ANNEX 3
of the Commission Implementing Decision on the financing of the annual action programme 2019 for the "Global Public Goods and Challenges (GPGC) in the area of Migration and Asylum" to be financed from the general budget of the Union


**Annual Programme**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

<table>
<thead>
<tr>
<th>1. Title/basic act/CRIS number</th>
<th>‘Lives in Dignity’ EU Global Facility CRIS Decision Number MIGR/2019/042-104, implemented by: 1. UNHCR for components 1 and 2; and 2. implementing partner to be determined for component 3. Financed under the Development Cooperation Instrument</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Zone benefiting from the action/location</td>
<td>Global The action will be carried out in the following locations: Sub-Saharan Africa, Asia, the Caribbean, Central and Latin America, and the Pacific.</td>
</tr>
<tr>
<td>4. SDGs</td>
<td>Overall objective to ‘Leave no-one behind’, SDG targets 10.7 (Migration), as well as 3.8 (health coverage), 4.3 (access to education), 5.1 and 5.2 (gender equality and trafficking), 11.1 (Urban development), 16.7, 16.b (inclusive decision-making, non-discrimination).</td>
</tr>
<tr>
<td>5. Sector of intervention/thematic area</td>
<td>Migration and Asylum</td>
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<tr>
<td>6. Amounts concerned</td>
<td>Total estimated cost: EUR 20 000 000 + possible co-financing Total amount of EU budget contribution: EUR 20 000 000 This action may benefit from joint co-financing by UNHCR and the other partner</td>
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</tbody>
</table>
7. **Aid modality(ies) and implementation modality(ies)**

Project Modality
Indirect management with an International Organisations/ United Nations agencies (UNHCR) and another partner (to be determined)

8 a) **DAC code(s)**

15190 Facilitation of orderly, safe, regular and responsible migration and mobility

b) **Main Delivery Channel**

- 40000 – Multilateral organisations - 41121 UNHCR
- Other channel to be determined.

9. **Markers (from CRIS DAC form)**

*Migration Marker: 2*

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<th>Principal objective</th>
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<td>Aid to environment</td>
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<tr>
<td>Trade Development</td>
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<tr>
<td>Reproductive, Maternal, New born and child health</td>
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<tr>
<th>RIO Convention markers</th>
<th>Not targeted</th>
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<td>Combat desertification</td>
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<tr>
<td>Climate change adaptation</td>
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10. **Global Public Goods and Challenges (GPGC) thematic flagships**

N/A
SUMMARY

The Action will establish the ‘Lives in Dignity – EU Global Facility for Refugees’; a strategic, flexible operational structure to improve EU responses to forced displacement and ensure early development-oriented engagement in key displacement situations. The Action builds on the EU’s successful championing of a new approach to forced displacement through our engagement in the Middle East (Syrian crisis), the Horn of Africa and South Asia. It will underpin and demonstrate the EU commitment to enhance our contribution to international responsibility sharing as well as deliver on the implementation of the Comprehensive Refugee Response Framework at the first Global Refugee Forum (December 2019).

The overall objective of the action is that refugees and other displaced persons become productive members of their host communities and participate in furthering their common resilience, socio-economic growth and development. To support this objective, the Facility aims to ensure that (1) stakeholders make greater use of relevant quality data (including statistics) and analysis on the socio-economic impact of a refugee situation as well as of improved evidence on the effects of interventions; and (2) ensure more effective development-oriented policy decisions by host countries, donors, development partners, UNHCR, the UN system and other stakeholders when responding to new, recurrent and protracted refugee situations.

The Facility consists of three operational components:
(1) Support to enhanced quality and use of data and evidence, notably with regard to socio-economic development impacts of forced displacement, improved national statistics relevant to forced displacement and asylum and better measurements of the quality of responses;
(2) Support to governments and key stakeholders through technical assistance, capacity-building and coordination at regional and country level;
(3) Seed funding to promote development-oriented policy approaches to new, recurrent and protracted refugee crises.

Across all three components, a rights-based approach will guide the interventions. The specific conditions of girls, boys, women and men in vulnerable situations will guide the activities and close attention will be paid to climate change and environmental impact. The facility will have global coverage and will be established for an initial period of four years in order to deliver results up to the second Global Refugee Forum in 2023, with the possibility of extension once activities are up and running.

The geographic scope will be global with initial support on new or complex crises with a regional dimension. It will be able to cover new, recurrent and protracted refugee situations with priority given to countries:
(i) with large numbers of persons of concern; and
(ii) where there is scope for an active engagement by development actors.

Recent examples of what could have been a case for intervention include the Rohingya crisis in Bangladesh or the Venezuela crisis.
1. **CONTEXT ANALYSIS**

1.1. **Context Description**

In the past decade, the *global forced displacement crisis* increased in scale and complexity. The total population of forcibly displaced worldwide increased by over 50% from 42.7 million in 2007 to 68.5 million in 2017\(^1\). In 2017, 30.6 million people were newly internally displaced by conflict and disasters — the equivalent of 80 000 people displaced each day\(^2\). Today, most displacement crises last for more than 10 years.

**Conflicts in five countries produced 68% of the world’s refugee population** (Syria, Afghanistan, South Sudan, Somalia and Myanmar). **Sub-Saharan Africa** saw the largest increase in refugee numbers with the population topping 6.3 million. Similar displacement numbers were also generated by the **Syrian conflict**. **Developing regions hosted 85 per cent of the world’s refugees**, with the least developed countries providing asylum for one-third of the global total\(^3\).

In terms of *internal displacement*, the trends for 2017, that first figures for 2018 confirm, mirrored those of previous years: conflict drove internal displacement in Sub-Saharan Africa and the Middle East, as well as significant new displacement in South Asia, and East Asia and the Pacific\(^4\). Disaster-induced displacement was most prevalent in East Asia and the Pacific, South Asia and the Americas\(^5\).

**Forcibly displaced persons face specific vulnerabilities**, including loss of assets and psychological trauma, limited rights, lack of opportunities, a protection risk, and a lack of planning horizon. More than before, displaced populations are not able to access traditional durable solutions — return, resettlement or local integration — and remain in limbo in large refugee camps or urban areas.

**Host communities**, overwhelmingly in developing countries and among the poorest in these countries, have to pursue their own development efforts in an environment that has often been transformed by a large inflow of newcomers. As such, the **impact of protracted displacement is substantial for both the displaced and hosting communities**. The loss of human and development potential of both populations can be significant if these situations are unaddressed.

1.2. **Policy Framework (Global, EU)**

Addressing the causes and consequences of forced displacement is an important part of EU development cooperation policy and strong EU engagement on forced displacement and development is acknowledged at global level.

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\(^5\) Ibid.

[4]
The European Commission’s 2015 Agenda on Migration called for ‘strategic reflection’ on how to maximise the impact of EU development and humanitarian support to appropriately ‘tackle the magnitude and multi-dimensional drivers and impact of forced displacement at local level’.

In 2016, the EU led the way in recognising the need for a paradigm shift in addressing forced displacement, to deal with the increased size and complexity of forced displacement crises worldwide. The EU and its Member States agreed on the need to address forced displacement in a comprehensive — political, development and humanitarian — manner from the outset of displacement crises, to promote self-reliance and resilience of the displaced and their host communities. The EU adopted the Communication ‘Lives in Dignity: from Aid-dependence to Self-reliance’\(^6\), laying out the new policy framework, which Member States subscribed to in accompanying Council Conclusions\(^7\).

Subsequently, the 2017 European Consensus on Development\(^8\) reiterated the positive contributions of well-managed migration to inclusive growth and sustainable development while acknowledging the challenges posed, particularly by irregular migration and forced displacement. More specifically the consensus indicated that through development policy, the EU and its Member States would contribute to the sustainable integration of migrants in host countries and host communities. This would include promoting investment, trade and innovation in partner countries to boost growth and employment opportunities.

At global level, the 2030 Agenda\(^9\) call to ‘leave no-one behind’ and manage migration, including forced displacement, well, was followed by the 2016 New York Declaration for Refugees and Migrants\(^10\). The Declaration laid out a new framework to address refugee situations, the Comprehensive Refugee Response Framework (CRRF), and called on UNHCR to propose a Global Compact on Refugees to the United Nations General Assembly in 2018. Fully in line with EU policy on forced displacement and development, the EU has been at the forefront of the roll-out of the CRRF framework, most notably in the Horn of Africa and Central America, fully in line with EU policy on forced displacement and development. The Global Compact on Refugees (GCR)\(^11\), which includes the CRRF, was affirmed by the UN General Assembly in December 2018. The Compact reflects longstanding EU priorities notably in relation to a development-focused response to forced displacement and the value of multilateral engagement. It confirmed the need for equitable and predictable international responsibility sharing to find sustainable solutions to refugee situations. Echoing similar observations previously made in the Communication on Lives in Dignity, the GCR underlines the critical need for quality data and evidence to inform better responses.

This action will apply the rights-based approach and contributes to the EU Gender Action plan II, notably objective 7, 8, 9 and 10 of Part B ‘physical and psychological integrity’\(^12\).

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\(^7\) Council conclusions on the EU approach to forced displacement and development, 2016.

\(^8\) The New European Consensus on Development, 2017.


\(^11\) Global Compact on Refugees, 2018.

\(^12\) Objective 7 ‘girls and women free from all forms of violence against them (VAWG) both in the public and in the private sphere’; objective 8 ‘trafficking of girls and women for all forms of exploitation eliminated’; objective 9 ‘protection for all women and men of all ages from sexual and gender based violence in crisis situa-
1.3. Public Policy Analysis of the partner country/region

While this action will be global and cannot make specific determinations for particular regions and countries, it is important to underline the analysis carried out for the global displacement crisis by the EU and confirmed at global level.

The 2016 Commission Staff Working Document\(^\text{13}\) accompanying the ‘Lives in Dignity’ Communication clearly outlines the **challenges faced by refugees, internally displaced persons (IDP’s) and host communities in large protracted displacement crises**. Host countries’ political and legal frameworks towards forcibly displaced persons can vary greatly regarding for instance the right to work, freedom of movement – closely related to encampment policies – or other important rights such as land use and ownership and legal registration. **Camps** are widespread, but globally, the majority of refugees and IDPs worldwide live outside of camps. In fact, many settle in urban or rural areas or rent housing from local communities. The diversity of settlements implies different realities and therefore different ways of assisting the populations in need. The available political and economic space can also vary significantly between different regions of the same country. Taken together, the **legal frameworks of host countries**’ (and their implementation at local level) structure the possibilities for (temporary) inclusion and set the boundaries for humanitarian or development programming.

As described previously, the larger part of the global refugee and internally displaced population is hosted in developing countries. Countries hosting a large number of refugees and IDPs vary from Least Developed Countries (such as Afghanistan, Chad, Ethiopia), Lower Middle-Income Countries (such as Egypt, Ukraine and Pakistan) and Upper Middle-Income Countries (such as Iraq, Iran, Jordan, Lebanon or Turkey). Large population movements in these countries can negatively impact local economies and service-delivery systems, if not well-managed.

**The new paradigm on forced displacement articulated in the EU Communication ‘Lives in Dignity’, and enshrined in the Comprehensive Refugee Response Framework (CRRF), is based on a recognition that there needs to be more complementarity between the approaches of humanitarian, development and peace actors in this area, to overcome the challenges described above.**

First, **interventions should be government-owned** to ensure policy barriers to self-reliance and resilience for refugees, IDP’s and host communities are addressed. Second, **bringing in the right stakeholders** – whether private sector actors, civil society organisations, multilateral development banks or regional bodies – to promote a **whole-of-society approach** ensures investments and initiatives are not worked on in silos. Third, the investments made by development and humanitarian actors can influence the type of impact forced displacement has on refugees, IDP’s and host communities – at the local, national and regional level – and should thus focus on **channelling assistance through existing service-delivery systems** and enabling refugees, IDP’s and host communities to access their rights. The CRRF enshrines these principles and focuses on four key areas: (1) reception and admission (2) support for immedi-

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\(^{13}\) SWD(2016) 142 final
ate and ongoing needs of refugees and host communities (3) support for inclusive service pro-
vision and integrated development planning (4) support to durable solutions and alternative
pathways.

Based on this intervention logic, following the 2016 New York Declaration, the practical roll-
out of the CRRF in fifteen countries has helped to inform the Global Compact on Refugees
(GCR). First, as individual countries: Afghanistan, Chad, Rwanda, and Zambia. Second,
through regional approaches; (1) the Nairobi Declaration/IGAD process to address the Somali
situation, including: Ethiopia, Djibouti, Somalia Kenya and Uganda, and (2) the MIRPS
(Comprehensive Regional Protection and Solutions Framework) process: Belize, Costa Rica,
Guatemala, Honduras, Mexico and Panama.

The Global Compact on Refugees enshrines the Comprehensive Refugee Response Frame-
work and provides a Plan of Action. The paradigm reflected in the Global Compact and the
EU policy on forced displacement can be considered as universally accepted, including by the
host countries. However, to enable the success of the approach in new, recurrent and protract-
ed crises, strong engagement and responsibility sharing by the international community is
expected by host countries and will need to be concretely delivered at the first and second

1.4. Stakeholder analysis

In all targeted countries, key stakeholders are:

- **Forcibly displaced persons and their host communities** as beneficiaries of the ac-
tion and primary rights holders. The capacity of displaced persons to enjoy their hu-
man rights can be limited due to their insecure legal status, the fact that they are in an
unfamiliar environment and often have undergone traumatic events. In many instances,
they are therefore not aware of their rights, informally barred from decision-making
and legal redress mechanisms.

- **Relevant line ministries** for employment, social protection and specific sectors (edu-
cation, health, WASH, environment) as well as refugee affairs and related public enti-
ties at regional and local level, as main duty bearers.

- **Private sector service providers** for employment (e.g. technical and vocational edu-
cation and training providers), service-delivery (e.g. water, energy, health) and fi-
nance-related services.

- **Chambers of commerce, organizations representing workers**, employers and self-
employed, including those in the informal sector.

- **Civil society organisations** supporting responses to forced displacement and often
serving to represent the interests, rights and needs of the forcibly displaced.

- **Regional bodies**, such as IGAD, ASEAN, LOAS, CELAC or ECOWAS and others.

- **UN and international agencies** active in the field of forced displacement and develop-
ment, notably UNHCR, IOM, UNDP, UNICEF, UNHABITAT, the World Bank.
UNHCR and the World Bank in particular will be affected as implementers and indi-
rect beneficiaries of the action.
• International non-governmental organizations (INGO’s) active in the field of forced displacement and development.

1.5. Problem analysis/priority areas for support

Better evidence and data is central to efforts to implement the new policy paradigm on forced displacement and pressing gaps remain. Global-level data underpin the international agenda and political debates. They drive both social perceptions and the prioritisation of interventions across countries. Country level data are key to policy making and programming and to an effective use of scarce resources. They are needed to build the evidence that can inform the design of host countries’ policies. They are also critical for aid resources to be targeted in an optimal manner.

The importance of data was emphasised in the 2016 New York Declaration and the Global Compact on Refugees (para 45-48). Currently a number of data sets are available, but their quality and their comprehensiveness are often insufficient to allow for sound decision-making. A central challenge is to improve the collection and coverage of “micro-data” (e.g., household-level socio-economic data) in a manner that can ensure quality, timeliness and practical usefulness, and that is sustainable (including through the use of country systems where appropriate). Efforts are underway but challenges remain, including methodological issues, practical barriers (access, capacity, etc.), and resource availability. To further scale up these efforts, UNHCR and the World Bank Group (WBG) have decided to jointly establish and operate a Joint Data Centre placed in Copenhagen.\(^\text{14}\)

Beyond data, wider experiences of the CRRF roll-out have demonstrated the difficulties to engrain the new policy paradigm in practice, particularly at country and regional level where relevant technical capacity remains scarce and the additional start-up costs in terms of aligning humanitarian and development focused coordination and aid mappings for instance.\(^\text{15}\) Further targeted efforts are necessary for ensuring early coordination with development focus, overcoming the organization of the response in silos to crises and support to governments and key stakeholders through technical assistance, capacity-building and coordination at regional and country level.

Such efforts need to be backed by available resources for immediate action promoting development-oriented policy approaches to new, recurrent and protracted refugee situations. Early adequate intervention can shape the following steps and ensure that development-oriented approaches are decisively implemented across the board.

2. Risks and Assumptions

<table>
<thead>
<tr>
<th>Risks</th>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
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(1) Loss of engagement of governments in the selected countries, or unwillingness to address sensitive issues.

(2) Host communities become more negative towards the displaced and social conflicts arise.

(3) Target populations or intermediaries could be exposed to violence.

(4) Increased or renewed displacement leads to greater needs or perceived gaps in assistance.

(1) The EU and its partners will actively engage with selected countries, including through policy dialogue with governments and other key stakeholders.

(2) The implementing partner selected for each country will monitor the development of social tensions. While the implementation of programming benefitting both displaced populations and host communities should reduce the potential for tension, this could also be accompanied by awareness-raising activities where necessary.

(2&3) Rights holders, namely migrants and displaced populations, and CSOs representing their interests and rights, are included throughout the formulation and implementation process.

(3) Actions by the EU and other actors, including UNHCR, aim to enhance the protection of displaced persons, and generally prevent violence and fight impunity.

(4) The EU actively engages on in the specific crisis which is selected for intervention. If needed, more support for the specific country or those in the region might need to be mobilised. By building national capacity, the action also helps build preparedness in future displacement situations.

Assumptions

- Coordination mechanism across key governmental stakeholders enable joint work and ensure a critical degree of political leadership and guidance.
- Willingness of partner countries to rely on UNHCR expertise.
- Partner countries and regional organisations are committed to implementing the SDGs and the objectives of the Global Compact on Refugees, and therefore willing to improving their migration governance and institutional frameworks on migration.
- Other target groups (refugees, host communities, etc.) seize the opportunity to benefit resources available.
3. LESSONS LEARNED AND COMPLEMENTARITY

3.1 Lessons learned

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.

Adopting a needs rather than a status-based approach was one of the key lessons incorporated in this approach. This relies on better data and evidence to understand vulnerabilities among displaced populations, and their host communities. In response, the World Bank Group and UNHCR have significantly stepped up the scale and scope of joint initiatives on data and its analysis in recent years. This has drawn on the experience and insights generated by previous cooperation on a series of analytical studies in the Horn of Africa, the Middle East and the Lake Chad Basin. The two organisations are currently collaborating to improve UNHCR’s global registration system, to manage World Bank Group household surveys on forcibly displaced populations, and to prepare for the development of a data library on displaced populations devoted to the acquisition, documentation, cataloguing, dissemination and preservation of relevant datasets.

A review in late 2018 of socio-economic assessment studies reinforced the need for a more coherent approach. The review showed that the levels of technical robustness vary substantially across studies, with quality highly dependent on the procurement of a reputable survey firm, indicating a low capacity on UNHCR’s side to technically assess, guide and quality control survey firms contracted for SEAs. Specific observations include weaknesses on sampling that diminishes the utility of surveys and issues related to questionnaire design and alignment to similar theoretical concepts. Broader lessons of particular relevance to the proposed action is the need to recognize and integrate the key role of local authorities and authoritative actors in both short and long-term responses and to ensure comprehensive approaches integrate humanitarian, development but also political dimensions of displacement situations.16

The Global Compact on Refugees refers to the importance of data protection and data privacy principles are to be applied with respect to all collection and dissemination of personal data, including the principles of necessity, proportionality, and confidentiality. This also reflects lessons learnt by the humanitarian and development community and the EU in its external action. This is all the more important for personal data of vulnerable and often disenfranchised persons as forcibly displaced persons are.

3.2 Complementarity, synergy and donor coordination (refer to joint programming where relevant)

Since the design of the GPGC – Migration and Asylum 2014-2020 programme, the overall migration situation has evolved dramatically. To reflect this overall changed context and the paradigm policy shift on forced displacement described earlier, the revised MIP 2018-2020, included the objective to ‘implement the development oriented approach towards forced displacement’. Moreover, the increased attention to forced displacement at global and EU level,

including notably the roll-out of the Comprehensive Refugee Response Framework (CRRF), has led to a sharp increase in funding allocations under other instruments and programmes, notably the EU Trust Fund for Africa – in particular to support the roll-out of the CRRF in the Horn of Africa, the EU Regional Trust Fund in Response to the Syrian Crisis, as well as sizable allocations for countries in Asia – Afghanistan, Iraq and Bangladesh – under the DCI. These instruments and programs have supported various sub-sectors of support, including (1) primary education and technical and vocational educational training (TVET), (2) primary healthcare and maternal health, (3) nutrition and food security, (4) livelihoods and economic opportunities, (5) water, sanitation and hygiene (WASH) and (5) conflict mitigation and social cohesion programs. All programs benefit both forcibly displaced persons as well as host communities and focus on delivering through existing service-delivery mechanisms and/or building the capacity of local, sub-national or national authorities to deliver. Examples of EU support include support to education, health and protection for children on the move in Afghanistan and Iran (with UNICEF), support for service-delivery of cities responding the Venezuelan migrant and refugee crisis (with UNHABITAT, IOM and UNHCR), support for business development and livelihoods for Afghan refugees and their hosts (lead by the Norwegian Refugee Council) and building community resilience in Yemen (IOM and ACTED). This action will work in close complementarity with existing EU programs on forced displacement as well as EU bilateral development support in country; complementing actions at national and regional level by engaging also at global and cross-regional levels and with regards to existing and forthcoming studies and lessons learned.

The UNHCR / World Bank Joint Data Centre (JDC) supported through this action will not operate as a stand-alone entity, but rather as a catalyst to stimulate forced displacement data work. The JDC will hence operate through a mix of self-managed tasks and “outsourced” tasks. The JDC will act as an “entity of last resort”, when generating new data sets, and focuses on recognized gaps in the existing systems. It is committed to actively seeking partnership with other stakeholders, including the Internal Displacement Monitoring Centre (Geneva, Switzerland), the Joint IDP Profiling Service (Geneva, Switzerland), the IOM Data Tracking Monitoring System (Geneva, Switzerland), the IOM Global Migration Data Analysis Centre (Berlin, Germany), and the OCHA Centre for Humanitarian Data (The Hague, The Netherlands) – with a view to focusing efforts on areas where needs are highest and to identify synergies in areas where collaboration makes most sense. It will focus on providing data and evidence necessary for decision-making on policies or operations broader range of stakeholders, including affected countries as well as key bilateral and multilateral stakeholders involved in the setting of the global agenda on these matters.

As for the other two components, should other donors or stakeholders develop similar instruments, synergies will be ensured.

4. DESCRIPTION OF THE ACTION

4.1. Overall objective, specific objective(s), expected outputs and indicative activities

The overall objective of the Action is to help refugees and other displaced persons become accepted and productive members of their host communities and participate in furthering their common socio-economic resilience, growth and development.

Its two specific objectives are:
SO1: Stakeholders make greater use of relevant quality data (including statistics) and analysis of the socio-economic and wider environmental impact of a refugee situation as well as of improved evidence on the effects of interventions.

SO2: More effective development-oriented policy decisions by host countries, donors, development partners, UNHCR, the UN system and other stakeholders when responding to new, recurrent and protracted refugee situations.

The two specific objectives will be pursued through activities across all three components of activity pillars as outlined below.

**Indicative Activities by component (relevant SO in brackets)**

**Component 1: Generation and promotion of displacement-focused data and analysis (SO1)**

This component will generate and promote relevant data and analysis, involving as much as possible national and local actors, including by building relevant capacity.

Outputs will include inter alia:

Output 1.1. Comparable multi-dimensional welfare data and corresponding analysis are available for forcibly displaced and their host populations.

Population profiles collection of microdata e.g. through household surveys, integration of refugee-related aspects in national population censuses and survey instruments, support for the collection of disaggregated data and assessment tools, notably for SDG7 and other relevant indicators; other research and studies, such as market analyses or environmental assessments, including modelling and projections based on different policy choices and refugee responses. This may also include work on the mapping of contributions and responses by refugee-hosting States. The analytical work will test new data for quality and analytical usefulness and identify possible improvements as well as pilots on the use of innovative technologies. The Joint Data Centre will outsource activities to partners with strong expertise on key work streams, for example the Refugee Response Index17.

Output 1.2. Strengthened capacity of national and international institutions in collection, management and use of quality microdata.

The responsible management and use of quality data and best practice will be promoted, including through partnership with the United Nations Expert Group on Refugee and Internally Displaced Persons statistics (EGRIS) and in support of its key recommendations. This may include the organisation of conferences, workshops and seminars, and will lead to the strengthening of a community of practice among stakeholders engaged in the collection, analysis, and dissemination of forced displacement data.

Technical assistance will be provided to national and regional or international institutions to strengthen their capacity for the collection, management and use of socio-economic microdata. One specific example is the strengthening of refugee education data within national systems.

17 The Refugee Response Index (RRI), DARA
Component 2: Capacity Building and technical support for GCR objectives (SO2):

This component will focus on three outputs:
2.1. Strengthened capacity of new, recurrent or protracted refugee situation-specific support platforms to innovate forms of global and regional solidarity and foster a development-focused approach to forced displacement;
2.2. Long-term joint engagement and operational development partnerships;
2.3. Strengthened capacity for early warning, preparedness and response.

Specific Activities may include:
- Financial and human-resource support for comprehensive response mechanisms as outlined in the refugee compact (national or regional arrangements or support platforms);
- The deployment of longer-term development expertise and backstopping at country, regional and situational levels including to build national and local capacities of partner countries to address and manage refugee situations, as well as;
- Quick field deployments of short-term development experts to potential, new, recurrent or protracted refugee situations to build on, complement and strengthen UNHCR’s early warning, preparedness and response mechanisms.

Component 3: Early operational engagement with a development-focus (SO2)

Output: Operational engagement of development actors (notably local actors, UN system agencies, international NGOs) enabled and integrated in new, recurrent or protracted refugee situations.

This component will provide technical and operational support to foster the early operational engagement of development actors (notably local actors, UN system agencies, international NGOs) in new, recurrent or protracted refugee situations.

It will provide seed funding for projects of critical relevance for development-oriented approaches including economic livelihood development, spatial planning, housing & settlement, integrated service delivery, as well as protection in development (including access to justice/rule of law, registration and issuance of documentation, counselling and psychosocial, resilience support).

In new crises, these projects need to start implementation within the first 6 months of the crisis, to have a real impact on the implementation modalities chosen.

4.2. Intervention logic

The three components of this action are expected to mutually reinforce each other to achieve the overall objective: by generating high quality data and promoting its use among relevant stakeholders, both the relevance and feasibility of development-focused and inclusive approaches will be empirically demonstrated and disseminated among relevant stakeholders.

Engagement will be fostered through activities that promote, support and advance ownership and a shared definition of purpose, responsibility, management and accountability.
Greater policy-relevant knowledge in this area will be produced as a public good but also as an input to the work of components 2 and 3.

Component 2 will provide a modality for sustained international solidarity in support of specific situations, including through the early engagement of development actors. The filling of critical human resource gaps will also help to liaise with stakeholders (including duty bearers and rights holders) that are often excluded from organised early warning, preparedness and broader responses to displacement (civil society, private sectors, wider development actors). Overall this will strengthen attention to development dimensions of displacement as well as the ability to systematically incorporate it into policy and practice.

The latter will in turn be supported through component 3, which will provide seed funding in key displacement situations. This will help manage the risk that resources constraints prevent relevant engagement or that coordination platforms and data may influence only policy but not impact on operational practice quickly enough.

In turn, outputs under component 1 & 2 should provide means to disseminate and promote pilot activities under component 3, ideally creating a virtuous circle of engagement in pursuit of GCR objectives.

4.3. Mainstreaming

4.3.1. Gender

Gender consideration must be systematically taken into when working on forced displacement in general, as forced displacement and gender mutually affect each other. For example, some drivers of forced displacement may be more prevalent for women. Forced displacement is likely to impact gender relations, either entrenching inequalities or traditional roles or challenging and changing them through empowerment. In many cases, women and men are forced to take on new responsibilities at odds with their traditional gendered social roles, leading to a shift of gender roles that might create new opportunities but also challenges.

In addition, forced displacement also holds different dangers for women than men. Globally, women tend to find themselves at risk of physical, sexual and verbal abuse at all stages of forced displacement. In countries of resident, refugee women may experience double discrimination for being foreign-born and female. While accepting that refugees are not inherently vulnerable, we have to note that refugee women and girls face specific risks. Policies and Programming need to fully take these aspects into account: the current action will ensure full consideration of gender issues in the context of addressing forced displacement in target countries and regional organizations.

The Action will also take into account overall gender mainstreaming, as well gender representativeness in its activities by striving to ensure a gender balance in terms of experts’ mobilisation and public servants participation.

4.3.2. Human rights:

The Global Compact on Refugees is based on international human rights law and upholds the principles of non-regression and non-discrimination. The Action will therefore promote international and EU human rights standards, principles, policies and practices, as well as mainstream a human rights-based approach in its interventions (through participation in decision-making).
The action will take into account that situations of vulnerabilities of refugees at individual, household and community level are considered into national and regional legislation and policies. The role of public authorities as primary duty bearers and the possible participation of, refugees and displaced people in the action as rights holders will be ensured, where feasible.

The action will also contribute to better empowerment of rights holders, most notably women.

4.3.3. Environment and climate change

The very nature of forced displacement is cross-cutting. Policy coherence is a necessity, in particular to ensure complementarities with various issues and public policies, such as employment, labour, development, trade, education, health, and environment. Consequently, the Action will facilitate policy and institutional coherence and apply this approach at different stages of intervention. It is important to take into account environmental disasters and climate change as causes of and aggravating factors for situations of forced displacement. With livelihoods and livelihoods assets nowadays more exposed and vulnerable to climate variability, there might be a need to strengthen development-oriented approaches duly taking into account this variability in the response.

4.3.4. Resilience and Conflict Sensitivity

All EU action in a fragile or/and conflict- affected or conflict prone setting can, and is likely to, have an impact on conflict or on conflict risks. This is particularly true for an action related to the refugees, persons affected by conflicts. The EU and Member States have committed to integrate conflict sensitivity in all their work and to support resilience at all levels. The concept of resilience, as broadened in the 2017 Communication on a Strategic Approach to Resilience 18 refers to the ability of an individual, a household, a community, a country or a region to withstand, adapt to and quickly recover from stresses and shocks. The Communication also refers to state and societal resilience as a broad concept encompassing all individuals and the whole of society that features democracy, trust in institutions and the capacity to reform.

The EU has also engaged in an Integrated Approach to Conflict and Crisis, based on the EU Global Strategy 19, which provides for any action to be assessed through the lens of conflict sensitivity; programming and design of interventions should be informed by conflict analysis in order to maximise their impact and ensure that they do not cause harm (Do No Harm principle), thereby contributing to conflict prevention and peacebuilding.

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18 ‘The adaptability of states, societies, communities and individuals to political, economic, environmental, demographic or societal pressures, in order to sustain progress towards national development goals; the capacity of a state — in the face of significant pressures to build, maintain or restore its core functions, and basic social and political cohesion, in a manner that ensures respect for democracy, rule of law, human and fundamental rights and fosters inclusive long-term security and progress; the capacity of societies, communities and individuals to manage opportunities and risks in a peaceful and stable manner, and to build, maintain or restore livelihoods in the face of major pressures’.  https://ec.europa.eu/europeaid/2017-joint-communication-strategic-approach-resilience-eus-external-action_en

19 ‘We will therefore redouble our efforts on prevention, monitoring root causes such as human rights violations, inequality, resource stress, and climate change — which is a threat multiplier that catalyses water and food scarcity, pandemics and displacement’. Ref: EU Global Strategy: http://eeas.europa.eu/archives/docs/top_stories/pdf/eugs_review_web.pdf.
4.4. Contribution to SDGs

This intervention is relevant for the 2030 Agenda, notably the focus on the overall principle to ‘leave no-one behind’, as defined in the Preamble of the 2030 Agenda 2030 and to systematically include displaced populations in efforts to reach the SDGs.

The focus on data will underpin the drive to make the SDGs relevant to displaced populations by integrating them/making them visible in relevant data gathering exercises.

Beyond this, it contributes primarily to the progressive achievement of SDG targets 10.7 (Migration), as well as 3.8 (health coverage), 4.3 (access to education), 5.1 and 5.2 (gender equality and trafficking), 11.1 (Urban development), 16.7, 16.b (inclusive decision-making, non-discrimination).

5. IMPLEMENTATION

5.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement, as this is a global action.

5.2. Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission’s authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3. Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures20.

5.3.1. Indirect management with UNHCR

The first and second components of this action will be implemented in indirect management with UNHCR. This implementation entails project management; financial management; drafting and submitting reports to donors; launch call for tenders and for proposals; define eligibility, selection and award criteria; evaluate tenders and proposals; award grants, contracts. This implementation is justified on the basis of UNHCR mandate for refugees and responsibility for the implementation of the Comprehensive Refugee Response Framework.

20 www.sanctionsmap.eu – please note that this 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 between the published legal acts and the updates on the website it is the OJ version that prevails.
The entrusted entity would carry out the following budget-implementation tasks: acting as contracting authority, concluding and managing contracts and grants, carrying out payments and recovering moneys due.

In case the envisaged entity would need to be replaced, the Commission’s services may select a replacement entity based on demonstrated operational capacity, ability to support global engagement, value added in refugee responses.

5.3.2. Indirect management with an International Organisation

The third component of this action will be implemented in indirect management with a UN-agency, still to be determined. This action may be implemented in indirect management with an entity which will be selected by the Commission’s services using the following criteria: operational capacity and ability to support engagement globally in a flexible and fast manner, value added in fostering a development-focused approach on displacement. This implementation entails: (i) project management, (ii) financial management, (iii) providing reports to donors, (iv) launching call for tenders and for proposals, (v) defining eligibility, selection and award criteria, (vi) evaluating calls for tenders and proposals, (vii) awarding grants and contracts focusing on supporting Specific Objective 2 and Activities of Component 3 as described in section 4.1 above.

If negotiations with the entrusted entity fail, part of this action may be implemented through indirect management with another entity that has undergone the assessment procedure. The implementation by this alternative entity would be justified because of the nature of the action, operational capacity, value added, and transparency. The entrusted entity would carry out the following budget-implementation tasks:

- acting as contracting authority;
- concluding and managing contracts and grants;
- carrying out payments; and
- recovering moneys due.

If the envisaged entity would need to be replaced, the Commission may select a replacement entity using the same criteria.

5.4. Scope of geographical eligibility for procurement and grants

The rules laid down in the basic act and the relevant contractual documents on geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and on the origin of supplies apply.

Under Article 9(2)(b) of Regulation (EU) No 236/2014, the Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.4.1 Changes from indirect to direct management mode due to exceptional circumstances (one alternative second option)

Should the envisaged indirect management modality prove inappropriate to implement due to circumstances outside of the Commission’s control, the Commission may select an alternative entity for implementation in direct management. The implementation by this alternative entity
would be justified because of the nature of the action, operational capacity, value added, and transparency.

5.5. **Indicative budget**

<table>
<thead>
<tr>
<th></th>
<th>EU contribution (amount in EUR)</th>
<th>Indicative third party contribution, in currency identified</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.3.1 — Indirect management with Member State agency/UN agency</td>
<td>20 000 000</td>
<td>To be determined</td>
</tr>
<tr>
<td>Specific Objective 1: Data and analysis - Component 1</td>
<td>3 960 000</td>
<td>DK contribution (via WB): EUR 14 900 000</td>
</tr>
<tr>
<td>Specific Objective 2: Development-logic applied in refugee crises - Component 2 - Component 3</td>
<td>5 940 000 9 900 000</td>
<td>To be determined</td>
</tr>
<tr>
<td>5.8 — Evaluation, 5.9 — audit</td>
<td>Might be covered by another decision</td>
<td>N.A.</td>
</tr>
<tr>
<td>5.10 — Communication and visibility</td>
<td>200 000</td>
<td>To be determined</td>
</tr>
<tr>
<td>Total</td>
<td>20 000 000</td>
<td></td>
</tr>
</tbody>
</table>

5.6. **Organisational set up and responsibilities**

For the entire action and its three components, a Strategic Committee, chaired by the EU and including the relevant stakeholders and actors involved in the programme implementation will be established. Its role will be to (i) ensure oversight of the programme and coordination/synergies with relevant stakeholders and actions, and (ii) provide strategic guidance, notably in terms of corrective measures/adaptation and prioritisation of needs in line with developments. The meetings of the Strategic Committee will be organised twice a year. It may set up any necessary additional coordination mechanism on a regular or permanent basis.

Moreover, under each component, steering committees will meet on quarterly basis, co-chaired by the EU and the partner in charge, to provide an overview of the programme implementation, ensure coordination/synergies with relevant stakeholders and between actions, and provide strategic guidance and prioritisation of needs in line with developments.

5.7. **Performance, results monitoring and reporting**

It is of vital importance that a sound reporting and monitoring system is put in place. Given the often difficult operational and political context for implementing long-term action in
forced displacement context, the indicative log frame will be reviewed regularly to ensure that it adequately reflects the main challenges that have been identified.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner’s responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the partner’s strategy, policy or reform action plan list (for budget support).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8. Evaluation

Having regard to the nature of the action, a mid-term and/or final evaluation will be carried out for this action or its components via independent consultants. The evaluations will be carried out to inform policy and programming at various levels (including for policy and programming revision).

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

5.9. Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.
5.10. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations. With regard to the global nature of the action, it will be particularly important to associate EU delegations in public events organised by the action, or those where the action participates, both at regional and national level.
### APPENDIX - Indicative Log frame matrix (for project modality) 21

<table>
<thead>
<tr>
<th>Impact (Overall Objective)</th>
<th>Results chain: Main expected results</th>
<th>Indicators (at least one indicator per expected result)</th>
<th>Sources of data</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>OO: Refugees and other displaced persons become productive members of their host communities, and participate in furthering common resilience, socio-economic growth and development.</td>
<td>Proportion of the target population (host communities and displaced persons) living below the national poverty line, compared to the national average (disaggregated by sex, age and displacement status) Quality of impact of refugee situation on host communities and refugees over time.</td>
<td>UN SDG reports in the first and last years of the action Baseline and follow-up studies commissioned under the project,</td>
<td>Not applicable</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Outcome(s) (Specific Objective(s))</th>
<th></th>
<th></th>
<th>Sources of data</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>SO1: Stakeholders make greater use of relevant and quality data (incl. statistics) and analysis on the socio-economic impact of a refugee situation as well as improved evidence on the effects of interventions.</td>
<td>1.1. Extent to which stakeholders are making use of quality data and analysis related to refugee situations 2.1. Number of long-term engagements and partnerships in response to displacement situations that integrate a development-oriented approach</td>
<td>1. baseline and final studies commissioned by the Action 2. Progress reports for this Action 3. idem.</td>
<td>Partner countries and regional organisations are committed to implementing the SDGs and the objectives of the Global Compact on refugees, and therefore willing to improving their migration governance and institutional. Willingness of partner countries to rely on UNHCR expertise.</td>
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<tr>
<td>Outputs</td>
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<td>---------------------------------------------</td>
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<tr>
<td>1.1: Comparable multi-dimensional welfare data are available for forcibly displaced and their host populations.</td>
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<tr>
<td>1.2: Strengthened capacity of national and international institutions in collection, management and use of quality microdata</td>
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<tr>
<td>2.1: Strengthened capacity of new, recurrent or protracted refugee situation-specific support platforms to innovate forms of global and regional solidarity and foster a development-focused approach to forced displacement.</td>
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<tr>
<td>2.2: Long-term joint engagement and operational development partnerships;</td>
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<tr>
<td>2.3: Strengthened capacity of key stakeholders for enhanced regional early warning, preparedness and response capacity.</td>
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</tr>
<tr>
<td>3.1: Operational engagement of development actors (notably local actors, UN system agencies, international NGOs) enabled and integrated in new, recurrent or protracted refugee situations.</td>
<td></td>
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<tr>
<td>3.1.1. Number of countries with comparable socio-economic welfare data between forcibly displaced and host community members;</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>3.1.2. Number of publicly available (anonymized) datasets</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>3.1.3. Number of analytical reports or mapping surveys of impact and/or assessment of responses to refugee situations</td>
<td></td>
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<tr>
<td>3.1.4. Number of countries participating in monitoring self-reliance programs through revised monitoring tools;</td>
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<tr>
<td>3.1.5. Number of institutional entities trained for relevant management and gathering of data on forced displacement and refugee-related aspects</td>
<td></td>
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<tr>
<td>3.1.6. Number of national population censuses and survey instruments integrating refugee-related aspects</td>
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<tr>
<td>3.1.7. Number of Support Platforms/Solidarity Conferences fostering a development-oriented approach that are initiated or strengthened with EU support, initiated, launched and active.</td>
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<tr>
<td>3.1.8. Extent to which country-led national arrangements/support platform have improved their linkages and coherence with regional platforms and the Global Forum on Refugees</td>
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<tr>
<td>3.1.9. Number of development-oriented forced displacement strategies or policies developed/revised or under implementation with EU support **</td>
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<tr>
<td>3.1.10. Number of institutional entities with an improved integration of the development dimension of displacement in their preparedness process</td>
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<tr>
<td>3.2. Number of migrants, forcibly displaced people or individuals from host communities protected or assisted in development-oriented projects implemented with EU support (disaggregated by sex, age and displacement status) **</td>
<td></td>
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<tr>
<td>3.2.1. Number of funded projects of critical relevance for development-oriented approaches starting their implementation within six months of crisis</td>
<td></td>
<td></td>
<td></td>
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</tr>
<tr>
<td>1.1 Database analysis of country-level population surveys and national population censuses</td>
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<tr>
<td>1.2.1 UNHCR information Database on revised monitoring tools</td>
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<tr>
<td>1.2.2 Database of training participants (disaggregated by sex, location, institution, sector) and statistics to be provided in progress reports for the Action</td>
<td></td>
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<tr>
<td>1.2.3 Datasets</td>
<td></td>
<td></td>
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<tr>
<td>2.1 Statistics to be provided in progress reports for the Action, Feedback from partner countries and experts;</td>
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<tr>
<td>2.2 Baseline and end line surveys of platform interactions to be provided in progress reports for the Action</td>
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<tr>
<td>2.3 Qualitative analysis of EU portfolio support to be provided in progress reports for the Action</td>
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<tr>
<td>2.4 Database of training participants (disaggregated by sex, location, institution, sector) and statistics to be provided in progress reports for the Action</td>
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<td></td>
<td></td>
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<tr>
<td>3.1 Progress reports for the Action;</td>
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<tr>
<td>Other target groups (refugees, host communities, etc.) seize the opportunity to benefit resources available.</td>
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</tbody>
</table>