ENPI Programming Process

ENPI working session,
Bazaleti Lake, Georgia
2010

Manana Kochladze, CEE Bankwatch Network

Funded by Black Sea Trust, German Marshall Fund
Introduction to a financial instrument
EU Financial instruments 2007-2013 outside of EU

European Instrument for Democracy and Human Rights

Instrument for Stability

- IPA
- EDF
- ENPI
- DCI

- Investing in People
- Migration and Asylum
- Environment and Natural Resources
- Food Security
- Non-State Actors and Local Authorities

- Geographical instrument with a specific legal basis
- Horizontal instrument with a specific legal basis
- Thematic programme included in DCI legal basis
European Neighbourhood and Partnership Instrument

Main channel of EC assistance in the region (close to **12 Billion Euros** (2007-2013) financial regulation)

“geographical programming”: complementary with other instruments / programmes

Main objective (article 1):
“development of an area of **prosperity** and good neighbourliness”
ENPI good wording…

- Partnership, joint **ownership** and building on shared values of democracy and respect for human rights. (recital 2)

- **Sustainable development and poverty reduction** as common values (recital 4)

- Support to neighbouring countries should be coherent with the objectives and principles of the European Community Development Policy (recital 10)
ENPI good wording…

Community assistance …be established in partnership between the Commission and the beneficiaries. The partnership shall involve, as appropriate, national, regional and local authorities, economic and social partners, civil society and other relevant bodies.”

“The beneficiary countries shall associate the relevant partners as appropriate, in particular at regional and local level, in the preparation, implementation and monitoring of programmes and projects.”
ENPI problematic wording…

“Assistance should take into account the need to establish a free-trade area for goods by 2010”. (recital 13)

“Assistance should support “issues such as asylum, migration and readmission, and the fight against, and prevention of, trafficking in human beings as well as terrorism and organised crime,” (Art 2. 2 r)
Legal framework – EC regulation No 1638/2006

Principles:
- Complimentarity
- Partnership
- Co-financing
ENPI assistance programs

- 16 national programmes
- Three regional programmes:
  - East ENPI regional
  - South ENPI regional
  - Trans-regional
- 15 Cross-border-Cooperation (CBC) programmes.
Partnership and Cooperation Agreements

Euro-Med Association Agreements

European Consensus

Other International Commitments

**ENP Action Plans**

**European Neighbourhood and Partnership Instrument**

- Country/Regional Strategy Papers and Indicative programmes
- Cross-Border Cooperation SPs and IPs
- Annual Action programmes
- Annual Action programmes
What is the programming of EC assistance?
What is programming?

- Programming is **an essential decision-making process** aimed at defining the EC strategy for countries receiving external assistance.
- For “neighbouring” countries, it defines EC assistance to support the implementation of the Action Plan.
- Country Strategy Papers, Regional SPs, Indicative Programmes, Annual Action Programmes.
ENPI fundamentals

Program Level – Country Strategy Papers, Regional SPs, Indicative Programmes, Annual Action Programmes

Operational Level – Budgetary support, Twinning, TAIEX, NIF, CBC, CBI, SIGMA
Programming process

Strategy Papers 2007-2013
- Analysis of the situation
- Response strategy
- Priority sectors
- 7 years
- Revised at mid-term

Multi-annual Indicative Programmes 2007-2010/2010-2013
- Normally attached to Strategy Papers
- Set global and per priority allocations
- Cover 3-4 years

(Annual) Action Progr.
- Annual
  - Describe projects identified for financing
  - Define the budget per project
  - Lead to EC decision & commitments of funds
EC Assistance Programming documents

• **Strategy Papers:**
  They define the long-term objectives for cooperation and identify the strategic priorities and the specific fields of action

• **Multi-annual Indicative Programmes:**
  Based on the strategy papers, they contain a description of sectoral and cross-cutting issues, specific objectives, expected results and budget

• **Action Programmes:**
  Adopted on an annual or biannual basis, they include a list of projects/programmes to be financed
ENPI at National level
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<th>Country</th>
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The Country Assistance Strategy 2007-2013

1. THE OBJECTIVES OF EU/EC COOPERATION
   Overall external policy goals of the EU
   Strategic objectives of EU/EC cooperation

2. AN OUTLINE OF THE POLICY AGENDA
   General aspects, Internal policy, External policy

3. THE POLITICAL, ECONOMIC, SOCIAL AND ENVIRONMENTAL SITUATION

4. AN OVERVIEW OF PAST AND ONGOING EC ASSISTANCE
   Assistance to country, Key lessons learnt
   Complementarity and coordination with other donors
   Consistency of EC cooperation policy with other core policies of the EU
   (“policy mix”)

5. THE EC RESPONSE STRATEGY
   Principal objectives. Assistance priorities, Instruments and means
National Indicative Programme (NIP) 2007-2010, 2010-2013

1. Introduction
2. Main Priorities and Goals
3. Indicative Budget
4. Priority Area 1: Support for Democratic Development & Good Governance
5. Priority Area 2: Support for Regulatory Reform and Administrative Capacity Building
6. Priority Area 3: Support for Poverty Reduction and Economic Growth
8. Implementation
9. Risks and Assumptions
10. Alignment, Harmonisation and Consultation
Programming = N +2

- Strategy Papers adopted spring 2007
- Draft Annual Action Programme 2008
  - preparation in Delegation, then EuropeAid
  - Finalised by spring: May 2008
  - EU Member States ENPI Management Committee - by mid-June 2008
- Implementation 2009
- Summary, financial closure 2010
ENP tools National Level

- General/Sectoral Budget
- Technical assistance
  - TAIEX
  - SIGMA
  - Twinning
  - Governance Facility
ENP - Regional level

- Regional Strategy paper – East, South
- Regional Indicative program – East, South – CBC, NIF, TAIEX, SIGMA
- Inter-regional program
- Cross – Border Cooperation
Multi-annual strategy paper

Brussels / DG RELEX in charge

EuropeAid HQ in charge, link to delegations

HQ/Delegation/partners: shared responsibility

Contribution by EuropeAid + Delegations

Delegation mostly in charge

Annual Action Programme

EuropeAid HQ in charge – Centralised Delegation in charge – local calls

Calls for Proposals

EuropeAid HQ and/or Delegations in charge

Contribution: RELEX

Evaluation

Contracts, follow-up & payment

Assessment & selection
ENPI Monitoring and evaluation

- Mid-term review process
- ENPI funding monitoring and evaluation (ind. project, groups of projects in same sector)
- Country evaluation
  - following CSP cycle and/or needed
  - Done by AIDCO/RELEX joint evaluation unit
Mid-term review

- CSP review 3 or 4 year basis
- Identification
  - key priority areas in need of financial assistance
  - follow-up assistance is required to previous programmes;
  - Areas is no longer a priority.
Mid term review: 2009

- Revision of Country Strategy Papers / RSP
- New National / Regional Indicative Programme 2010-2013 developed
- Lessons learnt / evaluation results / your comments! to be taken into account
- EP: democratic scrutiny
- Civil society involvement and recommendations
ENPI programming

**General trends:**
- Strong focus on trade facilitation
- Little spending planned on education and health
- Focus on migration
- Gender absent from most CSPs

**Participation:**
- Very little CSO participation
- National parliaments and local authorities often out of the process