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ANNEX 21

of the Commission Implementing Decision on the 2017 Annual Action programme for the Partnership Instrument

Action Fiche for Strengthening international protection, reception and integration of refugees in Argentina

1. IDENTIFICATION

<table>
<thead>
<tr>
<th>Title of the action</th>
<th>Strengthening international protection, reception and integration of refugees in Argentina</th>
</tr>
</thead>
<tbody>
<tr>
<td>Country(ies)/ Region</td>
<td>Argentina</td>
</tr>
<tr>
<td>Total cost</td>
<td>Total estimated cost: EUR 2 000 000</td>
</tr>
<tr>
<td></td>
<td>Total amount of the EU budget contribution: EUR 2 000 000</td>
</tr>
<tr>
<td>Total duration¹</td>
<td>24 months</td>
</tr>
<tr>
<td>Method of implementation</td>
<td>Indirect management</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Markers (from CRIS DAC form)</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rio convention markers</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Biological diversity</td>
<td>☑</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Combat desertification</td>
<td>☑</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Climate change mitigation</td>
<td>☑</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>General policy objective</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</td>
<td>☑</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Trade Development</td>
<td>☑</td>
<td>☐</td>
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</tr>
</tbody>
</table>

¹ Maximum duration of the operational implementation period of individual contracts upon their signature
2. **RATIONALE AND CONTEXT**

2.1. **Summary of the action and its objectives**

In line with the Global Strategy on the European Union's Foreign and Security Policy and the European Agenda on Migration, this action aims to contribute to the shared EU-Argentina global responsibility and solidarity on migration and forced displacement by strengthening the capacity of Argentina to implement a high standard of international protection for displaced persons affected by the Syria conflict. The action will reinforce refugee reception and integration schemes at national, provincial and local levels and work in close partnership with civil society and host communities.

By promoting the EU's and Argentina's mutual interest in jointly addressing the global and forced displacement challenge, the action will strengthen the overall EU-Argentina political relationship.

2.2. **Context**

Global forced displacement is at an unprecedented high, with 65.6 million people forcibly displaced, as a result of persecution, conflict, generalized violence, or human rights violations. Among them are nearly 22.5 million refugees. The Syrian conflict alone has generated some 5 million refugees in addition to 6.3 million internally displaced people.

The scale of the Syria refugee crisis makes it a global challenge, which demands a global response from all key international players. In this context and in the spirit of the EU Global Strategy, the 2030 Agenda for Sustainable Development, the 2016 UNGA New York Declaration for Refugees and Migrants and the negotiations to establish a Global Compact on Refugees, the EU has actively advocated for shared responsibility, whereby the global community is encouraged to show solidarity and recognise the global nature of the crisis. Concretely, the EU is seeking the support of partner countries in three areas:

- increasing the international community's global response and assistance so that immediate and long term needs of refugees and host communities are met;
- stimulating international financial institutions and donors to raise their assistance;
- promoting the establishment of a global resettlement scheme around the world.

The EU's approach to forced displacement, as laid out in the Communication on forced displacement and development and subsequent Council Conclusions, promotes a development-led approach to displacement crises from the outset. It aims to strengthen the self-reliance and resilience of the forcibly displaced and their host communities, by focusing on socio-economic inclusion and cohesion. As such, the EU is actively supporting the roll-out of the Comprehensive Refugee Response Framework (CRRF), which focuses on early and joint engagement of all actors, self-reliance of refugees and support to host countries. The most advanced roll-out of the CRRF is taking place in the Horn of Africa, with strong EU support. Specifically in Latin America, Honduras has been at the forefront of engagement with UNHCR to roll-out the CRRF, and was recently joined by Guatemala, Costa Rica and Mexico.

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2 COM(2016) 234 final

3 Council conclusions on the EU approach to forced displacement and development, 12 May 2016;
Argentina, which is home to communities of Syrian and Lebanese descent, has expressed a willingness to accept asylum seekers originating from Syria through its humanitarian visa program "Programa Siria" (Special Program for the Humanitarian Visas for People affected by the conflict in the Arab Republic of Syria – or in short - the Syria Programme)\(^4\). Established in 2014, the "Programa Siria" grants temporary humanitarian visas for Syrian nationals sponsored by Argentinean individuals, organisations or institutions for their living costs. Arriving Syrians can apply for permanent residency after the expiry of the temporary humanitarian visa. The "Programa Siria" is coordinated by the "Mesa Siria" (Working table of the Syria Program), headed by National Migration Agency and with participation of several government actors. Argentina has requested financial and other assistance from the international community to support its delivery on "Programa Siria" in particular as regards enhancing government capacities and improving existing or incipient mechanisms for international protection, reception and integration. During high-level discussions between the Argentine President Macri, Foreign Minister Malcorra and the HR/VP Mogherini in 2016, the HRVP expressed EU support for Argentina's ambitions to assist in receiving displaced persons affected by the Syrian conflict.

The envisaged cooperation which focuses on strengthening Argentina's capacities to take forward "Programa Siria" and support local integration of refugees is conceived to strengthen the overall EU-Argentina political relationship. The cooperation is also an opportunity to contribute to building up a sustainable international protection programme in Argentina in the long term.

### 2.3. Lessons learnt

While there has so far not been any projects supporting EU-Argentina cooperation on forced displacement, some general lessons learnt can be drawn from other EU-supported actions on forced displacement and migration, which this will action build upon. These include:

- Importance of close cooperation with relevant government authorities to align strategies and activities with national policy and to ensure national legal framework is fit for purpose to facilitate local integration of refugees (i.e. access to the labour market, access to national service delivery schemes including education and legal redress, access to financial services);
- Importance of working closely with communities in the areas where refugees will be resettled, to ensure programming is conducive to social cohesion and reflect as much as possible preferences, needs and vulnerabilities;
- Centrality of protection, both to empower the displaced and to enhance the protection environment;
- Involvement of Civil Society working in the field of international protection; and
- Coordination with other donors, international organizations, specifically UNHCR and IOM, and civil society organizations working in the field of international protection/migration;

As a consequence, the implementation of the proposed action is envisaged to be entrusted to the International Organisation for Migration (IOM) in partnership with United Nations High Commissioner for Refugees (UNHCR), thus leveraging their respective strengths.

Close coordination with governmental institutions and cooperation from non-governmental actors will be ensured.

2.4.  Complementary actions

The Office of the United Nations High Commissioner for Refugees (UNHCR) has a long experience of cooperation with Argentina to establish and consolidate the protection framework for refugees and asylum seekers.

Particularly in the context of the Mexico Plan of Action of 2004, Argentina and UNHCR signed an agreement to implement a Solidarity Resettlement Programme for refugees fleeing from the so-called Colombian Situation. The programme, funded mainly by UNHCR, supported Argentina to receive almost 300 resettled refugees.

In the Cartagena+30 sub-regional consultations which paved the way to the adoption of the Brazil Plan of Action in 2014\(^5\), countries highlighted the strategic importance of resettlement as a protection and solidarity tool and asked UNHCR to conduct an evaluation of “Solidarity Resettlement”, in order to allow governments to identify obstacles and share best practices.

Based on the latter, Argentina decided to shift from a traditional Resettlement Programme to a sponsorship Resettlement model through the broadening of its Humanitarian Visa Programme.

Since 2014 when the "Programa Siria" was adopted, UNHCR has been working with the Argentinian Government to strengthen and consolidate it and, recently, to analyse the possibilities of expanding a similar model to refugees coming from other countries of asylum.

Since the opening of its office in Argentina in 1953, IOM has been developing and implementing technical cooperation programmes for migrant assistance and integration with the Argentine State at national, provincial and municipal levels. More recently, IOM Argentina has been actively participating in the government’s Mesa Siria which is the technical instance for the implementation of the “Programa Siria”.

In this context, a study of the living conditions of the Syrian refugees living in Argentina was conducted by the National Migration Agency, the National Population Agency, IOM and UNHCR, which identified the main issues and needs of the Syrian refugees and Syrian humanitarian visa holders living in Argentina. Finally, IOM Argentina has recently started the implementation - in coordination with UNHCR - of the Emerging Resettlement Countries Joint Support Mechanism (ERCM) that aims to enhance resettlement activities undertaken by new and emerging resettlement countries, including through harnessing the expertise of experienced resettlement countries and other actors.

2.5.  Cross-cutting issues

Building on the experience of the IOM\(^6\), the action will promote human rights and will mainstream gender by addressing refugees/asylum seekers' right to health, education, work and access to regularization, as well the right of refugees/asylum seeker women to work, health, and a life free from violence.

To this end, the action will incorporate relevant indicators disaggregated by sex and activities will seek to address barriers that migrant women have to overcome in order to fully exercise their rights.

\(^5\)(http://www.acnur.org/cartagena30/declaracion-y-plan-de-accion-de-brasil/)

\(^6\) Through the project “Promoting Human Rights of Migrants from a Gender Perspective”, implemented by IOM in Argentina
3. **Detailed Description**

3.1. **Objectives**

The **overall objective** of the action is to contribute to shared EU-Argentina global responsibility and solidarity on forced displacement and migration by strengthening the capacity of Argentina to implement a high standard of international protection for displaced persons affected by the Syrian conflict and to support its admission and integration schemes through the promotion of sustainable solutions.

The **specific objectives** of this action are:

SO. 1 To enhance the institutional and organizational capacity of Argentina to develop and deliver fair, efficient, effective and sustainable humanitarian admission schemes in line with international standards

SO. 2 To support implementation by Argentina of effective social, cultural and labour integration mechanisms

3.2. **Expected results and main activities**

The expected results of this action are:

R.1 Capacity of Mesa Siria and other relevant actors on international protection standards is improved

R.2 Knowledge base of beneficiaries of "Programa Siria" is strengthened

R.3 Language learning facilities for beneficiaries of "Programa Siria" is improved

R.4 Labour market integration and micro-entrepreneurship mechanisms for beneficiaries of "Programa Siria" is improved

The main indicative activities of the action include:

- Technical advice, capacity strengthening and training on humanitarian assistance and local integration practices to Mesa Siria's technical group and other governmental structures at provincial and local level

- Support for the design and implementation of an information and monitoring system, on "Programa Siria" beneficiaries.

- Development of an innovative e-learning mechanism for intensive Spanish language and culture learning, building upon on-going similar initiatives supported by UNHCR

- Design and provision of training to support labour market integration and the creation of small enterprises by beneficiaries of "Programa Siria". This activity will include: mapping of existing job programs/services; and delivery of training to beneficiaries on topics such as job searching, access to microcredits, and the creation and management of small businesses.

- Capacity development for effective labour integration. This activity will include delivery of trainings to public authorities on labour integration strategies, technical advice on recognition systems of work skills and professional degrees, and support to the creation of public-private working groups and Training-of-Trainers for vocational or professional trainings in areas identified as of high workforce demand
- Support to establish a system of welcoming communities and identifying civil society champions to encourage local communities to engage in local immigrant and refugee integration efforts

- Promotion of public-private partnerships for Corporate Social Responsibility (CSR), based on the experience of an on-going UNHCR initiative

For all activities the engagement of government, private sector, social entrepreneurs, NGOs, and academic and financial institutions will be essential to reach the overall objective.

3.3. Risks and assumptions

<table>
<thead>
<tr>
<th>Risks</th>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low integration rate of Syrian refugees catered by this action</td>
<td>L</td>
<td>Integration issues mainstreamed through all the implementation activities and monitoring follow up actions</td>
</tr>
<tr>
<td>Rejection or criticism to the reception of Syrian displaced persons by sectors of the society and the media</td>
<td>L</td>
<td>Governmental sensitization and advocacy actions will neutralized society's misperception</td>
</tr>
</tbody>
</table>

Assumptions

GoA is committed to cooperate with the EU on humanitarian admissions schemes including on institutional and organizational capacity strengthening

Key governmental actors have clearly defined roles and tasks under GoA humanitarian admissions schemes.

Articulation between the GoA and private sponsors as well as between national governmental institutions and other provincial and local stakeholders proceeds smoothly.

Economic situation in Argentina does not deteriorate to a point that affects individual sponsors’ commitment to take care of arriving Syrians for a year or longer.

3.4. Stakeholders

The main stakeholders for the action are the relevant and specialised Argentinian authorities, including Secretariat for Strategic Affairs of the Presidency; Ministry of Foreign Affairs, (Human Rights Division, Consular Affairs Directorate and White Helmets), Ministry of Interior (Migration Directorate), Ministry of Justice and the Federal Council of Human
Rights; Ministry of Labour; Ministries of Health and Education; Federal Intelligence Agency; Ministry of Social Development; National Migration Agency; CONARE; Ministry of Security. Other stakeholders are civil society organisations including representatives of workers and employers' organisations, and international organisations in the relevant fields (e.g. IOM, UNHCR, International Red Cross, ILO etc.). The main stakeholders from the EU are the European External Action Service, the European Commission and the EU Delegation.

4. **IMPLEMENTATION ISSUES**

4.1. **Method of implementation**

4.1.1 **Indirect management with international organisations**

This action may be implemented in indirect management with the International Organisation for Migration (IOM) and/or the United Nations High Commissioner for Refugees (UNHCR), in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation entails undertaking all necessary actions, including the main indicative activities described above in section 3, to achieve the objectives and expected results of the project.

This implementation is justified because of the specialised technical competence of the IOM and UNHCR on migration and refugees issues and for their longstanding experience in the migration and international protection sectors in Argentina and in Europe and their access to relevant Argentinian authorities. IOM and UNHCR together offer a unique set-up to deliver technical assistance and cooperation at institutional level required by this action.

The entrusted entities would carry out budget-implementation tasks that may include inter alia the provision of technical assistance and advisory services, organisation of seminars/conferences/events, carrying out studies and analysis, procurement of consultants or inputs from other key organisations and procurement of support services to carry out the activities.

IOM, also known as the UN Migration Agency, is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners.

With 166 member states, a further 8 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants.

IOM activities include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration.

The Office of the United Nations High Commissioner for Refugees (UNHCR), also known as the UN Refugee Agency, has the mandate to protect and find durable solutions for refugees, asylum seekers and other persons in need of international protection. Under its framework to find durable solutions for the refugee population, UNHCR leads the implementation of Resettlement Programmes all over the world and, in recent years, in the Southern Cone of Latin America in the framework of the Brazil Plan of Action.

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7 Article 216 RAP (Article 139 FR) Selection of the entities entrusted with the implementation of financial instruments in indirect management
A good relationship exists between the two organisations, which are already implementing joint projects. Both organisations have confirmed their willingness and availability to support the EU in the framework of this action and to work in partnership with other international organisations and EU Member States agencies wherever pertinent.

Both IOM and UNHCR are present in Argentina and have standing cooperation agreements with the Argentinian National Migration Agency, as well as with the Ministry of Foreign Affairs and other key public and civil society stakeholders linked with refugee protection.

4.2. Indicative budget

<table>
<thead>
<tr>
<th>Method of Implementation</th>
<th>Amount in EUR million</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indirect management</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>2</td>
</tr>
</tbody>
</table>

4.3. Organisational set-up and responsibilities

A Steering Committee will be set up in support of the action. It will consist of representatives of the Government of Argentina, relevant EU services, and representatives of IOM and UNHCR. Civil Society Organizations, active in the field, will be invited to attend the steering committee meetings as observers and will be consulted on key issues concerning the implementation at local level.

The Steering Committee will provide strategic guidance to the action, according to the decisions taken and agreements made at the higher political levels, ensure the regular monitoring of its implementation, appraise the results achieved and propose corrective measures if needed.

4.4. Performance monitoring

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing entity’s responsibilities. To this end, the implementing entity 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. The progress and final reports shall provide quantified and qualitative data in relation to the logical framework indicators which will include relevant indicators from the list of common Partnership Instrument indicators.

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).

4.5. **Evaluation and audit**

For this project, the Commission may carry out interim and/or final/ex-post evaluation(s) via independent consultants contracted by the Commission based on specific terms of reference.

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.

As the “N+1” rule applies for contracting under this decision, external evaluations and audits, as well as additional external monitoring referred to under section 4.3 above, will be funded from sources other than those allocated to this specific action.

4.6. **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.

Appropriate contractual obligations shall be included in, respectively, the procurement and grant contracts, and delegation agreements.

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.