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Proposal for a
COUNCIL DECISION
on a Joint Action adopted by the Council on the basis of Article K.3 of the Treaty
on European Union establishing measures to provide practical support in relation to
the reception and the voluntary repatriation of refugees, displaced persons and
asylum applicants

(presented by the Commission)

OVERVIEW

The 1998 General Budget of the European Union contains three linked budget lines relating to refugees, displaced persons and asylum applicants, first introduced by the European Parliament in 1997. The objectives of these budget lines are, respectively:

- to improve reception conditions for asylum seekers and displaced persons and to facilitate access to asylum procedures in the Member States of the European Union¹.
- to facilitate the voluntary return of refugees, displaced persons, and asylum applicants from the European Union to their countries of origin, and their reintegration there².
- to support the integration of refugees in the Member States³.

The two budget lines on reception and voluntary return fall within the field of asylum policy, and are covered by the provisions on justice and home affairs in Title VI of the Treaty on European Union. The budget line on integration falls within the field of social policy, and is a matter to be dealt with under the Treaty establishing the European Community.

In both 1997 and 1998, the Commission has successfully established pilot projects under all three budget lines. In implementing the budget lines, the Commission has taken full account of the need to ensure complementarity both between the various measures established under these three budget lines, and also with other actions taken by the Commission relating to refugees and displaced people, in order to ensure a cohesive and integrated approach. The Commission's experience in relation to all three budget lines has been that there is a great demand for action at the level of the European Union in these fields.

In establishing the budget for 1997, the European Parliament gave a clear indication that the Commission should bring forward proposals for full legal bases for these refugee-related budget lines by the end of 1998, and the Commission subsequently gave a commitment to do so. In the course of the procedure to establish the 1999 budget, the European Parliament has called on the Commission to bring forward a Communication presenting a global approach for refugees, displaced persons and asylum applicants on the basis of the existing actions. In the 1999 budget the integration budget line has been maintained in its present form, but the two budget lines relating to reception and voluntary return have been amalgamated into a single budget line.

The Commission is therefore presenting a package of two complementary proposals, which reflect the objectives of the actions to be undertaken, the existing Treaty arrangements and the structure of the 1999 budget.

¹ B5-803.

² B7-6008.

³ B3-4113.

- The first is for a Community action programme to promote the integration of refugees in the European Union⁴, based on Article 235 of the Treaty establishing the European Community.
- The second is for a Joint action establishing measures to provide practical support in relation to the reception and voluntary repatriation of refugees, displaced persons and asylum applicants⁵, based on Article K.3 of the Treaty on European Union.

Taken together, the two proposals represent a global approach to refugees, displaced persons and asylum applicants. Measures to improve reception conditions in the European Union will focus on asylum applicants and displaced persons, that is to say, persons who have not yet been granted protection or who have been granted a form of temporary protection. Integration measures will focus on people who have been recognised as refugees or, depending on the Member State concerned, granted some other form of protection enabling them to remain, and are therefore suitable candidates for full assimilation into the society of the Member States. Measures to promote voluntary return will cover refugees, displaced people and asylum applicants, reflecting the fact that all individuals seeking or receiving protection in the European Union may nevertheless wish to return to their country of origin when conditions there permit a safe return.

⁴ COM(1998) 731.

⁵ COM(1998) 733.

INTRODUCTORY STATEMENT

The Commission welcomes the fact that, following the entry into force of the Treaty of Amsterdam, immigration and asylum matters will no longer fall within the scope of Title VI of the Treaty on European Union, but will be brought within Community competence under new Title IV of the amended Treaty establishing the European Community. This proposal, which is based on the legal basis currently available under Title VI of the Treaty on European Union, is designed to cover the transitional period during which it can reasonably be expected that ratification of the Treaty of Amsterdam will be completed and the Treaty will enter into force.

It would not be appropriate to postpone this proposal until after the entry into force of the Treaty of Amsterdam. The Commission has given an undertaking to bring forward a proposal for a full legal basis for expenditure in relation to the reception and voluntary return of asylum applicants, displaced persons and refugees before the end of 1998, reflecting the wishes of both the Parliament and the Council in this matter. In addition, early agreement on this proposal would greatly assist effective implementation of the 1999 budget.

The Commission has therefore brought forward an instrument which has its legal basis within Article K of the Treaty on European Union. It has, however, taken account of the changes in the institutional arrangements for dealing with immigration and asylum matters which the Treaty of Amsterdam will bring about. The proposal therefore envisages that in the 1999 budgetary year, the management arrangements which applied in 1997 and 1998 should be retained, but in the 2000 budgetary year the management procedures which will apply resemble those which are used for measures which fall within full Community competence.

The forward-looking approach set out above is designed to offer the Council the opportunity to adopt rapidly an instrument which will provide an appropriate transitional legal basis. The Commission then envisages bringing forward a further proposal for a Council decision, based on the Treaty establishing the European Community, to provide a legal basis for the budgetary year 2001 onwards. This decision would be intended to establish a global approach to actions relating to asylum applicants, displaced persons and refugees, taking full account of developments resulting from the entry into force of the Treaty of Amsterdam.

If, however, the current proposal is not adopted before the entry into force of the Treaty of Amsterdam, the Commission will bring forward a revised proposal based on the Treaty establishing the European Community shortly after the entry into force of the Treaty of Amsterdam.

EXPLANATORY MEMORANDUM

A. BACKGROUND

In 1997, the general budget of the European Union contained two new budget lines relating to asylum applicants, displaced persons and refugees. Budget line B5-803 was intended to cover the development of admission arrangements and reception facilities for asylum applicants and displaced persons, taking account of the idea of shared responsibility between the Member States. Budget line B7-6008 was designed to support measures to assist the voluntary return and reintegration in their countries of origin of asylum applicants and displaced persons who were receiving temporary protection in one of the Member States of the European Union.

On 22 July 1997, the Council adopted two joint actions providing one-year legal bases for these budget lines: the joint action concerning the financing of specific projects in favour of displaced persons who have found temporary protection in the Member States and asylum-seekers⁶, which related to B7-6008; and the joint action concerning the financing of specific projects in favour of asylum-seekers and refugees⁷, which related to B5-803. The Commission proceeded by establishing a total of fifty pilot projects under these two budget lines in 1997, as described in the "Report from the European Commission to the European Parliament on the implementation in 1997 of budget lines B7-6008 and B5-803 relating to asylum seekers, displaced persons and refugees"⁸.

The 1998 general budget of the European Union again made funds available for the reception and for the voluntary return of asylum applicants, displaced persons and refugees. On 27 April 1998, the Council agreed to renew the two joint actions adopted in 1997 for a further year⁹. The Commission has since established a further series of projects under both budget lines.

The European Parliament asked the Commission to bring forward a fully-fledged legal basis for these two budget lines by the end of 1998. Similarly, the Commission gave an undertaking to the Council when the 1997 joint actions were adopted that it would bring forward a proposal for a full legal basis for the two budget lines by the end of 1998. This undertaking was repeated when the two joint actions were renewed in 1998.

⁶ 97/477/JHA OJ L 205, 31.7.1997, p. 3.

⁷ 97/478/JHA OJ L 205, 31.7.1997, p. 5.

⁸ Commission staff working paper SEC(1998) 1263, 16.7.1998.

⁹ Joint Action of 27 April 1998 adopted by the Council on the basis of Article K.3 of the Treaty on European Union, concerning the financing of specific projects in favour of displaced persons who have found temporary protection in the Member States and asylum seekers, 98/304/JHA, OJ L 138, 9.5.1998, p. 6; Joint Action of 27 April 1998 adopted by the Council on the basis of Article K.3 of the Treaty on European Union, concerning the financing of specific projects in favour of asylum-seekers and refugees, 98/305/JHA, OJ L 138, 9.5.1998, p. 8.

B. SCOPE OF THE PROPOSAL

This proposal brings together measures on improving reception conditions and access to asylum procedures on the one hand, and measures to facilitate voluntary repatriation and reintegration on the other, within a single legal instrument. The intention is to establish an instrument which will allow the Union to respond flexibly to the changing needs and pressures which face it, and which will take account of the principle of shared responsibility between the Member States.

(i) Reception and support for procedures

In order to give full effect in the long term to the principle of shared responsibility between the Member States, the Commission believes that it is necessary to ensure that all Member States are able to receive asylum applicants and displaced persons according to a common minimum standard. Although it will take some considerable time for the European Union to experience the full effects of such an effort, in the long term such a strategy should prove beneficial both to persons in need of international protection and to Member States themselves.

For persons seeking international protection, the benefits of minimum standards with regard to adequate means of subsistence and asylum procedures are self-explanatory. Both the Treaty on European Union and the Treaty of Amsterdam effectively guarantee that measures in the field of asylum must be consistent both with the 1951 Convention relating to the Status of Refugees and with the 1950 European Convention for the Protection of Human Rights and Fundamental Freedoms¹⁰. If the rights guaranteed by these instruments are to be enjoyed in practice, it is essential that the procedures for seeking protection are both fair and accessible, and that persons seeking international protection have sufficient subsistence support to allow them to exercise their rights effectively.

One of the main principles underpinning the Dublin Convention is that the Member State responsible for an asylum applicant's presence on the territory of the Member States of the European Union is responsible for considering the asylum application. This will very often be the Member State which the asylum applicant first entered. If practical effect is to be given to this principle, it is essential that people who wish to seek international protection have an effective opportunity to apply for asylum in the first Member State they reach, irrespective of which Member State that is, and that they are provided with adequate means of subsistence during the asylum procedure. Such measures could help to reduce secondary migration movements within the European Union.

The approach set out above is fully in line with the agenda set by the Treaty of Amsterdam. The amended Treaty establishing the European Community specifically envisages that, within five years of the Treaty of Amsterdam's entry into force, the Council will adopt measures on minimum standards on the reception of asylum seekers in the Member States (Article 63(1)(b)), and minimum standards on procedures in

¹⁰ In relation to existing treaty arrangements, see Articles F(2) and K.2(1) of the Treaty on European Union. For the period following the entry into force of the Treaty of Amsterdam, see Article 6 of the amended Treaty on European Union and Article 63(1) of the amended Treaty establishing the European Community.

Member States for granting or withdrawing refugee status (Article 63(1)(d)). In addition, the Amsterdam Treaty envisages measures for giving temporary protection to displaced persons (Article 63(2)(a)) and measures promoting a balance of effort between Member States in receiving and bearing the consequences of receiving refugees and displaced persons (Article 63(2)(b)). The Commission's current proposals in the latter two areas¹¹, which are at present based on the Treaty of European Union, deal explicitly with the social rights to be accorded to the beneficiaries of a temporary protection regime, and envisage that, in relation to these social rights, the Union could give practical effect to the principle of shared responsibility through financial measures, including reception projects based on budget line B5-803.

(ii) Voluntary repatriation and reintegration

Properly constructed measures to facilitate voluntary repatriation and reintegration bring real benefits to Member States, countries of origin and the returnees themselves. Returnees can begin to rebuild their lives in their countries of origin. In turn, they can bring back skills and knowledge which are needed in their countries of origin. Member States which have borne the financial consequences of receiving refugees, displaced persons and asylum applicants will also see a reduction in the costs which they have to bear.

Community funding for voluntary return measures is intended to promote increased cooperation between the Member States in this field. It will be possible to explore innovative approaches and identify best practice, so that all Member States will be able to make use of the results and apply the lessons learned if they choose to do so.

The target group who can benefit from voluntary return measures is broad in scope, including displaced persons, asylum applicants and recognised refugees.

One response adopted by practically all Member States to help those fleeing the conflict in the former Yugoslavia was to offer special temporary protection arrangements so that accelerated decisions on admission could be made whilst postponing the full procedures needed for the purpose of asylum application. The Commission's proposal which is designed to promote a common approach at the level of the Union to the introduction and phasing out of temporary protection regimes has already been referred to above¹². Temporary protection is by definition limited to the time during which the conditions in the country of origin do not allow a safe and dignified return of the individuals involved. Part of the rationale for temporary protection is that, when the situation in the regions concerned has substantially improved, it becomes possible to reallocate resources to others in need. Provided the situation in the country of origin improves sufficiently within a reasonable time scale, temporary protection implies the eventual return to their country of origin of persons no longer in need of international protection¹³. The

¹¹ Amended proposal for a joint action concerning temporary protection of displaced persons, OJ C 268, 27.8.1998, p.13; proposal for a joint action concerning solidarity in the admission and residence of the beneficiaries of the temporary protection of displaced persons, OJ C 268, 27.8.1998, p. 22.

¹² See footnote 6.

¹³ Article 13 of the amended proposal for a joint action on the temporary protection of displaced persons (footnote 6) envisages consideration of long-term protection measures in cases where the Council has not phased out a temporary protection regime five years after its introduction.

Commission's amended proposal for a joint action concerning temporary protection of displaced persons envisages that when a temporary protection regime is phased out, priority should be given to the furtherance of voluntary repatriation¹⁴. Voluntary return measures have already played an important role in relation to the return of displaced persons to the former Yugoslavia.

This draft joint action envisages that voluntary return measures financed under it should also be open to recognised refugees. In the preparatory stage which preceded this proposal, the Council and Commission agreed that measures facilitating voluntary repatriation should also be open to persons who have been granted a permanent residence permit in one of the Member States¹⁵. This was based on the premise that return programmes should not be restricted only to persons for whom a durable solution has not been found. In the case of the conflict in the former Yugoslavia, some Member States responded by granting refugee status, rather than a form of temporary protection, to the vast majority of persons in need of international protection who arrived on their territory. Although the recognition of refugee status usually leads in due course to the granting of a permanent residence permit in the Member States, this does not imply that refugees who wish to return voluntarily to their country of origin should be denied the opportunity to do so or the necessary assistance.

There is also scope for voluntary return measures to focus on asylum applicants. This applies to asylum applicants who have not yet received a final decision on their asylum application. In particular, some people are brought to the Member States by traffickers and advised to apply for asylum in order to remain on the territory of the Member States, despite the fact that they do not face a risk of persecution and therefore have no realistic chance of being recognised as refugees. Such people would be given the opportunity to participate in projects which could lead to them voluntarily withdrawing their asylum applications and returning permanently to their countries of origin. In many cases this would be in the best interests of the persons concerned and would also relieve pressure on Member States' asylum procedures. It also applies to applicants whose claims have been finally refused but who have not yet left the territory of the Member States. Refused asylum applicants may be granted permission to remain in accordance with other international obligations or on humanitarian grounds, or they may qualify for or have been granted admission in some other capacity. If, however, this is not the case, they will generally be in an irregular situation, and they will no longer be entitled to remain on the territory of the Member States. The Commission, in its 1994 Communication to the Council and the European Parliament on Immigration and Asylum Policies¹⁶, has argued that in relation to persons found in an irregular situation, the best form of repatriation remains voluntary return. Voluntary return schemes can prove cost-effective when compared with the costs involved in involuntary repatriation, and can therefore be attractive to governments. Equally, the possibility of returning voluntarily after appropriate preparations rather than being forcibly expelled can be attractive to the people involved. Expulsion, whilst it may be judged to be a necessary component of immigration control, may be regarded as an instrument of last resort in relation to persons in an irregular situation who are not prepared to depart voluntarily. The Commission

¹⁴ Article 4(3) of the joint action (see footnote 6).

¹⁵ Minute statement No 3, made in both 1997 and 1998, on the occasion of the adoption of the joint actions referred to in footnotes 1, 2 and 4.

¹⁶ COM(94) 23 final, 23.2.1994. See especially paragraphs 111-112.

noted in its 1994 Communication that Member States had encountered difficulties in implementing forced repatriation policies¹⁷, and experience since then suggests that the situation has not changed. This joint action would therefore offer support to Member States in exploring voluntary return schemes as a real and practical alternative to a policy based solely on costly and difficult enforcement action.

(iii) Implementation of the measures

It is not necessary for the legal basis to contain provisions on every aspect of the implementation of the measures on reception and voluntary repatriation. The joint action specifies that the Commission is responsible for managing the measures, and refers explicitly to the obligation for it to do so in conformity with the provisions of the Financial Regulation. In implementing the joint action, the Commission will issue guidelines to assist potential applicants and provide them with details of the administrative procedure to be followed.

The Commission intends to specify in the guidelines that applications from both national, regional and local governmental bodies on the one hand, and from non-governmental organisations (NGOs), international non-governmental organisations (INGOs), and international organisations on the other are eligible for financing. The key criterion will be that applicants must operate on a not-for-profit basis. The Commission considers it important to strike an appropriate balance between governmental and non-governmental organisations. Governmental organisations have a key role to play, for instance in constructing reception infrastructure within the Union, if the measures are to contribute towards achieving an equitable balance of responsibility between the Member State. Equally, the independence of non-governmental organisations may mean that they may be better placed to provide displaced persons with services such as counselling to explore the possibility of voluntary return. The Commission will also emphasise the practical nature of the support to be provided under this joint action.

C. COMMENTS ON INDIVIDUAL ARTICLES

Article 1

This Article defines the general terms of the measures to be established under the joint action, and provides for Community financing. Emphasis is placed on the practical nature of the measures to be supported. The intention is to provide practical and concrete support in the fields of reception and voluntary return. The joint action seeks to promote a comprehensive integrated approach in both of the fields which it covers.

In the area of admission and reception, the scope covers both reception conditions as such and procedural measures to ensure that asylum procedures are fair and accessible to persons who wish to seek international protection. The scope of the measures is limited to improving reception conditions and procedures in the Member States of the European Union. Reception-related measures outside the Union could not be financed under this joint action (although it should be noted that in relation to the applicant countries, funds are available under the PHARE programme for institution building in the

¹⁷ *Supra* footnote 11.

justice and home affairs area). The article refers to the reception of asylum applicants and displaced persons, but does not refer to refugees. In the relatively rare cases where people have already been recognised as refugees before they arrive on the territory of the Member States, they will anyway be immediately eligible to benefit from integration measures financed under the Community budget.

In the area of voluntary return, measures may cover preparation for and facilitation of return, as well as reintegration in the country of origin. This clearly implies that return-related expenditure both in the Member States of the European Union and in countries of origin will be eligible for Community financing under this Joint Action. Return related projects are open to refugees, as well as asylum applicants and displaced persons. This reflects the fact that many people who have been granted permanent status in one of the Member States may nevertheless eventually wish to explore the possibility of return to their country of origin, if the conditions there have changed sufficiently. In both 1997 and 1998, the Council and the Commission made a joint declaration confirming that the relevant funds could be used to finance projects to assist the voluntary return of third-country nationals who held a permanent residence permit in one of the Member States.

Article 2

This Article provides definitions of the target group of the joint action. For the terms "asylum applicants" and "displaced persons", different definitions are used for the purposes of reception and of voluntary return. In both cases, the definition of "displaced persons" is slightly broader than normal, covering both temporary and subsidiary forms of protection.

For the purpose of reception, "displaced persons" includes both the actual beneficiaries of a temporary protection regime or subsidiary forms of protection, and people who are waiting for a decision on whether they will qualify for such protection. This reflects the fact that it may be necessary to provide reception assistance to people as soon as they arrive on the territory of the Member States, before it has been possible to determine their status. For the purpose of return, however, the definition of "displaced persons" is restricted to the actual beneficiaries of a temporary protection regime and recipients of subsidiary forms of protection.

The definition of "asylum applicants" for the purpose of reception is conventional, in that it refers to persons who have lodged asylum claims in respect of which a final decision has not yet been taken. This definition is based on the one found in the Dublin Convention. For the purpose of return, however, the definition has been extended to include "refused" asylum applicants whose claims for asylum have been finally rejected, but who are still present on the territory of the Union. This definition will allow Member States to explore the possibility of voluntary return as an alternative to expulsion in relation to failed asylum applicants.

Article 3

This Article and the following Article provide details of the substantive areas covered by the joint action. This Article sets out the five principal areas of activity in the field of reception.

Point (a) is concerned with reception infrastructure itself, that is to say accommodation for asylum applicants and displaced persons, including reception centres. This reflects the fact that the quality and quantity of reception facilities varies significantly across the Member States of the European Union. Further investment is necessary to support Member States which are not adequately equipped to ensure that asylum applicants and displaced persons seeking international protection can be accommodated in suitable conditions on their territory.

Point (b) is concerned with procedural measures to ensure the fairness, efficiency and accessibility of asylum determination procedures. The Council Resolution of 20 June 1995 on minimum guarantees for asylum procedures¹⁸ identifies a number of key requirements, and these are listed in this joint action. Measures to improve reception conditions are insufficient in themselves, and must be accompanied by actions to ensure that people who wish to seek international protection have access to fair and efficient asylum procedures.

Point (c) relates to social provision for asylum applicants and displaced persons. This indent takes account, inter alia, of the Commission's proposal for a joint action concerning solidarity in the admission and residence of beneficiaries of the temporary protection of displaced persons. It will also be increasingly important in future years as the Union develops minimum standards for the reception of asylum applicants.

Point (d) is concerned with assistance for vulnerable groups. In relation to unaccompanied minors, the Council resolution of 26 June 1997 on unaccompanied minors who are nationals of third countries¹⁹ identifies good practice in relation to both reception conditions and asylum procedures. The indent also refers explicitly to victims of torture and rape, and people with particular medical needs, in recognition of the fact that it may be necessary to adapt reception arrangements and/or support during asylum procedures to meet the special needs of such people.

Point (e) is concerned with public awareness measures. Citizens of the European Union are often either not informed at all about international obligations towards asylum applicants and the European Union's asylum policy or else have certain misconceptions. Horizontal public awareness measures to address this problem are compatible with the objective of bringing the Union closer to its citizens. Public awareness measures may be particularly appropriate in cases where it is necessary to explain the purpose of a measure financed under this joint action, such as the construction of a reception centre, to the local population.

Article 4

This Article sets out the principal measures which would be eligible for funding in relation to voluntary repatriation and reintegration in the country of origin. Paragraph 1 sets out the three principle types of measure for which funding will be available.

¹⁸ OJ C 274, 19.9.1996, p. 13.

¹⁹ OJ C 221, 19.7.1997, p. 23.

Point 1(a) is concerned with the collection and dissemination of information relevant to return. People who are considering or planning return need to deal with a number of very practical issues, and are greatly assisted if accurate and reliable and very concrete information on the situation in countries of origin is available. It is also important that projects to facilitate return are constructed on the basis of sound information if they are to prove effective.

Point 1(b) is concerned with the provision of counselling to returnees. This reflects the fact that arriving at a decision to return is often not a quick or easy process. Counselling can play a vital role in helping people who are considering return to examine the possibilities and the perceived obstacles and in time come to an informed decision. This indent also provides for the possibility of counselling people who have already decided to return, but who need assistance and support in the period leading up to their return journey.

Point 1(c) is concerned with training and education. Frequently, people returning to their country of origin will have spent some time in their country of refuge, which can raise a number of issues. They may not have had the chance to practise their profession or trade in the country of refuge, and so they may need refresher training to bring them up to date with developments in their field. Alternatively, they may face a changed situation in their country of origin, with the consequence that they need new skills in order to support themselves. Training and education to equip or re-equip returnees with skills which will be useful on their return can therefore play a valuable role in facilitating return.

Paragraph 2 of the article lists measures which, although not eligible for funding in isolation, may be eligible if they form part of an integrated return project.

The first of these, mentioned in paragraph 2(a), is transport costs. In addition to the cost of the return journey for the returnee, this could also cover expenses such as the cost of transporting household items from the Member States to the country of origin. It is also intended to cover "look and see" exploratory return visits, where these are permitted under national law.

Paragraph 2(b) specifies that measures to support reintegration in the country of origin may also be eligible for financing as part of an integrated project. Continuing support and reintegration measures in the country of origin can help to ensure that return is permanent, and reduce the risk that the returnee will simply give up and travel back to the Member State where he or she took refuge. Assistance in the country of origin can take a number of forms, including: ongoing monitoring and counselling; activities, including training, involving both returnees and people who remained in their country or origin, in order to reduce tensions between the two communities; and, in certain circumstances, limited financial assistance in support of re-establishment in the country of origin. In implementing this provision of the joint action, the Commission will seek to ensure that any measures in the country of origin which are financed complement or are compatible with measures in that country funded under other Community programmes.

Article 5

This Article sets out criteria which the Commission will be required to take into account when selecting projects for implementation under this Joint Action.

Article 6

This is the customary audit clause relating to the powers of the Commission and the Court of Auditors. Its purpose is to ensure proper financial supervision of the expenditure under this Joint Action.

Article 7

This Article sets out the general terms of financing under the Community budget. Paragraph 1 lays down an overall limit embodying the principle that the contribution made from the Community budget may exceed the contribution made from national and other sources. A limit of 80% on the contribution from the Community budget is designed to encourage the full participation of non-governmental organisations, some of which might find it difficult to secure co-financing if a lower ceiling on the Community contribution was envisaged. Paragraph 2 lays down the principle that the Community contribution may cover all relevant expenditure directly related to a project, subject to conditions to be specified in guidelines which the Commission will draw up. It is envisaged that these guidelines will place a ceiling on, *inter alia*, administrative costs, thus emphasising the operational rather than administrative nature of the measures under this Joint Action.

Article 8

This Article contains the standard procedural rules applying to measures financed by the Community budget under an instrument of this type.

Article 9

This Article establishes the principle that the Commission is responsible for managing the implementation of the measures. The Article makes provision for the Commission to have recourse to technical assistance in order to ensure the efficient implementation of the measures. It is envisaged that technical assistance could be used in support of the following tasks:

- (a) preliminary aspects of implementation of the measures, such as computer and data base support and production and distribution of guidelines for applicants;
- (b) registration and evaluation of applications and preparation of documents for examination by the committee established under the joint action;
- (c) preparation of the financing agreements following selection of projects; and
- (d) execution of payments and issuance of recovery and other letters relating to the proper functioning of the agreements.

The above tasks would nevertheless be carried out under the control of the Commission and would not be considered a delegation of public powers.

Any contract concluded in execution of this article would contain a clause relating to the professional conduct of the contractor including matters relating to conflict of interest or other aspects incompatible with the requirements of the contract and confidentiality.

Article 10

This Article makes provision for the Commission to determine deadlines for the submission of project proposals.

Article 11

This Article makes provision for management arrangements which first will prove workable and efficient, and second which take some account of the anticipated transfer of immigration and asylum policy into the sphere of Community competence during the lifetime of this Joint Action. It therefore provides for a two-stage approach to management arrangements. In the 1999 budgetary year, the comitology arrangements which have been used successfully in 1997 and 1998 would continue to apply. In the 2000 budgetary year, a committee procedure of the type which has been proposed by the Commission for use in areas which fall within Community competence would be used. The committee procedure selected for use in 2000 is the advisory procedure set out in Article 3 of the Commission's proposal for a Council Decision laying down the procedures for the exercise of implementing powers conferred on the Commission²⁰.

At the time when the 1997 and 1998 Joint Actions were adopted, the Council and the Commission made a joint statement to the effect that "they agree that any legal instruments aimed at further development of the actions in the areas covered by headings B7-6008 and B5-803 will incorporate the decision-making system provided for in the Joint Action of 28 October 1996 adopted by the Council on the basis of Article K.3 of the Treaty on European Union, on a programme of incentives and exchanges of legal practitioners (GROTIUS) OJ No L 287, 8.11.1996, p. 3." In the Commission's view, based on its experience of these arrangements in relation to the Third Pillar financial programmes established under budget line B5-800, and taking account of the significantly greater amount of funds available for reception and return, these comitology arrangements are likely to prove too cumbersome and inflexible to allow for the rapid and efficient implementation and administration of budget lines B7-6008 and B5-803. Experience has also shown that the comitology arrangements used in 1997 and 1998, whilst heavier than those used in most areas of Community expenditure, allow implementation to proceed with a reasonable degree of efficiency, whilst ensuring that Member States have an opportunity to express their views. In the light of this experience, and the changes in the institutional arrangements for dealing with asylum and immigration matters which can be expected to take place during the life time of this Joint Action, the arrangements contained in this Article represent a reasonable and balanced approach to the question of management arrangements.

²⁰ OJ C 279, 8.9.1998, p. 5.

Article 12

Monitoring and evaluation of the measures financed under this joint action are extremely important. This Article provides for both ongoing monitoring of projects by the Commission, which may involve on the spot inspections of projects, and for an independent evaluation of the measures. The purpose of ongoing monitoring is to ensure proper financial management of the measures financed under this joint action. The evaluation exercise will assess both the short- and long-term impact of the measures so that good practice and successful innovative approaches can be identified and disseminated. It will provide valuable information which the Commission will take into account when implementing measures in future years. The Article provides that the Commission shall provide a summary report to both the European Parliament and the Council, reflecting the fact that these two institutions together comprise the budgetary authority which will make the necessary appropriations available.

Articles 13 and 14

The provisions regarding entry-into-force and publication in the *Official Journal* are the customary provisions for an instrument of this type.

Article 13 also makes provision for the Joint Action to apply for two years. As explained in the introductory statement to this proposal, this will provide a transitional legal basis covering the period during which the Treaty of Amsterdam is likely to enter into force. The Commission then envisages bringing forward a further proposal for a Council decision based on the Treaty establishing the European Community in order to provide a legal basis for actions relating to refugees, displaced persons and asylum applicants for the budgetary year 2001 onwards.

Proposal for a
COUNCIL DECISION

on a Joint Action adopted by the Council on the basis of Article K.3 of the Treaty on European Union establishing measures to provide practical support in relation to the reception and the voluntary repatriation of refugees, displaced persons and asylum applicants

THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on European Union and, in particular, Articles K.3(2)(b) and K.8(2) thereof,

Having regard to the proposal from the Commission²¹,

Having regard to the opinion of the European Parliament²²,

- (1) Whereas, pursuant to Article K.1 of the Treaty, asylum policy is regarded as a matter of common interest by the Member States;
- (2) Whereas it is important to grant refugees appropriate protection, in keeping with Member States' common humanitarian tradition and in accordance with the Convention relating to the Status of Refugees of 28 July 1951, as amended by the New York Protocol of 31 January 1967;
- (3) Whereas account should be taken of the Member States' obligations under the European Convention for the Protection of Human Rights and Fundamental Freedoms of 4 November 1950;
- (4) Whereas it is necessary to ensure appropriate conditions for the reception of asylum applicants, and to facilitate access to asylum procedures which are fair and efficient, in order to protect the rights of refugees;
- (5) Whereas it is necessary to provide practical support in order to create the conditions in which refugees, displaced persons and asylum applicants who wish to return from the Member States to their countries of origin are able to do so;
- (6) Whereas it is appropriate to provide for financing from the Community budget for measures adopted under this Joint Action;
- (7) Whereas taking joint action in relation to the reception of asylum applicants and displaced persons and the voluntary repatriation of asylum applicants, displaced persons and refugees will promote the sharing of responsibility between the Member States,

²¹ OJ ...

²² OJ ...

HAS ADOPTED THIS JOINT ACTION:

CHAPTER I
OBJECT AND SCOPE

Article 1

Principles and objectives of the measures

1. The Union shall take measures to provide practical support in relation to the reception of asylum applicants and displaced persons and the voluntary repatriation of refugees, displaced persons and asylum applicants, which shall qualify for Community financial support.
2. The general objectives of the measures shall be:
 - (a) to improve the conditions in which asylum applicants and displaced persons are received in the Member States, and to support asylum procedures which are fair, efficient and accessible to persons in need of international protection;
 - (b) to assist the voluntary repatriation of asylum applicants, displaced persons and refugees from the Member States to their countries of origin, and their reintegration there.

Article 2

Definitions

1. For the purpose of Article 1(2)(a) and Article 3:
 - (a) "*displaced persons*" means persons granted permission to stay in a Member State under temporary protection, or under subsidiary forms of protection in accordance with Member States' international obligations and national law, and persons seeking permission to remain on such grounds who are awaiting a decision on their status;
 - (b) "*asylum applicants*" means persons who have requested protection from a Member State by claiming refugee status within the meaning of Article 1 of the Convention relating to the Status of Refugees of 28 July 1951, as amended by the New York Protocol of 31 January 1967, and in respect of whose requests a final decision has not yet been taken.
2. For the purpose of Article 1(2)(b) and Article 4:
 - (a) "*refugees*" means persons who have obtained refugee status within the meaning of Article 1 of the Convention relating to the Status of Refugees of 28 July 1951, as amended by the New York Protocol of 31 January 1967;

- (b) "*displaced persons*" means persons granted permission to stay in a Member State under temporary protection, or under subsidiary forms of protection in accordance with Member States' international obligations and national law;
- (c) "*asylum applicants*" means persons who have requested protection from a Member State by claiming refugee status within the meaning of Article 1 of the Convention relating to the Status of Refugees of 28 July 1951, as amended by the New York Protocol of 31 January 1967, including persons in respect of whose requests a final negative decision has been taken, but who have not yet departed from the territory of the Member States.

Article 3
Reception

Measures to improve the conditions in which asylum applicants and displaced persons are received in the Member States and to support asylum procedures which are fair, efficient and accessible to persons in need of international protection shall primarily cover the following areas:

- (a) the measures to improvement of the infrastructure in the Member States for the reception of asylum applicants and displaced persons;
- (b) the enhancement of the fairness and efficiency of asylum procedures and the facilitation of access to them, including the provision of: legal assistance and other counselling services; interpretation services; information on the procedure to be followed, and the rights and obligations of the asylum applicant during the procedure; access to precise and up-to-date country information;
- (c) the ensuring of a basic standard of living conditions for asylum applicants and displaced persons, including accommodation, medical care, education and training;
- (d) special assistance to vulnerable groups, such as unaccompanied minors, victims of torture or rape, and people requiring special medical treatment;
- (e) the provision of information to the public on Member States' obligations to persons seeking international protection and the European Union's asylum policy, including public awareness measures complementing other measures financed under this Joint Action.

Article 4
Voluntary repatriation

1. Measures to assist the voluntary repatriation of asylum applicants, displaced persons and refugees from the Member States to their countries of origin, and their reintegration there, shall primarily cover the following areas:

- (a) the collection and dissemination of information on all aspects relevant to return, including the economic and administrative situation in the country of origin, employment opportunity, property rights and other legal matters;
 - (b) counselling to assist both persons who are considering whether to return voluntarily to their country of origin and persons who have decided in principle to return;
 - (c) training and education, with the aim of providing refugees, displaced persons and asylum applicants with skills which will be of benefit on return to the country of origin.
2. As a component of an integrated project facilitating voluntary repatriation, and in particular one covering one or more of the areas mentioned in paragraph 1, the following may also be eligible for financing:
- (a) transport costs associated with repatriation;
 - (b) measures to support the reintegration in their country of origin of persons returning from the Member States, including post-repatriation monitoring.

Article 5
Financing criteria

The projects to be financed from the Community budget shall be subject to a selection procedure taking into account in particular the following criteria:

- (a) the objective of achieving an equitable balance of responsibility between Member States;
- (b) the innovative nature of projects and the potential for making use of the results to reinforce co-operation between Member States or for other Member States to apply the lessons learned;
- (c) experience, expertise and reliability of the applicant organisation and any partner organisations;
- (d) complementarity of the projects with other measures funded under the Community budget or from national programmes; and
- (e) cost-effectiveness and value for money, taking account of the number of persons targeted by the project.

CHAPTER II
FINANCIAL PROVISIONS

Article 6
Financial control

Financing decisions and the contracts derived therefrom in conformity with the financial regulations applicable to the budget of the European Communities shall provide in particular for monitoring and financial control by the Commission and audits by the Court of Auditors.

Article 7
Level of Community finance

1. Financial support from the Community budget shall not exceed 80% of the total cost of the project.
2. All types of expenditure which are directly attributable to implementation of a project and incurred during a specific, contractually defined period shall be eligible, subject to conditions to be specified in guidelines which shall be established by the Commission, up to the ceiling of appropriations authorised under the annual budgetary procedure.

Article 8
Financial management

1. Measures adopted under this Joint Action and financed by the budget of the European Communities shall be managed by the Commission in conformity with the Financial Regulation of 21 December 1977 applicable to the general budget of the European Communities²³.
2. When presenting the financing proposals, the Commission shall take account of the principles of sound financial management and in particular of economy and cost-effectiveness as required by Article 2 of the Financial Regulation.

CHAPTER III
MANAGEMENT PROVISIONS

Article 9
General management provisions

The Commission shall be responsible for managing measures under this Joint Action and shall take such steps as are necessary to that end.

In particular, in order to ensure that this Joint Action is implemented efficiently and effectively, the Commission may have recourse to technical assistance which may be financed from the appropriations available for measures under this Joint Action.

²³ OJ L 356, 31.12.1977, p. 1.

Article 10
Submission of projects

Projects for which financing is requested shall be submitted to the Commission for scrutiny within a time limit to be determined by the Commission.

Article 11
Procedure

1. Until 31 December 1999, decisions on the financing of projects shall be taken in accordance with paragraphs 2, 3 and 4. From 1 January 2000, they shall be taken in accordance with the procedure laid down in paragraph 5.
2. Where the financing is less than EUR 200 000, the Commission shall keep the Council informed of the number of requests received for the financing of specific projects, the principles applied in granting support thereto and the results of such projects.
3. Where the financing is EUR 200 000 or more and is less than EUR 1 million, the Commission shall be assisted by a Committee consisting of one representative from each Member State and chaired by a representative of the Commission. The Commission shall submit to the Committee a list of the projects which have been submitted to it. It shall indicate the projects it selects and shall give reasons for its selection. The Committee, acting by the majority provided for in the second subparagraph of Article K.4(3) of the Treaty, shall deliver its opinion on the various projects within a period of two weeks. The Chairman shall not vote. The opinion shall be recorded in the minutes; moreover, each Member State shall have the right to ask that its position be recorded in the minutes. The Commission shall take full account of the opinion delivered by the Committee. It shall inform the Committee of how it has done so.
4. Where the financing is EUR 1 million or more, the Commission shall submit to the Committee referred to in paragraph 2 a list of the projects which have been submitted to it. It shall indicate the projects it selects and shall give reasons for its selection. The Committee, acting by the majority provided for in the second subparagraph of Article K.4(3) of the Treaty, shall deliver its opinion on the various projects within a period of two weeks. The Chairman shall not vote. If a favourable opinion is not delivered within the time-limit, the Commission shall either withdraw the project(s) concerned or submit it (them), with any opinion from the Committee, to the Council, which, acting by the majority provided for in the second subparagraph of Article K.4(3) of the Treaty, shall take a decision within one month.
5. The Commission shall be assisted by an advisory committee composed of the representatives of the Member States and chaired by the representative of the Commission.

The representative of the Commission shall submit to the Committee a draft of the measures to be taken. The Committee shall deliver its opinion on the draft, within a time-limit which the Chairman may lay down according to the urgency of the matter, if necessary by taking a vote.

The Commission shall take the utmost account of the opinion delivered by the Committee. It shall inform the Committee of the manner in which its opinion has been taken into account.

FINAL PROVISIONS

Article 12

Monitoring and evaluation

1. The Commission shall be responsible for the monitoring of projects and evaluation of measures financed under this joint action. Monitoring and evaluation may be financed from the appropriations available for measures under this joint action
2. The Commission shall prepare a summary report of the measures undertaken and the evaluation carried out, to be sent to the European Parliament and the Council.

Article 13

Entry into force

This Joint Action shall enter into force on the day of its adoption.

It shall be applicable until 31 December 2000.

Article 14

Publication

This Joint Action shall be published in the *Official Journal of the European Communities*.

Done at Brussels,

For the Council
The President

FINANCIAL STATEMENT

1. TITLE OF OPERATION

Joint action establishing measures to provide practical support in relation to the reception and voluntary repatriation of refugees, displaced persons and asylum seekers.

2. BUDGET HEADINGS INVOLVED

(1999 general budget nomenclature)

B 5-803: European funds for refugees

3. LEGAL BASIS

Article K.3(2) of the Treaty on European Union

4. DESCRIPTION OF OPERATION

- General objective

The purpose of this joint action is to provide the Union with an instrument for providing support for measures on improving reception conditions and access to asylum procedures on the one hand, and measures to facilitate voluntary repatriation and reintegration on the other. It also takes account of the principle of shared responsibility between Member States.

More specifically it aims to:

- provide the individuals and groups concerned with appropriate protection in accordance with the common traditions of the Member States and with the obligations incumbent upon them, particularly by virtue of the Convention for the Protection of Human Rights and Fundamental Freedoms of 4 November 1950 and the Geneva Convention of 28 July 1951 relating to the Status of Refugees, as amended by the New York Protocol of 31 January 1967;
- provide appropriate reception conditions for asylum seekers and facilitate access to fair and efficient procedures to protect the rights of refugees;
- create conditions in which refugees, displaced persons and asylum seekers who wish to return voluntarily from the Member States to their countries of origin are able to do so;
- ensure a balance of effort between the Member States to deal with the reception and voluntary return of refugees and displaced persons.

- **Period covered**

Two years from the entry into force of the legal basis, i.e. the period 1999-2000. At the end of that period, an evaluation will be made to see whether it is necessary to continue the action or redirect it.

5. CLASSIFICATION OF EXPENDITURE

- **Compulsory/Non-compulsory expenditure**
Non-compulsory
- **Differentiated/Non-differentiated appropriations**
Differentiated
- **Type of revenue involved**
Not applicable

6. TYPE OF EXPENDITURE

Grant for joint financing with other sources. Financial support from the Community budget may not exceed 80% of the total cost of the project. This ceiling will be reached only in the case of projects of special interest in terms of the objectives of the joint action or the priorities identified in the programme (the measures) presented by the Commission to the Committee of Representatives of the Member States assisting it.

7. FINANCIAL IMPACT

- **Method of calculating total cost of the operation (link between individual costs and total cost)**

A more precise estimate of the financial impact of the measures envisaged must, in principle, be based on an evaluation of the exploratory measures carried out with appropriations allocated in 1997 and 1998. For the moment, the evaluation can only be limited. In 1997, Joint Actions 97/447/JHA and 97/478/JHA were adopted by the Council on 22 July. On these bases, projects were selected following a meeting of the Committee of the representatives of the Member States in November 1997.

The implementation of these relatively new projects was delayed, on valid grounds for the most part. Nevertheless it was possible to make an initial evaluation on the basis of the interim reports communicated to the Commission. The result of the evaluation was summarised in the attached note which was handed out to the representatives of the Member States at the meeting of the Management Committee on 28 September 1998. A final evaluation report will be prepared during the first quarter of 1999 on the basis of the information received in the meantime.

The results may be summarised as follows, based on the budget nomenclature applicable in 1997 and 1998.

B5-803			B7-6008		
BREAKDOWN	1997 BUDGET (EUR 3.75 million)		BREAKDOWN	1997 BUDGET (EUR 10 million)	
	% of budget	Number of actions		% of budget	Number of actions
Infrastructures	43	7	Information	25	9
Asylum procedures	5	1	Advice	6	3
Minimum rights	16	4	Training/Education	69	20
Aid to vulnerable groups	10	4			
Information for the public	26	5			
TOTAL	100	21	TOTAL	100	32

B5-803			B7-6008		
BREAKDOWN	1998 BUDGET (EUR 3.75 million)		BREAKDOWN	1998 BUDGET (EUR 13 million)	
	% of budget	Number of actions		% of budget	Number of actions
Infrastructures	47	6	Information	15	7
Asylum procedures	20	7	Advice	50	22
Minimum rights	23	6	Training/Education	35	23
Aid to vulnerable groups	10	6			
Information for the public	0	0			
TOTAL	100	25	TOTAL	100	52

- **Itemised breakdown of cost**

This operation can be broken down as follows:

as regards reception and access to asylum procedures, it is proposed that support be provided for measures which enhance the fairness and efficiency of asylum procedures (including access to these procedures), ensure that asylum seekers and displaced persons are able to benefit from social provisions which guarantee basic living conditions, and provide special assistance for the most vulnerable groups. It is also planned to finance projects to improve reception infrastructures so that, in the medium term, asylum seekers and people requesting international protection on the territory of any Member State of the European Union can be provided with satisfactory accommodation. Consideration should also be given to financing measures to increase public awareness of the problems of asylum;

as regards voluntary repatriation and reintegration into the country of origin, the intention is primarily to allow Community financing of information campaigns, counselling services, and initiatives in the field of training and education. As ancillary measures, transport costs associated with return and assistance with reintegration in the country of origin could also be considered, marking the sole exception to the principle that the effect of this joint action should be confined to the European Union.

The following breakdown can be made on the basis of the preparatory measures carried out in 1997 and 1998 (see above with regard to the preliminary nature of the evaluation available). In any case, account should be taken of the great variety in the size of the projects which could be subsidised.

B5 – 803

BREAKDOWN	PDB 1999 (EUR 15 million) (*) estimated % of budget	2000 (EUR 15 million) estimated % of budget
Infrastructures	25	25
Asylum procedures	10	10
Minimum rights	10	10
Aid to vulnerable groups	5	5
Information	10	10
Advice	20	20
Training/Education	20	20
TOTAL	100	100

(*) It should be noted that the budgetary authority, by a decision of the Committee on Budgets of 8 December 1998, has authorised the utilisation of up to EUR 800 000 under this item for technical and administrative assistance, for the benefit of the Commission and the beneficiaries of this operation in as much as they do not concern routine public service tasks but are related to the preparation of, management, follow-up and auditing of the programme or projects. Such assistance will not exceed the duration of the programme.

8. FRAUD PREVENTION MEASURES

The grant application form will ask for details of the identity and nature of the potential beneficiaries so that their reliability can be assessed in advance.

Fraud prevention measures (on-the-spot inspections, interim and final reports) are included in the agreements or contracts between the Commission and beneficiaries of the operation. The Commission will study the reports and ensure that the work has been properly carried out before the interim and final payments are made.

9. ELEMENTS OF COST-EFFECTIVENESS ANALYSIS

- Target population
 - Refugees, displaced persons and asylum seekers as defined in Article 2 of the proposal.
 - Public opinion in the Member States.
 - Members of public sector bodies (including decentralised authorities) and private organisations involved in the fields concerned.
- Grounds for the operation

In accordance with the first subparagraph of Article K.8(2) of the Treaty on European Union, administrative expenditure which the provisions relating to the areas referred to in Title VI entail for the institutions will be charged to the budget of the European Communities. As regards operational expenditure to which the implementation of those provisions gives rise, the Council may either decide unanimously that it is to be charged to the Community budget or may determine that it should be charged to the Member States.

By virtue of Article K.3(2), the Council may, on the initiative of any Member State or of the Commission depending on the area concerned, adopt joint action in so far as the objectives of the Union can be attained better by joint action than by the Member States acting individually on account of the scale of effects of the action envisaged.

Under Article K.1(3) of the Treaty, asylum policy is considered to be a matter of common interest by Member States. By virtue of the Treaty of Amsterdam it will be for the Council to adopt measures establishing minimum standards on the reception of asylum seekers in Member States (Article 63(1)(b)) and procedures for granting or withdrawing refugee status (Article 63(1)(d)). It will also be required to adopt measures on refugees and displaced persons in the areas of minimum standards for giving temporary asylum to displaced persons and on promoting a balance of effort between Member States (Article 63(2)(a) and (b)).

The proposed action is intended, firstly, to underpin national policies to assist persons seeking international protection and, secondly, to encourage the voluntary return of holders of a temporary residence permit or beneficiaries of temporary protection in a Member State of the European Union. In both cases, there is a need to promote the idea of shared responsibility between Member States for the overall effort to assist these categories of person, given that situations may differ widely.

- Monitoring and evaluation of the operation

The Commission will carry out regular evaluation and monitoring of operations financed under this instrument to ensure that they correspond to the objectives and priorities set, and to draw up guidelines with a view to improving project selection criteria. At the end of each financial year, it will report to the European Parliament and the Council on the action taken and on the assessment of this action.

There will be external evaluation of assisted projects in the second half of 1999. Publication of a pre-information notice announcing the award procedures is scheduled for 17 December 1998.

The evaluation will be an interim evaluation of projects financed in 1997 and 1998 and will provide the basis for a comprehensive evaluation in 2001. The external evaluation will be without prejudice to internal evaluations by the Commission (managing department or DG XX).

The purpose of the evaluation, which will focus on substance, will be to ascertain how far the programme's objectives have been attained, to supply quantitative and qualitative information serving as a basis for reorientation and, if necessary, adaptation of the programme, and to adopt, if need be, evaluation methods so that the programme's impact can be measured.

10. ADMINISTRATIVE EXPENDITURE (Section III of the general budget)

The administrative resources required will be mobilised via the annual Commission decision allocating resources, having regard among other things to the additional staff and financial resources granted by the budgetary authority.

10.1 Impact on number of posts

Type of posts		Staff to be assigned to manage operation		Of which		Duration
		<u>Permanent posts</u>	<u>Temporary posts</u>	Using existing resources of DG or department concerned	Using additional resources	
Officials or temporary staff	A	1.5	-	1.5	-	
	B	1.5	-	0.5	1	
	C	1.5	-	0.5	1	
Other resources						
Total		4.5	-	2.5	2	

10.2 Overall financial impact of additional human resources

	Amount	Method of calculation
Officials	EUR 486 000	4.5 x EUR 108 000
Temporary staff		
Other resources (specify budget heading)		
Total	EUR 486 000	

10.3 Increase in other administrative expenditure resulting from operation

Budget classification (number and heading)	Amount	Method of calculation
A-7030 (expert meetings)	EUR 13 000	2 x 10 people @ EUR 650
A-7031 (Management Committee)	EUR 29 250	3 x 15 people @ EUR 650
A-7010 (Missions)	EUR 13 600	20 missions @ EUR 680
Total	EUR 55 850	