

"FICHE CONTRADICTOIRE"
**Evaluation of the European Union's support to
two European Neighborhood Policy Regions (East and South)**

Recommendations	Responses of Services:	Follow-up (10/02/2014)
EU POLICY FRAMEWORK and STRATEGIC FOCUS		
<p>1. At the design stage, consequences of the choice of project's management structure should be better anticipated and more flexibility in the choice of local partners should be allowed during implementation to ensure that changes in the institutional environment can be adequately taken into account.</p> <p>More attention be paid to sustainability issues and a clear institutional achievement objective focusing on the continuation of programme activities beyond the timeframe envisaged for EU support should be integrated and planned for ex-ante, within project design.</p> <p>Cooperation with well-established regional institutions - which has proven successful in some regional interventions - should be pursued.</p> <p>If, in specific sectors, the objective of the Commission is to launch and support a dialogue / network process without having the ambition of sustainability, then it must be (more) explicitly stated in programming documents.</p> <p>For projects overseen by government (nominated) institutions, more attention should be given to the choice of stakeholders and counterparts and specific efforts will be required to develop more transparent criteria and processes for their selection.</p>	<p>Agreed. The sustainability of the results of each action (rather than its continuation) depends on the actions being tailored to the needs of the beneficiary institutions. This is a core element of the design process and needs to be reassessed regularly; efforts will be made to ensure this is spelled out more clearly in the programmes' documentation. Moreover each action is subject to frequent independent monitoring which addresses specifically sustainability issues.</p> <p>Agreed. Cooperation with well-established organisations when they exist will be pursued. In the ENPI South the Union for the Mediterranean (UfM) Secretariat is regularly consulted and systematically invited to take part to the peer review meetings structuring the design phase of DG DEVCO regional actions and this in all sectors of activities. Cooperation with the League of Arab States is expected to further develop in the coming years. Sector specific organisations are also informally consulted. Due to more specific circumstances, there is no overall counterpart organisation as such in the ENPI East and the EC impulses the regional cooperation in Energy and Transport through its active participation into INOGATE and TRACECA.</p> <p>Agreed. When sustainability of the action is not an achievable goal it shall be explicitly mentioned in the Action Fiche. However, regional dialogues should be upheld where they have a prospect of contributing to closer regional or sub-regional cooperation.</p> <p>There is indeed some oversight of governments in the operations of the Anna Lindh Foundation (ALF) and Cross Border Cooperation (CBC) programmes. Regarding the ALF, the oversight by the EC in the selection process and participation of EC representatives to the various programme steering committees (observer status at Board meetings) or similar bodies ensure transparency. Regarding CBC, which is managed through shared</p>	<p>Will be applied as of the 2014 AAP</p> <p>In the East cooperation with TRACECA, INOGATE and Black Sea Economic Community is being pursued.</p> <p>This will be reflected in the 2014 AAP</p> <p>HQ services follow up will be reinforced on the various aspects of the ALF operation as of 2014</p>

<p>The participation of the EUD in the implementation should be intensified, notably to facilitate the project take off / launch and to consolidate the institutional arrangement.</p> <p>The design of Commission interventions should allow enough flexibility in the choice of local partners during implementation to take into account (and benefit from) the renewal of the institutional environment.</p> <p>EUDs should regularly seek for the information on changes within the institutional environment and suggest adjustments to regional project management units.</p>	<p>management with MS, the EC's role is to safeguard the existing implementing rules in what concerns the choice of stakeholders and counterparts.</p> <p>Agreed. Participation of the EU Delegations in the implementation of regional projects has been intensified with closer involvement of the operations team in the Delegation. EU Delegations are systematically consulted during design and, where applicable, given responsibility in the national steering committee overseeing implementation of national activities. Regional steering committees have been/will be set up with participation of the EU Delegations concerned. Visibility of the regional actions would be further enhanced with more active participation of the head of Delegation in key project events.</p> <p>Absolutely, particularly in the context of the Neighbourhood Region where such changes are frequent. However, ownership requires clarity on the key partners whose commitment is required to make the action succeed. Regional programmes generally feature several components with different stakeholders (and often even different beneficiary countries): this architecture allows for adjustments if, due to unforeseen circumstances, should one component fall out.</p> <p>EU Delegations systematically seek information and report to HQ on changes within the institutional environment and where relevant indeed share remarks with HQ concerning future and on-going regional projects.</p>	<p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p>
<p>2. Stimulate transfer of experience and best practices between the two ENP regions.</p> <p>Structured mechanisms should be put in place by DEVCO to enhance coordination and the systematic exchange of experiences between the managers of similar regional programmes (be the managers at HQ and/or at EUDs) within the two ENP regions.</p> <p>The design of every new project should systematically include a reflection on actual lessons learned on similar topics through the implementation of other projects in both regions rather than a more generic reference to the importance of lessons learnt in the past.</p>	<p>The systematic exchange and cross-fertilisation of experience in the overall region actually takes place with the rotation of staff between HQ and the various Delegations of the East and Southern Neighbourhood. Regular meetings are also organised at HQ between the two regional units to share experience on key areas such as transport, energy, civil society, private sector development</p> <p>Agreed. Action Fiches will be, wherever possible, more explicit in identifying lessons learned including, where relevant, from the Neighbourhood Region. However, lesson learned are already systematically taken into consideration in the design phase (though this is not necessarily always documented) through the QSG process and the peer review of the Action Fiches.</p>	<p>Ongoing. A regional seminar with Heads of Operations will be organised in March. Moreover several thematic regional – or wider – seminars take place each year either in HQ or in region (civil society, budget support...)</p> <p>To be implemented with the new 2014 AAP.</p>
<p>3. Foster synergies between regional and bilateral</p>		

<p>interventions</p> <p>More efficient interface between regional and bilateral programmes in the same sector should be pursued through an improved and formal system of exchange of information between programme managers (including with TAs within PIUs where relevant). To this end:</p> <p>➤ the design of regional programmes should not only include references to the regular sharing of information on their activities, but also provide clear guidance on how to proceed, e.g. by indicating that information be circulated in a very synthetic format, be targeted toward sector managers, in particular towards the concerned EUDs;</p> <p>➤ simple tools such as an Excel file in a matrix format with three entries only should be used: sector (with a closed list), country/(ies), time period be devised and updated to include each new project (regional, bilateral, other). The availability of such a simple information set, a “cooperation matrix”, would prevent anyone from ignoring the existence of related interventions in a specific sector/country.</p> <p>The meetings on common key issues/topics between representatives from DEVCO F3/F4 and EUDs should take place to foster the strengthening of synergies between the different levels of interventions.</p>	<p>Indeed this is an urgent priority for future programmes in the Neighbourhood. Formal, as well as informal, information exchanges will be stepped up between HQ and Delegation staff to ensure close complementarity of actions. This said, meetings bringing together the regional units and the EU Delegations are organised yearly to take stock of latest policy developments and strengthen synergies. On a day to day basis, intense coordination is taking place at HQ between the bilateral and regional units as well as EU Delegations.</p> <p>Such information is available in-house and publicly. On-going bilateral and regional activities are presented in a structured way by the EU Neighbourhood Info Centre (www.enpi-info.eu) and up-dated both regularly and as needed. In the next programming period the role of the Info-Centre will be reviewed with the aim to expand its outreach and services.</p> <p>Agreed. Such information can easily be generated on request through CRIS but can also be produced in a more user-friendly format such an excel table.</p> <p>Agreed. Notably it is envisaged that regional cooperation will be given greater space in the regular HQ/EUD meetings (regional seminars). Moreover in 2013 South Neighbourhood Delegations were invited to the first meeting with the UfM secretariat focused exclusively on regional issues, an experience that will be repeated annually. Other exchanges take place at sectoral level when regional meetings are organised along themes of common interest (e.g. meeting of the Human Rights focal points, renewable energy etc.) which are attended by both HQ (bilateral, regional and thematic) and Delegation staff.</p>	<p>Liaison with Delegations in the preparation of new actions will be further reinforced, as a consequence of sector focalisation in the new programming, which will benefit complementarity and ownership</p> <p>Regional meeting to be organised in March 2014</p> <p>Regular dissemination to Delegations of the unit's activities is ongoing and will be enhanced.</p> <p>Coordination between bilateral and regional units is ongoing</p> <p>A new information and visibility strategy will be developed in 2014 for the whole region</p> <p>After the programming will be completed regional units will provide to Delegations a complete overview of ongoing and planned activities</p> <p>A regional meeting is to be organised in March 2014</p>
<p>4. Take into account the different degree of participation/commitment of partners to improve the</p>		

effectiveness and sustainability of interventions

Differences in the willingness and institutional and human capacities of regional partners to actively participate in given programmes should be carefully assessed during the identification and formulation phases and the possibility of restricting future cooperation activities to a more limited number of countries (those with a stronger political will) and areas of cooperation (where EU and partner countries are really committed) should be assessed for each new programme / Decision.

In view of the trade-off between inclusion of a larger set of countries and effectiveness, it may be more efficient and effective to embark on follow-up programmes (e.g. on migration in the ENP South) with fewer committed countries, and focus on actions that are felt as really necessary for the participating institutions with a view to establish more sustainable cooperation mechanisms.

To enhance likeliness of long-term sustainability of the network of experts in the migration & justice sectors in the Southern region, it is recommended that other activities be foreseen in addition to training (e.g. implementation of relevant International Conventions; elaboration of ad-hoc memoranda of understanding; secondment of liaison officers and magistrates; exchange of experiences and legal practices along the lines of the "fiches belges"; analysis of EU judicial cooperation mechanisms; groups of countries 'à la carte') and that more emphasis be placed on exchanges between ENP and EU MS judicial experts already at the design stage.

Assistance programmes respond to clear inclusive political objectives to develop and strengthen the overall Euromed/Eastern partnership cooperation with all partners. Efficiency and inclusiveness are carefully weighted during programme design. The political opportunity and the feasibility of sub regional actions (e.g. as in Maghreb, Southern Caucasus) is a determining factor of the policy dialogue with partner countries and it logically translated in the project design (variable geometry). That said countries already participate in regional programmes largely according to their interest. For instance in the East, through the policy dialogue and consultation within the EaP platforms and panels, all partner countries are informed of new initiatives being developed and express their commitment to participate in the programmes being developed

Agreed. See above comments on the "variable geometry" of project design. There is no automaticity regarding follow-up programmes. Assistance programmes may indeed respond to long standing objectives which require several follow up phases. In this case, each new phase takes full account of the lessons learned in the previous one and possible changes to the overall policy environment of the countries concerned. Long-term sustainability and impact remains the objective.

In the ENPI East a number of programmes in areas such as Disaster Prevention, Environment, Culture and Integrated Border Management are already implemented in several phases. Similarly, there are follow-up programmes in the ENPI South such as the ones in the areas of police, justice and migration. Looking ahead, focus of regional assistance on the Maghreb countries was made more explicit following the adoption of the joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the regions "Supporting closer cooperation and regional integration in the Maghreb: Algeria, Libya, Mauritania, Morocco and Tunisia" (JOIN(2012) 36). Maghreb. This will notably offer opportunities to design more targeted programmes for these countries during the programming period 2014-2020.

Agreed. The EC is currently considering enhancing its collaboration with the Council of Europe to embed its support in a longer term framework of cooperation.

Ongoing

Will be taken up in the design of the 2014 AAP and beyond, in particular regarding Maghreb countries

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The successor programmes of Euro Med Justice, Police, Migration will be designed taking account of past programmes lessons and in complementarity to the increased focus on these sectors in the bilateral programmes.

Negotiations with the CoE are ongoing and will be finalised in 2014; a new programme will be in place as of 2015.

IMPLEMENTATION APPROACH		
<p>5. Increase the financial resources available for the private sector and firstly for SMEs</p> <p>The Commission should enlarge the scale of the programmes / projects that provide resources for risk capital investment and financing of the private sector in the two ENP regions.</p>	<p>The bulk of the activity intended to promote private sector development or risk capital operations are conducted at bilateral level or within the frame of the Neighbourhood Investment Facility. The regional programmes complement these activities.</p> <p>In any case, the Commission does not provide "financing of the private sector <i>per se</i>". The regional and bilateral EU funds provide support to a vast array of activities such as technical assistance, budget support, twinning, risk sharing mechanisms, first loss tranche or guarantee schemes that are intended to facilitate and boost private sector activities and reinforce the environment in which private sector operates. For the next programming period a strategy of intervention in support of SME is being developed for the Neighbourhood East. It will identify the possible synergies to provide a coherent response to the main challenges to private sector development in the region</p>	<p>A new strategy for private sector development will be designed in 2014 to give coherence to our support to SME development in the East.</p> <p>Future actions in this area in the South will be based upon a strategic review of instruments available.</p>
<p>6. Strengthen the promotion arguments and the incentives to use the Agadir agreement in the ENP South</p> <p>Increase awareness raising activities and diffusing more information in the four Agadir countries;</p> <p>Analyse the possibility to create new incentives to promote South-South trade that may comprise financial incentives to be designed/envisaged in cooperation with the EIB and other IFIs;</p> <p>Connect existing expertise and capabilities, such as the one developed by the FEMISE project, to prepare and assess alternative measures, rather than to produce additional studies on regional trade etc.</p>	<p>The EU support to the Agadir ATU was continued in August 2013 for the forthcoming period 2013-2016. The aim of this support by the EU to the Agadir ATU is notably permitting increasing awareness in the four Agadir countries, enhance focus on trade in services and investment and analysing possibilities for them to create new incentives to promote South-South trade and better connecting expertise and capabilities. In this regards, the EU continues encouraging the various countries of the Southern Neighbourhood to take all practical steps towards the intensification of trade flows between them. Appropriate exchanges are or will be established between all the already launched or to be launched regional projects aiming at stimulating the development of the private sector, increasing trade flows and promoting investment. Links between these actions and others involving the IFIs will be actively promoted.</p>	<p>Kick start of new Agadir support in 2014 will emphasize these aspects.</p>

<p>7. Strengthen effectiveness of transport interventions by reinforcing beneficiaries' capacities</p> <p>Future TA should be targeted to improve knowledge and understanding of the legislative, economic and environmental aspects linked to transport. More specifically:</p> <ul style="list-style-type: none"> ➤ The practice of establishing Project Management Units for selected regional corridors should be pursued together with an increased emphasis on monitoring and assessment capacities of national stakeholders involved particularly in relation to some selected corridors and priority projects; ➤ Assistance should be provided to increase monitoring capacities of national stakeholders within the regions and to enhance their capacity to evaluate potential projects from the financial, economic and environmental standpoints, and specific indicators and benchmarks should be identified to monitor on a regular basis improvements in capacity; ➤ More advanced experiences gained in one region should be transferred and tailored to similar programmes in the other one (e.g. practice of identifying priority projects through a ranking exercise for each country emerging from the implementation of the EuroMed Regional Transport Action Plan and the promotion of Private-Public Partnerships for the improvement of links with the EU Trans-European Networks). 	<p>Agreed although this is already largely the case. Priority projects have been identified in the ENPI region and feasibility studies taking account the legislative, economic and environmental aspects are being carried out by International Finance Institutions in full coordination with the national stakeholders concerned. Technical assistance is also in place to increase the monitoring and assessment capacities of national stakeholders regarding PPPs in particular.</p> <p>Agreed. This could be part of the broader capacity reinforcement package.</p> <p>Project prioritisation is essentially linked to the regional dialogue frameworks in place. In the case of the EaP priority projects have been identified following the analysis provided by TRACECA and the framework of the TEN-T network endorsed by the Ministers of transport of the partner countries</p> <p>In the ENPI South Neighbourhood, a well established cooperation is taking place with regional organisations such as MEDREG, MEDTSO and RECREEE designed to take advantage of their specific expertise and comparative advantage. In the ENPI East, long lasting cooperation has developed with INOGATE and TRACECA. This approach is likely to continue in future.</p>	<p>Support to the transport sector will be reviewed in 2014</p> <p>A strategy to support the Energy and Transport sectors will be reviewed in 2014 following the ministerial meetings end 2013</p>
<p>8. Strengthen joint initiatives or participation of already established regional or sub regional institutions in the framework of energy sector interventions</p> <p>Increase emphasis should be given at the project identification and formulation phases to the selection of a single and representative institution which could assume the role of Commission counterpart during project implementation instead of several administrations;</p> <p>Where possible, the role of single counterpart should be assumed by a well-established regional or sub-regional institution.</p>	<p>Special attention is already paid and will be paid for future cases to select as counter-part such a well-established institution. However these regional processes remain highly vulnerable to changing domestic political circumstances which implies that bilateral dialogue must complement regional fora.</p>	<p>Ongoing</p> <p>Cooperation with UFM, UMA (Maghreb) and LAS in the South remains a priority in 2014</p>

<p>9. Identify the right Civil Society stakeholders, increase focus on local authorities and NGOs and build a new dialogue in the ENP South</p> <p>The Commission should re-enforce its commitment to civil society in order to exploit the full potential and outreach of CSOs programmes and to ensure more coherence between the EU's political commitment and the concrete implementation of its programs. To this end:</p> <ul style="list-style-type: none"> ➤ a thorough and comprehensive mapping of CSOs should be continued in order to better identify the CSOs with which the EU shall more appropriately engage in its future programmes; as this will favour the building of a new dialogue implying partnerships with organisations that are independent from the State; ➤ focus should be placed on creating an '<i>enabling environment for CSOs</i>', on enhancing their representation, and on strengthening their capacity both as watchdogs of State institutions (through advocacy and structured dialogue) and as social services providers; ➤ mechanisms to improve the representativeness and communication of CSOs from the regional, to the national and local level (and vice-versa) need to be identified and supported. CSOs gathering around common themes (e.g. transitional justice) may also be supported, keeping in mind the perspective of the final beneficiaries of the programmes; ➤ the use of the new social media should be further exploited to raise the awareness on CSO programmes among the youth, and in remote areas where social and intercultural programmes are most needed. 	<p>The EC has indeed reinforced its commitment and support to civil society since 2011 through the establishment of the Civil Society Facility (CSF). With the new 2014-2020 regional programme the Facility will be maintained at regional level but it will focus on activities of regional relevance. In parallel there will be financial allocations to civil society in the bilateral programmes (this was not the case in the previous MFF) which will replace the bulk of the funding from the Facility. The main objective of the Facility is to strengthen and promote civil society and civil society organisations' role in reforms and democratic changes taking place in the Southern Mediterranean countries as well as in the East, through increased participation in the fulfilment of Neighbourhood Policy objectives.</p> <p>Regular mapping of CSOs both at national and regional levels is part of the activities of the CSF.</p> <p>Work on the "enabling environment" for CSO is being done both at bilateral (policy dialogue on justice, national CSO platforms in the East) and regional level (work with Council of Europe on legal frameworks) and will be continued.</p> <p>The EC is planning to launch in 2014 a tool aiming at fostering an inclusive and open structured dialogue between civil society, the authorities and the EU, and among civil society. This structured dialogue will help improve the representativeness of civil society and will create the conditions for a more effective interaction with governments</p> <p>Social media is one of the tools that will be used to foster national and regional dialogue among civil society from the Mediterranean region. We will explore ways to ensure that these are used to disseminate CSOs initiatives</p>	<p>Ongoing</p> <p>Ongoing</p> <p>Work is ongoing and will be reinforced within the framework of cooperation with the Council of Europe</p> <p>The tool is being developed and will be launched with the new MFF</p> <p>Social media will be part of the new communication strategy that will be developed in 2014</p>
<p>10. Strengthen gender mainstreaming</p> <p>Southern region, ad-hoc support should be provided to women organisations claiming their rights to improve their <i>status</i> and that of their children in order to build their capacity to create alliances and better structure their dialogue with the relevant State institutions and local authorities;</p>	<p>Through its various cooperation instruments targeting civil society, the EC continues giving a prominent role to women's organisations and supporting women's rights and empowerment. Fostering dialogue with Governments and local authorities also remains a priority area of intervention.</p>	<p>In the South, EC supports the follow up to the UFM Women ministerial in 2013.</p>

Both regions:

Gender mainstreaming be further pursued as it has an added value if conceived as complementary to Gender programmes. Available tools, such as the “Toolkit on mainstreaming gender equality in EC cooperation”, as well as other sector-specific guidelines developed by other donors and NGOs, should be better exploited in order to ensure the systematic mainstreaming of the gender dimension in programmes implemented in other sectors;

EUDs play a more active role to increase ownership and facilitate discussions and communication with national stakeholders on regional programmes to mitigate the risk - faced specifically by EGEP in the South – of poor understanding, little ownership, poor management and little visibility of the very relevant gender programmes implemented by the EU.

The EC will launch in 2014 an initiative aiming at ensuring gender is mainstreamed in the country specific sectors of priority identified by EUDELs of the ENPI region. In this regard, tailor-made training packages will be offered to concern staff both at EUDELs and HQ in the course of 2014

Agreed. We will approach EUD to ensure that in their communication on gender-related activities they have access to pertinent information from regional programmes.

Contract launched. Process is ongoing

To be done in 2014