

Compromise Amendments
Implementation report on the EU Trust Funds and the Facility for Refugees
in Turkey

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COMP 1

AM 62 (NI), AM 63 (Greens/EFA), AM 72 (Co-rapporteurs)

Paragraph 3

3. Notes that Committee Chairs and relevant Members have been granted observer status in meetings of the Strategic Boards of the Trust Funds and in the FRT Steering Committee; *regrets* (AM 62, 63) that this status has not been formally reflected in the Constitutive Agreements of the Trust Funds; *strongly urges that invitations to board meetings take into account the official calendar of the European Parliament and that all relevant information and documents to be discussed at the board meetings be provided well ahead of the meetings in order to enable the active participation of Members and staff of the Secretariat;* (AM 72)

COMP 2

AM 24 (Greens), AM 61 (S&D), AM 66 (NI), AM 67 (Renew), AM 70 (S&D), AM 73 (Greens/EFA)

Paragraph 4

4. *Regrets* (AM 70) the limited role of Parliament in the *decision-making*, (AM 67) supervision and scrutiny of the Union contributions to the EUTFs *and reiterates that existing legal, regulatory and budgetary solutions should have been used to the full extent before creating and/or extending the EUTFs which should remain a last resort instrument* (AM 24); recalls Parliament's *earlier unanswered requests and reiterates that Parliament should be represented at the meetings of, and able* (AM 61, 70) to monitor the activities of, the Operational Committees; calls on the Commission to provide in good time detailed information on the decisions taken in *those* Committees and; (AM 67) *believes that Parliament must make full use of its powers of scrutiny of implementation and budgetary control and ensure that EU funding decisions and related allocations comply with the Union's principles of legality and sound financial management*, (AM 73) *thus providing the EU action with democratic legitimacy and accountability;* (AM 66)

COMP 3

AM 74 (Renew), AM 75 (Co-rapporteurs), AM 76 (S&D), AM 78 (Greens/EFA), AM 132(S&D)

Paragraph 5 and 5 a new

5. *Notes* (AM 74) the Commission's efforts to closely monitor and evaluate interventions, and to generate knowledge about the activities of the EUTFs and of the FRT, through a dedicated set of reports; *asks to strengthen* (AM 74) these efforts to achieve greater transparency by publishing relevant data, *including specific details of projects funded and results achieved vis-a-vis the stated objectives*, (AM 78) on the web pages of the EUTFs and the FRT; *stresses that the availability, level of details, completeness and factual consistency of such reports are essential for the support of European Parliament as budgetary authority in order to adequately assess the implementation*; (AM 74, 76)

5 a (new). Notes that information on the involvement of civil society organisations (CSOs) was made available in the Annual Reports of 2019 and 2020 of the EUTF for Africa; Regrets that this information is not openly available due to the low transparency of subcontracting (AM 132); *notes that, where possible, such information should be broken down at project level having regard to the duly justified requirements of confidentiality and security*; (AM 75)

COMP 4

AM 79 (S&D), AM 80 (Renew), AM 83 (S&D), AM 84 (Renew), AM 231 (Co-rapporteurs)

Paragraph 6, 6 a new, 6 b new

6. Regrets *the late notice from the Commission on its intention to extend the duration of the EUTFs and* (AM 79) the late evaluations of some of the Trust Funds, which did not allow Parliament to arrive at full and precise conclusions in a timely manner in the case of the Trust Fund for Africa, *thus limiting democratic oversight and accountability*; (AM 80)

6 a (new). Reiterates Parliament's insistence that the extensions of the EUTFs until December 2021 agreed by the European Parliament be mainly technical to allow for a smooth transition into the new MFF and allowing for an efficient contracting and use of the funds already committed; (AM 83) *highlights Commission's assurances that the extensions sought to ensure a continued legal basis for payments of commitments made under the previous MFF 2014-2020, and that no new commitments to the EUTFs be made under NDICI or IPA III*; (AM 231)

6 b (new). Underlines that in its reports the Commission should illustrate the complementarity of different financial instruments dedicated to the areas covered by EUTFs and FRT, including the EU External Investment Plan, as well as generated added value; (AM 84)

COMP 5

AM 86 (Greens/EFA), AM 87 (S&D), AM 88 (The Left)

Paragraph 7

7. Considers that the Bêkou Trust Fund has *partially* (AM 86, Greens/EFA) *contributed* (AM 87) *as one of the tools* (AM 86, Greens/EFA) to address the (AM 88) situation in the Central African Republic (CAR); *as well as to* (AM 86) the nexus approach of development and humanitarian needs in the CAR;

COMP 6

Paragraph 8

AM 90 1st part (Greens/EFA), AM 91 (Renew), AM 99 (S&D) + covers AM 92 (Greens/EFA), AM 93 (Comín i Oliveres)

8. *Highlights* (AM 90) the conclusions by the European Court of Auditors, published in its 2017 special report, that the Bêkou Trust Fund has had positive achievements overall and has attracted aid, but few additional donors, and that most of its projects have delivered their expected outputs and provided enhanced visibility to the EU; *indicates however that the report recommended a better definition of the intervention scope, improved donor coordination, project selection procedures, monitoring and performance measurement, as well as optimisation of costs and increased transparency in the selection of implementing organisations;* (AM 91) *notes that in the Operational Committee Members States are represented by their own national development agencies, which are also selected as projects implementers and is concerned that this could lead to a potential conflict of interests in the projects selection procedure of the Operational Committee.* (AM 99 + covers AMs 92 and 93);

COMP 7

AM 96 (Greens/EFA), AM 97 (ECR), AM 98 (Renew)

Paragraph 9

9. Notes that *due to humanitarian crisis, poverty, and the new* security challenges *ongoing* in the CAR, (AM 97), *further EU support* will require well-targeted *programmes, and where relevant,* flexible EU *funding* (AM 96) under the NDICI-Global Europe to enhance *humanitarian response* (AM 97), peace and security, democratisation and strengthening democratic institutions, *as well as respect for human rights* (AM 98) in the CAR;

COMP 8

AM 102 (Co-rapporteurs), 108 (S&D)

Paragraph 10

10. Considers that the Madad EUTF has proven its added value in response to the crisis and for the EU in terms of higher external visibility and clout, increased control, coordination and leverage of funds from various sources, as compared to national level or other international

channels; notes that its spending was aligned with the legal bases or the Union instruments used *and with their objectives*; recalls, therefore, that projects funded under the Madad Trust Fund must promote and protect dignity, human rights and fundamental freedoms, promote social and economic inclusion, in particular of minorities and vulnerable groups; (AM 108) regrets the conflict in Syria continues, and needs of the Syrian refugees, unable to return to Syria to their home country in the foreseeable future, and needs of their host communities' in terms of longer-term integration and employment, still require EU and international long-term assistance and secure their capacity of longer-term integration and employment in a cohesive way with the host communities, points out that the conflict-prone areas in Syria do not permit in this phase long term reconstruction to take place; (AM 102)

COMP 9

AM 113 (Greens/EFA), AM 114 (S&D), (AM 139 part 1, AM 141 part 2)

Paragraph 13

13. Notes that the Trust Fund for Africa *was created as an emergency trust fund to contribute to address the crises in three regions in Africa, with the aim of achieving long-term stability and development goals*; considers that the EUTF for Africa represents a swift *and flexible tool to contribute to addressing* common global challenges (AM 113) such as migration and forced displacement, the impact of climate change and economic crises; *highlights however that the unprecedented* situation caused in the context of the ongoing COVID-19 pandemic *required all necessary* flexibility and rapidity; *stresses, however, that flexibility needs to be always combined with full transparency and accountability*; believes that there could be room for improvement for more focused steered action across the three windows and support the measuring and reporting on results;

13a (new) - Takes note that 78 projects contributed to greater economic and employment opportunities, 97 projects were undertaken to strengthening resilience, 75 projects were dedicated to migration management, and 75 projects contributed to improving governance and conflict prevention; Notes with concern that, due to specific circumstances, in some projects migration management has been put in the focus of EU response; Reiterates however that the original objectives should remain improving resilience and tackling the root causes of migration; (AM 114, AM 139 part 1, AM 141 part 2)

COMP 10

AM 123 (Greens/EFA), AM 124 (S&D) AM 140 to para 15 (S&D), AM 122

Paragraph 14

14. Welcomes the fact that the EUTF for Africa has *in some cases* (AM 123, 124) contributed to the triple humanitarian-development-peace nexus approach, which was otherwise not possible with the EU financial instruments under the previous MFF; *recalls that funding of the EUTF*

must be implemented and evaluated on the basis of ODA criteria and that all expenses falling outside this requirement have to be funded from different sources that are pooled in the Trust Fund and condemns any use of ODA funds contradicting development objectives (AM 140); recalls that as a fundamental principle, humanitarian assistance must be independent (AM 123)

COMP 11

LIBE J; 10 + 11, AM 124 (S&D), AM 125 (Greens/EFA), AM 128 (Comín i Oliveres), AM 147 (co-rapporteurs), AM 229 (S&D)

Paragraph 14 a new

14 a (new). Regrets the fact that as many as 37% of the EUTF for Africa is allocated to measures intended to restrict and reduce migration while less than 9% is allocated to addressing the drivers of migration and forced displacement; notes that less than 1.5% of the EUTF for Africa was allocated to regular migration channels; acknowledges that security is essential for the stability of African partner countries and the EU must support partner countries to tackle the root causes of irregular migration flows, smuggling and human trafficking; (AM 147)

14 b (new) Notes the reports on continuing human rights violations taking place in Libya in the context of actions of the Libyan coast guard; stresses that many of the people rescued or intercepted by the coastguard are returned to arbitrary detention in horrendous conditions in Libya; underlines that the return of refugees to countries in which they are not safe, is in violation of the 1951 Convention Relating to the Status of Refugees; notes that in the context of the Emergency Transit Mechanism there are concerns on the respect of human rights in the implementation of projects; Notes the failure to respect the principle of non-refoulement in Libya (AM 148); recalls however that any intervention should ensure full protection of human lives, dignity and human rights; calls in this regard on the Commission and Member States to review and conduct a specific risk assessment, in consultation with CSOs, cooperation activities with the competent authorities in maritime and border surveillance and management funded under the EUTF for Africa to ensure an objective assessment of the respect for human rights; (LIBE, AM 124, 125, 128, 148, AM 139 part 2);

COMP 12

AM 135 (ECR), AM 137 (Co-rapporteurs), AM 132 (S&D), AM 133 (Greens/EFA)
covers AM 129 to delete Paragraph 15 (S&D) and makes AM 131 (Comín i Oliveres) fall

Paragraph 15

15. Underlines the importance of cooperation and dialogue with local partners (AM 135); hails the consultations and studies carried out to identify priority needs (AM 137); strongly calls on the Commission to properly involve local authorities and civil society organisations (CSOs) in projects supported by EUTF for Africa; (AM 132, 133)

COMP 13

AM 138 (Co-rapporteurs), AM 119 (Negrescu)

Paragraph 15 a new

15 a (new). Notes that one of the key objectives of the EUTF for Africa - as determined in its Constitutive Agreement - is addressing the root causes of migration, in particular by promoting resilience, economic and equal opportunities, security and development and addressing human rights abuses; (AM 138) calls for greater emphasis on long-term development goals such as employment, education, food security and improving the living conditions of the local population; (AM 119)

COMP 14

AM 55 (Greens) 132 (S&D), AM 134 (Renew), AM 149 (Renew), LIBE F

Paragraph 15 b new (transparency and ECA report 2018)

15 b (new). Notes that the Special report No 32/2018 of the European Court of Auditors pointed out various shortcomings, including the failure to apply EU public procurement law and opaque management (LIBE), recommended an improved project selection procedure, higher implementation speed and a more systematic performance monitoring covering the full range of projects; (AM 134) and noted that due to the fund's broad scope, it often lacked efficiency due to an absence of adequate quantification of the needs and means through which measured impact could have been achieved; (AM 149) calls for the simplification and better communication regarding applications to procurement procedures in order to facilitate access to EU funding for smaller and local NGOs (AM 55);

COMP 15

AM 153 (Greens/EFA), AM 154 (ECR), AM 159 (S&D)

Paragraph 17, 17 a new

17. Considers that the Trust Fund for Colombia has proven its value and represents, under the current circumstances, an important tool to support the implementation of the peace agreement between the Colombian Government and the Revolutionary Armed Forces of **Colombia** (AM 153) (FARC); points out that the extension of the Colombia EUTF has further reaffirmed the EU's commitment and provided much-needed support to the Colombian peace process; *reminds that the EUTF for Colombia is established under the Development Cooperation Instrument, and must be aligned to the primary objective of the development policy of the European Union, which remains that the "Union development cooperation policy shall have as its primary objective the reduction and, in the long term, the eradication of poverty" and "the Union shall take account of the objectives of development cooperation in the policies that it implements which are likely to affect developing countries"* (AM 159)

17 a (new). underlines its important role in supporting Colombia in the area of comprehensive rural development and economic growth; (AM 154) calls for the implementation of the Colombian peace process to continue to prioritise long- and medium-term, fully transparent funding programmes and monitoring, and for these programmes to count with the appropriate

democratic scrutiny and involvement of the European Parliament and appropriate, transparent and inclusive stakeholder consultations, notably of the local civil society; (AM 153)

COMP 16

AM 161 (Co-rapporteurs), AM 160 (Greens/EFA), AM 36 (S&D), AM 179 (The Left)

Paragraph 19 a new

19 a (new). Points out that Turkey hosts the largest refugee population in the world, with almost 4 million registered refugees from Syria, Iraq and Afghanistan; (AM 161, 36) recalls the important role played by FRiT in welcoming refugees from Syria; calls for a thorough human rights impact assessment of the EU-Turkey Statement and underlines the importance of both parties' compliance with fundamental rights as part of its implementation (Greens AM 160); takes the view that the EU should continue to give the necessary support to Syrian and other refugees and host communities in Turkey, avoiding that the Turkish government is directly involved in the management and allocation of funds and should primarily be given directly to the refugees and host communities and should be managed by organisations that guarantee accountability and transparency (AM 160, 176, 168 (ECR)) AM 179)

COMP 17

AM 165 (Renew), AM 167 (Renew), AM 170 (Paet), AM 172 (Paet) AM 174 (Greens/EFA), AM 176 (S&D), 213 (ECR), LIBE 5, AM 211 (S&D)

Paragraph 20, 20 a new, 21

20. Considers that the EU FRT has proven its value as an innovative pooling tool and important coordinating mechanism for assisting Turkey in swiftly responding to the immediate humanitarian and development needs of refugees and their host communities *and stresses the need to ensure sustainability of these activities* (AM 213, 176); *notes therefore that the majority of projects needed to be extended to achieve the expected outcome;* (AM 165) *expresses its support to Turkish civil society and recalls the laudable efforts played by international organizations in implementing these projects;* (AM 176) *underlines the added value generated by involving local organizations, experts, and NGO as well as those from across Member States in the implementation of the FRT;* (AM 211)

20 a (new). Acknowledges the role played by FRT in providing support to some 1.8 million of refugees through basic needs support, 668,900 refugee children with educational support, and millions of refugees with healthcare and protection services (AM 172, 176); stresses however that the Special report No 27/2018 of the European Court of Auditors indicated inconsistency in the financing of health and education activities, with a parallel use of different management structures to fund similar projects, furthermore the report highlighted that greater value could have been achieved in cash-assistance projects and called on the Commission to improve the programming for municipal infrastructure and socio-economic support, enable the operating

environment for NGOs and improve the reporting on the Facility (Renew AM 165); notes in particular the impact of COVID-19 on the refugees (AM 170) and retains that FRT has been established despite the existence of serious concerns about the human rights situation of refugees in Turkey from the perspective of international asylum law (AM 176); recalls that in 2020 the Commission requested a mobilisation of additional EUR 481,6 million under the EU Budget Contingency Margin, which goes beyond the initially foreseen allocation for the FRT, in order to finance the activities under the Emergency Social Safety Net programme and the Conditional Cash Transfer for Education programme; (AM 167)

21. Reiterates its deep regret that Parliament was not formally consulted or asked to give its approval to the creation or extension of this Facility and was only involved as one arm of the budgetary authority, thereby undermining the democratic accountability of the FRT; *affirms that it should not be confronted with this situation again;* (AM 174)

COMP 18

AM 177 (Renew), AM 178 (Marquardt/Greens), AM 209 (S&D), AM 210 (S&D), 182 (S&D)

Paragraph 21 a new

21 a (new). Underlines that the European Court of Auditors Special report No 27/2018 raises questions with the efficiency of the humanitarian projects financed by the Facility since they did not consistently and comprehensively assess the reasonableness of the budgeted costs, notes that the report also raises concern about the fact that is not possible to monitor all the humanitarian projects during the audit; (AM 209) in this respect stresses that the refusal by the Turkish authorities to grant access to beneficiary data for the two cash-assistance projects could raise questions as regards the soundness of financial management under the Facility, particularly taking into account Turkey's rapid backsliding on the rule of law and fundamental rights; recalls the necessity of scrutiny of the funds implemented by the Turkish government and the local authorities; reiterates that the funds have to be exclusively used for accommodating all physical and psychological needs of refugees, including housing, food, education and guaranteeing a decent living standard; calls on the Commission to improve monitoring and obtain the data on beneficiaries of all FRT programmes and projects; stresses that in order to achieve full accountability and to avoid double-funding (AM 210) the Commission should make the resources available on the basis of targets achieved by implementing partners on the ground and after the implementation assessment carried out according to the Financial Regulation rules 1a (AM 177); calls, therefore, on the Commission to ensure that the objectives and the implementation of the FRT are consistent with the EU's general principles, policies and objectives, including democracy, rule of law and human rights and expresses its concern over the degradation of these principles in Turkey;

Footnote: *Special report No 27/2018 of the European Court of Auditors "The Facility for Refugees in Turkey: helpful support, but improvements needed to deliver more value for money", p. 6 and p. 40*

COMP 19

AM 180 (Co-rapporteurs), AM 199 (Renew), AM 206 (S&D)

Paragraph 21 a new

21 a (new). Stresses the importance of transition from humanitarian relief to development cooperation and calls on the Commission to develop and implement a transition strategy, focused to help creating livelihood opportunities for refugees so to improve their self-reliance and social inclusion into their host communities; reminds of the EU long-term objective of a gradual take-over of EU-funded activities by the Turkish authorities in full respect of democracy, rule of law and fundamental rights; (AM 199) Calls on all involved parties of the upcoming Multilateral Conference on the Eastern Mediterranean, to address in a comprehensive way, along humanitarian and development issues; (AM 206, AM 180, AM 199, AM 206)

COMP 20

AM 183 (S&D), AM 185 (Renew), AM 187 (Greens/EFA), AM 190 (Papadakis et al), AM 195 (Papadimoulis), AM 196 (Renew), AM 203 (Lega, EPP), AM 181 (Marquardt/Greens),

Paragraph 22

22. Reiterates its request that Turkey respect the principle of non-refoulement, in particular on the Syrian border, *ensuring that human rights of refugees and their status as guaranteed by the 1951 Refugee Convention are fully respected*, and that it *does not instrumentalize and use as a source of blackmail* (AM 196) *the migratory flows against the EU, for political purposes; expects Turkey to implement in full and in a non-discriminatory manner the EU-Turkey Statement of March 2016 and the EU-Turkey Readmission Agreement* (AM 190) *urges the Commission to ensure a close monitoring of the implementation of the EU-Turkey Statement, including in relation to the human rights situation of asylum seekers and migrants returned to Turkey as part of the EU-Turkey Statement and report back to Parliament;* (AM 181); *Calls on the Turkish authorities to grant full access to UNHCR to the removal centres at the Turkish Syrian border to be able to monitor the respect of the principle of non-refoulement;* (AM 187); *Stresses that the financial support to Turkey in the management of refugee flow must respect full budgetary transparency, as well as unrestricted involvement of civil society organisations; Calls on the Commission to call upon the Turkish authorities to improve the working environment for international NGOs* (AM 203); *calls on the Commission to build upon its experience in special third-party verification system to strengthen the oversight of spending;* (AM 185)

COMP 21

AM 215 (Greens/EFA), AM 216 (Renew), AM 217 (ECR), AM 218 (S&D), AM 221 (Renew)

Paragraph 23

23. Underlines the necessity of better addressing the funding needs in situations of protracted crisis and with a view to the coordination and transition between humanitarian relief,

reconstruction and development in a flexible and interconnected manner, *in a way that is in line with international development policy targets including the United Nations Sustainable Development Goals* (AM 221) *and the Union's development policy principles, such as supporting poverty eradication, the reduction of inequalities; and in case of humanitarian intervention, fully respecting humanitarian assistance principles of humanity, neutrality, impartiality and independence* (AM 215) *with full protection of human lives, dignity and human rights; insists on the need of efficiency and effectiveness of the EU assistance, bringing genuine effects on the ground;* (AM 217)

COMP 22

AM 228 (Renew), AM 230 (NI), AM 236 (S&D), AM 237 (S&D), AM 238 (S&D)

Paragraph 24

24. Stresses the need to take on board the lessons learned in the establishment, management and implementation of the Trust Funds and the FRT in order to apply them to the new generation of external financial instruments *as well as to enhance synergies and coherence of the EU external assistance* (AM 238) *as well as and parliamentary scrutiny* (AM 228); *urges the Commission to present the final comprehensive review on the implementation of the EUTFs, evaluating its alignment with the EU's development, human rights and humanitarian objectives;* (AM 230) *insists further that should the need of any new EUTF or ad hoc instrument arise in the future, the contribution mechanism from the Union budget must be clearly defined negotiated from the outset with the full involvement of the European Parliament;* (AM 236) *believes also that the impact and visibility of EU external assistance should be further increased;* (AM 237) *highlighting the EU's and its Member States' role as the biggest donors of global development financing* (Renew 244)

COMP 23

AM 220 (S&D), AM 222 (NI), AM 223 (S&D), AM 225 (NI), LIBE L,

Paragraph 24 a new, 24 b new

24 a (new). Calls on the Commission to ensure a transparent impact assessment, carried out by independent EU-bodies and experts on the impact of EU-funded projects on the human rights of migrants and refugees, as well as on the wider population in the country concerned; calls for the establishment of an effective and independent monitoring mechanisms to fully monitor and evaluate the final destination of these funds and protocols for action in the event of violations of fundamental rights; (AM 229) *deems it necessary to fully involve regional and local authorities and civil society actors in their design and implementation;* (AM 222) *calls on the Commission and Member States to establish a complete and clear overview of the funds used to finance cooperation with third countries in the field of migration management across all financial instruments and their implementation;* (LIBE L) *underlines the importance of sharing the audit data with the EU financial scrutiny framework, including ECA, OLAF and EPPO* (Renew 259);

24 b (new). Points out to the need to better address challenges related to intra-African migration, which makes up almost 90% of migration flows in Africa, in close cooperation with the African Union and in line with its Migration Policy Framework for Africa and Plan of Action 2018-2030; (AM 225) in the long-run, insists nevertheless on the need for an approach avoiding creating dependencies on external intervention; in this respect, insists on the empowerment through education and the importance of quality education in creating stronger support for development cooperation; (AM 220, 223)

COMP 24

AM 235 (S&D), 240 (Greens/EFA), AM 241 (Renew), AM 242 (ECR)

Paragraph 25

25. While noting that the Financial Regulation allows for the creation of Trust Funds for external action, reiterates further (AM 240) Parliament's long-standing insistence that external assistance be financed in full from the Union budget and be implemented in a coherent and value based (AM 242) way, following a streamlined set of rules, based on co-legislated instruments and in full respect of Parliament's legislative, budgetary and monitoring prerogatives, and of the principles of EU's budgetary unity (AM 242), accountability, transparency, effectiveness and sound budgetary management; highlights that the adoption of extraordinary tools increases the complexity of financing governance and puts financial pressure on existing foreign policy instruments, thereby possibly affecting their efficiency (AM 241); believes that EU Trust Funds could only be used to react to a major sudden crisis and to situations where multiple donor responses need to be coordinated and where the external policy objective cannot be fully achieved by the existing external financing instruments; (AM 242) and under the conditions that the abide by the principle of sound financial management, and that the Union trust fund does not duplicate other existing funding channels or similar instruments without providing any additionally and that the objectives of the trust fund are aligned with the objectives of the Union instrument or budgetary item from which it is funded; (AM235) calls on the Commission to guarantee a more efficient communication on the ground, highlighting the EU's role as the biggest donor of global development financing (Renew 244)

COMP 25

AM 235 (S&D), AM 254 (Greens/EFA), AM 255 (S&D), AM 257 (Renew), AM 258 (Co-rapporteurs), AM 58 (S&D), AM 82 (Renew), AM 264 (Renew), AM 265 (Co-rapporteurs), AM 266 (S&D), AM 267 (S&D), AM 269 (Greens/EFA),

Paragraph 27, 27 a new, 27 b new, 28, 29

27. Welcomes the new EU external financing instrument, NDICI-Global Europe, as it foresees increasing possibilities within the EU budget to respond to new emergencies; (AM 58) is confident that the NDICI-Global Europe will allow for more efficient allocation of resources (AM 257 and 258), as well as sufficient (AM 255) flexibility and responsiveness, while learning from past experiences and assessments (AM 254) of the existing trust funds, and while replacing the activities of the existing Trust Funds by the NDICI-Global Europe Instrument (AM 254);

27 a (new). *Underlines that NDICI-Global Europe should be used to its full potential, and where necessary improved, while the recourse to extraordinary financing tools should be limited to unforeseen emergencies, (AM 82) thereby safeguarding the unity and democratic accountability (AM 235, 255) of the Union budget; underlines in this respect that ordinary decision-making governance framework confers more legitimacy to the EU's external action, both within the EU and in the destination countries; (AM 257)*

27 b (new) *Requests that the funding of any successor to the current FRT is not done at the expense of the newly adopted financing instruments, especially IPA III and NDICI-Global Europe, including its emerging challenges and priorities cushion, as the FRT successor does not respond to a genuinely new challenge or crisis; strongly advocates the funding of any such initiative through fresh appropriations, reinforced, if needed, by contributions from the Member States; reiterates that Parliament must be fully and from the outset involved in the discussions on the FRT successor, including its funding and governance structures which have to reflect the origins of the funding and the role of the budgetary authority; (NEW)*

28. In the event of greater needs in the MFF 2021-2027, advocates *that the first and main solution to be explored should be through the co-legislated instruments, (AM 266) namely by increasing the NDICI-Global Europe envelope through a revision of the MFF and the NDICI-Global Europe regulations, or as a secondary option and under the condition that the Parliament is fully involved in the decision-making process and endowed with the proper scrutiny power, (AM 266) a strengthening of the relevant NDICI-Global Europe budget lines with contributions in the form of external assigned revenue; expects in this respect that the upcoming revision of the Financial Regulation will ensure appropriate involvement of the budgetary authority in the governance of external assigned revenue; (AM 264) stresses that, should nevertheless (AM 265) a need for a duly justified new Trust Fund arise, following an outbreak of a major crisis, a sudden change in international relations requiring a major EU financial response, or the need to pool resources with third countries which would not be feasible under the co-legislated instruments, (AM 265) Parliament must be fully involved from the very outset; considers, in this respect, that the Financial Regulation should be revised to guarantee appropriate role of the Parliament in the setting-up and scrutiny of any new trust fund, (AM 264), including in the drawing up of the constitutive agreement and the mobilisation of the Union's contribution, the implementation, continuation and possible liquidation; (AM 267)*

29. Calls on the Commission to prioritise the nexus approach in the implementation of the NDICI-Global Europe, and calls for the cooperation between EU humanitarian and development actors, (AM 269) notably in post-crisis settings and in protracted crises, to be increased in order to better adapt to local needs and deliver more efficient results;

COMP 26

AM 277 (Greens/EFA), AM 282 (S&D), AM 288 (Co-rapporteurs)

Paragraph 30 and 31

30. **Welcomes** (AM 270) the close-to-ground decision-making procedure, adaptation to the local realities **and the possibility to implement cross-border and multi-year funded projects in** (AM 270) the EUTFs and the FRT as **these are of high added value; calls for mainstreaming such aspects** (AM 270) in the future programming exercises linked to budgetary instruments for EU external policy;

31. Acknowledges that cooperation with local communities **and stakeholders**, including local **government bodies, civil society organisations, social partners and** religious leaders, in settings affected by conflict is crucial to foster reconciliation, dialogue and peace; **emphasises that local churches and faith-based organisations play an active role in development cooperation and in delivering humanitarian assistance to the people most in need and calls the Commission to engage with them, notably in the case of delivering direct support to hard-to-reach communities in developing countries;** (AM 288)

COMP 27

AM 17, AM 21 (Greens/EFA), AM 22 (The Left), AM 23 (Renew)

Recitals A and B

A. whereas four EUTFs have been established since 2014 to respond to the need for flexible and quick instruments to provide a coherent and reinforced aid response to crises: the Bêkou EUTF, established on 15 July 2014, with the objective of supporting all aspects of the Central African Republic's exit from crisis and its reconstruction efforts; the Madad EUTF, a European Union Regional Trust Fund in response to the Syrian crisis **to allow for pooling and tailoring resources and response at a regional level** (AM 17), established on 15 December 2014; the Africa EUTF, a European Union Emergency Trust Fund for stability and addressing the root causes of irregular migration and displaced persons in Africa, established on 12 November 2015; and the Colombia EUTF, established on 12 December 2016 to support the implementation of the peace agreement in the early recovery and stabilisation post-conflict;

B. whereas the revision of the Financial Regulation in 2018 introduced provisions strengthening **to a certain extent** (AM 23) Parliament's scrutiny powers when new EUTFs are established or the current ones are extended; **whereas such provisions remain too limited to ensure full democratic scrutiny from the European Parliament as well as complete Parliamentary scrutiny from the budgetary authority** (AM 21) **as enshrined in the treaties** (AM 22);

COMP 28

AM 19, AM 20, AM 32, AM 48 (Co-rapporteurs), AM 31, AM 39, AM 41 (S&D), AM 34 (Renew), AM 35 (The Left), AM 47 (Castaldo)

Recitals D, Da new, Db new

D. whereas the establishment of both the EUTFs and the Facility for refugees in Turkey (FRT) have been justified by the need for a flexible, **ad hoc** (AM 31) and swift reaction not possible under the classical institutional framework **and the limited resources and flexibility available in the EU**

budget (AM 31); whereas the new EU's external financial framework (NDICI-Global Europe) should overcome the constraints that lead to the need to launch Trust Funds to response in a more flexible and rapid manner to specific crises (AM 39); whereas the extra-budgetary instruments such as the EUTFs, as well as extraordinary tools such as the FRT, jeopardise the principles of (AM 34) democratic accountability, transparency and sound financial management, undermining (AMs 34, 35), the role of the European Parliament and also the integrity and unity (AM 31) of the EU budget; whereas, the European Parliament was not consulted on the establishment of the extra-budgetary instruments (AM 19); whereas given that the European Development Fund (EDF) contributed to the Africa and Bekou EUTFs, the Parliament was not involved at all in setting-up of these two EUTFs; whereas the European Parliament's possible involvement was limited to an objection to the draft implementing decisions on constitutive agreements on the Madad and Colombia EUTFs (AM 20);

Da (new). whereas when setting-up a Union Trust Fund, the European Commission has to justify its value added, visibility, complementarity with other EU financing instrument and alignment with policy objectives (AM 32), and whereas it is essential to guarantee continuous monitoring and evaluation on the use of funds to ensure that their affects are always in line with EU law, fundamental values and objectives (AM 47);

Db (new). whereas, according to the Financial Regulation, the EUTFs should be subject to an annual external and independent audit and the European Commission has the power to suspend the financing agreement if the third country breaches an obligation relating to respect for human rights, democratic principles and the rule of law and in serious cases of corruption; (AM 41) and whereas European Court of Auditors recommended to the Commission in its special reports on the EUTFs to improve donor coordination (BEKOU), remove weaknesses in implementation, increase efficiency and focused actions (EUTF for Africa) and deliver better value for money (FRT); (AM 48)

COMP 29

AMs 30, AM 48 (Co-rapporteurs), AM 45 (S&D), AM 28 (Greens/EFA), AM 188 (Meimarakis et al)

Recitals E, Ea new, Eb New

E. whereas Parliament, while acknowledging their value-added, has repeatedly voiced the need for enhanced parliamentary scrutiny of the EUTFs and the FRT and for stronger involvement in the preparation and negotiation of future EUTFs and of the extension of existing EUTFs and other financial instruments in the domain of EU external action (AM 45); whereas Parliament called on the Commission to improve the communication on the Trust Funds and noted that regular, figure-based information on the implementation of the Trust Funds is essential to grant the democratic overview and the scrutiny role of the European Parliament; (AM 28)

Ea (new). whereas the biggest share of contributions to the EUTFs are now coming from the EU budget itself, while contributions from Member States represent a very limited share of the

total EUTFs' budget (AM 45); whereas, the Member States' contributions to the FRT are not voluntary, but based on the GNI contribution key and are directly included in the Union budget as external assigned revenue pursuant to Art.21(2)(b) of the Financial Regulation; whereas in the case of the EUTFs, Member States' contributions are not integrated into the Union's budget pursuant to Art. 187(6) of the Financial Regulation; (AM 30)

Eb (new) Whereas EU-Turkey Statement of March 2016 and the EU-Turkey Readmission Agreement gives a special regard to prevention of new sea or land routes for illegal migration, dismantling of smuggling networks, control of its borders and acceptance of returns, in a non-discriminatory manner (AM 188);

COMP 30

AM 37 (Greens/EFA), AM 40, AM 43, AM 44 (S&D), LIBE (G)

Recital Ec new

Ec (new). whereas the primary objective of the Union development cooperation policy is the reduction and, in the long term, the eradication of poverty as enshrined in Article 208 TFEU (AMs 40, 37, LIBE); whereas the European Consensus on Development remains the doctrinal framework for EU development policy, and the European Consensus on Humanitarian Aid reaffirms the fundamental principles of humanitarian aid (AM 43); whereas the EU and its partners in the humanitarian field must be able to ensure assistance and protection based on needs and on respect for the principles of neutrality, impartiality, humanity and independence of humanitarian action; (AM 44); Whereas funds from the Official Development Assistance (ODA) sources must be devoted to the economic, human and social development, particularly to securing access to quality education, to local resilience building, including related to climate change, and peacekeeping operations for delivering development and/or humanitarian assistance, with particular focus on the development challenges identified in the Trust Fund decision.

COMP 31

AMs 27 (Co-rapporteurs), AM 42 (S&D), AM 81 (S&D)

Recital E d new

Ed (new). whereas the Constitutive Agreement on EU Trust Funds clearly put border management projects in Libya within the scope of the mandate of the EUTF as well as the regulation of the European Neighbourhood Instrument (ENI) (AM 27), whereas since July 2017, almost €90m has been allocated through the EUTF for Africa to train, equip and support the capacity of the Libyan coastguard and €49m has been allocated to address the conditions in which returnees are detained (AM 42); whereas the Constitutive Agreement of the EUTF clearly states that the Trust Fund will finance activities that contribute to improving migration management in all its aspects in line with the Global Approach on Migration and Mobility, including containing and preventing irregular migration and fight against trafficking of human

beings; (AM 27) whereas, nevertheless, there have been allegations of cases of human rights violations in the context of the activities of the Libyan coast guard;

Ee (new). whereas in 2020 the Parliament considered that, in order to proceed with the extension of the EUTF for Africa, mandatory guarantees on the respect of human rights should be provided in all funded projects, with particular attention to migration management and also looking that these guarantees be established in the case of a need for a duly justified new Trust Fund in the future; (AM 81)

COMP 32

AM 232 (Renew), AM 273 (S&D)

29b (new) Notes that gender equality and social inclusion are one of the main spending targets of the NDICI-Global Europe programming; reiterates the EU's commitment to empowering women and girls, and calls on the Commission to integrate gender equality along with resilience building and climate change adaptation into planning and implementation of the Trust Funds and the FRT; Recommends that a gender-sensitive analysis and consideration of the involvement of women in designing supported projects should be regularly carried out in the implementation of projects under both the EU Trust Funds and the Facility for Refugees in Turkey (232);