Of the Commission Implementing Decision on the 2019 Annual Action Programme for cooperation with third countries to be financed from the general budget of the European Union

**Action Document for Support to project cycle management**

### 1 Key identification data

<table>
<thead>
<tr>
<th>Title of the Action</th>
<th>Support to project cycle management</th>
</tr>
</thead>
<tbody>
<tr>
<td>Country/region/global</td>
<td>Global</td>
</tr>
<tr>
<td>Sector of intervention</td>
<td>Multi-sector</td>
</tr>
<tr>
<td>Indicative budget</td>
<td>Total: EUR 1 000 000</td>
</tr>
<tr>
<td></td>
<td>EC contribution: EUR 1 000 000 (100%)</td>
</tr>
<tr>
<td></td>
<td>Other contributions: NA</td>
</tr>
<tr>
<td>Duration and target start date of implementation</td>
<td>36 months - August 2019</td>
</tr>
<tr>
<td>Method of implementation</td>
<td>Direct management - Procurement</td>
</tr>
<tr>
<td>DAC code(s)</td>
<td>NA</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Markers (from CRIS DAC form)</th>
<th>General policy objective</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Participation development/good governance</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Aid to environment</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Gender equality (including Women In Development)</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Trade Development</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**RIO Convention markers**

| Biological diversity | ✓ | | |
| Combat desertification | ✓ | | |
| Climate change mitigation | ✓ | | |
| Climate change adaptation | ✓ | | |

**Global Public Goods and Challenges (GPGC) thematic flagships**

| NA |
2 RATIONALE AND CONTEXT

2.1 Action summary

This project will provide the European Commission with a flexible facility that will make available expert support for the identification, formulation, implementation, monitoring, evaluation and audit of actions under the Partnership Instrument.

2.2 Background/Context/Rationale for PI funding

Article 3 of the "Common rules and procedures for the implementation of the Union's instruments for financing external action"^1^ foresees the use of EU financing to cover "administrative support associated with the preparation, follow-up, monitoring, audit and evaluation activities directly necessary [for the implementation of the instruments]".

In addition, Article 4 of the Partnership Instrument (PI) Regulation^2^ establishes that up to 5% of the total budget of the Multiannual Indicative Programme shall be committed, inter alia, for administrative support, as provided by the Common Implementing Rules^3^.

Furthermore, recital (22) of the PI Regulation stipulates that the results and efficiency of the instrument "should be monitored and assessed on the basis of pre-defined, clear, transparent and, where applicable, country-specific and measurable indicators […]".

Despite these provisions, PI funding for activities in support of project cycle management (namely identification and formulation, implementation, monitoring, evaluation and audit of projects and programmes) under the administrative budget line is very limited compared to actual needs. At the same time, due to the "N+1" rule in the vast majority of cases it is not possible to contract evaluations and audits of projects before the final date for contracting of the financing decision.

The PI being an entirely new financing instrument it is important to ensure a correct gathering and application of lessons learnt, analysing the recommendations obtained through monitoring and evaluation and translating them into new projects.

2.3 Lesson learnt

The PI is an innovative financing instrument: it has a worldwide scope, reinforcing dialogue and cooperation with countries with which the Union has strategic interests, tackles issues pertaining to global challenges, supports the implementation of the external dimension of the Europe 2020 strategy and promotes the image and values of the European Union in the world. While the PI continues to build on and consolidate its efforts in these four main intervention areas, the PI Multi-annual Indicative Programme (MIP) for the period 2018-2020 sets the following five priorities:

- Trade and economic diplomacy (including Responsible Business Conduct, and tax good governance);
- Environment, climate and energy (including water, ocean governance, circular economy, urbanisation aspects);
- Peace, security and defence;
- Digital (including cyber security, digital global governance);
- Global health (including Anti-Microbial Resistance).

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^3^ Ibid (footnote #2)
Given the limited amount of resources available under the PI and the wide scope in terms of geographical coverage and priorities it is essential to ensure an appropriate identification, formulation and evaluation of projects to be funded under this instrument, in order to avoid duplication with existing initiatives, identify complementarities and demonstrate an added value by promoting the interest of the European Union.

The programming exercises for the Annual Action Programmes 2014-2018 have clearly exposed the need for ad hoc expertise in specific thematic areas or particularly complex interventions (e.g. programmes covering several regions and/or subjects or projects that require a high degree of technical expertise, etc.).

2.4 Coherence and complementarity

This component will complement not only the budget allocations foreseen for administrative expenditure (BA budget line) but also the Policy Support Facility, which aims at supporting (existing) policy dialogues between the EU and partner countries through technical assistance in areas within the scope of “Europe 2020” and to facilitate economic and trade relations with partner countries. It will also complement the technical assistance provided through TAIEX.

2.5 EU added value

NA

2.6 Cross-cutting issues

NA

3 ACTION DESCRIPTION

3.1 Objectives

The objective of this action is to maximise the relevance, efficiency, effectiveness, sustainability and impact of the projects and programmes carried out under the Partnership Instrument. More specifically, this project shall provide ad hoc expertise for the identification, formulation, implementation, monitoring, evaluation and audit of projects and programmes.

R.1: Ad hoc expertise able to provide high-quality support for project cycle management is made available to the European Commission in a timely and flexible manner.

Activities envisaged under this facility will include, inter alia:

- Identification and formulation of PI projects/programmes

  The identification phase is to provide an analysis of the context including the problem areas, public policies, stakeholders and the institutional capacity. This analysis provides the basis for the definition of specific objectives and expected results of the project/programme, also proposing the implementation approach and modality.

  The formulation stage is to make up the detailed design of the intervention, including the main activities, and how they contribute to outputs and outcomes, what indicators, benchmarks and systems will be used to measure progress, and how risks will be identified and mitigated. Formulation may include drafting of terms of reference, technical specifications, guidelines for applicants and any other type of project documents in view of the launching of calls for tender/calls for proposals or negotiations.
• Technical support during the implementation of PI projects/programmes\(^4\)

The **implementation** phase ensures that the expected results are delivered and that the purpose(s) of the project are achieved and that they contribute to the overall objective of the action.

• Monitoring and evaluation of ongoing/completed projects\(^5\) according to the Evaluation Plan of the PI

**Monitoring** is a continuing function that uses systematic collection of data on specified indicators to provide management and the main stakeholders of an on-going intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds.

**Evaluation** is the systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. Evaluations are usually performed by independent, external experts who scrutinize an intervention against defined criteria such as relevance, efficiency, effectiveness, impact and sustainability (OECD-DAC evaluation criteria).

• Financial verification and/or audit of projects, according to the Annual Audit Plan of the service for Foreign Policy Instruments (FPI)

**Audits** are carried out to provide assurance on the legality and regularity of operations funded by the EU. Assurance is essentially related to compliance with the applicable regulations and rules and takes as a basis the principles of sound financial management, economy, efficiency and effectiveness.

• Horizontal

In view of the wide spectrum of policies tackled by the PI, this component will allow the execution of horizontal assignments supporting one or more phases of the project cycle management and benefiting one project or several projects at the same time.

3.2 **Stakeholders**

NA

3.3 **Risk assessment and management**

NA

3.4 **Communication and EU visibility**

Communication and visibility of the EU is a legal obligation for all external Actions funded by the EU.

This Action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

Appropriate contractual obligations shall be included in, respectively, the procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action\(^6\), which came into force on 1 January 2018, shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.


\(^5\) Ibid

4 IMPLEMENTATION ARRANGEMENTS

4.1 Method of implementation

*Procurement (direct management)*

(a) The programme will be implemented via service contract(s).
(b) Indicative timing: call(s) for tender expected to be launched all along the duration of the action.

4.2 Indicative budget

<table>
<thead>
<tr>
<th>Method of Implementation</th>
<th>Amount in EUR million</th>
</tr>
</thead>
<tbody>
<tr>
<td>Procurement (direct management)</td>
<td>1.00</td>
</tr>
<tr>
<td>Total</td>
<td>1.00</td>
</tr>
</tbody>
</table>

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures⁷.

4.3 Organisational set-up and responsibilities

Monitoring of the implementation will be carried out by the Commission (FPI in headquarters and, where applicable, the relevant Delegations) on the basis of quality and timeliness of deliverables and services provided by the contractor/s. The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews.

4.4 Performance monitoring

The day-to-day technical and financial monitoring of the implementation of this Action will be a continuous process and part of the implementing entity’s responsibilities. To this end, the implementing entity shall establish a permanent internal, technical and financial monitoring system for the Action and elaborate regular progress reports (not less than annual) and final reports.

Every report shall provide an accurate account of implementation of the Action, difficulties encountered, changes introduced, as well as the degree of achievement of its results. The progress and final reports shall provide quantified and qualitative data in relation to the logical framework indicators which will include relevant indicators from the list of core and corporate indicators.

The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the Action. The final report, narrative and financial, will cover the entire period of the Action implementation.

The Commission may undertake additional Action monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

4.5 Evaluation and audit

For this Action, the Commission may carry out interim and/or final/ex-post evaluation(s) via independent consultants contracted by the Commission based on specific terms of reference.

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⁷ 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.
Without prejudice to the obligations applicable to contracts concluded for the implementation of this Action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments.

As the “N+1” rule applies for contracting under this decision, external evaluations and audits, as well as additional external monitoring referred to under section 4.4. above, will be funded from sources other than those allocated to this specific Action.