



Technical webinar:

Simplified Cost Options to address migratory challenges resulting from the military aggression by the Russian Federation

Directorate-General for Regional and Urban policy

Directorate-General for Employment, Social Affairs & Inclusion

Webex, 18 May 2022





Agenda

- 1. Implementation of Cohesion's Action for Refugees in Europe (CARE)**
 - reprogramming of 2014-2020 operational programmes
- 2. Simplified forms of support:** simplified cost options at EU level including new unit cost for operations addressing migratory challenges resulting from the military aggression by the Russian Federation.
- 3. Audit trail for EU level unit cost for operations addressing migratory challenges** – recommendations from DAC



1. Implementation of Cohesion's Action for Refugees in Europe (CARE)

Reprogramming of 2014-2020 operational programmes

5 pathways for reprogramming

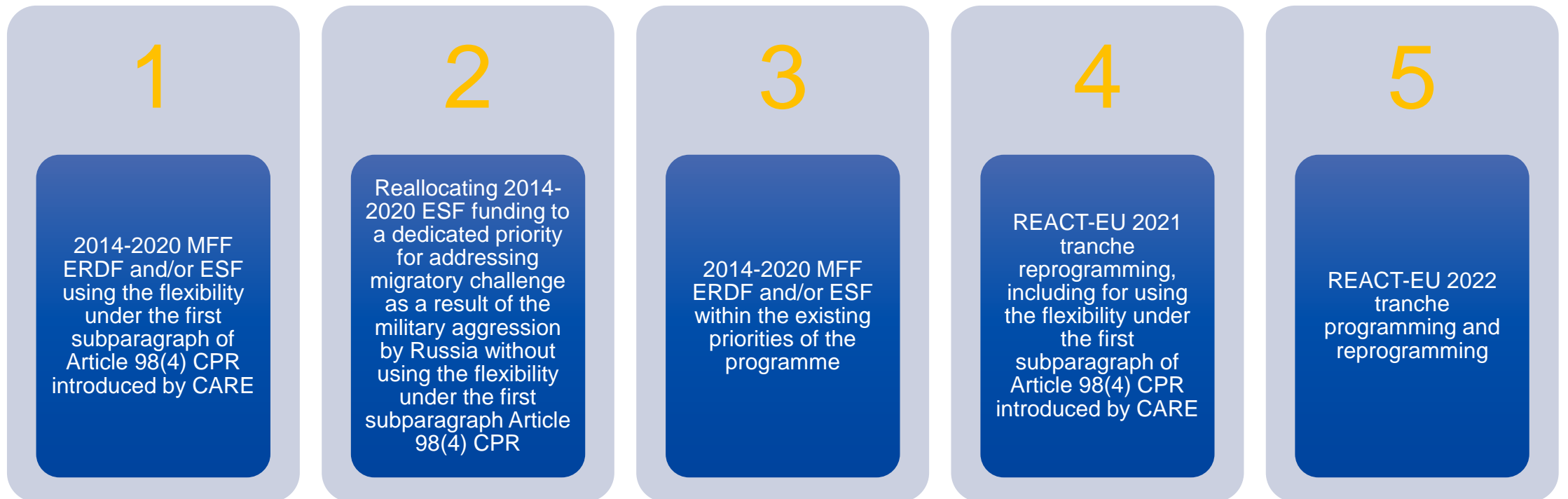
Simplified reporting

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Gabor Toth, DG EMPL G5

5 pathways of reprogramming to address the migratory challenges of the war in Ukraine

- “The five pathways of reprogramming of 2014-2020 resources to address the migratory challenges resulting from the military aggression by Russia against Ukraine” – the note will be made available on the [EU budget support for addressing the Ukrainian refugee crisis](#) SharePoint website.
- It contains a mapping of pathways for programming support to this crisis, taking into account key regulatory factors. Essentially, there are 5 pathways of reprogramming :



4 key regulatory factors

- The key regulatory factors to keep in mind are the following:
 1. New expenditure for operations addressing the migratory challenges as a result of the military aggression by Russia shall be eligible as of 24 February 2022 (i.e. the amendment of programme has no impact on the start date of eligibility)
 2. The scope of support of ERDF and ESF remains unchanged in the Fund-specific Regulations (see [the eligibility table](#) for a list of example of key types of actions supported by the Funds)
 3. Financial transfers between ERDF and ESF, categories of regions and between programmes are not possible at this late stage of the programming period (i.e. Table 17 must remain untouched), except for the transfers of REACT-EU resources for 2022 (see pathway 4), as explained in [the Closure Guidelines](#) (see point 3.1 on page 4).
 - remaining resources = resources not used for payment applications and the 10% retention.
 4. REACT-EU 2022 can be freely allocated and reallocated to the Funds (including FEAD) and programmes until the end of 2022.

1. 2014-2020 MFF ERDF and/or ESF using the CARE cross-financing (1)

- Be mindful of important differences between the existing cross-financing (Article 98(2) CPR) and the CARE cross-financing under the first subparagraph of Article 98(4):
 - **CARE cross-financing requires programming the ERDF or ESF under the investment priority of the other Fund** → existing cross-financing is implemented under the investment priority of the Fund that provides resources
 - **CARE cross-financing can finance operations in their entirety but can only be used for operations addressing these migratory challenges** → existing cross-financing can finance only part of an operation and only provided that such costs are necessary for the implementation of the operation and directly linked to it
 - **CARE cross-financing requires creating a dedicated priority axis and there is no upper limit** → existing cross-financing can be implemented in the existing priorities, including REACT-EU ones, up to 10% of the priority's Union funding to the priority axis
- Such a dedicated priority can combine support from ERDF and ESF for their typical actions, as well as to finance ESF-type actions by ERDF and vice-versa. The content of investment priorities will be adjusted accordingly.
- No need for info on ExACs or performance reserve and milestones can be set at zero.
- In case of the ESF-type actions, the reporting on participants will be simplified, irrespective of the Fund used.

1. 2014-2020 MFF ERDF and/or ESF using the CARE cross-financing (2)

- MA needs to create a new priority axis and tick the first new box in the SFC:

☒ The entire priority axis will address migratory challenges resulting from the Russian military aggression, including in accordance with Article 98(4) of Regulation (EU) No 1303/2013

- In order to use the CARE flexibility between the Funds, the MA should (an example, using the ERDF as the source-Fund):
 - Indicate **ERDF** as the source of funding. Table 17 remains untouched. In Table 18a for that priority we will see ERDF and the relevant category of region.
 - When indicating the investment priorities for ERDF, the MA should choose the appropriate **ESF** investment priorities. It will be only possible for these special priority axes, after ticking the box indicated above. This choice will adjust the content for the investment priority following the ESF specificities.
- In addition #1, it is possible to add to such a priority ERDF investment priorities to be financed by ERDF resources.
- In addition #2, **such a priority can be multifund**, i.e. ESF can also be indicated as a source of funding. Table 17 remains untouched. In Table 18a for that priority we will have not only ERDF, but also ESF. When choosing the investment priorities for ESF the MA should choose the appropriate ESF investment priorities. The entries in Table 18a will look exactly the same as for any multi-fund priority, i.e. separate lines per Fund and category of regions, even if the same investment priorities are used for the ERDF and ESF

2. Reallocating 2014-2020 ESF funding to a new dedicated priority for addressing these migration challenges **without** using the CARE cross-financing

- While this option is possible as well for ERDF, it seems to bring visibility (+) and additional administrative burden (-)
- In case of ESF, there would be one additional important benefit: a simplified reporting on participants, limited to two indicators (number of persons supported and number of children). This may be useful especially if the CARE unit cost of 40 EUR/person/week is implemented under such a priority, but it is not limited to this case.
- MA to tick the first new box in the SFC:

☒ The entire priority axis will address migratory challenges resulting from the Russian military aggression, including in accordance with Article 98(4) of Regulation (EU) No 1303/2013

- Fill in the content of the priority as normally: for the ESF resources, choose the ESF investment priority.
- ERDF can also be added – this would make a multi-fund priority – to finance ERDF-type actions.
- Table 17 remains untouched. In Table 18a, ESF and each category of region would be indicated separately. Similarly for ERDF, if added.

3. 2014-2020 MFF ERDF and/or ESF within the existing priorities of the programme

- An amendment is not necessary when these actions are already eligible under the programme
- Member States may reallocate resources between the existing priority axes, while still respecting the current allocation per Fund and per category of region:
 - Table 17 cannot be changed as regards the MFF/non-REACT-EU resources)
 - Table 18a would reflect the reallocations between priorities, Funds and categories of region
- The description of the priority axes may be amended, including by introducing new thematic objectives (e.g. TO9 added in Table 1 of the programme that didn't have this TO before), new investment priorities, new specific objectives and modifying the description of types of actions, where this is necessary.
- These points above may limit the administrative burden linked to reprogramming (+)
- However, in this case the general reporting requirements set out in the Fund-specific regulations will apply, i.e. the simplified reporting would **NOT** apply to participants, regardless which Fund provides the funding (-)
- MA does not have to tick any boxes in the SFC

4. REACT-EU 2021 tranche reprogramming, including by using the CARE cross-financing (1)

- 2021 REACT-EU resources **cannot** be moved anymore between ERDF, ESF, YEI or FEAD within a programme or across the programmes.
 - They **can** be moved to a new REACT-EU priority that is dedicated to the migratory challenges, while respecting the already established split between the Funds.
 - However, such a priority has to always be **mono-fund**. There are two, mutually exclusive options:
 1. The remaining 2021 REACT-EU ESF resources are moved to a dedicated priority to support ESF-type actions via the REACT-EU ESF investment priority (i.e. **CARE cross-financing is not used**) – same for the ERDF
- OR**
2. The remaining 2021 REACT-EU ERDF resources are moved to a dedicated priority to support ESF-type of actions via the REACT-EU ESF investment priority (i.e. **CARE cross-financing is used**) – or vice-versa.
- In both cases the simplified reporting on participants would apply to the ESF-type actions.

4. REACT-EU 2021 tranche reprogramming and using the CARE cross-financing (2)

- The existing REACT-EU priorities can benefit from the existing, normal cross-financing of 10% set out in Article 98(2) CPR (see pathway 1 for features of this cross-financing)
- MA to tick the second new box in the SFC created specifically for REACT-EU:

The entire priority axis will use **REACT-EU** resources to address migratory challenges resulting from the Russian military aggression in accordance with Article 98(4) of Regulation (EU) No 1303/2013

- Pick one fund that will provide resources: ERDF REACT-EU or ESF-REACT-EU. Table 17 remains unchanged, but in Table 18a the Fund providing the resources will be visible
- When choosing the investment priority, pick either the ESF REACT-EU IP or the ERDF REACT-EU IP. If the IP of the other Fund is used, the CARE cross-financing is applied. It is not possible to add another REACT-EU investment priority.
- The choice of the IP will define the content for the investment priority, e.g. if the REACT-EU ESF IP was chosen, the ESF specific content will have to be filled out.

5. REACT-EU 2022 tranche programming and reprogramming

- REACT-EU 2022 tranche can be freely allocated and reallocated between Funds and programmes **until the end of 2022**.
- MS can reflect the needs on the ground, keeping the scope of every Fund in mind. For example, allocating more resources to FEAD may be justified when there is a high demand to provide food and basic material assistance. No need to use the CARE cross-financing for the 2022 REACT-EU tranche – just allocate the resources needed to the given Fund.
- **In 2023** it will no longer be possible to reallocate these resources between programmes and Funds. In 2023 only the 4th pathway will apply to the 2022 REACT-EU resources.

SEA requirements for CARE OP amendments

- Article 3(8) of the SEA Directive: “*The following plans and programmes are not subject to this Directive: plans and programmes the sole purpose of which is to serve **national defense** or **civil emergency**.*”
- That provision may be applicable to the emergency situation caused by the migratory challenges as a result of the military aggression against Ukraine, if:
 - the sole purpose of the plan or programme (or its amendment) is to respond to a civil emergency;
 - the civil emergency that gave rise to the plan or programme (or its amendment) **could not have been foreseen or**, if it could have been foreseen, the plan or programme could not have been undertaken earlier.

Where the programmes’ amendments under the CARE proposal are solely addressing influx of refugees that was unforeseeable, the amendments are not subject to provisions of the SEA directive.

Other Q&As related to reprogramming

- **Thematic concentration** requirements do not apply anymore to any programme amendment and minor transfers between priority axes are only notified to COM as from 24 April 2020 (Article 25a(5) CPR)
- **Monitoring committee** shall examine and approve any proposal by the managing authority for any amendment to the operational programme. This concerns both amendments that require approval by means of a Commission decision and the ones that can be approved by the Member State and notified to the Commission. (Article 110 CPR)
- **Minor transfers notified to COM** based on Article 30(5) CPR can be used for reprogramming between existing priority axes for the MFF resources, i.e. only for pathway 3, until the end of 2023. Please note that minor transfers cannot be applied to REACT-EU resources.

Simplified monitoring

	Include in the programme	Report
Dedicated priority axis to operations addressing the migratory challenges <i>Pathways 1, 2 and 4</i>		<ul style="list-style-type: none"> • ‘total number of supported persons’ • ‘number of children under 18 years old’
Existing priority axis <i>Pathway 3</i>	<ul style="list-style-type: none"> • Recommended: CARE programme specific reserved output indicator, CPSROI01 - total number of participants who are granted temporary protection after fleeing the war in Ukraine’. No target! 	<ul style="list-style-type: none"> • common ESF indicators • ‘CPSROI01 - total number of participants who are granted temporary protection after fleeing the war in Ukraine’

Information on informed estimates

- [ESF+ Common Indicators Toolbox](#)
- [ESF+ Data Support Centre “Note on informed estimates”](#)



2. Simplified forms of support to operations addressing migratory challenges resulting from the military aggression by Russia

Loris Di Pietrantonio, HoU DG EMPL G1



Article 68c

**Unit cost for operations addressing migratory challenges resulting from
the military aggression by the Russian Federation**

Article 68c CPR unit cost (1)

- An off-the-shelf unit cost for reimbursing expenditure of MS with operations addressing migratory challenges of Russian aggression to the UA
- 40 euros per person and week in the Member State
- For persons who have been granted temporary protection under the temporary protection Directive.
- To covers costs with basic needs and support
- It can be used for a maximum of 13 weeks
- MS should be able to prove number of supported persons through overall number of registrations in the MS or region

Article 68c CPR (2)

- This unit cost applies to the reimbursement of expenditure submitted by the Managing Authority (COM – MS) for operations providing support to persons granted temporary protection under this refugee crisis
- No programme amendment required in case this type of operations is already eligible under the programme
- The unit cost only covers the costs for basic needs and basic support to these persons (notably costs under section 1 of eligibility table) for a maximum of 13 weeks – MS may declare additional expenditure for other types of costs (e.g education, training and employment), including for the same time period.
- The unit cost is optional. MS may declare them on a different basis. However, if used, no possibility to declare additional expenditure for these costs (basic needs and basic support).

Key steps for using this unit cost (1)

- 1) **MS incurs costs for basic support** (e.g food, basic material assistance, accommodation and transportation) to persons under TP from 24 February 2022
- 2) **Amendment of programme** in case this is necessary. Not necessary if:
 - These actions contribute to an IP and specific objectives of the programme, and
 - These actions can fall under the description of types of actions in the programme and these persons can be a target group under the IP
- ❖ Programme amendment is **always necessary** in case the flexibility under Article 98(4) under CARE is used, but expenditure eligible as from 24 February 2022

Key steps for using this unit cost (2)

- 3) **Operations are selected** under the programme, covering expenditure incurred as from 24 February 2022
 - Basic assistance to refugees may be a self-standing operation or be part of a broader operation for promoting integration of the person.
- 4) **MS declare expenditure** incurred as from 24 February 2022 on the basis of the unit cost set out in Article 68c

The unit cost only covers costs with basic needs and basic support. If these are part of a broader operation, the unit cost only covers part of expenditure for that operation.

MS may declare expenditure with other actions (beyond basic support) for these refugees on the basis of real costs or applicable SCOs.

The image shows a close-up, slightly blurred view of the European Union flag, featuring a blue field with twelve yellow stars arranged in a circle. The flag is draped and appears to be moving, with some folds and shadows visible.

Simplified cost options at Union level

EU-level SCOs in Delegated act – Art. 14(1) ESF

- DA 2015/2195 defines EU-level unit costs for 4 areas of the ESF for:
 - Education
 - Training of unemployed persons
 - Counselling services (job-related)
 - Training of employees
- All can be used for people fleeing the war in UA too – provided that these people are “integrating” in the host Member State

MS-specific SCOs in Delegated act – Art. 14(1) ESF

- The delegated act also contains SCOs specifically developed for some Member States.
- The full list is available here:
<https://ec.europa.eu/esf/main.jsp?catId=1490&langId=en>
- Member States concerned are invited to check if their SCOs may also be used to reimburse expenditure linked to operations supporting UA refugees, according to each specific case

Existing EU-level SCOs on Education (2014-2020)

[Delegated act 2021/702](#) (Annex IX):

- Yearly amounts set for participation in formal education operations (from early childhood education to tertiary level, including formal vocational education).
- Registration of students with school according to national rules would be sufficient to trigger payment; Children/students enrolled would be considered as “integrated”.
- Half-term attendance triggers 50% payment (of the yearly amount), shorter periods -> pro-rata
- Need to define the operation, target group(s) and beneficiary (e.g. the Min. of Education, Region XYZ etc).
- Funding would then flow to the national or regional educational budget.
- These amounts would constitute the “public contribution paid to an ESF programme” in line with Art. 14(1) ESF.

3.1 Amounts per participation in formal education (in EUR) ⁽¹⁶⁾

		AT	BE	BG	CY	CZ	DE	EE	EL	ES	FI*	FR	HU	HR*
Early childhood education	ED0	6 794	n/a	1 492	2 078	2 059	6 308	3 023	n/a	3 451	8 740	5 495	2 451 *	2 198
Early childhood educational development	ED01	6 874	n/a	n/a	397	n/a	10 100	n/a	n/a	3 075	14 701	n/a	2 457	n/a
Pre-primary education	ED02	6 778	6 284	1 492	2 544	2 059	6 308	n/a	2 976	3 577	7 355	5 495	n/a	2 716
Primary education	ED1	8 851	7 938	963	6 898	2 205	6 476	3 339	3 198	4 035	7 387	5 031	1 772	4 592
Primary and lower secondary education (levels 1 and 2)	ED1_2	10 411	8 579	1 072	7 301	2 804	7 398	3 401	3 371	4 410	8 827	5 905	1 708	2 181
Lower secondary education	ED2	11 981	10 015	1 203	7 860	3 680	8 011	3 538	3 972	5 066	11 756	6 977	1 643	n/a
Lower secondary education – general	ED24	11 981	n/a	1 232	8 138	3 687	8 011	3 358	3 728	5 135	11 756	7 026	1 612	n/a
Lower secondary education – vocational	ED25	n/a	n/a	n/a	n/a	2 240	n/a	3 581	n/a	n/a	n/a	n/a	5 086	n/a
Upper secondary education	ED3	11 596	10 328	1 085	8 406	3 414	8 085	3 348	3 578	5 660 *	6 980	9 256	2 708	1 995
Upper secondary and post-secondary non-tertiary education (levels 3 and 4)	ED3_4	10 912	10 328	1 089	8 406	3 331	7 193	3 591	3 015	5 660	7 644	9 166	3 024	1 995
Upper secondary education – general	ED34	9 982	10 033	1 012	7 842	3 065	8 358	3 221	2 997	4 899	7 140	9 033	2 314	n/a
Upper secondary and post-secondary non-tertiary education –general (levels 34 and 44)	ED34_44	9 982	10 033	1 012	7 847	2 844	8 286	3 221	2 997	4 899	7 140	9 029	2 314	n/a
Upper secondary education – vocational	ED35	12 699	10 535	1 159	11 057 *	3 538	7 808	3 536	5 108	7 318	6 921	9 658	4 011	2 826
Upper secondary and post-secondary non-tertiary education – vocational (levels 35 and 45)	ED35_45	11 477	10 535	1 166	11 057	3 521	6 428	3 978	3 041	7 318	7 921	9 424	3 922	2 826

		IE*	IT	LV	LT	LU	MT	NL*	PL	PT	RO	SI	SK	SE
Early childhood education	ED0	4 957	3 709	2 622	2 272	17 392	4 138	6 153	1 954	2 689	1 009	3 827 *	2 189	13 741 *
Early childhood educational development	ED01	n/a	n/a	n/a	2 184	n/a	n/a	n/a	n/a	n/a	1 929	4 733 *	n/a	15 638 *
Pre-primary education	ED02	4 957	3 709	2 622	2 290	17 392	4 138	6 153	1 954	2 689	977	3 458 *	2 189	13 074 *
Primary education	ED1	6 523	5 428	3 062	2 539	17 433	4 080	6 861	2 491	3 828	701	4 612 *	2 733	9 609
Primary and lower secondary education (levels 1 and 2)	ED1_2	6 767	5 669	3 070	2 426	17 119	5 168	8 070	2 536	4 262	983	4 509	2 625	9 780
Lower secondary education	ED2	7 467	6 056	3 250	3 086	16 595	7 325	9 831	2 636	5 001	1 326	4 274 *	2 522	9 780
Lower secondary education – general	ED24	7 467	5 752	3 285	2 298	16 595	7 341	8 523	2 636	n/a	1 326	4 274 *	2 478	n/a
Lower secondary education – vocational	ED25	n/a	5 762	3 488	2 044	n/a	4 946	13 302	n/a	n/a	n/a	n/a	4 155	n/a
Upper secondary education	ED3	7 621	5 950	3 254	2 309	15 618	4 954	7 581	2 468 *	4 475 *	1 367	3 354	2 554	10 200
Upper secondary and post-secondary non-tertiary education (levels 3 and 4)	ED3_4	6 394	5 995 *	3 271	2 281	15 212	5 001	7 581	2 319	4 475	1 260	3 354	2 570	10 016
Upper secondary education – general	ED34	7 621	5 950	3 234	2 347	13 391	4 751	7 892	2 137	n/a	3 084	3 923 *	2 134	9 245
Upper secondary and post-secondary non-tertiary education – general (levels 34 and 44)	ED34_44	7 621	n/a	3 234	2 347	13 391	4 761	7 892	2 137	n/a	3 084	3 923 *	2 314	9 131
Upper secondary education – vocational	ED35	n/a	n/a	3 285	2 208	17 031	6 190	7 422	2 727 *	n/a	75	3 727 *	2 789	11 794 *
Upper secondary and post-secondary non-tertiary education – vocational (levels 35 and 45)	ED35_45	3 760	n/a	3 317	2 197	16 315	5 653	7 422	2 441 *	n/a	152	3 727 *	2 798	10 854

Poland		Full academic year	half-term	25%
Amount per student enrolled in primary education		2.491 €	1.246 €	623 €
Number of students	100.000			
Total eligible amounts		249.100.000 €	124.550.000 €	62.275.000 €
Number of students	250.000			
Total eligible amounts		622.750.000 €	311.375.000 €	155.687.500 €
Number of students	500.000			
Total eligible amounts		1.245.500.000 €	622.750.000 €	311.375.000 €
Bulgaria		Full academic year	half-term	25%
Amount per student enrolled in lower secondary education		1.232 €	616 €	308 €
Number of students	100.000			
Total eligible amounts		123.200.000 €	61.600.000 €	30.800.000 €
Number of students	250.000			
Total eligible amounts		308.000.000 €	154.000.000 €	77.000.000 €
Number of students	500.000			
Total eligible amounts		616.000.000 €	308.000.000 €	154.000.000 €
Romania		Full academic year	half-term	25%
Amount per student enrolled in upper secondary education		3.084 €	1.542 €	771 €
Number of students	100.000			
Total eligible amounts		308.400.000 €	154.200.000 €	77.100.000 €
Number of students	250.000			
Total eligible amounts		771.000.000 €	385.500.000 €	192.750.000 €
Number of students	500.000			
Total eligible amounts		1.542.000.000 €	771.000.000 €	385.500.000 €

- Examples to illustrate how the EU-level unit costs on education could be applied.
- Proof of enrolment would need to be checked according to national practices 2 or 3 times per year (i.e. with enrolment, half-term and full-term)
- Eligible amounts for enrolment during the academic year is a pro-rata of the full amount.

Slovakia		Full academic year	half-term	25%
Amount per student enrolled in primary education		2.733 €	1.367 €	683 €
Number of students	100.000			
Total eligible amounts		273.300.000 €	136.650.000 €	68.325.000 €
Number of students	250.000			
Total eligible amounts		683.250.000 €	341.625.000 €	170.812.500 €
Number of students	500.000			
Total eligible amounts		1.366.500.000 €	683.250.000 €	341.625.000 €
Czech Republic		Full academic year	half-term	25%
Amount per student enrolled in lower secondary education		3.680 €	1.840 €	920 €
Number of students	100.000			
Total eligible amounts		368.000.000 €	184.000.000 €	92.000.000 €
Number of students	250.000			
Total eligible amounts		920.000.000 €	460.000.000 €	230.000.000 €
Number of students	500.000			
Total eligible amounts		1.840.000.000 €	920.000.000 €	460.000.000 €
Amounts are taken from Delegated Regulation (EU) 2015/2195				

http://data.europa.eu/eli/reg_del/2021/702/oj



3. Audit trail for CARE unit cost

Axel Badrichani, HoU DAC 6

Rationale



1. Different forms of basic support

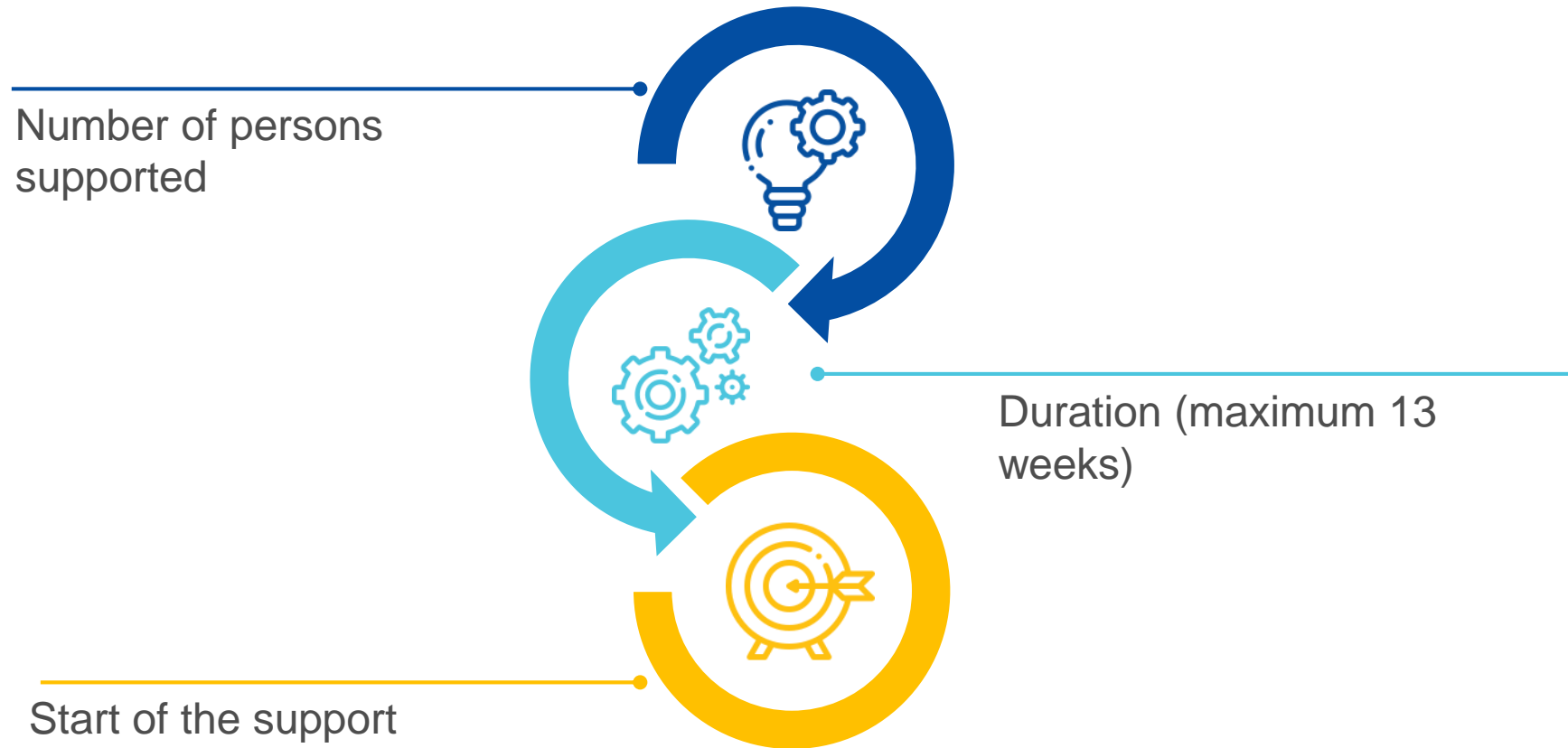


2. Budget can cover only a fraction of the amounts MS spend

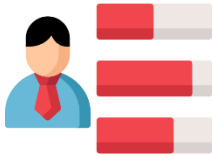


3. We don't go at individual level – aggregate data

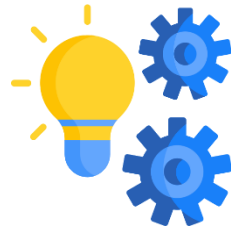
Overview



Number of persons



Registers
under the
Temporary
Protection
Directive



Other
national/
regional/
county
registries

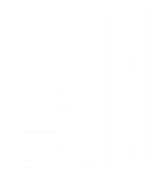


Border
registers
(e.g non
Schengen
area).

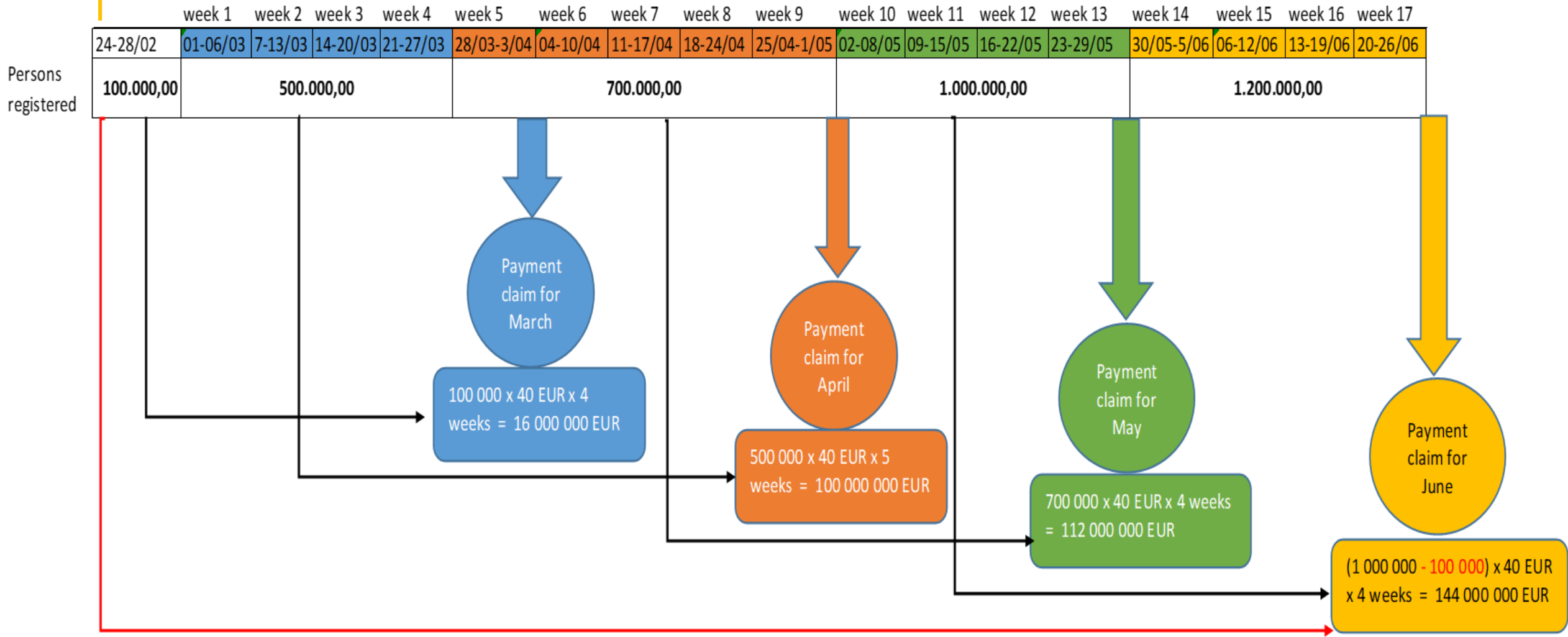


European
register for
UA refugees
(end May)

Duration and start of support



Example



Additional remarks

Risks & mitigating factors

Risks

- Double counting between MS
- Double funding
- Support for more than 13 weeks



Mitigating factors

- Under coverage of refugees EU level register
- SCO only covers a fraction of MS support
- Flow of refugees is continuing
- Reliable beneficiaries (public bodies)

Q&A (1)

- Are the MS free to choose the registry that will be used for counting the number of refugees?
- What will be the scope of the controls?
- Can MS request on top of the unit cost real costs for basic needs and support?
- What types of activities can be covered under unit costs and must there be a predetermined group of expenditure entering the unit cost?
- Is it possible to apply unit cost to all refugees who have crossed the UA-SK border during the first week after 24.2. or does unit cost only apply to refugees who were granted temporary protection?

Q&A (2)

- It is possible to combine unit cost support with another financing scheme during a period of 13 weeks, e.g. a combination expenditure for refugees such as food, energy through unit cost with another method of financing through other SCO or real cost?
- By what form is it necessary to document the presence of a refugee in the SK, as the free movement of persons within the Schengen area applies after obtaining the status of temporary protection?
- Is it necessary to document the incurrence of expenditure when using the newly introduced unit cost? If so, in what way? What documents need to be attached to the payment request and which documents will be checked at the beneficiary?

Thank you

