ANNEX 2  

to the  

COMMISSION IMPLEMENTING DECISION  

on the Annual Action Programmes 2015 part II and 2016 part I in favour of the Asia region to be financed from the general budget of the European Union  

Action Document for Aid to Uprooted People Thailand  

| **INFORMATION FOR POTENTIAL GRANT APPLICANTS** |  |
| WORK PROGRAMME FOR GRANTS |  |
| This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning calls for proposals: 5.4.1.1. and in the following sections concerning grants awarded directly without a call for proposals: 5.4.1.2. |  |

| 1. **Title/basic act/CRIS number** | Aid to Uprooted People (AUP) Thailand  
CRIS number: DCI-ASIE/2015/037-731 financed under Development Cooperation Instrument |  |
| 2. **Zone benefiting from the action/location** | Asia, Thailand  
The action shall be carried out at the following location: 1) Nine refugee camps along Thai-Myanmar border and the communities surrounding the camps 2) Communities of Rohingyas and Myanmar Muslims in Mae Sot (Tak province), Ranong, and Phang Nga provinces. |  |
| 3. **Programming document** | Multiannual Regional Indicative Programme for Asia for the period 2014-2020 |  |
| 4. **Sector of concentration/thematic area** | Aid to Uprooted People |  |
| 5. **Amounts concerned** | Total estimated cost: EUR 12,152,000  
Total amount of EU budget contribution EUR 10,000,000  
This action is co-financed by potential grant beneficiaries for an estimated of EUR 2,152,000 |  |
| 6. **Aid modality(ies) and implementation modality(ies)** | Project Modality  
Direct management: grants – call for proposals, grant – direct award |  |
| 7. **DAC code(s)** | 72050 Relief co-ordination; protection and support services |  |
8. Markers (from CRIS DAC form)

<table>
<thead>
<tr>
<th>General policy objective</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Participation development/good governance</td>
<td>☒</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Aid to environment</td>
<td>☒</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Gender equality (including Women In Development)</td>
<td>☐</td>
<td>☒</td>
<td>☐</td>
</tr>
<tr>
<td>Trade Development</td>
<td>☒</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Reproductive, Maternal, New born and child health</td>
<td>☐</td>
<td>☒</td>
<td>☐</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>RIO Convention markers</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Biological diversity</td>
<td>☒</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Combat desertification</td>
<td>☒</td>
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<td>☐</td>
</tr>
<tr>
<td>Climate change mitigation</td>
<td>☒</td>
<td>☐</td>
<td>☐</td>
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<tr>
<td>Climate change adaptation</td>
<td>☒</td>
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9. Global Public Goods and Challenges (GPGC) thematic flagships

Not applicable.

SUMMARY

This programme builds on past and ongoing AUP interventions and is in line with the Multi-annual Indicative Programme (MIP) 2014-2020¹ in providing support for reintegration or integration of uprooted people, including support to local communities. The overall objective is to contribute to a long-term solution to the challenges encountered by the Myanmar refugees living in 9 camps along the Myanmar border, displaced and marginalised Rohingyas and Myanmar Muslim communities living in Mae Sot (Tak province), and in Phang Nga and in Ranong provinces in Thailand. The specific objectives are (SO1) to continue with the provision of basic services in the nine refugee camps and to the hosting communities in Thailand, while preparing Myanmar refugees for a possible return process and (SO2) to support the integration of the Rohingyas and Myanmar Muslims into the local Thai socio-economic context. The expected results are 1) more self-reliant and empowered encamped refugees, an improved environment for a sustainable voluntary return and 2) a better integration of Rohingyas and Myanmar Muslims into the local communities they are living in.

It is to be noted that the Rohingya/Bangladeshi crisis which broke out early May 2015 in the Andaman Sea and Bay of Bengal, in the context of which 4 770 Rohingya/Bangladeshi (asylum seekers/irregular migrants) have disembarked in Indonesia, Myanmar, Malaysia, Bangladesh and Thailand, has no impact on the content of the present project. The Commission has responded to that crisis separately, through a funding of EUR 300 000 to the International Organization for Migration (hereunder IOM), for emergency humanitarian assistance to the migrants who, at the cut-off date of the present document, are in Thailand, Malaysia and Indonesia.

¹ Multiannual Indicative Programme 2014-2020 page 12-13
1. CONTEXT

1.1. Sector/Country/Regional context/Thematic area

1.1.1. Public Policy Assessment and EU Policy Framework

It is estimated that Thailand hosts around 645,400 refugees, asylum-seekers and stateless people of more than 40 nationalities. Myanmar is the country of origin for the largest majority. Around 110,000 Myanmar nationals currently live along the border in nine temporary shelters administered by the Government of Thailand with the assistance of international organisations. Thailand has also been a country of transit and destination for stateless people, mostly Rohingya, and Myanmar Muslim communities that have fled communal violence in Myanmar’s Rakhine State.

The situation of refugees living in nine camps along the Thai-Myanmar border (encamped refugees):

Thailand has not ratified the 1951 United Nations Convention relating to the Status of Refugees and does not have a formal national asylum framework. Since 1984, the Royal Thai Government (RTG) hosts refugees from Myanmar in nine temporary camps along the border with Myanmar. The RTG administers the camps, but relies on the international community to provide support for basic services.

As a response to three decades of encampment of Myanmar refugees, the EU has been supporting refugees with basic needs assistance since 1995, through humanitarian assistance and trough the AUP regional programme. Despite positive impacts of EU-funded interventions to improve life in the nine camps, it is estimated that 109,970 refugees are still dependent on donors’ support as a result of the unchanged Thai policy with regards to refugees and the fragile stability in Myanmar. Of these, 74,101 or 67% are registered, which gives them a greater degree of protection.

The formation of a civilian government in Myanmar in 2011, extensive political and economic reforms, and the signature of several bilateral ceasefire agreements, have had positive implications for the population of Myanmar, including for the refugees residing in the camps in Thailand.

In Thailand, the Interim Government that came into power after the military takeover in May 2014 has reassured the international community that international standards will continue to be upheld and that international principles on "safe, dignified and sustainable return" will be respected in case of voluntary return.

There were approximately 10,000 voluntary spontaneous returns from Thailand to Myanmar in 2014. Nevertheless, a promoted voluntary return of refugees and the closure of the refugee camps in Thailand is still considered as premature, not least because of the recent escalation of internal conflict notably in North East of Myanmar which brings further uncertainty. The 2013 ECHO-financed UNHCR Refugee Profiling Survey states that the main concern of refugees for return is the lack of confidence in the ceasefire process. The Committee for the Coordination of Services to Displaced Persons in Thailand (CCSDPT) and UNHCR are re-assessing their on-going strategy to be able to adapt to the changing circumstances that could lead to a possible medium to large-scale return. UNHCR has also elaborated a Strategic Roadmap for Voluntary Repatriation.

It is noted that UNHCR role in addressing Rohingyas and Myanmar Muslims is limited in Thailand. UNHCR core mandate is to ensure protection of uprooted people, and the UN General Assembly has given UNHCR the formal mandate to prevent and reduce statelessness around the world. However, Thailand has not ratified the UN Convention on Refugees or the Convention relating to the Status of Stateless Persons, and considers Rohingyas and Myanmar Muslims as illegal migrants which further limits the scope of action of UNHCR in the country.

The new EU Programme has therefore to be flexible and should be able to accommodate that continued support to basic needs in the camps might gradually shift towards preparing and accompanying voluntary return.

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2. UNHCR, January 2015
3. UNHCR Resettlement Dashboard, end of November 2014.
The EU Multi-annual Regional Indicative Programme for Asia (2014-2020) includes support to uprooted people. It intends to provide support to "reintegrate or integrate uprooted people, including support to local communities, intercultural dialogue and resettlement areas". The achievement of the above objectives requires the willingness of the Government of the country of origin and the host country to prepare the conditions for re-integration or integration in the respect of the refugees' will and dignity. The achievement of the above objectives requires trust by the refugees in the peace process; adequate knowledge of the prevailing conditions in the place of return and the refugees' participation in addressing the needs of their own communities.

The Rohingyas and Myanmar Muslims' situation:

Thailand has become a transit space and host of Rohingyas and other Myanmar Muslims communities who fled violence over the past two decades, particularly in the early 1980s, as well as new comers who have fled more recent instances of persecution in Myanmar’s Rakhine State. In January 2015, the number of Rohingya departing from Myanmar was 80% higher than in January 2014, which represents a continued expansion of the exodus of Rohingyas. The only identifiable communities of Rohingyas and marginalised Myanmar Muslims in Thailand are located in Mae Sot (Tak province), and in Ranong and Phang Nga provinces.

Rohingyas coming from Myanmar are deprived of citizenship. Being stateless and undocumented, they are considered as illegal migrants in Thailand and, as a consequence, they are particularly vulnerable to arrest and detention, and are excluded from access to work and basic social services.

On paper the RTG continues the ‘help on’ policy, e.g. providing material support to persons arriving by boat in Thailand so that they can continue their journey. Occasional arrests/detention continues at district level, depending on the approach of the local authorities. One change in policy has been the establishment of One Stop Service Centres where employers have been able to register their illegal migrant workers. Some of the target beneficiaries have received temporary work/stay/health cards from this process. However, the next stage of that process is nationality verification which, being undocumented and stateless persons, they will be unable to complete – again placing them in an illegal and vulnerable situation.

Explicit advocacy in addressing the root-causes of the Rohingya and Myanmar Muslims issues at central and regional level remains sensitive in Myanmar and in Thailand. Nevertheless, the EU will continue to advocate for the need to respect human rights and fundamental freedoms and support protection and integration of refugees in Thailand through the AUP interventions.

1.1.2. Stakeholder analysis

The main target groups of this programme are the displaced people from Myanmar who have sought refuge in Thailand: 1) Myanmar refugees living in the camps (encamped refugees), primarily belonging to Karen, Karenni, Bamar, and Mon ethnic groups: 2) other marginalized minority groups, mostly Rohingyas and Myanmar Muslims who have fled Myanmar, and who have been living in make shift shelters along the border mainly in Mae Sot (Tak province), Ranong and Phang Nga provinces. Special attention will be paid to the most vulnerable groups such as women, children, and disabled people.

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4 The majority of Muslims in Rakhine State refer to themselves as 'Rohingyas': their language (Rohingya) is derived from the Bengali language and is similar to the Chittagonian dialect spoken in nearby Chittagong, in Bangladesh. There is some dispute as to whether the Rohingyas are indigenous to the region or are more 'recent', being in the main the descendants of those who arrived in Rakhine State during the British colonial administration.

A second group of Muslims in the Rakhine State does not consider themselves as Rohingyas, as they speak Rakhine which is closely related to the Burmese language, claim their ancestors have lived in the state for many centuries, and tend to share similar customs to the Rakhine Buddhists. They identify themselves as 'Arakanese Muslims', 'Burmese Muslims' or simply 'Muslims'.

5 UN General Assembly Resolution on Myanmar, 31 October 2014.
Another target group is local hosting communities affected by the influx/presence of refugees especially along the Thai-Myanmar border will also be able to benefit from some of the actions, where appropriate.

The RTG also plays a key role through the Ministry of Interior (MoI). At central level, MOI provides policies for camps and gives authorisation to implementing partners for working in the camps while at local level district chief officer appointed as camp commander is responsible for the administration of the camp. Other Ministries are also involved in the implementation of certain sectors, i.e. Ministry of Education (MoE), at central level coordinates with implementing partners on education policies while MoE at local level works with the implementing partners to strengthen capacity for refugees and facilitates accreditation on livelihoods and education. Ministry of Public Health (MoPH) at central level works with our current implementing partner (World Health Organisation) on health security by improving health statuses of Myanmar refugees and displaced persons in Thailand. MoPH at local level works closely with health and Water, Sanitation and Hygiene (WaSH) projects to improve access to health services as well as to prevent possible diseases outbreaks in and outside the camps.

Project implementing partners are international and Thai NGOs, UN agencies and other international organisations as well as the RTG agencies both at central and local levels. The success of the programme ultimately depends on the capacity of these actors to involve both the refugee population and the Thai hosting communities' population in project activities.

The Committee for Coordination of Services to Displaced Persons in Thailand (CCSDPT) established in 1975 is an important coordination structure which comprises more than fifty member agencies that hold regular meetings with UNHCR, and other international organisations, plus donor agencies. All implementing partners in the camps have to be members of the CCSDPT.

In the refugee camps, the camp-based organisations linked to the Myanmar Non State Political Actors of the ethnic minorities (as the Karen Education and Health Departments) are expected to be fully accountable and to represent the interest of the beneficiaries including vulnerable groups.

Outside the camps, IOM-led cooperation with local authorities and NGOs working on health, education and livelihood sectors has been very valuable in support to Rohingya and Myanmar Muslim issues. This vulnerable population are not considered as "persons of concern" by the RTG.

UNHCR’s role and mandate in the refugee camps, but also in addressing the situation of Rohingya, is limited in Thailand, for the main reason that the RTG has not ratified the Refugee Convention, therefore, UNHCR does not have exclusive mandate in Thailand. UNHCR has taken the lead for preparing Strategic Roadmap for voluntary return.

1.1.3. Priority areas for support/problem analysis

Problem analysis: encamped refugees' context:

The 109,970 encamped Myanmar refugees in Thailand are residing in nine camps. Most have been in the camps for decades, or have been born there. They are mainly Karen (77%) and Karenni (12%) but also ethnic Bamar (3%), Mon and others of undeclared ethnicity (8%). Encamped refugees have benefitted from donors' assistance and some have been resettled abroad (about 93,838 until November 2014).

The continued uncertainty of the political situation in Myanmar, leading to long term confinement of refugees is a serious issue affecting many camp residents both physically and psychologically.

Alignment of training and education standards between Thailand and Myanmar and strengthening complementarity of cross-border interventions are also key issues, particularly for the livelihood, education and health sectors.

At present, increasing management capacity by local camp-based organizations is an inter-sector challenge that needs to be addressed. Good camp management will be a key factor in the return process, and it is crucial that refugees that are considering returning to Myanmar are adequately supported, and that reliable information is provided to them.
Problem analysis: Rohingyas and Myanmar Muslims context:

Rohingyas and Myanmar Muslims emanating from Myanmar’s Rakhine State are essentially stateless and non-recognised marginalised minority groups, who have faced extensive abuse, imprisonment and forced labour conditions over a period of time. Recent history has documented systematic abuse and violence against Rohingyas and Myanmar Muslims, including the burning of entire villages. The treatment meted out to this vulnerable group, has caused a mass exodus from Myanmar, in the form of dangerous sea journeys as well as irregular movement through land routes to neighbouring countries.

There is an estimated 5,000 – 6,000 Rohingyas and Myanmar Muslims in Thailand. Humanitarian assistance to Rohingyas and Myanmar Muslims is tolerated by the Thai government, although detention and deportation are possible at any moment. Detained Rohingyas and Myanmar Muslims (approx. 780) are scattered in different detention centres in the Southern Provinces often under inhumane conditions. There are frequent cases of deportation to the border despite the absence of bilateral agreements with Myanmar. Other undocumented Rohingyas and Myanmar Muslims are residing in make-shift shelters mainly in Ranong and Phang Nga provinces and in Mae Sot town, Tak province. These groups are often unwilling to identify themselves.

With a lack of regularised status, Rohingyas and Myanmar Muslims in local Thai communities live with continued uncertainty, constant insecurity and the threat of arbitrary deportation to places they are extremely unwelcome. Factors such as poverty, lack of opportunity and ‘irregularity’ of stay in Thailand, making their continued marginalisation, corrupt practices against them, and instability, key features of their existence. Coupled with this is a lack of access to basic/constant services, such as healthcare, education and livelihood opportunities. The situation of these non-camp based populations is different from those who reside in camps, where there is systematic and predictable access to basic services and support.

A number of interventions addressing vocational training and livelihood, education, protection, health and environmental health, water, and sanitation and infrastructure carried out by various local and international agencies, led by IOM, have provided relief and support to these communities, as well as the host population. Considerable headway has been made in alleviating a number of the pressures, but much more needs to be done to build the trust, which is essential for the interventions that are needed to more systematically address continued vulnerabilities, with a view to create sustainability and stability for these deeply vulnerable groups.

The AUP intervention will target the undocumented Rohingyas and Myanmar Muslims residing outside refugee camps and outside detention centres in order to avoid overlapping with ECHO’s assistance to Rohingyas and other special at-risk groups in the detention centres and shelters in Thailand. The intervention aims to support living conditions and access to local services conditions for the Rohingyas and Myanmar Muslim groups. The intervention will also aim to strengthen the rights and protection of Rohingyas and Myanmar Muslims.

2. RISKS AND ASSUMPTIONS

- Risks and Assumptions: encamped refugees

<table>
<thead>
<tr>
<th>Risks: External</th>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>The situation inside Myanmar which will impact the refugee camps.</td>
<td>Medium</td>
<td>This risk is beyond the control of international community. Mitigation therefore consists in maintaining a flexible project structure where project implementing partners will be ready to</td>
</tr>
<tr>
<td>Long-term stability in the country will</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

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6 In addition, children born in camps, are considered stateless as the Thai government (Ministry of Interior) and UNHCR cannot give them Myanmar citizenship
### Risks: External

<table>
<thead>
<tr>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>adapt their project to respond to rapid changes in Myanmar. For example, implementing partner is currently providing basic services in the camps while having a component of voluntary return in their project. However, if the possibility for return is realistic, the project should be able to adapt their project structure to focus their implementation on the return component.</td>
</tr>
</tbody>
</table>

### Assumptions

RTG will continue to provide the asylum space for encamped Myanmar refugee community. RTG will also continue to cooperate with the humanitarian community to ensure humanitarian assistance and protection, for as long as sustainable return is impossible.

### Risks: Internal (1)

<table>
<thead>
<tr>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td>The Mitigating measure is to work with government health agencies in the border provinces to strengthen health posts along the border while keeping the services in the camps at the minimum/international standard. Developments in Myanmar is the mitigation measure in itself as it results in the reduction in number of encamped refugees due to spontaneous return (around 10,000 people in 2014). Phasing out of resettlement programme is also a demotivating factor of the new arrivals to the camps.</td>
</tr>
</tbody>
</table>

### Assumptions

RTG will continue to cooperate with the humanitarian community to provide for humanitarian assistance and protection. At the same time RTG will also increase its own efforts with the GoUM and other stakeholders to support the peace process and secure durable solutions.

### Risks: Internal (2)

<table>
<thead>
<tr>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Medium</td>
<td>To promote participatory decision-making over service delivery and resource allocation through e.g. Community managed targeting of</td>
</tr>
</tbody>
</table>
### Risks: External

<table>
<thead>
<tr>
<th>Risk</th>
<th>Level</th>
<th>Mitigating Measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>information is not effectively communicated from leadership.</td>
<td></td>
<td>assistance.</td>
</tr>
</tbody>
</table>

### Assumptions

Camp residents will have access to timely, reliable and pertinent information on their rights, options and potential risks in advance of any voluntary return and reintegration or other possible durable solutions, through safe and appropriate formats and channels.

- **Risks and Assumptions: Rohingyas and Myanmar Muslims**

<table>
<thead>
<tr>
<th>Risk</th>
<th>Level</th>
<th>Mitigating Measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>The beneficiary groups have a constant risk of detention, and frequent cases of deportation.</td>
<td>Medium</td>
<td>IOM will constantly engage with local communities to improve integration of the Rohingyas and Myanmar Muslims into the local Thai socio-economic context.</td>
</tr>
</tbody>
</table>

### Assumptions

The RTG will continue to tolerate international support to non-encamped Rohingyas and Myanmar Muslims, that social services and activities developed with the government will benefit this target group, and that the RTG does not escalate its use of detention and deportation of the beneficiary groups.

3. **LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES**

3.1. **Lessons learnt**

ROM reports on previous EU-funded actions in the framework of AUP highlighted the lack of sustainability of the assistance to the refugees, which is inherent to the nature of the intervention and the support provided. Some pilot projects have been successful in promoting a sustainable approach. Among these: the AUP funded livelihood and income generation activities and vocational training. In addition, the previous actions strengthened refugees’ and their organizations' ownership of project outcomes, consistent with UNHCR and CCSDPT strategy (institutional sustainability). These efforts will also continue to be priorities under the new AUP Call for Proposals.

The assistance to Rohingyas and Myanmar Muslims in Mae Sot, through EU-funded and other donors' projects, has represented a partial success in integration and in consolidation of the right to refuge of this stateless minority, the present action will build on these successes.

The Evaluation of the EU Regional Cooperation with Asia for the period 2007-13\(^7\) concluded that ongoing refugee assistance projects were well designed, well managed and positively linked relief, rehabilitation and development (LRRD). It should be noted that the internal conflicts of the ethnic

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\(^7\) EU Evaluation of Regional Cooperation with Asia – Final Report March 2014.
groups in Myanmar leading to displacement are rarely addressed in the regional agendas of ASEM and ASEAN and also fall out of the scope of the current AUP programme, but are to some degree being targeted through bilateral DCI projects in Myanmar.

3.2. Complementarity, synergy and donor coordination

Since 1995, ECHO has provided approximately EUR 115 million to the refugee camps along the Thai-Myanmar border. ECHO’s contribution peaked in 2008 and has gradually declined since then. ECHO has traditionally concentrated its aid on basic services: food aid and primary health care (focusing on curative/preventive health care services). ECHO funding in the camps are on a yearly basis starting from January. In 2015 ECHO is funding one project on food aid and two projects on basic health care in the refugee camps. In addition, ECHO has provided life-saving assistance to Rohingyas and other special at-risk groups in Immigration Detention Centers (IDCs) and temporary shelters through IOM since 2013. The participation of ECHO in the evaluation of AUP proposals and joint-monitoring of field visits will continue in order to ensure the highest possible level of complementary outcomes.

The EU will be financing two main complementary actions in Myanmar which will have an important impact, i.e. 1) Support in an inclusive and comprehensive manner to Peace, Reconciliation and Development at grass-root level in the States of Kayah, Shan and Kachin States, and 2) Support for monitoring ceasefire agreements and carry out national and political dialogue and for socio-economic recovery in conflict affected areas. Regular communication is being maintained with the EU Delegation in Myanmar. Good dialogue is also maintained with Member States and other donors who are carrying out evaluations in Myanmar and Thailand (UK, Australia, USA, and Canada). Moreover, specific humanitarian and socio-economic actions have been carried out and are on-going for the Rakhine population (including Rohingyas) in Rakhine States by ECHO and the LIFT programme.

In Bangladesh, the EU is supporting protection, essential services and durable solutions for Rohingyas and Myanmar Muslims, the activities target the immediate needs of the registered refugees populations residing in two camps in Southern Bangladesh, as well as seeking greater engagement with currently unregistered Myanmar refugees who reside outside the camps in a situation of legal and material destitution. The project is the fourth of its kind, and is implemented by UNHCR.

Besides the EU, other development partners such as Australia, Denmark, the Netherlands, Sweden, the UK, Canada, Norway, Switzerland and the US, provide support to Myanmar refugees along the Thai border. The support is mainly channelled through The Border Consortium (TBC). In the first six months of 2014, TBC received approximately BAHT 1,040 million (EUR 24 million) mostly from the US (40%), Australia, Canada, UK, Sweden, Norway and ECHO (8%). Apart from TBC other agencies provide assistance to the refugees in health, education, water sanitation and livelihoods. These agencies participate in the CCSDPT coordination structure which represents an important forum for information sharing. The EU actively participates in the CCSDPT coordination with representatives both from the EU Delegation and ECHO.

UNHCR-led coordination mechanisms for voluntary return have been operational since 2012. These include the Donor and Humanitarian Agencies Working Group (DHA-WG) and the Voluntary Repatriation Coordination Group (VRCG), which involve donors, NGOs, and refugee leaders. These structures are supported by stakeholders meetings and regular operational planning consultations with sector leads.

3.3. Cross-cutting issues

Gender issues will be mainstreamed in all areas. For encamped refugees, the male/female balance in structures delivering services is 62/38. The project will seek to achieve UNHCR standards, including an equal gender composition in all structures which contribute to determining the way services are

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8 “CCSDPT Member organisations effectively coordinate humanitarian relief and development services for displaced persons in partnership with the RTG, affected communities, and relevant national and international entities to promote durable solutions aimed at self-sufficiency within an enhanced protection environment”, CCSDPT Mission statement

9 TBC Information, August 2014.
delivered. In particular it will be important to promote gender balance in the refugee committees. While all refugees are in principle confined to the camps, women face particular challenges. Overcrowding and social norms contribute to domestic violence and restrictions in women’s opportunities.

Activities that take into account environmental factors and disaster risk reduction will be promoted. Environmental sustainability will be taken into account particularly in the context of the growing number of food production facilities neighbouring the camps, and water and sanitation projects where the high density of the population poses specific environmental challenges. Integration of disaster management and risk reduction trainings will be ensured.

Good governance will be promoted through transparent mechanisms and accountability, learning from the need to avoid situations involving possible conflict of interest. In projects contemplating a role for the refugee committees or any other Community-based Organisations (CBOs) or refugee structure linked to a Myanmar Ethnic minorities’ political affiliation, representation of different ethnic and social groups will be safeguarded.

Human rights, rights of people with disabilities and particularly children’s rights will be addressed in relation to people’s rights to have equal access to prevention, care and services including protection. The two largest groups of vulnerable people in the camps include unaccompanied minors and older people (aged above 55 years) totalling about 35,000. Children are particularly at risk of trafficking and there are some reported cases of forced recruitment of children by paramilitary groups. The well-being of refugee children and their protection, according to international standards, is a priority under the AUP. While encamped children have access to education, Rohingya and Myanmar Muslim children are excluded; many are working intermittently to support their families. IOM will work towards improving access to education for these groups.

HIV/AIDS prevention and awareness raising activities will be included in the education projects and mainstreamed thoroughly through projects in the field of health, water sanitation and protection.

4. DESCRIPTION OF THE ACTION

4.1. Objectives/results

Overall Objective

The overall objective of the Programme is to contribute to a long-term solution to the challenges encountered by the Myanmar refugees living in 9 camps along the Myanmar border, displaced and marginalised Rohingyas and Myanmar Muslim communities living in Mae Sot (Tak province), and in Phang Nga and Ranong provinces in Thailand.

Specific Objectives

The Programme has two specific objectives:

Specific Objective 1 (encamped refugees): To continue with the provision of basic services11 in the nine camps and in the hosting communities in Thailand, while preparing Myanmar refugees for a possible return process.

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10 UNHCR Framework for Voluntary Repatriation, Annex 1 May 2014.

11 Camp basic services are the essential services provided to refugees for their adequate living in the camps. Basic services in the camps include food assistance, shelter, healthcare, education and protection support to refugees. Though new initiatives and policies are pursued to move displaced persons/refugees towards self-reliance, essential basic services should be maintained to acceptable standards, and still need to be provided in the period leading up to return.
Specific Objective 2 (non-encamped refugees\textsuperscript{12}): To support the integration of Rohingyas and Myanmar Muslims into the local Thai socio-economic context.

**Expected Results**

*Specific Objective 1*

Result 1.1) Continued access to basic services (livelihoods, health, education, water & sanitation) for refugees in the nine camps along the Thai-Myanmar border and their hosting communities, leading to self-reliant and sustainable outcomes.

Result 1.2) Improved camp governance through sector-based interventions, leading to more self-reliant and empowered encamped refugees, including the most vulnerable.

Result 1.3) Improved preparedness for a sustainable voluntary return, in line with international standards (spontaneous and promoted return).

*Specific Objective 2*

Result 2.1) Harmony and peaceful co-existence in Thai communities hosting Rohingyas and Myanmar Muslims communities in Mae Sot town of Tak province, Ranong, and Phang Nga provinces.

Result 2.2) Enhanced government engagement in addressing the needs of Rohingyas and Myanmar Muslims in communities in Thailand.

**Main activities**

**Possible activities for encamped refugees (Results 1.1 – 1.3) include the following:**

**Result 1.1**

- Develop skills among refugees that lead to future employment and income generating opportunities
- Strengthen the capacities of refugees to conduct livelihood programs and network with a variety of stakeholders
- Provide livelihood strategies assistance to Thai host populations thus diffusing tensions with refugees
- Maintain essential health and WaSH services in the camp
- Ensure continuum of care for persons with specific medical needs
- Establish the systematic health related information sharing mechanism
- Build community and individual capacity towards resilience and self-determination
- Build environmental awareness and transfer of skills to refugees and local communities regarding use and protection of natural resources
- Basic education, post-secondary students have their academic records documented and available
- Mainstream mine risk education throughout all education services, including for children, youth, teachers and parents etc.

\textsuperscript{12} Non-encamped or non-camp based refugees comprise extremely vulnerable displaced population who have escaped persecution in Myanmar but continue to remain in a protracted situation fraught with uncertainty, instability, insecurity, fear and poverty. Though those people face the same situation as refugees, they are not in the refugee camps hence are not considered as persons of concern/refugees by the RTG.
Result 1.2

- Promote participatory decision-making in service delivery and resource allocation through e.g. Community managed targeting of assistance
- Promote participation of women/ethnic minority women in the governance structures of the camps
- Mechanisms for camp residents to report protection concerns are safe, accessible, and functional, and community awareness of those mechanisms is ensured
- Camp residents have access to fair and effective justice mechanisms
- Vulnerable groups, including ethnic minorities, women, children – in particular unaccompanied minors – the elderly, physically or mentally challenged persons, and persons with permanent health conditions, have their specific and unique protection needs met
- Prevent/combat trafficking in human-beings through awareness raising activities and increasing economic opportunities inside the camps strengthening target communities' stabilisation, thereby reducing the likelihood of trafficking.

Result 1.3

- Strengthen the Livelihoods Working Group as a forum for cross-border collaboration, information sharing, cross-learning and advocacy on livelihood programming.
- Build up and strengthen the capacity of refugees health work force and facilitate accreditation with Myanmar health system
- Improve Cross-border public health and WaSH coordination mechanism and maintain the collaboration with all key stakeholders and contribute to health and WaSH convergence efforts.
- Camp education certificates are recognized upon return
- Students have information and exposure where appropriate to the Myanmar Education system
- Teacher and administrator are supported to create portfolios documenting their skills, experience and qualifications in the camps and are provided with career planning within the education sector
- Parents and caretakers are provided with education options for their children upon return, camp residents have full access to timely, reliable and pertinent information on their rights, options and potential risks in advance of any voluntary return and reintegration or other possible durable solutions, through safe and appropriate formats and channels
- Ensure birth registration of all new-borns in the camps.

Indicative activities for non-encamped refugees (Result 2.1 and 2.2) are as follows:

Result 2.1

- Conduct vulnerability assessment of non-encamped Myanmar Muslims and host communities for targeted and sustainable interventions
• Standardise manner of intervention by all entities providing assistance and services; development of guidance tools for community-based interventions and awareness-raising of services in the communities

• Empower community through development activities to strengthen relationships with local Thai communities

• Increase the economic self-reliance of Rohingyas and other marginalised Myanmar Muslims

• Increase the protection of vulnerable children, in particular unaccompanied and separated migrant children and other marginalised Myanmar Muslims.

• Strengthen awareness raising/safe migration initiatives; strengthen and stabilize target communities, thereby reducing the likelihood of taking risky employment opportunities that may lead to human trafficking.

Result 2.2

• Coordination and advocacy with the government

• Expand and strengthen primary health care services in cooperation with government agencies

• Improve the environmental conditions for Rohingyas and Myanmar Muslim communities by engaging government agencies and local communities in the participation of long-term strategic planning

• Increase opportunities for children to access formal education in cooperation with local education institutions

4.2 Intervention logic

The new AUP Programme will contribute to a long-term solution to the challenges encountered by the Myanmar refugees, displaced and marginalised in Thailand. Recent and ongoing AUP support to encamped refugees has focused mainly on basic services provision. While the provision of basic services will remain important, activities under this new programme will include activities aiming to prepare a sustainable return of refugees in response to the on-going peace process and National Ceasefire Agreement negotiation in Myanmar.

The possibility to return will depend on the policies of GoUM, as well as the positive developments in Myanmar. Though voluntary return may not happen in a very near future due to slow progress in peace process and National ceasefire agreement in Myanmar, it is important to improve the environment for voluntary return by increasing capacities of refugees through education, technical and vocational training within a number of areas including health, water and sanitation. Accountability of camp management so that refugees can be more self-reliant and empowered is also a key factor in the process towards sustainable return. AUP intervention would be in line with the UNHCR strategic roadmap for voluntary return as well as the operation plan and sector strategies of the implementing partners in the camps.

The programme also aims to provide support to the marginalised non-camp based Rohingyas and Myanmar Muslims in Thailand. Through a series of interventions, the needs of this population will be addressed by improving living conditions and access to services; standardizing manner of intervention by all entities providing assistance and services; and creating coherence in policy, practice and programming that contribute sustainably to the overall wellbeing and security of this vulnerable group and its host communities.
The AUP direct grant to IOM will build on the many achievements made by IOM and other community-based organisations working with Rohingyas and Myanmar Muslim communities in Thailand. IOM has a solid relationship with the Thai government and its long-standing work in support of a variety of important and sensitive areas of intervention would significantly contribute towards bringing host communities, Myanmar Muslim communities, and local Thai government agencies together for community development, which is a key element for sustainable solution.

5. IMPLEMENTATION

5.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

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 72 months from the date of adoption by the Commission of this Action Document.

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 of the budget support component

Not applicable

5.4. Implementation modalities

5.4.1.1. Grants: call for proposals Aid to Uprooted People Thailand (direct management)

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

Objective:

To assist displaced people from Myanmar to have access to camp basic services in Thailand in the fields of livelihoods, health, education, water and sanitation, camp management, and protection, while promoting self-reliance and empowerment through vocational trainings, in preparation of a possible return process.

Expected results:

1. Continued access to basic services for refugees in the nine camps along the Thai-Myanmar border and their hosting communities, leading to self-reliant and sustainable outcomes

2. Improved camp governance through sector-based interventions, leading to more self-reliant and empowered encamped refugees, including the most vulnerable.

3. Improved preparedness for a sustainable voluntary return, in line with international standards (spontaneous and promoted return).

(b) Eligibility conditions

In order to be eligible for a grant, the applicants must:

• be a legal person and

• be non-profit-making and
be a non-governmental organisation, public sector operator, local authority, international (inter-governmental) organisation as defined by Article 43 of the Rules of application of the EU Financial Regulation\textsuperscript{13} and

be established in\textsuperscript{14} a Member State of the European Union or one of the eligible countries set for the DCI Regulation under the Art. 9 of the CIR Regulation. This obligation does not apply to international organisations and

be directly responsible for the preparation and management of the action with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary

The potential applicant may not participate in calls for proposals or be awarded grants if it is in any of the situations listed in Section 2.3.3 of the Practical Guide to contract procedures for EU external actions.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is EUR 2.5 million and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grant (its implementation period) is 24-48 months.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 80%.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission’s authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call

1\textsuperscript{st} Quarter 2016.

5.4.1.2. Grant: direct award Aid to Uprooted People Thailand (direct management)

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results

Objective:

The objective of direct grant is to support the integration of Rohingyas and Myanmar Muslims into the local Thai socio-economic context.

Expected Results:

1. Harmony and peaceful co-existence in Thai communities hosting Rohingyas and Myanmar Muslim populations in Mae Sot town of Tak Province, Ranong, and Phang Nga provinces.

\textsuperscript{13} International organisations are international public-sector organisations set up by intergovernmental agreements as well as specialised agencies set up by them; the International Committee of the Red Cross (ICRC) and the International Federation of National Red Cross and Red Crescent Societies are also recognised as international organisations.

\textsuperscript{14} To be determined on the basis of the organisation’s statutes, which should demonstrate that it has been established by an instrument governed by the national law of the country concerned and that its head office is located in an eligible country. In this respect, any legal entity whose statutes have been established in another country cannot be considered an eligible local organisation, even if the statutes are registered locally or a ‘Memorandum of Understanding’ has been concluded.
2. Enhanced government engagement in addressing the needs of Rohingyas and Myanmar Muslims in communities in Thailand.

**Type of actions:**

The grant beneficiary will carry out activities including: 1) Vulnerability Assessment of non-camp based Myanmar Muslims and Thai host communities in Mae Sot (Tak province), Ranong and Phang Nga provinces; 2) Standardization of manner of intervention by all entities providing assistance and services, development of guidance tools for community-based interventions and awareness-raising of services in the communities; 3) Community empowerment, harmonization and stabilization; 4) Coordination and Advocacy with Thai Government.

The grant beneficiary will also support local partners, providing financial support to third parties for service provision in key sectors including: 1) Health; 2) Legal aid; 3) Education; 4) Livelihoods and 5) Protection.

**(b) Justification of a direct grant**

Under the responsibility of the Commission’s authorising officer responsible, the grant may be awarded without a call for proposals to the International Organisation for Migration (IOM).

Under the responsibility of the Commission’s authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because IOM is in a de facto monopoly situation dealing with the sensitive matter of the Rohingyas and Myanmar Muslim issue in Thailand. IOM is the leading International Organisation in the field of migration, and is dedicated to promoting humane and orderly migration for the benefit of all. IOM works in the four broad areas of migration management, i.e. migration and development; facilitating migration; regulating migration; and addressing forced migration. All of which are relevant for the current proposed action.

In Thailand, IOM has specific expertise and extensive experience in addressing the Rohingyas and Myanmar Muslim population. IOM also has a proven track record in working with Rohingyas and Myanmar Muslims in and outside the IDC. IOM currently manages the “Emergency Humanitarian Aid for the Rohingyas Temporarily Detained in Thailand” project where it delivers short-term life-saving humanitarian aid to Rohingyas and other special at-risk groups in IDCs and Shelters in Thailand funded by ECHO and the US Bureau of Population, Refugees, and Migration (BPRM). Moreover, IOM is also implementing two projects funded by the EU and the Australian Government aiming at reducing the vulnerability of Rohingyas and Myanmar Muslim communities outside the detention centers. IOM has steadily laid the groundwork for improvement of their conditions, having built trust, presence, partnership and a support base in the community, while working to address many of their needs. IOM has successfully established trust among the traumatised Rohingyas and Myanmar Muslim communities, and is essentially an unmatched presence in the communities.

In addition to the trust gained among Rohingyas and Myanmar Muslim communities, IOM also has a solid relationship with the Thai government. IOM has a studiously built reputation given its long-standing work in support of a variety of important and sensitive areas of intervention. IOM demonstrates its strength in bringing host communities, Myanmar Muslim communities, and local Thai government agencies together for community development, which is a key element for sustainable solution.

The direct grant will build on the many achievements made thus far, enhancing efforts by incorporating lessons learned, applying best practice, and forming a mechanism for a long-term strategic planning for integration. There are some community-based organisations working with Rohingyas and Myanmar Muslim communities in Thailand, however these local organisations have limited financial and management capacity to implement large grant size. IOM, therefore, is in the best place, to serve as a lead organisation in the management of the proposed action while providing support to local partners through financial support to third parties (sub-granting scheme). It is expected that IOM will directly implement the largest part of the action. Additionally, in 2014 IOM was positively evaluated by the EU using the seven pillar criteria, providing reasonable assurance for a grant agreement to be signed with the EU.
Apart from its expertise and experiences, the important added value of IOM for the direct grant is the effective synergies between this direct grant and its sub-regional project. IOM currently manages the project entitled "Strengthening government's capacities while increasing vulnerable migrants' resilience in the Greater Mekong Sub-region and Malaysia", which covers Cambodia, Lao PDR, Malaysia, Myanmar and Thailand. The coordination of the direct grant with its on-going sub-regional project would ensure regional coherence of Rohingyas and Myanmar Muslim issues and would fill in a regional gap on commitment to dialogue and collaboration between Governments in countries of origin and destination, which goes beyond the scope of the AUP Thailand programme.

AUP direct grant to IOM will complement ECHO support. The AUP project will provide support to Rohingyas and Myanmar Muslims outside the detention centres while ECHO will support humanitarian assistance inside the detention centres and temporary shelters in Thailand.

(d) Essential selection and award criteria

The essential selection criteria are the financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(e) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 90%.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission’s authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(f) Indicative trimester to conclude the grant agreement

1st Quarter 2016

5.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply subject to the following provisions.

The Commission’s authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 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.

5.6. Indicative budget

| Call for proposals Aid to Uprooted People Thailand (direct management) | 7.5 million | 1.875 million |
| Direct grant with International Organisation for Migration (IOM) (direct management) | 2.5 million | 0.277 million |
| Totals | 10. million | 2.152 million |
5.7. Organisational set-up and responsibilities

Project steering committees are not foreseen. The Ministry of Interior of Thailand will approve project work plans for the projects in the camps, but is not willing to be part of steering committees at the project level.

Aid Effectiveness of AUP Programme is ensured through regular donor coordination meetings (refer to section 3.2). The meetings are to share information on the support to the camps in order to avoid overlapping of support, to discuss implications of camp strategies to donors’ support, and to share concerns regarding the implementation of the implementing partners in the camps.

Moreover, CCSDPT will be used as a forum to discuss political sensitive issues of implementation in the refugee camps.

The EU will centrally manage all projects under this Call and will consequently ensure coordination with other relevant projects.

5.8. Performance monitoring and reporting

Performance and result monitoring arrangements for indicators of the logical framework under AUP programme are as follows:

1) Projects resulting from a Call for Proposals: Performance and result monitoring will be emphasized in the Guidelines for Grant Applicants and during contract preparation period to ensure that this important element will be included in all actions.

2) Direct Grant: Arrangements regarding monitoring and reporting will be made with beneficiary during negotiation of the direct grant to include performance and result monitoring as a regular and continuous process of the project implementation.

Apart from the above arrangements, EU Delegation will closely monitor the implementation of projects under Aid to Uprooted People Programme. Monitoring will comprise of a combination of operational missions from the EU Delegation Task Managers including joint-monitoring missions with ECHO, if possible.

The day-to-day technical and financial monitoring of the implementation of Aid to Uprooted People Thailand Programme 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). 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 (e.g. Result-oriented Monitoring (ROM) missions) recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.9. Evaluation

Having regard to the nature of the action, a mid-term and final evaluation will be carried out for this action or its components via independent consultants contracted by the implementing partner.

The financing of the evaluation shall be covered by another measure constituting a financing decision.
5.10. **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.

5.11. **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 and supported with the project budget.

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 the grant contracts.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Additional visibility for the activities and results of the actions may be provided under the public diplomacy and outreach project of the EU Delegation in Thailand.