EUROPEAN
COMMISSION

Brussels, 15.12.2025
C(2025) 8853 final

COMMISSION IMPLEMENTING DECISION

of 15.12.2025

on the financing of the multiannual action plan on migration for the Southern Neighbourhood for 2025-2027

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union

Having regard to Regulation (EU) 2021/947 of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument - Global Europe, amending and repealing Decision No 466/2014/EU and repealing Regulation (EU) 2017/1601 and Council Regulation (EC, Euratom) No 480/2009[1], and in particular Article 23(1) and (2) thereof,

Having regard to Regulation (EU, Euratom) 2024/2509 of the European Parliament and of the Council of 23 September 2024 on the financial rules applicable to the general budget of the Union[2], and in particular Article 110(1) thereof,

Whereas:

(1) In order to ensure the implementation of the 'Multiannual Action plan on Migration for the Southern Neighbourhood 2025-2027', it is necessary to adopt a multiannual financing Decision, which constitutes the multiannual work programme for 2025-2027.

(2) The envisaged assistance should comply with the conditions and procedures set out by the restrictive measures[3] adopted pursuant to Article 215 TFEU.

(3) It is necessary to allow for the payment of interest due for late payment on the basis of Article 116(5) of the Financial Regulation.

(4) In order to allow for flexibility in the implementation of the action plan, it is appropriate to determine the changes which should not be considered substantial for the purposes of Article 110(5) of the Financial Regulation.

(5) The action plan provided for in this Decision should contribute to climate, biodiversity and gender-equality mainstreaming in line with Commission Communication 'The European Green Deal'[4] and in the Interinstitutional Agreement of 16 December 2020 on budgetary discipline, on cooperation in budgetary matters and on sound financial management, as well as on new own resources, including a roadmap towards the introduction of new own resources[5].

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1 OJ L 209, 14.6.2021, p.1.

2 OJ L 239, 26.9.2024, ELI: http://data.europa.eu/eli/reg/2024/2509/oj.

3 www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

4 COM(2019)640 final of 11 December 2019.

5 Interinstitutional Agreement of 16 December 2020 between the European Parliament, the Council of the European Union and the European Commission on budgetary discipline, on cooperation in budgetary matters

(6) The Commission has adopted the Multiannual Indicative Programme (MIP) 2021-2027 for a Multi-Country Migration Programme for the Southern Neighbourhood ('MCMP')[6] which is in line with the Pact on Migration and Asylum[7] and reflects the Joint Communication on a Renewed Partnership with the Southern Neighbourhood[8], and which sets out four priorities. The first priority of the MCMP addresses the need to provide assistance and protection to forcibly displaced persons, including asylum seekers, refugees, Internally Displaced Persons (IDPs), and other persons in need, including migrants in vulnerable situations, as well as host communities notably in North Africa through a multi-sectoral and sustainable approach. The second priority aims at strengthening migration and asylum governance and management, while the third priority aims at fostering return, readmission and sustainable reintegration. Supporting a comprehensive approach to legal migration and mobility is the fourth priority.

(7) The objectives pursued by the below Actions to be financed under the Neighbourhood geographic programme of Regulation (EU) 2021/947 should encompass the mentioned priorities of the MCMP.

(8) The objective of Action 1, entitled 'Enhancing the Protection and Resilience of Migrants, Refugees and other people in need in North Africa' is to deliver life-saving assistance and strengthen the long-term resilience of migrants, refugees, asylum seekers, and host communities. It aims to address protection gaps while supporting inclusion and community cohesion through a human rights-based and conflict-sensitive approach.

(9) The objective of Action 2, entitled 'Support to Strengthening Migration Governance and Border Management', is to enhance partner countries' ability to manage migration flows, improve border governance, and disrupt migrant smuggling and human trafficking networks. The action will reinforce institutional frameworks, promote data-driven policies, and support cross-border cooperation in line with international obligations.

(10) The objective of Action 3, entitled 'Supporting Voluntary Returns of migrants stranded in North Africa and Sustainable Reintegration of migrants returning from or to North Africa', is to facilitate safe and dignified voluntary returns from North African countries and providing comprehensive reintegration assistance to returnees. It will also strengthen national systems for return and reintegration, ensuring consistency with international standards.

(11) The objective of Action 4, entitled 'Supporting a comprehensive approach to legal migration and mobility and the implementation of Talent Partnerships', is to promote regular migration opportunities and labour mobility between North/Sub-Saharan Africa and the EU. Through Talent Partnerships, train-to-hire schemes, and capacity building of employment and training institutions, it aims to boost employability and support structured legal pathways that benefit all stakeholders.

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and on sound financial management, as well as on new own resources, including a roadmap towards the introduction of new own resources (OJ L 433I, 22.12.2020, p. 28, ELI: http://data.europa.eu/eli/agree_interinstit/2020/1222/oj).

6 C (2022)8015

7 COM (2020) 609

8 JOIN (2021) 2

(12) The objective of Action 5, entitled ‘Sector Budget Support Programme for the National Strategy on Immigration and Asylum (SNIA) of the Kingdom of Morocco’, is to contribute to the implementation of Morocco’s SNIA through a sector reform contract. It will support the government in enhancing integrated border management, protecting vulnerable migrants, and fostering migrant integration, while promoting a rights based approach to migration governance.

(13) The objective of Action 6, entitled ‘Migration Neighbourhood South Technical Cooperation Facility’, is to serve as a strategic facility to reinforce the quality and coherence of migration-related interventions. It provides targeted technical assistance, facilitates evidence-based policy dialogue, and ensures visibility, monitoring, and alignment with EU values.

(14) The Commission should acknowledge and accept contributions from other donors in accordance with Article 21(2) of the Financial Regulation, subject to the conclusion of the relevant agreement. Where such contributions are not denominated in euro, a reasonable estimate of conversion should be made.

(15) In accordance with Article 43 of Regulation (EU) 2021/947, the component(s) of the actions set out in the Annexe III “Supporting Voluntary Returns of migrants stranded in North Africa and Sustainable Reintegration of migrants returning from or to North Africa” are of a global, regional nature, fostering regional cooperation. Due to the action’ nature and the importance to ensure complete regional coverage, the eligibility of the action extends exceptionally to the countries identified in the action document, as their participation constitutes a substantial element to ensure the coherence and effectiveness of Union financing.

(16) The objective and design of action 1 ‘Enhancing the Protection and Resilience of Migrants, Refugees and other people in need in North Africa*’*, Action 3 ‘Supporting Voluntary Returns of migrants stranded in North Africa and Sustainable Reintegration of migrants returning from or to North Africa’, Action 4 ‘Supporting a comprehensive approach to legal migration and mobility and the implementation of Talent Partnerships’, Action 5 ‘Sector Budget Support Programme for the National Strategy on Immigration and Asylum of the Kingdom of Morocco’ and Action 6 ‘Migration Neighbourhood South Technical Cooperation Facility’ fulfil the criteria for Official Development Assistance established by the Development Assistance Committee of the Organization for Economic Cooperation and Development, pursuant to Article 3(4) of Regulation (EU) 2021/947, contributing to the sustainable development of partner countries and the implementation of the 2030 agenda, notably by enhancing governance, protection, reintegration, employability, and policy frameworks in partner countries, thus directly contributing to poverty reduction, social inclusion. The countries benefiting from the action which are included in the list of ODA recipients, are identified in the respective action documents.

(17) Pursuant to Article 62(1), first subparagraph, point (c),) and Article 26(1) of Regulation (EU) 2021/947, of the Financial Regulation, indirect management will be used for the implementation of the action plan.

(18) The Commission is to ensure a level of protection of the financial interests of the Union with regards to entities and persons entrusted with the implementation of Union funds by indirect management as provided for in Article 154(3) of the Financial Regulation. To that end, such entities and persons are to be subject to an assessment of their systems and procedures in accordance with Article 154(4) of the Financial Regulation and, if necessary, to appropriate supervisory measures in accordance with

Article 154(5) of the Financial Regulation before a contribution agreement can be signed.

(19) It is necessary to authorise the award of grants without a call for proposals and to provide for the conditions for awarding those grants in accordance with Article 198, point (a) for humanitarian aid, emergency support operations, civil protection or crisis management; (b) in other exceptional and duly substantiated emergencies; (c) to bodies with a de jure or de facto monopoly, or designated by Member States; (d) to bodies identified by a basic act as beneficiaries, or designated by Member States; (e) for research and technological development, to bodies identified in the work programme where the basic act expressly provides, and when the project does not fall under a call for proposals; (f) for activities requiring a specific type of body due to technical competence, high specialisation or administrative powers, when not covered by a call for proposals; of the Financial Regulation.

(20) It is necessary to protect security and public order of the Union or its Member States as provided for in Article 136 of the Financial Regulation

(21) The action plan provided for in this Decision is in accordance with the opinion of the of the Neighbourhood, Development and International Cooperation Instrument Committee.

HAS DECIDED AS FOLLOWS:

Article 1
The action plan

The multiannual financing Decision, constituting the multiannual work programme for the implementation of the multiannual work programme on Migration for the Southern Neighbourhood 2025-2027, as set out in the Annexes, is adopted.

The action plan shall include the following actions:

‘Enhancing the Protection and Resilience of Migrants, Refugees and other people in need in North Africa’ set out in Annex I;

‘Support to strengthening migration governance and management’ set out in Annex II;

‘Supporting Voluntary Returns of migrants stranded in North Africa and Sustainable Reintegration of migrants returning from or to North Africa’ set out in Annex III;

‘Supporting a comprehensive approach to legal migration and mobility and the implementation of Talent Partnerships’ set out in Annex IV;

‘Sector Budget Support Programme for the National Strategy on Immigration and Asylum of the Kingdom of Morocco’ set out in Annex V;

‘Migration Neighbourhood South Technical Cooperation Facility’ set out in Annex VI.

Article 2
Union contribution

The maximum Union contribution for the implementation of the action plan for 2025-2027 is set at EUR 675 000 000 and shall be financed from the appropriations entered in budget line 14.020110 of the general budget of the Union.

The appropriations provided for in the first paragraph shall also cover interest due for late payment.

Article 3
Methods of implementation and entrusted entities or persons".

The implementation of the actions carried out by way of indirect management, as set out in the Annexes, may be entrusted to the entities or persons referred to or selected in accordance with the criteria laid down in Annex I, II, III, IV, V and VI.

Article 4
Flexibility clause

Increases[9] or decreases of up to EUR 10 million and not exceeding 20% of the contribution set in Article 2, first paragraph, considering each financial year separately, or cumulated changes to the allocations of specific actions not exceeding 20% of that contribution, as well as extensions of the implementation period shall not be considered substantial for the purposes of Article 110(5) of Regulation (EU, Euratom) 2018/1046, provided that these changes do not significantly affect the nature and objectives of the actions.

The authorising officer responsible may apply the changes referred to in the first paragraph. Those changes shall be applied in accordance with the principles of sound financial management and proportionality.

Article 5
Security and public order

In accordance with Article 136(2) of the Financial Regulation, the actions set out in the Annex(es) have been identified as affecting the security and public order of the Union or its Member States.

In accordance with Article 136(3) of the Financial Regulation, the authorising officer responsible may set specific conditions for the award procedures and for the resulting legal commitments. The specific conditions shall be strictly limited to what is necessary to protect security or public order of the Union and/or its Member States.

Done at Brussels, 15.12.2025

For the Commission
Dubravka ŠUICA
Member of the Commission

[9] These changes can come from external assigned revenue made available after the adoption of the financing Decision