19 02 03), was established in March 2004 by Regulation (EC) No.491/2004. Initially planned for the period 2004-2008, the Aeneas programme (budget line 19 02 03) was built in such a manner as to respond to the weaknesses identified under the preparatory actions, and was finally shortened to three years (2004-2006) during which about €120 million were devoted to financing migration related projects. A recently completed external evaluation of the AENEAS Programme has concluded that in, general, it ensured a good coverage of its main intended objectives and made it possible to cooperate with countries not covered by other EC cooperation instruments. Moreover, the programme achieved a good diversification of implementing partners. However, the evaluation also identified a few weaknesses, having recommended in particular to ensure that capacity building of civil society organisations of third countries is more systematically foreseen in the programme's design and project proposal, to pay more attention to issues such as xenophobia and brain drain, to facilitate the conclusion of readmission agreements and strengthen dialogue with third countries in this area, to pay more attention to community development projects and to the linking of valuable community

development interventions with interventions targeting migrants' families, especially in regions of high emigration in poor countries.

Interventions under the new Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum

Under the Financial Perspectives 2007-2013, the Aeneas Programme was replaced by the Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum. During the period 2007-2010, about € 142 million were allocated to two separate calls for proposals. The first one was launched in December 2007, under which out of the 335 concept notes received, 54 projects were finally approved for financing, for a total amount of about €62 million. The second one was launched in August 2009, under which 65 proposals were selected (out of 370 concept notes received) for a total amount of €75 million. The high number of proposals received both in the first and in the second call clearly indicates the need for action in this field and the interest partners have in the EU's approach. Moreover, the large number of concept notes shortlisted shows the high quality of the proposals received, compared with the still limited budget available for the Thematic Programme. Furthermore, during the period 2007-2010, the Thematic Programme has financed 18 targeted projects for an amount of about €8 million funding activities respectively on Migration and Development, support to Mobility Partnerships, support to Regional Protection Programmes, fight against Trafficking in human beings and management of irregular migration.

Finally In the framework of the thematic programme's mid-term review, an **external evaluation** of the programme was conducted between October 2009 and February 2010. The main issues raised by this evaluation were: (i) The low level of EU Delegation involvement in Thematic Programme strategy development and implementation has been a limiting factor, adversely affecting relevance, effectiveness and efficiency, impact, and ultimately EU value added; (ii) Despite the fact that many have been in operation for only a short time, Thematic Programme projects have demonstrated the potential to have significant impacts in each of the five areas covered. Technical assistance and capacity building have been of high quality. Concerns about lack of coordination and sustainability have, however, emerged; (iii) The Thematic Programme has successfully involved and exploited the comparative advantage of international organisations. However, there are barriers to the full participation of national NGOs. Nor has it proven possible to fully involve third country governments as active stakeholders; (iv) Technical assistance and capacity building in the fight against illegal migration has been effective, subject to the cautions related to sustainability outlined above and the fact that, in some third countries, the fight against illegal migration is not a major government priority. The Thematic Programme could do better, though, on mainstreaming democratisation and human rights into its projects.

The present Call for Proposals has been prepared in accordance with the Thematic Programme's Multi-Annual strategy paper 2011-2013, taking into consideration past experience and lessons learnt and bearing in mind the concerns raised during the Mid-Term Evaluation, while the involvement of EU Delegations has already been improved through the deconcentration of the great majority of past contracts.

3. Description of the call for proposal(s)

3.1. Basic act and Financing source

The objective of the Thematic Programme for Migration and Asylum and its areas of activity are laid down in Article 16 of Regulation (EC) No 1905/2006 establishing a financing instrument for development cooperation (DCI), and in Article 2 of Regulation (EC) No 1638/2006 establishing a European Neighbourhood and Partnership Instrument, in line with the strategy endorsed by the Member States Committee on 21 March 2007 and the Commission Decision of June 2007.

Almost the entire budget for this Annual Action Programme 2011 Part 1 and 2012 Part 1 will be implemented through a call for proposals, which will be financed from budget line 19 02 01, as follows:

€36 000 000.00 from the EU budget allocation for 2011, to which €38 000 000.00 will be added from the EU budget allocation for 2012, subject to the approval by the budgetary authority of the ABP 2012.

The need to merge budgets 2011 and 2012 results from the complexity of the Call for Proposals which will cover three different geographic lots, one global lot for action with multi-regional scope, and a very broad spectrum of interventions. The previous Call for Proposals has been launched following the same criteria.

In addition, the amount of €5 000 000.00 from the 2011 budget reserved for Special Measures will be added to the overall budget for the Call for Proposals and in principle, depending on the quality of the proposals, allocated proportionally to each of the call lots, if no urgent unforeseen and duly justified needs or circumstances, related to natural disasters, civil strife or crises, and which cannot be funded under Regulation (EC) No 1717/ 2006 or Regulation (EC) No 1257/96, have been identified by the end of October for each relevant year.

3.2. Objectives of the programme, fields of intervention/priorities of the year and expected results

Based on the Multi-Annual Strategy Paper 2011-2013, the main areas of activities to be supported through this action are the following:

(a) **Fostering the links between migration and development**, especially by encouraging the contribution of diasporas to the development of their country of origin and increasing the value of migrants' return; mitigating brain drain and promoting the circular movement of skilled migrants; facilitating financial transfers of migrants to their country of origin; supporting voluntary return and reintegration of migrants and building capacities for migration management; fostering capacity building efforts to help countries in the formulation of pro-development migration policies and in their capacity to jointly manage migration flows.

(b) **Promoting well-managed labour migration**, in particular by providing information about legal migration and conditions of entry into and stay on the territory of EU Member States; providing information on labour migration opportunities and

needs in Member States and on qualifications of third country candidates for migration; supporting pre-departure training for candidates for legal migration; and encouraging the definition and implementation of legislative frameworks for migrant workers in third countries.

(c) **Preventing and curbing irregular immigration and facilitating the readmission of illegal immigrants**, including between third countries, and in particular, fighting the smuggling of and trafficking in human beings; discouraging irregular immigration and raising awareness of the risks related to it; improving capacities in the areas of border, visa and passport management, including the security of documents and the introduction of biometric data, and detection of forged documents; implementing effectively readmission agreements concluded with the EU and obligations arising out of international agreements; and assisting third countries in the management of illegal immigration and in the coordination of their policies.

(d) **Protecting migrants, including those most vulnerable such as women and children against exploitation and exclusion** through measures such as developing third countries' legislation in the field of migration; supporting integration and non-discrimination as well as measures to protect migrants from racism and xenophobia; preventing and fighting the smuggling of and trafficking in human beings and any form of slavery.

(e) **Promoting asylum and international protection**, including through Regional Protection Programmes, in particular by strengthening institutional capacities; supporting the registration of asylum applicants and refugees; promoting international standards and instruments on the protection of refugees; supporting the improvement of reception conditions and local integration, and working towards lasting solutions.

This action will support a significant number of activities (between 10 and 30 per cent of the funds available for the action) in each one of those five main fields.

Although this programme does not finance operations designed to address directly the root causes of migration or humanitarian operations, which are covered through other EU financial instruments and programmes, the actions it supports must be consistent with EU efforts to address these issues.

Its main subject is **migration to the European Union**, although migration flows between third countries can also be taken into account. According to the Multi-Annual Strategy Paper 2011-2013 of the Thematic Programme, the call for proposals' funds will be concentrated in the two priority regions for the EU, respectively the Southern Mediterranean Sub-Saharan Africa and the Middle East, and Eastern Europe and Central Asia. **Respect for the human rights of migrants, refugees and asylum seekers must be an important component of all the initiatives funded through the Call for proposals.** Special attention will also be paid to thematic priorities such as support to unaccompanied minors, fight against human trafficking, facilitation of circular migration and labour migration, links between migration and development, support to the negotiation and implementation of Readmission Agreements, international protection of asylum seekers and refugees, support to Mobility Partnerships, support to the development of research on migration, with a focus on Migration Profiles and migration and climate change.

The 2011-2012 Call for proposals will be divided into four main lots. The indicative allocations for each of the lots, according to the geographic priorities, will be as follows:

(1) Southern Mediterranean, Sub-Saharan Africa and Middle East

Budgetary allocation 2011	€17 000 000.00
Indicative budgetary allocation 2012	€18 000 000.00
Total indicative amount 2011-2012	€35 000 000.00

(2) Eastern Europe and Central Asia:

Budgetary allocation 2011	€9 000 000.00
Indicative budgetary allocation 2012	€9 000 000.00
Total indicative amount 2011-2012	€18 000 000.00

(3) *Other regions (Asia, Latin America and the Caribbean):*

Budgetary allocation 2011	€6 000 000.00
Indicative budgetary allocation 2012	€7 000 000.00
Total indicative amount 2011-2012	€13 000 000.00

(4) *Global actions:*

Budgetary allocation 2011	€4 000 000.00
Indicative budgetary allocation 2012	€4 000 000.00
Total indicative amount 2011-2012	€8 000 000,00

The priorities and areas of intervention for each lot will be specified in the guidelines of the call for proposals, in accordance with the Multi-Annual Strategy Paper 2011-2013. Under lot 1, special attention will be paid to the regions of Northern and Western Africa. Under lot 3 an equal distribution of funds between the region of Asia and the region of Latin America and Caribbean will be ensured.

3.3. Eligibility conditions

In accordance with Article 1(2) of the DCI Regulation, all third countries eligible for the ENPI, the DCI and the EDF financial instruments are eligible for funding. This means that in principle only the countries that are candidate or have a perspective of

4. Support measures

In the context of the AAP 2011 Part 1 and 2012 Part 1, as was the case with the previous Annual Action Programmes, all actions and projects will comply with the Visibility Guidelines and strict supervision of implementation of these Guidelines will be guaranteed.

ANNEX 2 – ACTION FICHE – SUPPORT MEASURES

IDENTIFICATION

Title/Number	Support Measures for the Thematic Programme of Cooperation with Third Countries in the Areas of Migration and Asylum		
Total cost	€500 000.00		
Aid method / Method of implementation	Direct centralised management		
DAC-code	n.a.	Sector	MIGR

1. DESCRIPTION

This amount is reserved for potential support measures specific for the programme (e.g. audits, evaluations, monitoring, studies, conferences, information and publication, etc.), as foreseen under Article 26 of the DCI Regulation, in principle not exceeding EUR 200 000.00 each.

In case this amount is not be entirely used, the remaining funds will be added to the overall budget for the Call for proposals and in principle, depending on the quality of the proposals, allocated proportionally to each of the call lots.

2. IMPLEMENTATION ISSUES

2.1. Method of implementation

Direct centralised management.

2.2. Procurement and grant award procedures

1) Contracts

All contracts implementing the action must be awarded and implemented in accordance with the procedures and standard documents laid down and published by the Commission for the implementation of external operations, in force at the time of the launch of the procedure in question.

Participation in the award of contracts for the present action shall be open to all natural and legal persons covered by the DCI Regulation.

2.3. Communication and visibility

All communication and visibility activities will comply with the Visibility Guidelines and strict supervision of implementation of these Guidelines will be guaranteed.