



Brussels, 25.8.2014
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COMMISSION IMPLEMENTING DECISION

of 25.8.2014

**on the Annual Action Programme 2014 - Part 1 in favour of the ENI South countries to
be financed from the general budget of the European Union**

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THE EUROPEAN COMMISSION,

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

Having regard to Regulation (EU) No 236/2014 of the European Parliament and of the Council of 11 March 2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action¹, and in particular Article 2 thereof,

Having regard to Regulation (EU, Euratom) No 966/2012 of the European Parliament and of the Council of 25 October 2012 on the financial rules applicable to the general budget of the Union and repealing Council Regulation (EC, Euratom) No 1605/2002², and in particular Article 84(2) thereof,

Whereas:

- (1) The Commission has adopted the ENI Regional South Strategy Paper (2014-2020) and Multinannual Indicative Programme (2014-2017)³ which provide for the following priorities: building a partnership for liberty, democracy and security; building a partnership for inclusive and sustainable economic development; building a partnership with the people; support to regional and subregional institutional cooperation.
- (2) The objectives pursued by the Annual Action Programme to be financed under the European Neighbourhood Instrument⁴ are to: reinforce Human Rights, Rule of Law and Democracy in Southern Mediterranean countries; develop a Euro-Mediterranean area of effective coordination and cooperation on justice, security and migration-related matters; foster policy dialogue and the exchanges of best practices on topics relevant for Euro-Mediterranean policy dialogue; establish an adequate regulatory framework for all transport modes; address common environmental challenges; promote knowledge, mutual respect and intercultural dialogue between the peoples of the Euro-Mediterranean; support the functioning of the Secretariat of the Union for the Mediterranean and finally, ensure a swift preparation of actions and projects.
- (3) The first action entitled “Strengthening democratic reforms in the Southern Mediterranean (South Programme II)” aims to assist Southern Mediterranean countries in reinforcing Human Rights, Rule of Law and Democracy in the framework of partners’ countries commitments under the European Neighbourhood Policy. This action will be implemented in indirect management with the Council of Europe.

¹ OJ L 77, 15.3.2014, p. 95.

² OJ L 298, 26.10.2012, p. 1.

³ C(2014) 5242 of 30.07.2014.

⁴ Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument, OJ L 77, 15.03.2014, p. 27.

- (4) The second action entitled “Euromed Justice and Police IV” aims to contribute to the development of a Euro-Mediterranean area of effective and democratic justice and security systems by strengthening the rule of law and continuously progressing towards the alignment to international standards. Direct management is envisaged for this regional project (procurement).
- (5) The third action entitled “Euromed Migration IV” aims to implement a comprehensive and shared approach to strengthen effective dialogue and cooperation on migration, mobility and international protection issues. This action will be implemented in indirect management with International Centre for Migration Policy Development (ICMPD).
- (6) The fourth action entitled “Facility for Euromed Dialogue and exchange of best practises” aims to enhance regional sector cooperation based on EU rules and standards through policy dialogue and exchange of best practices with existing networks of stakeholders in the southern neighbourhood. Direct management is envisaged for this regional project (procurement and grants awarded through a call for proposals).
- (7) The fifth action entitled “Support to air and land transport in the neighbouring southern countries” aims to improve transport efficiency and effectiveness which would lead to economic and financial benefits for everybody. At the same time transport should become more sustainable. This does not only mean that the environmental and climate change impact needs to be reduced, it also means that transport operations in all sectors need to be safer which would concretely lead to less and less severe transport accidents and casualties. As such the programme should support the partner countries in the implementation of the relevant actions of the future RTAP. Direct management is envisaged for this regional project (procurement and grant directly awarded).
- (8) The sixth action entitled “GreenMed II: ENI South regional environment programme 2014-2015” aims to contribute to reduced marine pollution, sustainable use of scarce water resources, and protection of marine biodiversity in ENI South countries. The activities will be implemented through a combination of modalities: direct management (grants awarded after a call for proposals, grant directly awarded to the European Environment Agency, and procurement), and indirect management with the United Nations Environment Programme –Mediterranean Action Plan.
- (9) The seventh action entitled “Anna Lindh Foundation for inter-cultural dialogue Phase IV” aims to support intercultural dialogue between the peoples of the Euro-Mediterranean region. The EU conceives intercultural dialogue as an action within the civil society ultimately aimed at valuing diversity, promoting social participation in building open and plural societies and fostering human development and fundamental rights. This action will be implemented in direct management (grants directly awarded).
- (10) The eighth action entitled “EU support to the Secretariat of the Union for the Mediterranean in 2015” aims to support the UfM Secretariat in executing its mandate through an operating grant (direct management) with co-funding from the members of the UfM.
- (11) The ninth action entitled “Southern Neighbourhood global allocation for 2014-2015” aims at ensuring a swift preparation of actions and projects, while enabling the European Commission to act with flexibility by means of an instrument which is

capable of adapting itself to evolving circumstances and/or dealing with unforeseen situations. Direct management is envisaged for this regional project (procurement and grants through calls for proposals).

- (12) This Decision complies with the conditions laid down in Article 94 of Commission Delegated Regulation (EU) No 1268/2012 of 29 October 2012 on the rules of application of Regulation No 966/2012 of the European Parliament and of the Council on the financial rules applicable to the general budget of the Union⁵.
- (13) The Commission may entrust budget-implementation tasks under indirect management to the entities identified in this Decision, subject to the conclusion of a delegation agreement. However, the Council of Europe, the ICMPD and UNEP-MAP are currently undergoing the ex ante assessment. In anticipation of the results of these reviews, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free cooperation with them, budget-implementation tasks can be entrusted to these entities.
- (14) It is appropriate to acknowledge that grants may be awarded without a call for proposals by the responsible authorising officer who ensures that the conditions for an exception to a call for proposals according to Article 190 of Commission Delegated Regulation (EU) No 1268/2012 are fulfilled. The reasons for and potential beneficiaries of such award should be identified, where known, in this Decision for reasons of transparency.
- (15) The maximum contribution of the European Union set by this Decision should cover any possible claims for interest due for late payment on the basis of Article 92 of Regulation (EU, EURATOM) No 966/2012 and Article 111(4) of Delegated Regulation (EU) No 1268/2012⁶.
- (16) The Commission is required to define the term "non-substantial change" in the sense of Article 94(4) of Delegated Regulation (EU) No 1268/2012 to ensure that any such changes can be adopted by the authorising officer by delegation, or under his or her responsibility, by sub-delegation (hereinafter referred to as the 'responsible authorising officer').
- (17) The measures provided for in this Decision are in accordance with the opinion of the European Neighbourhood Instrument Committee set up by the basic act referred to in Recital 2,

HAS DECIDED AS FOLLOWS:

Article 1

Adoption of the measure

The following Annual Action Programme, constituted by the actions identified in the second paragraph and attached as annexes, is approved:

Annual Action Programme 2014 - Part 1 in favour of the ENI South countries to be financed from the general budget of the European Union.

The actions constituting this measure are:

⁵ OJ L 362, 31.12.2012, p. 1.

⁶ OJ L 362, 31.12.2012, p. 1.

- Annex 1: Strengthening democratic reforms in the Southern Mediterranean (South Programme II);
- Annex 2: Euromed Justice and Police IV;
- Annex 3: Euromed Migration IV;
- Annex 4: Facility for Euromed dialogue and exchange of best practices;
- Annex 5: Support to air and land transport in the neighbouring southern countries;
- Annex 6: GreenMed II: ENI South regional environment programme 2014-2015;
- Annex 7: Anna Lindh Foundation for inter-cultural dialogue Phase IV;
- Annex 8: EU support to the Secretariat of the Union for the Mediterranean in 2015;
- Annex 9: Southern Neighbourhood global allocation for 2014-2015.

Article 2

Financial contribution

The maximum contribution of the European Union authorised by this Decision for the implementation of the Annual Action Programme is set at EUR 97,01 million to be financed from the following budget lines of the general budget of the European Union:

- budget line 21.03.01.01 for an amount of EUR 21 million from the general budget of the European Union for 2014;
- budget line 21.03.01.02 for an amount of
 - EUR 29,5 million from the general budget of the European Union for 2014;
 - EUR 19,3 million from the budget of the European Union for 2015;
- budget line 21.03.01.03 for an amount of EUR 10 million from the general budget of the European Union for 2014;
- budget line 21.03.03.03 for an amount of EUR 17,21 million from the budget of the European Union for 2014.

The implementation of this Decision is subject to the availability of the appropriations following the adoption of the general budget of the European Union of 2015 or as provided for in the system of provisional twelfths.

Article 3

Implementation modalities

Budget-implementation tasks under indirect management may be entrusted to the entities identified in the attached Annexes, subject to the conclusion of the relevant agreements.

Section 4 of the Annexes referred to in the second paragraph of Article 1 sets out the elements required by Article 94(2) of Delegated Regulation (EU) No 1268/2012.

Grants may be awarded without a call for proposals by the responsible authorising officer according to Article 190 of Delegated Regulation (EU) No 1268/2012. Where known at the moment of the adoption of this Decision, the reasons for this as well as the potential beneficiaries shall be identified in the attached Annexes.

The financial contribution referred to in Article 2 shall also cover any possible interests due for late payment.

Article 4

Non-substantial changes

Increases or decreases of up to EUR 10 million not exceeding 20 % of the contribution referred to in the first paragraph of Article 2, or cumulated changes to the allocations of specific actions not exceeding 20 % of that contribution shall not be considered substantial, provided that they do not significantly affect the nature and objectives of the actions. The use of contingencies shall be taken into account in the ceiling referred to in this Article.

The responsible authorising officer may adopt these non-substantial changes in accordance with the principles of sound financial management and proportionality.

Done at Brussels, 25.8.2014

For the Commission

Štefan FÜLE

Member of the Commission

EN

ANNEX 1

of the Commission Implementing Decision on the Annual Action Programme 2014 -
Part 1 in favour of the ENI South countries

**Action Document for Strengthening democratic reforms in the Southern Mediterranean
(South Programme II)**

1. IDENTIFICATION

Title/Number	Strengthening democratic reforms in the Southern Mediterranean (South Programme II) CRIS number: ENI/2014/340-977		
Total cost	Total estimated cost: EUR 7 million Total amount of EU budget contribution: EUR 7 million Budget line: 21.03.01.01		
Aid method / Management mode and type of financing	Project Approach Indirect management with the Council of Europe		
DAC-code	15160	Sector	Human Rights and Democracy

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

The regional programme "Strengthening democratic reforms in the Southern Mediterranean (South Programme II)" will assist Southern Mediterranean countries in reinforcing Human Rights, Rule of Law and Democracy based on the experience and lessons learnt of the first phase of this joint Council of Europe (CoE)/EU programme.

Co-operation will be focused on core areas based on an assessment of partner countries' demand and on existing co-operation. A variety of CoE tools will be employed to ensure successful co-operation, in particular: CoE Conventions open to non-member States; the long-standing expertise of several CoE instances such as the European Commission for Democracy through Law (Venice Commission), the Parliamentary Assembly of the Council of Europe and the Pompidou Group; as well as the methodologies developed within the CoE to regularly assess and respond to "shared" challenges, such as the Group of States against Corruption (GRECO) or the European Commission for the Efficiency of Justice (CEPEJ).

2.2. Context

2.2.1. Regional context

2.2.1.1. Economic and social situation and poverty analysis

The recent deterioration of the macro-economic situation in the region was caused by the economic crisis, soaring food and energy products prices and political and social instability related to the Arab Spring. The countries of the region are characterized by (i) growth rates relatively lower compared to other developing and emerging regions, with a growth rate of Gross Domestic Product (GDP) per capita which has never exceeded 2.7% on ten-year average, (ii) very high unemployment rates and a low level of participation (about 48% for all countries in the region), particularly for women and (iii) a large informal sector, estimated in some countries at 40% of GDP.

In the Southern Mediterranean countries, living conditions have improved considerably over the last 30 years. Life expectancy, for the entire region, increased from an average of 62.6 years in 1980 to an average of 74.4 years in 2011. Similarly, the infant mortality rate has decreased significantly (from 65.6 (per 1000 births) in 1980 to 15.7 in 2011 for the whole region). In the field of education, the increasing enrolment rates in both the primary school (in average, almost all children in the region are now in school), high school education (where enrolment increased from 56.5% in the years 80-85 to 87.5% on average from 2000 to 2012) and post-graduate (from 16% to 40.5% on the same periods) and increased literacy rates, which rose from 56.3% in the mid-80s to 81% on average over the years 2000-2012, illustrate the efforts and progress made in this area. However, literacy rates of all Southern Mediterranean countries are still lower in comparison to other regions.

Another important achievement of Southern Mediterranean countries is related to the reduction of the level of poverty. Among the developing and emerging countries, Southern Mediterranean countries have, on average, the lowest percentages of the population below the international poverty line poverty. Only 1.8% of people live with less than USD 1.25 per day. Similarly, the Gini index, which gives a measure of the level of income inequality shows that Mediterranean societies are relatively more egalitarian than those other regions of the southern hemisphere. However, a significant proportion of the population (10%) is in a vulnerable situation (i.e. living with less than USD 2 per day).

2.2.1.2. Regional development policy

Three years after the Arab upheavals, the situation in the region remains very complex with increased fragmentation. Despite the unquestioned democratic gains in some countries (elections, more vocal civil society), the heated debates about the form of new social contracts and the role of religion are strongly polarising Arab societies. The economic situation remains worrisome and social demands still focus on political dignity (freedom, human rights) and improvement in social and economic conditions. The ongoing conflict in Syria with its international repercussions overshadows the whole situation.

The EU's strategic response to the Arab Spring came on 8 March 2011, with the Joint Communication proposing “A partnership for democracy and shared prosperity with

the Southern Mediterranean”¹. This was followed by the Joint Communication on 25 May 2011 which initiated the launch of “A new response to a changing Neighbourhood”².

In implementing the above, the EU has intensified dialogue and co-operation with regional actors. The EU as co-president of the Union for the Mediterranean together with Jordan, gave a new impetus to the Union for the Mediterranean (UfM), a unique forum for dialogue among 43³ Euromed partners that shares and builds upon the goals of the Barcelona Declaration and complements bilateral relations between the EU and its southern neighbours.

After a long break, the UfM resumed holding of Ministerial meetings in Paris on Women (September 2013), in Brussels on Transport (November), Energy (December) and Industry (February 2014) and Environment (May 2014). Other are in preparation. This is a positive signal expressing a shared objective in establishing deeper regional co-operation both between EU and Southern countries and South – South co-operation.

There has been also renewed impetus for co-operation with the League of Arab States (LAS) which is a key forum for finding political and security solutions to conflicts affecting the region. The EU is also developing contacts with the Organisation of Islamic Co-operation (OIC) and supports the sub-regional co-operation, i.e. in Maghreb with the 5+5 Dialogue.

2.2.2. *Sector context: policies and challenges*

The two Joint Communications issued in 2011 in response to the Arab Spring led to EU commitments to support all its Southern neighbours who are able and willing to embark on such reforms through a “Partnership for Democracy and Shared Prosperity”. The Partnership should be built on three elements, the first one being democratic transformation and institution-building, with a particular focus on fundamental freedoms, constitutional reforms, reform of the judiciary and the fight against corruption. The Joint Communications recognised that commitments to human rights and fundamental freedoms as ratified in relevant international and regional instruments are not always matched by action. Full compliance with their provisions, should underpin the partnership.

The Council of Europe (CoE) also reacted to changes in countries of its Southern Neighbourhood. The Committee of Ministers of the CoE approved in May 2011 the CoE policy towards its neighbouring regions⁴, which follows three main objectives to support CoE’s neighbouring countries: to facilitate their political transition to democracy; to help promote good governance on the basis of relevant CoE standards

¹ COM(2011)200 of 8 March 2011.

² COM(2011)303 of 25 May 2011.

³ Austria, Albania, Algeria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, The Czech Republic, Denmark, Egypt, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Israel, Jordan, Latvia, Lebanon, Lithuania, Luxemburg, Malta, Mauritania, Monaco, Montenegro, Morocco, The Netherlands, Palestine (this designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue), Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Syria, Sweden, Tunisia, Turkey, The United Kingdom and Libya as an observer. The participation of Syria is currently suspended.

⁴ Doc. SG/Inf(2011)7rev2. “Council of Europe Neighbourhood Policy” of 19 April 2011.

and mechanisms; and to reinforce and broaden the regional work of the CoE in combating trans-frontier and global threats. Beyond a political dialogue dimension, the policy towards neighbouring regions comprises a co-operation dimension, which has since 2011 been translated in the adoption of framework co-operation documents with Morocco, Tunisia and Jordan.

The first Neighbourhood co-operation priorities documents covers the period 2012-2014 and are framework co-operation tools through which the CoE affirms its strong commitment to developing co-operation with neighbouring regions as a means of consolidating democratic transformations and promoting stability, good governance, respect for human rights and the rule of law.

Also in response to the changes underway the Parliamentary Assembly of the Council of Europe (PACE) decided to establish a new status for institutional co-operation with parliaments of non-member states in neighbouring regions wishing to benefit from the Assembly's experience in democracy building and to participate in the political debate on common challenges which transcend European boundaries. The Partner for Democracy (PfD) status created in 2009 has so far been granted to the Parliament of Morocco and the Palestinian National Council. This framework establishes a new partnership promoting parliamentary democracy, respect for human rights and fundamental freedoms and the principles of the rule of law in these countries.

Furthermore, several countries of the region are full members of the Venice Commission which is a Partial Agreement of the CoE open to non-member States. In the same spirit, a number of networks and of other Partial Agreements of the CoE are open to neighbouring countries offering unique platforms for co-operation based on CoE values and approaches.

It is in this context that the EU and the CoE resolved to establish a partnership, thus joining efforts to accompany the democratic reforms initiated in the Southern Mediterranean region. The Joint EU/CoE Programme "Strengthening democratic reform in the Southern Neighbourhood" (South Programme) was signed by Commissioner Füle and the Secretary General of the CoE, Thorbjorn Jagland, in December 2011. The main South Programme's objective, covering the period 2012-2014, was to support the political and democratic reform processes in Southern Neighbourhood countries based on a demand-driven and targeted approach. In the framework of this Programme, co-operation activities were directed primarily to Morocco, Tunisia and Jordan, but the programme was open to other partners under the European Neighbourhood and Partnership Instrument (ENPI) - Algeria, Egypt, Israel, Lebanon, Libya and the Palestinian National Authority- through regional activities or targeted bilateral activities, in response to specific demands from national authorities, in line with the Programme's objectives.

Three years after the Arab Spring, the demand from countries of the region for deepening the political dialogue with the CoE and for further action from this Organisation regarding assistance have been steadily increasing. This growing interest is reflected in particular by the following:

- A number of countries in the region have expressed, officially or unofficially, interest in becoming Contracting Parties to a number of CoE conventions in the

future⁵. Morocco in particular has officially requested to be invited to accede to a significant number of those instruments. Also Tunisia, despite the unstable situation of the last years, has wished to get acquainted with the content of certain key conventions. Likewise, Algeria and Jordan have requested relevant information on certain Conventions, thus initiating the way to future accession to CoE conventions. There is no doubt that accession to CoE conventions is key in the process of progressively creating a common legal space between Europe and the Southern Mediterranean. However, the conduction of this process is not without risks. In particular, beyond ratification of international treaties, the effective implementation of the conventions and related legislation remains crucial. Hence, managing the beneficiaries' requests in a sound manner, and encompassing accession processes with the adequate support to establish appropriate legal frameworks and to ensure a meaningful outcome remains a challenge.

- Regarding concrete co-operation projects, the region has multiplied its requests towards the CoE. This is largely based on the fact that the CoE's action and potentiality is now better known in the region, Morocco and Tunisia in particular. Morocco and Tunisia wish to see a continuation of the CoE's work in the areas already initiated through the first South Programme and some other beneficiary countries follow closely these developments and have shown interest in a possible intervention of the CoE adapted to their more urgent needs.
- Furthermore, Morocco and Tunisia have requested for CoE's involvement on human rights issues. This is an extremely positive development, which reflects the degree of confidence put by the Authorities in the work of the CoE and which is an open door to accessing crucial sensitive issues in the region.
- It can also be noted that countries of the region have also manifested interest in CoE bodies and instances. For example, the Jordanian Parliament submitted in 2013 a request for PfD status with the PACE.

In response to this multiplicity of requests, the CoE Committee of Ministers is currently working on the details that will define the shape of an institutionalised political dialogue with Morocco, Tunisia and Jordan. The revised framework for co-operation presented by the CoE Secretary General in February 2014 aims at an enhanced co-operation with the countries with which dialogue and activities have

5

In the period of implementation of the South Programme, **Morocco** requested to be invited to accede to several CoE Conventions and Protocols. As of February 2014, the accession procedure has been completed with regard to the European Convention on Spectator Violence and Misbehaviour at Sports Events and in particular at Football Matches (CETS No. 120), the Anti-Doping Convention (CETS No. 135), the European Convention on the Protection of the Archaeological Heritage (CETS No. 66), the European Convention on Information on Foreign Law (CETS No. 62) and its Additional Protocol (CETS No. 97). Furthermore, Morocco signed the CoE Convention on the counterfeiting of medical products and similar crimes involving threats to public health (CETS No. 211) and the Convention on Mutual Administrative Assistance in Tax Matters (CETS No. 127, amended in 2010). Over the same period, **Tunisia** acceded to the Convention on Mutual Administrative Assistance in Tax Matters (CETS No. 127) and its Amending Protocol (CETS No. 208) and expressed interest in other Conventions in key areas of the South Programme in particular. **Algeria, Israel, Jordan** also expressed interest in key human rights CoE texts.

already been launched (Morocco, Tunisia and Jordan), for instance by reinforcing institutional links between their authorities and CoE bodies, but also to promote dialogue and co-operation with other countries of the region. Other Southern Mediterranean partners are expected to benefit more from the CoE's expertise in a variety of fields, based on demand and ENP action plans, and in this way become closer partners in the future as well.

Finally, on the 1 April 2014 a "Statement of Intent for the Co-operation between the Council of Europe and the European Commission" was signed by Secretary General of the CoE, Thorbjorn Jagland, and Commissioner Füle. The statement stresses that: "The European Commission support should strengthen the Council of Europe's capacity to make the best use of its expertise to accompany the partner countries in the implementation of the provisions of the Council of Europe's conventions, other legal instruments and monitoring body's results. At the same time, the Council of Europe should mobilise its activities in coordination with, in complementarity to and in support of EU specific interventions in partner countries, working closely with the EU Delegations."

2.3. Lessons learnt

From November 2013 to February 2014 a mid-term evaluation was carried out of the first phase of the South Programme. Among the main findings were:

- The programme as a whole was deemed highly relevant in the sense that it addressed genuine needs and that its design contributed to ensuring that those needs were met in an appropriate manner.
- All four components have achieved concrete results and some are deemed to have had an impact. Most successful are the judiciary component (involving CEPEJ experts) and the contributions of the Venice Commission and co-operation of the PACE.
- Council of Europe advises are highly valued and CoE experts are considered to be neutral and transparent as well as CoE institutions are viewed as independent (which allows them to work openly with a very broad spectrum of stakeholders). Moreover it is appreciated that the CoE has a quantity of useful information available in Arabic.
- The South Programme benefits from high quality and pro-active management in CoE Headquarters in Strasbourg and coordination is effectively supported by two country offices, which are also pro-active in their contribution to programme implementation.

The main recommendation, which will provide the point of departure for the detailed programming of this second phase of the programme include:

- The achievements of the South Programme should be the point of departure for pursuing co-operation in the framework of the new Programme;
- The new programme ought to be focussed on a limited number of themes or priority areas corresponding to institutional added value and strategic priorities;
- At the same time however, the Programme should allow for flexibility, in order to be able to adapt projects to changing needs of the countries in the region;

- Political dialogue with national authorities should be further enhanced;
- The absorption capacity of national stakeholders should be taken into account in the identification and implementation of co-operation activities;
- Crosscutting issues should include: human rights based approaches; gender; youth, and civil society consultation and involvement.

In addition to the mid-term evaluation the CoE will also draw lessons from other relevant experiences such as successful projects carried out under Eastern Partnership Facility. The regional dimension of this programme has allowed to identifying tools and modalities that can be usefully implemented in the Southern Mediterranean region. An example is the use of the Facility to develop effective networking within the region to combat corruption and money laundering.

2.4. Complementary actions

As a response to the Arab Spring, and to honour the commitments of the two communications quoted above, the EU added funding to the original European Neighbourhood and Partnership Instrument (ENPI) envelope, through a number of means for the period 2011-2013:

- The SPRING (Support to Partnership, Reform and Inclusive Growth) programme was launched to operationalize the newly created incentive-based approach, making additional funds (EUR 540 million for 2011-2013) available to countries making progress in democracy-related areas and respect for human rights. Continuous support to civil society has been reinforced aiming at building the capacities of civil society organisations allowing them to play a bigger role in the policy dialogue in the southern Neighbourhood and in the support of human rights and fundamental freedoms.
- The country allocations of the European Instrument for Democracy and Human Rights (EIDHR) and the thematic programme Non-State Actors and Local Authorities in Development (NSA-LA), which operate through local calls for proposals and agreements with international organisations, have also received top-ups for countries with specific needs. Moreover, the EIDHR is funding regional and global programmes supporting for example National Human Rights Institutions in the prevention of torture and ill treatments or the setting up of a regional Masters programme in the field of Democracy and Human rights in the framework of its European Inter-University Center (EIUC) and global Campus.

Initiatives supported through the proposed programme will complement ongoing activities mentioned above and others, also aiming at strengthening democracy in the neighbourhood, and actions supported at EU level or bilaterally by EU Member States, as well as, by other donors. The CoE will ensure complementarity of activities foreseen, and coherence with other EU initiatives in the region. This will avoid overlaps and double-financing with other bilateral and multilateral initiatives.

Strict complementarity and coordination will be sought with relevant Justice and Home Affairs-related programs, such as for instance the next generation of Euromed Justice.

Moreover, a number of tools are being applied by the EU and EC on an on-going basis to provide an analysis of the *state of affairs* and the challenges within the sector. This includes among others the Democracy Profiles (to be piloted in Morocco

and Tunisia in 2014 as part of the implementation of the 2009 EU Council conclusions on Democracy Support in the EU's external action and the 2012 Strategic Framework and Action Plan on Human Rights and Democratisation), the Human Rights Country Strategies, the Civil Society Roadmaps and the Gender profiles. The EUD will make sure that the activities of this programme fits within the framework and priorities of the Country Strategies and, to the extent possible, active CoE involvement in the processes linked to the application of the various tools.

2.5. Donor coordination

In line with the European Consensus on Development, the Paris Declaration, the Accra Agenda for Action and the Busan Partnership for Effective Development Co-operation consultations have been carried out with the European Union, international organisations and bilateral donors.

The CoE office in Morocco and Tunisia will strengthen coordinating efforts with the EU Delegations as well as other donors, and providing support for the implementation of co-operation activities.

3. DETAILED DESCRIPTION

3.1. Objectives

General objective: to assist Southern Mediterranean countries in reinforcing Human Rights, Rule of Law, Role of women in society and Democracy in the framework of partners' countries commitments under the European Neighbourhood Policy.

Specific objectives:

1. To support constitutional processes in Southern Mediterranean countries, the development of new legislation and the setting-up and functioning of human rights institutions and democratic governance structures as agreed in ENP action plans and as committed to following the signature and ratification of CoE Conventions.
2. To promote the creation and the consolidation of a common legal space between Europe and the Southern Mediterranean by raising awareness on CoE key Conventions as well as to strengthen human rights, good governance, the role of women and democratic values in the Southern Mediterranean region.
3. To promote the exchange of best practices between Europe and countries of the Southern Mediterranean region and within the region with a view to supporting and consolidating on-going democratic reform processes, in particular through the creation of formal and informal networks.

3.2. Expected results and main activities

Following a flexible and demand-driven approach, the Programme is expected to provide support and advice to Southern Mediterranean countries in reinforcing human rights, rule of law and democracy. The Programme will be built on the experience and achievements of the EU/CoE Joint Programme "Strengthening democratic reform in the Southern Neighbourhood" (South Programme 2012-2014) and should also aim to consolidate its achievements.

Co-operation will be focused on core priority areas based on an assessment of demand and on existing co-operation.

The CoE and the European Commission will jointly identify a limited number of core areas within the following themes: i) in the field of human rights: strengthening human rights institutions, prevention of torture, freedom of expression and media freedom, protection of children's rights; ii) in the field of rule of law: justice reform, fight against corruption and economic crimes, cybercrime; iii) in the field of democracy: constitutional and organic law reform, promoting democratic citizenship and human rights education, promoting democratic capacity of young people.

The CoE will pursue co-operation with the partner countries through “multi-entry points” to accompany the process of democratic transition. As an example, the expertise of specialised bodies, such as the Venice Commission, on draft legislation will be accompanied by awareness-raising activities for Parliamentarians, carried out by the PACE.

A variety of CoE tools will be employed to ensure successful co-operation, in particular:

- CoE Conventions open to non-member States and more generally CoE standards in priority areas;
- The long-standing expertise of several CoE instances such as the Venice Commission, PACE or the Pompidou Group;
- The methodologies developed within the CoE to regularly assess and respond to “shared” challenges (such as GRECO, CEPEJ);
- Specific tools such as the Partner for Democracy Status granted by PACE to certain Parliaments of the region;

Among the activities to be carried out are:

- Support to assessing the existing legal and institutional framework in selected areas and to identify needs and follow-up action; drawing-up of new legislative texts, the revision of existing legislation, the strengthening and/or setting-up of human rights institutions and governance structures, networks of CoE’s experts in key priority areas, CoE standards and reference documents;
- Transferring knowledge and skills on specific subjects with a view to enhancing national capacities;
- Facilitating the sharing of experiences and the exchange of best practice between Europe and countries benefiting from CoE co-operation projects as well as within the region itself, and to create relevant informal and formal networks;
- Participation of beneficiary partner countries in relevant CoE intergovernmental structures and networks, as appropriate.

Whenever appropriate, national experts from the region will be closely involved in particular in the preparation of assessments and expertise, including through peer-reviews. Beyond enhancing ownership, this will also ensure that the projects proposed are adapted to the needs of the partner country.

Finally, whenever relevant, a series of horizontal exchanges with other relevant Euromed programmes will be carried out so as to maximize results and increase

coherence of the European message related to cross-cutting co-operation such as joint activities and exchanges with Euromed Justice.

Geographical scope

Morocco, Tunisia and Jordan will be the main beneficiaries of the activities carried out at a country-specific level. However, other countries of the region will benefit from the regional action, and where appropriate from bilateral assistance in line with the programme's objectives.

The regional dimension of the Programme will aim at providing an efficient response to key challenges, in particular where the sharing of best practices and the creation of networks can bring an added value. The geographical scope of the components and activities will therefore vary, taking into consideration, in particular, the added-value of addressing certain matters from a regional/sub-regional perspective, due to the extent of the problem in the region (e.g. Maghreb, Mashrek or larger dimension proposed in the light of the subject-matter) or because a regional (broad or more limited) approach seems the most appropriate to initiate discussions on a sensitive topic.

Activity 1: To support constitutional processes; the development of new legislation and the setting up and functioning of democratic governance structures and human rights institutions in line with agreed ENP priorities.

Since 2011, the developments in the southern Mediterranean countries, as a result of transition processes (for example in Tunisia and Libya) or major Constitutional reforms (as in the case of Morocco and Jordan), made CoE expertise in supporting constitutional processes particularly relevant. Besides Morocco and Tunisia, the two main beneficiaries of the South Programme, demand stems from other countries of the region (such as Libya with regard to the Constitutional reform). In the framework of the South Programme, the CoE through specialised bodies such as the Venice Commission and CEPEJ has provided support to the drafting of new legislation and the setting up of instances deriving from the new Constitutions. Capacity-building activities were also carried out, with a view to support institutions in fully taking their new role as foreseen in the new Constitutions (e.g. Parliament and Ombudsman in Morocco).

Based on the expertise of CoE specialised bodies and institutions, the Programme will continue providing support to national authorities in their efforts to reform fundamental texts and legislation and to set-up or reinforce democratic institutions.

Through its Venice Commission, the CoE will provide advice and expertise on issues such as electoral legislation, Constitutional and justice reforms. Support by CoE specialised bodies will also be provided with regard to expertise and advice in the setting-up of new institutions and the reinforcing of capacities of new and existing institutions. These actions may include, among other things, advice and technical assistance to electoral bodies and national prevention mechanisms to prevent torture and inhuman or degrading treatment and capacity-building activities for Parliamentary institutions.

Based on the achievements of the phase 1 of the South Programme, the performance of Courts in Morocco and Tunisia will be further enhanced, on the basis of CEPEJ methodologies.

The Programme will have the necessary flexibility to react to requests from beneficiary countries, in line with objectives and strategy of the programme.

Main expected results and outputs:

- Expertise and advice are provided on new (or revised) Constitutions and legislation complying with international standards in the fields of human rights and rule of law, inspired by key Council of Europe conventions;
- Expertise and advice have been provided on effective implementation of new (or revised) legislation in line with international standards, including, when requested by the partners, setting-up of new democratic structures;
- Expertise is provided for strengthening and improving of the role of democratic institutions including of Parliaments. Expertise is provided on improved performance of pilot Courts in Morocco and Tunisia and lessons learnt have been replicated in relevant reform programmes targeting the judiciary.

Activity 2: To promote the creation and the consolidation of a common legal space between Europe and the Southern Mediterranean and to strengthen human rights, good governance, the role of women and democratic values in the Southern Mediterranean region

CoE Conventions are considered as a key reference to promote Human Rights, Rule of Law and Democracy. As mentioned above, countries of the region expressed an increasing interest in becoming Contracting Parties to certain CoE Conventions. In the framework of the South Programme and on the basis of the interest in specific CoE instruments expressed by national authorities, seminars on CoE legal instruments have been organised in the course of 2013- 2014. Furthermore, a systematic presentation of relevant CoE Conventions was also an integral part of the activities carried out in each of the South Programme's components.

Even if the final decision on the accession to CoE Conventions lies with the CoE Committee of Ministers, CoE action to promote a good understanding as well as an effective implementation of its Conventions should be pursued.

The Programme will raise awareness among national institutions, members of Parliaments, and other relevant partners, including civil society, on key CoE Conventions and standards in the field of human rights, rule of law and democracy, selected on the basis of the interests expressed by the institutions concerned and partner governments. The expertise of relevant CoE operational entities will be put at the disposal of national authorities – and to the extent possible, to civil society - with a view to support them in adapting and effectively implementing national legislation in line with international standards. A regional approach will also be adopted, whenever appropriate.

The activities carried out under this component will also promote human rights, good governance and democratic values in the region, by enhancing dialogue with civil society organisations and facilitating their active involvement in democratic processes, as well in awareness raising and monitoring of the adherence to the CoE conventions.

Main expected results and outputs:

- National authorities and Parliaments and Civil Society organisations have a good understanding of CoE conventions in key areas;
- Accession to CoE conventions is requested by countries of the region;
- Legal expertise is provided to national authorities with a view to facilitate accession to selected CoE conventions; national legislation in key areas is adapted in line with CoE and international standards;
- Key civil society organisations have an enhanced capacity to participate and influence in policy dialogue linked to CoE conventions and constitutional reforms.

Activity 3: To promote the exchange of best practices between Europe and countries of the Southern Mediterranean region and within the region with a view to supporting and consolidating on-going democratic reform processes, in particular through the creation of formal and informal networks

The Programme will favour the exchange of best practices between Europe and the Southern Mediterranean but also among Southern Mediterranean countries in order to support and consolidate the ongoing democratic reform processes and to strengthen regional co-operation on key human rights and rule of law issues.

Main expected results and outputs:

- A regular exchange of best practices on issues related to CoE's key conventions and areas of expertise re. human rights, rule of law, the role of women and democracy between Southern Mediterranean countries is established at regional basis;
- Regional co-operation on issues related to CoE's key conventions and areas of expertise re. human rights, rule of law, the role of women and democracy is enhanced.

3.3. Risks and assumptions

Political instability in various forms, such as military or other conflicts and changes of government, may slow down or stop the implementation of activities under the proposed programme. This is the main risk in southern Mediterranean countries, as it can bring about changes in the authorities' approaches to reforms, their willingness to extend regional co-operation and adapt their standards in the fields of human rights and democracy, in line with EU and Council of Europe norms and standards.

Mitigation actions will include, in particular, contacts at the highest level to exchange about the political situation in the region and in the countries concerned, a close follow-up of the national situation and a constant dialogue with the authorities, parliamentarians as well as civil society, so as to adapt programme implementation to political developments.

Other risks are related to an insufficient level of involvement of the partners, the delays in implementing certain activities and the submission of similar requests for assistance to several donors. In order to minimise these risks, mitigation actions will include, among other things, a continued dialogue with the authorities and with the beneficiaries in line ministries and other institutions, ensuring the flexibility and adaptability of the Programme's work-plan, the constant coordination with EUDs in Morocco, Tunisia and Jordan, as well as with other donors, the regular information

on co-operation activities to the representatives of the member States sitting in the CoE Committee of Ministers and the redefinition of the Programme's objectives, if need be.

3.4. Cross-cutting issues

The programme will help facilitate the involvement of civil society in reform processes where CoE provides advice by ensuring that experience and knowledge of CoE are shared with key civil society organisation in a given field. Therefore, to the extent feasible, the advice provide by CoE on constitutional issues and European conventions ought to be subject to public awareness involving both Civil Society, Political Parties, Parliaments and other relevant stakeholders.

The Programme will elaborated guidelines and training courses for programme staff that ensures, that gender equality, youth, a human right based approach and civil society involvement are appropriately taken into consideration both in the planning and in the implementation of the activities of the programme.

The programme will prioritise gender equality, equal opportunities and the participation of women and Youth in its activities. Women will be encouraged to participate in the networks and act on the potentially different needs and aspirations of young men and women.

Finally, the implementation of this programme will ensure that a rights based approach encompassing all human rights is being applied when designing and programming new activities.

3.5. Stakeholders

The overall beneficiaries of the programme and main stakeholders will be: governmental bodies at all levels, notably ministries of justice, ministries of interior, ministries responsible for public administration; parliaments; public structures with specific responsibilities in the relevant areas, such as anti-corruption and anti-money laundering bodies central electoral commissions, ombudsmen; the judiciary, judicial professions and judiciary supervisory bodies; media professions and civil society organisations.

The implementation of the Programme's activities should facilitate the involvement of civil society where appropriate. This involvement will take different forms, from knowledge sharing, hearings to exchanges in more informal settings. Guidelines regarding the conception and implementation of the activities will be developed with this purpose.

A Steering Committee has been established consisting of representatives from key institutions in partner countries, the CoE and the EU (DEVCO and EEAS) as well Civil Society representatives from the southern Mediterranean. The steering group overviews the implementation and validates overall work-plans. It meets at least once per year or when necessary.

If relevant, partner countries other than ENI countries (Mauritania, Mali, Niger, Chad, Sudan, Saudi Arabia, Qatar, Kuwait, United Arab Emirates, Bahrain, Yemen, Oman, Comoros, Djibouti, Somalia, Iraq, Turkey, Bosnia and Herzegovina, Serbia, Montenegro, Kosovo, Albania, former Yugoslav Republic of Macedonia) shall be associated to the activities foreseen by this action, in accordance with Article 16(1) of Regulation (EU) No 232/2014.

At the time of writing this action document, EU co-operation with Syrian governmental authorities is still suspended. In case this decision is reversed, the Commission will assess the opportunity to involve Syrian authorities in the implementation. The political instability and/or security situation in Syria will be assessed prior to that in order to confirm the feasibility/opportunity to: a) engage the stakeholders and b) implement the activities.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with a partner country, referred to in Budget Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 36 months, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. *Indirect management with the Council of Europe*

This action with the objective of assisting Southern Mediterranean countries in reinforcing Human Rights, Rule of Law and Democracy will be implemented in indirect management with the Council of Europe in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation is justified because a Framework Agreement between the European Commission and the Council of Europe was signed in 2004 and because of the Council of Europe's expertise in standard-setting and monitoring tools, as detailed above under section 2

The entrusted entity would be in charge of managing and supervising the implementation of the project activities in the priority areas stated above in order to reach predefined objectives and results. In this context, the Council of Europe would award procurement contracts (consultancy services) and grant contracts.

The entrusted entity would be responsible for the proper implementation of the planned activities, their follow-up and monitoring. It must ensure close co-ordination and liaison with EU Delegations and European Commission services and in particular with DG DEVCO with a view to ensuring synergies between the different actions in the field of Human Rights, Rule of Law and Democracy in the Southern Mediterranean countries. In particular, the programme's activities, progress and results will be shared widely within the European Commission and outside. Follow-up meetings will be organised on regular basis to ensure CoE keeps the European Commission well informed and up to date on the state of play of the programme.

The entrusted entity is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free co-operation with

this entity, it can be entrusted with budget-implementation tasks under indirect management.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

The responsible authorizing officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR thousands
4.3.1. – Indirect Management with the Council of Europe	7,000

4.6. Performance monitoring

The actions will be monitored according to standard procedures and ensured through the usual results-oriented monitoring (ROM) method used for grants and projects. Programme Periodic assessment of progress on delivery of specified programme results towards achievement of programme objectives will be carried out by the EU Delegations in the region and Headquarters through monitoring missions. The European Commission and the CoE will pay particular attention to the recommendations expressed by the external experts.

The CoE Office of the Directorate General of Programmes (notably through its Programming Neighbourhood Division) will be responsible for ensuring the coordination of the Programme's implementation.

4.7. Evaluation and audit

A mid-term and final evaluation of programme implementation will be carried out.

Expenditure incurred will have to be certified, as part of the obligations of the contracted parties in the context of implementation of the programme. Mid-term and final evaluations of the results achieved will be entrusted to independent consultants, and external audits will be carried out if necessary. These evaluations and audits will be funded from sources other than the programme budget, since no commitment will be possible once the validity of this Decision has expired (the N+1 rule will apply).

4.8. Communication and 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

The Communication and Visibility Plan of the Action will contribute to:

- raise awareness of the Programme in partner countries, both among national authorities and the general public,
- raise awareness of benefits from EU/CoE co-operation vis-à-vis beneficiaries and among the general public;
- promoting a better knowledge of CoE tools and conventions among national authorities and relevant stakeholders;
- ensure visibility to EU funding and CoE action in partner countries;
- establish and consolidate regular contacts, chiefly with local media;
- provide regular updates and information on upcoming activities;
- contribute to raise the interest of other countries of the region which are potentially targeted by the programme, thus fostering regional co-operation;
- communicating the outcomes and results of the activities to the largest possible public.

Visibility tools and actions will include, among other things: a logo of the Programme; a specific website of the Programme and a part of the CoE Offices' websites devoted to the Programme; leaflets of the Programme in French/ English/ Arabic; a periodic newsletter, disseminated also with the support of the EU Neighbourhood Info Centre; for selected event, the preparation of press releases and the organisation of press conferences/press points as well as the preparation of reportages by ENPI; interviews; promotional items; publications related to the Programme's activities.

ANNEX 2

of the Commission Implementing Decision on the Annual Action Programme 2014 - Part 1
in favour of the ENI South countries

Action Document for Euromed Justice and Police IV**1. IDENTIFICATION**

Title/Number	Euromed Justice and Police IV CRIS number: ENI/2014/037-384		
Total cost	Total estimated cost: EUR 10 000 000 Total amount of EU contribution. EUR 10 000 000 Budget line: 21.03.01.03		
Aid method / Management mode and type of financing	Project Approach Direct management – Procurement of services		
DAC-code	15110	Sector	Public sector policy and administrative management

2. RATIONALE AND CONTEXT**2.1. Summary of the action and its objectives**

The EU's dialogue and co-operation with non-EU countries in the area of justice and security is shaped by different policy and strategy documents. The Joint Communication "Human rights and democracy at the heart of the external action of the EU - Towards a more effective approach"¹, the European Security Strategy (ESS)² and the Concept for European Community Support for Security Sector Reform³ are the main policy documents, highlighting the need for "nationally/regionally owned reform processes designed to strengthen good governance, democratic norms, the rule of law and the respect for human rights"⁴.

In 2011, the Arab Spring opened the door to democratic political change in the European Neighbourhood Instrument South Partner Countries (ENI SPC). Security and justice sectors' reform is an integral component of the nascent democratic process in the region. Police and justice sectors' reform will necessarily differ by country and must be tailored to the political realities and specific circumstances of each state. However, the region remains bound by similar processes and mutual interests. The proposed action aims to create an effective framework for co-ordination, co-operation and exchange of experience through the establishment of a coherent and structured approach with a focus on dialogue, capacity

¹ "Human rights and democracy at the heart of the external action of the EU – Towards a more effective approach", COM(2011) 886 final, 12.12.2011.

² "A Secure Europe for a Better World, European Security Strategy", Council of the European Union, 12.12.2003.

³ "A Concept for European Community Support for Security Sector Reform", COM(2006) 253, 24.5.2006.

⁴ Idem, p. 7.

building and provision of tailor-made expertise. The latter constitute a tool for building regional confidence and dialogue providing leverage for the implementation of justice and security programmes at bilateral level. Moreover, they focus on nascent democratic transformation and institution-building by addressing the needs of those institutions and actors which are key to build democratic societies, assisting security and justice sectors in developing expertise, accountability, transparency and professionalization. While the proposed action addresses each sector separately through different results-oriented components, the close relationship and interdependence between both sectors will also be addressed through joint activities in order to address common challenges and to create synergies between police and justice actors in the broader concept of rule of law⁵.

The main innovative aspects concern both the content and the methodology of the proposed action. While the regional programme will continue to support constructive regional dialogue and provision of expertise in police and justice sectors, it will also include new contents responding to needs related to the democratic process such as assistance in enhancing, independence, inclusion, transparency, accountability and accompanying redress mechanisms in the justice sector. If activities are to a large extent regional, specific multi-country grouping activities focusing on common interests and needs will also be promoted whenever relevant. This approach will notably allow adjusting to the diverse level of engagement and policies' development of ENI SPC, in line with the "more funds for more reform" approach, reconfirmed by the European Neighbourhood Instrument (ENI)⁶.

The overall objective of the proposed action is to contribute to the development of a Euro-Mediterranean area of effective and democratic justice and security systems by strengthening the rule of law and continuously progressing towards the alignment to international standards.

The specific objective is to support relevant reforms of the justice and security systems in ENI SPC and to foster effective co-ordination and co-operation between them and with EU Member States in the areas of police and justice. For that purpose, the present proposal will be divided into separate justice and police components (which will in turn be divided into several expected results). Throughout the document, the word "police" should be understood as law enforcement agencies in general (police gendarmerie, border guards, coast guards and any other agency with policing functions).

Both components are developed building upon recent changes and on a flexible and demand-driven approach basis.

The geographic scope may be enlarged to other countries where relevant (for example fostering Sahel-Maghreb cooperation).

Broader consultations with Partner Countries, EU Member States, other donors and relevant stakeholders (including law- judicial professional organisations and civil society organisations) will be conducted during the inception phase, building on the achievements and existing networks developed by the previous phases of Euromed Justice and Police projects. EU Delegations (EUD) will be closely associated in the design, implementation and follow-up of the proposed regional programme, which has the intrinsic purpose to complement and add value to bilateral programming.

⁵ The Secretary-General of the UN defines the rule of law as "a principle of governance in which all persons, institutions and entities, public and private, including the State itself, are accountable to laws that are publicly promulgated, equally enforced and independently adjudicated, and which are consistent with international human rights norms and standards. It requires, as well, measures to ensure adherence to the principles of supremacy of law, equality before the law, accountability to the law, fairness in the application of the law, separation of powers, participation in decision-making, legal certainty, avoidance of arbitrariness and procedural and legal transparency." (Report of the Secretary-General: The rule of law and transitional justice in conflict and post-conflict societies" (2004)).

⁶ Regulation (EU) No 232/2014 of the European Parliament and of the Council establishing a European Neighbourhood Instrument, 11.03.2014, available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2014:077:0027:0043:EN:PDF>

2.2. Context

2.2.1. Regional context

2.2.1.1. Economic and social situation and poverty analysis

The recent deterioration of the macro-economic situation in the region was caused by the economic crisis, soaring food and energy products prices, and political and social instability related to the Arab Spring. Mediterranean Partner Countries (MPC) are characterized by (i) growth rates relatively lower compared to other developing and emerging regions, with a growth rate of Gross Domestic Product (GDP) per capita which has never exceeded 2.7% on ten-year average, (ii) very high unemployment rates and a low level of participation (about 48% for all countries in the region), particularly for women and (iii) a large informal sector, estimated in some countries at 40% of GDP.

In MPC, living conditions have improved considerably over the last 30 years. Life expectancy, for the entire region, increased from 62.6 years in 1980 to 74.4 years in 2011. Similarly, the infant mortality rate has decreased significantly (from 65.6 (per 1000 births) in 1980 to 15.7 in 2011 for the whole region). In the field of education, the increasing enrolment rates in primary education (in average, almost all children in the region are now in school), secondary education (where enrolment increased from 56.5% in the years 80-85 to 87.5% on average from 2000 to 2012) and post-graduate education (from 16% to 40.5% on the same periods) and increased literacy rates, which rose from 56.3% in the mid 80s to 81% on average over the years 2000-2012, illustrate the efforts and progress made in this area. However, literacy rates of all MPC are still lower in comparison to other regions.

Another important achievement of MPC is related to the reduction of the level of poverty. Among the developing and emerging countries, MPC have, on average, the lowest percentages of the population below the international poverty line. Only 1.8% of people live with less than USD 1.25 per day. Similarly, the Gini index, which gives a measure of the level of income inequality shows that Mediterranean societies are relatively more egalitarian than those in other regions of the southern hemisphere. However, a significant proportion of the population (10%) is in a vulnerable situation (i.e. living with less than USD 2 per day).

2.2.1.2. Euro-Mediterranean co-operation background

In 1995, the Barcelona Declaration⁷, which launched the Euro-Mediterranean Partnership, encompassed in its agenda democratic reforms and human rights, economic prosperity and stability. With the introduction of the European Neighbourhood Policy (ENP)⁸ in 2004, the so-called Barcelona Process essentially became the multilateral initiative for dialogue and co-operation between the EU and MPC. In 2008, the Barcelona Process was replaced by the Union for the Mediterranean. Complementary bilateral relations managed mainly under the ENP and through association agreements signed with each partner country.

After the Arab uprisings, the EU High Representative and the Commission published two communications – "A partnership for democracy and shared prosperity with the southern Mediterranean"⁹ and "A new response to a changing neighbourhood"¹⁰ – that outlined how the ENP and other EU instruments could be used to advance democracy in Arab countries. They focus on three main elements: democratic transformation, a partnership with people and civil society, and sustainable and inclusive growth. Following the set-up of the

⁷ Adopted at the Euro-Mediterranean Conference; 27-28/11/95; Full document available at http://www.eeas.europa.eu/euromed/docs/bd_en.pdf

⁸ "Wider Europe-Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours", COM(2003) 104 final, 11.3.2003, and "Implementing and promoting the European Neighbourhood", SEC(2005) 1521, 22.11.2005.

⁹ "A Partnership for democracy and shared prosperity with the Southern Mediterranean", COM(2011) 200, 8.3.2011.

¹⁰ "A new response to a changing neighbourhood", COM(2011) 303 final, 25.5.2011.

Barcelona process, this demand for enhanced co-operation is duly reflected at political level since the very first framework document adopted by the Ministers of Foreign Affairs in Valencia in 2002¹¹, endorsed the idea of a regional programme in the field of Justice, Freedom and Security. Successive European Councils (Tampere in 2006 and Lisbon in 2007) have stressed the importance of strengthening the Euro-Mediterranean Partnership in the field of security and, in particular, of implementing the Euro-Mediterranean Code of Conduct on Countering Terrorism, adopted in 2005¹². In response to the Arab Spring, the EU designed the Support to Partnership, Reform and Inclusive Growth (SPRING) Programme¹³ in October 2011, as a vehicle for the provision of support to partner countries in the Southern Neighbourhood on a more-for-more basis taken as an incentive approach based on differentiation: "those that go further and faster with reforms will be able to count on greater support from the EU"¹⁴.

As of 2014, the ENI replaces the ENPI and constitutes the new financing instrument defining the relationship with the Southern Neighbourhood. The main objective is to advance further towards an area of shared prosperity and good neighbourliness by developing a special relationship based on co-operation, peace and security, mutual accountability and shared commitment to universal values of democracy, the rule of law and respect for human rights.

2.2.2. *Sector context: policies and challenges*

In 2011, the Arab Spring opened the door to democratic political change in the ENI SPC. Security and justice sectors reforms are an integral component of the nascent democratic process in the region. While the reform of those two crucial and sensitive sectors is a long-term process, it should be a key part of institution building in the new nascent democracies. The transitions to democracy are varied in nature and scope. Police and justice sectors reforms will necessarily differ by country and must be tailored to the political realities and specific circumstances of each state. However, the region remains bound by similar processes and mutual interests. Improved operation and quality of services of security and justice actors are more important than ever. New factors call for a careful handling of security issues: external factors, with the development of new forms of criminal activities; and internal ones, with the multiplication of public calls for more transparency, independence, accountability and mastering of skills to handle new situations in a more professional manner respecting democratic principles and human rights.

The EU's dialogue and co-operation with non-EU countries in the area of justice and security is shaped by different policy and strategy documents. The European Security Strategy (ESS)¹⁵ and the Concept for European Community Support for Security Sector Reform¹⁶ are among the main policy documents, highlighting the need for "nationally/regionally owned reform processes designed to strengthen good governance, democratic norms, the rule of law and the respect for human rights"¹⁷. The latter document also recommends strengthening policy and programming dialogue including non-State

¹¹ 5th Euro-Mediterranean conference of Foreign Ministers, Valencia, Spain, 22-23 April 2002, Presidential conclusions; 8254/02 (Presse 112).

¹² http://eeas.europa.eu/euromed/summit1105/terrorism_en.pdf

¹³ Support for Partnership, Reforms and Inclusive Growth (SPRING) adopted by the European Commission on 16 September 2011 and Communication on "Increasing the impact of EU Development policy: An Agenda for Change", COM(2011) 637 final, 13.10.2011.

¹⁴ "A Partnership for democracy and shared prosperity with the Southern Mediterranean", COM(2011) 200, 8.3.2011, p. 5.

¹⁵ "A Secure Europe for a Better World, European Security Strategy", 12.12.2003.

¹⁶ "A Concept for European Community Support for Security Sector Reform", COM(2006) 253, 24.5.2006.

¹⁷ Idem, p. 7.

actors¹⁸. Other more specific documents complete these main policy documents such as for example the European Maritime Security Strategy¹⁹.

The action is consistent with the Agenda for Change²⁰ which draws particular attention to democracy, rule of law and good governance and the need to address the challenges of security, fragility and transition. In addition, the action is in line with the Joint Communication "Human rights and democracy at the heart of the external action of the EU - Towards a more effective approach" (2011)²¹ and the "Strategic Framework and Action Plan on Human Rights and Democracy" (2012)²². It is thus consistent with the Communication "The roots of democracy and sustainable development: European engagement with civil society in the field of external relations"²³ (2012). In the 2011 Communication on "A New Response to a changing Neighbourhood"²⁴, Justice is mentioned as among the most important priorities for reform. It states that democracy lasts only when it is accompanied by "impartial justice from independent judges, security from accountable police and army forces, access to a competent and non-corrupt civil service and other civil and human rights".

The proposed action has been designed by taking into account priorities that were laid down in strategic documents such as the Stockholm Programme²⁵, promoting citizenship and fundamental rights; the Cybersecurity Strategy of the EU²⁶; the EU Drugs Strategy 2013-2020²⁷ and the EU Strategy towards the Eradication of Trafficking in Human Beings 2012-2016²⁸. The Instrument for Stability Strategy²⁹ implemented by the Commission Decision of March 19, 2012 reflects the transnational nature of threats and develops adapted responses and policies³⁰. The Communication on the EU Counter-Terrorism Policy³¹ laid down strategies for countering terrorism threat. Relating to the latter, the EU Strategy for Security and Development in the Sahel³² recalls that "the security threats in the Sahel – as well as their solution – are of a transnational nature, yet differ in intensity from one country to another³³". Co-ordination and co-operation are needed at regional level to provide adequate and effective responses.

To complete further, European agencies such as EUROPOL for law enforcement, EUROJUST for network and co-operation in judicial issues, FRONTEX for external border management and the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) for drug sector³⁴ remain significant partners for providing expertise and co-operation in the relevant sectors in partnership with Southern Neighbourhood countries.

In some countries' former regime, the judicial authority did not enjoy independence and in any transition from authoritarianism to democracy, redress mechanisms are needed in order

¹⁸ Idem, p. 10.

¹⁹ "For an open and secure global maritime domain: elements for a European Union maritime security strategy", JOIN(2014) 9 final, 6.3.2014.

²⁰ "Increasing the impact of EU Development Policy: an Agenda for Change", COM(2011) 637 final, 13.10.2011.

²¹ See footnote 1.

²² Council of the European Union, "EU Strategic Framework and Action Plan on Human Rights and Democracy" 11855/12, 25.06.2012.

²³ "The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations", COM(2012), 492 final, 12.9.2012.

²⁴ "A new response to a changing neighborhood", COM(2011) 303, Brussels, 25.5.2011.

²⁵ "The Stockholm programme – An open and secure Europe serving and protecting citizens", European Council, 2010/C 115/01, 4.5.2010.

²⁶ "An Open, Safe and Secure Cyberspace", COM JOIN(2013) 1 final, 7.2.2013.

²⁷ EU Drugs Strategy (2013-20), (2012/C 402/01), 29.12.2012.

²⁸ "The EU Strategy towards the Eradication of Trafficking in Human Beings", COM(2012)386, 19.6.2012.

²⁹ Instrument for contributing to Stability and Peace (IcSP) since 2014.

³⁰ http://ec.europa.eu/europeaid/how/finance/documents/eidhr/ifs_2012_13_strategy_merged_docs.pdf

³¹ "The EU Counter-Terrorism Policy: main achievements and future challenges", COM(2010) 386, 20.7.2010.

³² http://www.eeas.europa.eu/africa/docs/sahel_strategy_en.pdf, p.3.

³³ Idem, p. 3.

³⁴ EUROPOL is the European Police Office, a European Union's law enforcement agency that handles criminal intelligence. EUROJUST is the agency of the European Union dealing with judicial co-operation in criminal matters. FRONTEX is the European Agency for the Management of Operational Co-operation at the External Borders of the Member States of the European Union. Finally, EMCDDA is the European Monitoring Centre for Drugs and Drug Addiction.

to enable reconciliation. It is natural for citizens to seek redress for grievances stemming from actions by repressive regimes once those regimes pass from the scene. The trial of Hosni Mubarak and its resulting guilty verdict in Egypt is a manifestation of this sentiment. In Tunisia, victims of the Ben Ali regime want justice and reform of the security services. In societies emerging from authoritarian rule and/or conflict, measures of transitional justice should pave the way for national reconciliation. They should also help build new institutional and legal structures to consolidate democracy and human rights.

As a first response, Tunisia adopted a comprehensive transitional justice law. The concept of transitional justice refers to the set of judicial and non-judicial measures that have been implemented by different countries in order to redress the legacies of massive human rights abuses³⁵. As such, transitional justice is not a 'special' kind of justice', but an approach to achieve justice in times of transition from conflict and/or state repression. By trying to achieve accountability and redressing victims, transitional justice provides recognition of the victims' rights, promotes civic trust and strengthens the rule of law. A process in implementing effective transitional justice is crucially important because, in the aftermath of massive human rights abuses, victims should have well-established rights to see the perpetrators punished, to know the truth, and to receive reparations. Because systemic human rights violations affect not only direct victims, but also society as a whole, in addition to satisfying these obligations, states have the duty to guarantee that those violations will not recur, and therefore, the responsibility to reform institutions that were either involved in or incapable of preventing the abuses.

In Libya, the recently adopted law on transitional justice and the question of the trial of high political figures³⁶ has to be addressed. Hence, fair and due judicial processes are crucially needed to prevent further escalation of violence. This demand brings another problem to the fore. Transitional justice will rely on judicial institutions that were part of the previous regime and need to be reformed. In many of the ENI SPC, traditional justice mechanisms operate and constitute an area to consider by exploring possibilities for improving human rights' compliance and supporting better co-ordination and dialogue between informal and formal justice institutions.

Professionalization of police institutions and deeper dialogue on home affairs and security as a whole will provide better public accountability of security forces. The post-2011 events triggered drastic citizens' calls for reforms of the security forces. For example, the 'Arab Awakening' was ignited by a Tunisian citizen's resistance to police corruption. The Egyptian revolution also targeted the police as symbols of repression and political control. Libya represents a different case where some revolutionary groups still refuse to join the new army and police as units. Jordan and Morocco did not encounter proper 'revolutions'; nonetheless both governments, under public pressure, undertook constitutional reforms in 2011³⁷. Furthermore, it is noticeable that conflict and post revolution situations directly create gaps and areas for development of transnational crime and related cross-border illegal traffics for which countries in the region need co-operation mechanisms, expertise and dialogue. Indeed, crime is today of transnational nature. Criminal networks amass profits from all kinds of trafficking, ignoring borders and contributing to instability in the

³⁵ Secretary-General's Report on Transitional Justice and the Rule of Law in Conflict and Post-Conflict Societies, 3 August 2004, S/2004/616.

³⁶ Saif al-Islam and al- Saadi Gaddafi (Muammar Gaddafi's sons) or of Abdallah al-Senoussi (former head of secret services).

³⁷ Morocco even initiated with the EU support a 'Programme d'appui aux actions de réparations en faveur des régions touchées par les violations des droits de l'homme' Référence: 2009/227922.

weakest countries. Concerted efforts are needed to detect organised crime activities and disrupt them.

As a response, the proposed action aims at enhancing relevant forums for regional co-operation, co-ordination and exchange of experiences, supporting and comforting the development of up-coming reforms at bilateral level. If activities are to a large extent regional, specific multi-country activities focusing on common interests and needs will also be promoted whenever relevant.

A final but crucial mention should be devoted to the link between security, justice and development. Calls for more public and service delivery oriented policing, social justice³⁸ and accountability processes are intrinsically linked to economic development, access to justice for all and the role and place of the citizens in society. The relations between the citizens and the state are addressing deeper aspects of democracy and of development as a whole. Empowerment of women in both sectors is also a key point of this programme as well as the protection of vulnerable groups, in order to facilitate fair access to justice and police services.

2.3. Lessons learnt

This section takes into account the completion and ex-post evaluation of Euromed Police II and of Euromed Justice II, both finalised in June 2013, as well as the recommendations formulated by the above-mentioned main policy and strategy documents with a focus on the recommendations of the Task Force Mediterranean³⁹ calling for the new generation of Euromed Police to become a more effective platform for dialogue and co-operation⁴⁰.

Primarily, the idea of not focusing only on the regional level but exploring possibilities for a multi-country approach based on mutual and common interests in line with national needs and policies is addressed to ensure "that regional projects take account of country-levels needs, strategies and action plans, and sub-regional specificities⁴¹". The innovative approach also includes the possibility to explore the participation of non-ENI Southern Neighbourhood countries to be associated to regional or multi-country activities on needs basis, especially those which are source, transit and destination countries of organized crimes.

Secondly, the evaluation reports are calling for "moving from the current top-down approach towards a more bottom-up approach in which beneficiaries are more involved in the design and the implementation of activities⁴²". Flipping from a top-down to a bottom-up approach is then clearly reflected in the activities with more effective operational police co-operation and systematization of best practices, taking into account practical absorption capacities of institutions. Given the drastic changes deriving from recent events, new needs emerged that require adaptability to circumstances and changes introducing "flexibility in the planning and topics of activities, number of participants, localisation and methodology⁴³". Furthermore, to ensure greater efficiency and a broad and lasting impact⁴⁴, the proposed action will a) possibly conduct sub-regional/multi-country activities, b) create forums for dialogue on specific subjects in line with the practical countries' needs, and c) build-up of more targeted expertise.

³⁸ John Rawls in 'Justice as fairness' (2003), states that social justice is set out to sketch a theory of justice that would assure protection of equal access to liberties, rights and opportunities through establishment of fair rules in consultation with public because public support is critical to the acceptance of the rules and thus, for effectiveness of the entire system.

³⁹ "Communication on the work of the Task Force Mediterranean", COM92013) 869, 4.12.2013.

⁴⁰ Full recommendation: "the new generation of programmes for EUROMED Migration and EUROMED Police to be launched from 2014 should take due account of evaluations to become a more effective platform of dialogue and co-operation".

⁴¹ As recommended in the Completion and Ex-post Evaluation of Euromed Justice II, Para 1.5.

⁴² Completion and Ex-post Evaluation of Euromed Police II, first recommendation, p. 5 and Para 5.2.1 (2).

⁴³ As recommended in Completion and Ex-post Evaluation of Euromed Police II Para 5.1 and of Euromed Justice II, Para 1.5.

⁴⁴ Completion and Ex-post Evaluation of Euromed Police II, Para 5.2.1, p. 23.

Thirdly, the Euromed programmes phases I, II and III have led to an on-going dialogue and exchanges through which beneficiaries have absorbed over the years a fair amount of technical capacities and expertise. In order to sustain coherence and impact, the up-coming phase will support south-south co-operation and tailored-made expertise without interfering in the state's prerogatives. It will provide adapted responses to reality in the region while "reducing current focus on organised crime and terrorism" and give priority to "political commitment dialogue at high level, good police practices, support to judicial independence and the separation of powers and other related"⁴⁵.

Fourthly, the latest evaluations⁴⁶ call for future interventions to "pay more attention to closely connecting regional EU promoted activities with bilateral supported ones". This will be implemented reinforcing communication and information sharing with EU Delegations and Member States. The proposed action pays particular attention to that by inserting specific provisions and guidelines with monitoring mechanisms for follow-up and assessment. Both evaluation reports call for "quality indicators and planned ones, updated" including the need for ensuring "criteria and responsibility for selecting participants and experts for project's implementation"⁴⁷.

Finally, ownership, feedback, consultation and communication with all participating parties will be encouraged and implemented through a thorough inception phase with extensive consultation of partner countries and relevant stakeholders.

2.4. Complementary actions

The proposed project must be closely coordinated and in complementarity with EU-funded bilateral initiatives and other relevant donors' actions in the police and justice sectors.

Relevant on-going regional projects are: "Strengthening democratic reforms in the Southern Mediterranean (South Programme II)", implemented by the Council of Europe (CoE), which will support Southern Mediterranean countries in reinforcing Human Rights, Rule of Law and Democracy, based on the experience and lessons learnt of the first phase of this joint CoE/EU programme; the Instrument for Stability Sahel project in Mauritania, Mali and Niger⁴⁸; and, to a certain extent, the French regional JUSSEC (Justice et sécurité en région sahélo-saharienne) project for the Sahel region⁴⁹. Regarding terrorism, a UN Office on Drugs and Crime (UNODC)/Counter-Terrorism Committee Executive Directorate (CTED) EU-funded programme addresses criminal justice officers likely to deal with terrorism. Strict complementarity and co-ordination will be sought with the relevant regional initiatives implemented by the Council of Europe.

Moreover, it is crucial to build partnerships with existing international, regional and national trainings centres and academies seeking close co-operation with relevant European Union entities and institutions such as the Office of the EU Counter-Terrorism Coordinator, the European External Action Service (EEAS), EUROJUST, EUROPOL, the European Police College (CEPOL) and the European Judicial Training Network (EJTN). In addition, the proposed action might possibly seek co-operation with the African Centre for Studies and Research on Terrorism (CAERT), the Africa Commission on Human Rights and Peoples' Rights, the International Institute for Justice and the Rule of Law, the Geneva Centre for Democratic Control of the Armed Forces (DCAF); the Institute for International Criminal Investigations (IICI) and the Permanent Bureau of the Hague

⁴⁵ Recommendations Police 5.2.1 (5), Para 5.2.2 (4) p. 23 and Justice Para 1.5.

⁴⁶ Completion and Ex-post Evaluation of Euromed Justice II, Strategy and Programming Para 4.10, p. 43.

⁴⁷ The Euromed Police II Evaluation report particularly calls for "setting up of a robust ongoing evaluation mechanism" See Euromed Police Evaluation recommendations p. 5 and Euromed Justice II ones, Para 1.5 and Para 3.2.3 and 4.2.

⁴⁸ http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/132802.pdf

⁴⁹ <http://www.justice.gouv.ne/?=node/76>

Conference on Private International Law. Cooperation with the League of Arab States may also be explored.

At the bilateral level the relations between the EU and ENI SPC (individually considered) are based on the Association Agreements and the ENP Action Plans, which all contain various provisions related to justice and police issues, with particularities according to the country. The proposed action will pay particular attention to countries such as **Algeria** and **Morocco**, where identification for justice sector reform programmes is in the making, and **Tunisia** where a programme of Support to the justice sector under SPRING funds is on-going, as well as a Technical Assistance and Exchange of Information (TAIEX)-funded peer review for the security sector. Tunisia adopted its new Constitution⁵⁰ in which its chapter V is dedicated to the judicial power and ensures its independence. Upon Tunisia request, a peer review of the security sector has just been finalized and the EU is currently implementing several projects supporting Tunisian authorities in justice sector reform. An additional need for technical assistance is also being identified on criminal law procedure reform. In **Jordan**, on-going main EU-funded projects are the following: justice sector policy support programme completed with a support to the justice reform, support to reform in the security sector in applying the rule of law, support family protection department and juvenile police department⁵¹. Additionally, the EU supports projects focusing on **Palestinian** and **Syrian** refugees. In **Egypt**, a Justice Reform programme started in 2010 and the Human Rights programme identified for the period 2007-2013 includes a justice component. In **Lebanon**, the main programmes related to justice and police sectors include a support to modernisation of Lebanese judiciary, a project on developing national capability for security and stabilisation; a support to reform of the judiciary as well as a security and rule of law programme, which aims at improving security forces' performances techniques in law enforcement. The country also benefits from actions focusing on Palestinian and Syrian refugees, and border management. In **Morocco**, King Mohamed VI declared justice reform a national priority in 2007 and in the context of the National Indicative Programme, the EU has proposed technical and financial assistance for justice sector reform. In **Libya**, a first project on strengthening democracy, good governance and civilian culture in the security and justice sectors is being implemented while the EU is involved in a significant number of migration-related initiatives as well as with the civil society, seeking to promote inter communal dialogue and reconciliation. The Council adopted a Decision to establish the Common Security and Defence (CSDP) Mission on 22 May, 2013, aiming at developing Libya's capacity for securing borders⁵². In **Palestine**⁵³, a significant range of EU assistance is delivered in security sector reform, community policing, civil defence, legal aid, prisons and justice reforms through support of Judicial Institute and Bar Associations⁵⁴. In particular, the action proposed will have to coordinate with the CSDP Mission EUPOL COPPS in Palestine, which exerts major efforts towards training on both justice and security sectors.

⁵⁰ On 26 January 2014.

⁵¹ In addition, a second Twinning to Support to the Jordan's Gendarmerie Regional Special Training Centre and one new Twinning on Strengthening the capacity of the public administration to combat cybercrime are planned to be implemented in 2016 in Jordan. Moreover, a first EU support to Justice and Good Governance in Jordan was developed and implemented in 2008.

⁵² Details can be found at: http://www.eeas.europa.eu/csdp/missions_operations/eubam-libya/eubam_factsheet_en.pdf

⁵³ This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

⁵⁴ List of EU support programmes in Palestine: Infrastructure Support to the Security Sector in Palestine - PCD equipment, Capacity Building for the Palestinian Civil Defence (PCD); Strengthening Civil-Democratic Governance in the Security Sector in the oPt; TA Capacity Building for the Palestinian Civil Police (PCP); Infrastructure Support to the Security Sector in Palestine - Jenin Prison; Infrastructure Support to the Security Sector in Palestine - Community Police Stations; Support to the Legal Aid Programme; Support HJC in its capacities for Asset Management; Phase II - Construction of public infrastructure in the Justice Sector – Courthouses; Post Graduate Degree in Legal Studies; Juvenile Justice Programme; Diploma Programme of the Palestinian Judicial Institute; Diploma Programme of the Palestinian Bar Association; Phase I - Construction of public infrastructure in the Justice Sector; Furnishing and Equipment of HJC Libraries and Research Centre.

In **Israel**, the implementation of the European instruments for democracy and human rights and the Neighbourhood civil society is of high relevance for promoting civil society.

2.5. Donor co-ordination

Justice and police are key sectors that have been addressed within the international debate with initiatives funded also by other donors and carried out by specialized international and sometimes regional organisations and NGOs, such as, but not limited to, UNODC, CTED; the UN Children's Funds (UNICEF); the UN Development Programme (UNDP), the UN Commissioner for Human Rights (OHCHR), Organisation for Security and Co-operation in Europe (OSCE), the Geneva Centre for the Democratic Control of Armed Forces (DCAF) and to a certain extent, the UN High Commissioner for Refugees (UNHCR), when it comes to refugees situation.

Activities of the proposed action remain flexible enough to adapt and align with the National Action Plans and Countries' Strategies delineating topics and priorities of respective governments including in justice and police sectors. In some specific cases such as in Libya, the UN Mission in Libya (UNSMIL) deployed is deeply involved in rule of law and security sector through providing ongoing advice and assistance to the Ministry of Interior on police matters, including strengthening the capacity of the police departments and on the transitional justice law. The proposed action will also coordinate closely and complement with numerous activities in both sectors of several EU Member States in the region.

The magnitude of the issues addressed is such that these complementary actions are per se very positive and co-ordination should be sought in order to avoid duplication of activities and benefit from the experiences already gained. Donors' co-ordination remains a crucial challenge to ensure leadership and ownership of partner countries and to maximise results.

3. DETAILED DESCRIPTION

3.1. Objectives

General objective

The general objective is to contribute to the development of a Euro-Mediterranean area of effective and democratic justice and security systems by strengthening the rule of law and continuously progressing towards the alignment to international standards.

Specific objective

The specific objective is to support, building upon recent changes and on a flexible and demand-driven approach, relevant reforms of the justice and security systems in ENI SPC and to foster effective co-ordination and co-operation between them and with EU Member States in the areas of police and justice.

3.2. Expected results and main activities

While there will be separate components on the justice and police sectors, their common challenges and interdependence will be addressed through co-ordination and joint activities whenever relevant.

JUSTICE:

Justice component 1: Effective independence of justice and access to justice services

R1.1: ENI SPC justice systems are supported to adapt to the respective new constitutional framework, in line with international standards on rule of law, democracy and human rights.

R1.2: The independence of judiciary is progressively consolidated in the ENI SPC from an institutional and operational point of view.

R1.3: Dialogue on and support to transitional justice and redress mechanisms is initiated/consolidated and progressively aligned to the respect of fundamental freedoms and human rights.

R1.4: Effective and fair access to justice, with a focus on vulnerable groups and persons in need of international and specific protection, is enhanced.

Justice component 2: Regional judicial co-operation on private and criminal law.

R2.1: Increased co-operation in the area of family law, through the progressive alignment to relevant international private law, is supported.

R2.2: Judicial co-operation in criminal matters is strengthened.

R2.3: Capacities in investigating and prosecuting complex judicial cases with a special focus on transnational crime are enhanced⁵⁵, including strengthened inter-agency co-operation and information sharing between criminal justice and police actors at national and regional level.

POLICE

Component 1: Democratic oversight and accountability and effective and efficient service delivery of police

R1.1: ENI SPC police services are supported to adapt to the respective new constitutional framework, in line with international standards on rule of law, democracy and human rights.

R1.2: Transparency, inclusiveness, accountability, effectiveness and efficiency of police services are reinforced, in order to provide human security and public order in a more professional and accountable manner, respecting democratic principles, rule of law, human rights and equality between men and women.

R1.3: Police services are better integrated in their communities and apply a service delivery approach to citizens, through the use of methods such as community policing⁵⁶.

Component 2: Dialogue and co-operation to respond to global and regional transnational threats

R2.1: High level co-ordination and co-operation is fostered to maintain regional political commitment.

R2.2: Police operational co-operation is strengthened, in particular by systematizing good practices.

The list of activities is purely indicative and is flexible to respond to changing needs. Prior to implementation of activities, an assessment of the needs of Partner Countries⁵⁷ will be conducted based on previous outcomes. The institutional capacity of Partners to absorb the proposed activities and dynamically participate in the program will be assessed and specific criteria for participants will be developed for each activity. Regional activities will be mainly dedicated to policy discussions and exchange at high level. All other activities will be implemented under the form of delivery of concrete expertise and exchange of

⁵⁵ This is planned to be implemented by both components jointly with criminal justice and police actors.

⁵⁶ Also defined as "Police de proximité" in civil law systems.

⁵⁷ With the aim to align with existing and national partner countries strategies and priorities as recommended in the "Completion and Ex Post Evaluation of the Project "Euromed Justice p. 14 and in the "Completion and Ex Post Evaluation of the Project Euromed Police p. 16.

experiences, including south-south experience. Whenever relevant, multi-country activities based on common needs and interests will be foreseen.

Main activities under the justice component

Identified areas of activities are as followed:

- **High level regional and/or sub-regional conferences** to discuss regional harmonization, co-operation on the thematic fields proposed and justice sector reforms⁵⁸.
- **Technical trainings/workshops** on the thematic fields addressed by the proposed action: based on needs' assessment, tailor-made national and (possibly) multi-country trainings/workshops will also be designed and delivered. Relevant regional and/or national training institutes/universities might be involved both as associates to and as beneficiaries of this type of activity.
- Support the design and implementation of adequate mechanisms for awareness, participation and commitment of citizens, civil society and media, as well as mechanisms of accountability and social control.
- Explore possible participation of ENI SPC to the Special Commission Meetings in the framework of the Hague Conventions⁵⁹.
- Whenever relevant, **provision of targeted tailor-made technical assistance**: the action will provide tailor-made technical assistance mechanisms, on a more-for-more basis, in the different fields covered by the action. Complementarity with other EU-funded technical assistance instruments, such as TAIEX, will be ensured.
- Whenever relevant, joint activities and exchanges with other relevant regional programmes, such as Euromed Migration and relevant initiatives of the Council of Europe, will be carried out.

Main activities under the police component

- **High-level regional and/or sub-regional conferences** to discuss regional or sub-regional co-operation on the thematic fields proposed and police sector reforms.
- **Technical trainings/workshops** on the thematic fields addressed by the proposed action: based on needs' assessment, tailor-made national and (possibly) multi-country trainings/workshops will also be designed and delivered. Relevant regional and/or national training institutes/universities might be involved both as associates to and as beneficiaries of this type of activity.
- Explore possibilities for **enhancing police co-operation** through Africa Political and Economic Strategic Centre (AFRIPOL), the League of Arab States and other relevant regional organisations.
- Collection, systematization and diffusion of **best practices** on specific thematic fields proposed.
- Whenever relevant, **assistance to the undertaking of joint investigations and operations** using the lessons learnt and systematisation of best practices.

⁵⁸ As recommended in the "Completion and Ex-post Evaluation of the Project Euromed Justice II", Final report, June 2013 stating that "spearhead the organisation of regional ministerial meeting on justice, which would capitalize on existing momentum, encourage commitment to reform processes, increase visibility of EU and regional justice reform efforts and ensure harmonization of regional policy and approaches".

⁵⁹ The Hague Conference on Private International Law is an inter-governmental organisation with 75 members (74 countries and the EU) representing all continents. It aims to work for the progressive unification of the rules of private international private law. Numerous Hague Conventions also establish efficient and effective means of co-operation among States to overcome cross-border challenges.

- Whenever relevant, **provision of targeted tailor-made technical assistance**: the action will provide tailor-made technical assistance mechanisms, on a more-for-more basis, in the different fields covered by the action. Complementarity with other EU-funded technical assistance instruments, such as TAIEX, will be ensured.
- Whenever relevant, joint activities and exchanges with other relevant regional programmes, such as Euromed Migration, will be carried out.

3.3. Risks and assumptions

Risk	Level	Mitigation measures
Inefficient nomination of participants to programme activities by national governments	<u>High</u>	Range of specific criteria will be developed for each activity by the implementing Team in order to provide a detailed and substantiated profile for participants that would directly relate to the activity proposed. That will engage close consultation and communications between the Team with the relevant entities.
Political changes in key positions in targeted institutions.	<u>High</u>	Broad based stakeholder engagement will be undertaken, including non-state actors. Particular attention will be paid to building the capacity of technical staff.
High turnover of officials in general in most of the countries and in particular with those who participated in programme and trainings	<u>Medium</u>	The risk cannot be mitigated easily but informal agreements may be discussed in order to ensure that trained official will remain in position for a suitable amount of time at minimum. Other options could be a) developing and providing basic initial training programmes tools; b) developing a strong train-the-trainer approach and c) involve training staff and provide trainings on how to manage, develop and design trainings. This implies that in Police activities for example, not only Police officer will participate in activities but also administrative officers, representatives of law enforcement academies and related.
Lack of ownership and participation of Southern Partner Countries	<u>Medium</u>	The project will pay particular attention to consulting closely with beneficiaries on the topics, with the key support of EUD in the countries.

A critical basic assumption is that the national authorities in the Partner Countries are committed to actively collaborate with the proposed action. Political instability and insecurity in ENI SPC is a high risk when it concerns certain countries. Multi-country level activities and flexibility of the programme provide sufficient tools and mechanisms to deliver planned activities and achieve results expected.

3.4. Cross-cutting issues

The main relevant cross cutting issues are good governance, democratic accountability and human rights promotion. Governance is an aspect that was neglected over the past decades in main part of the region and needs to be addressed at all levels in support of building effective government institutions while enabling regional approach for effective co-operation and harmonization. Human rights principles and standards will be incorporated in all activities and training material and emphasis is given on accountability and transparency processes.

Women, children and vulnerable groups in general are supported in the proposed action. It is reflected in particular through activities related to transitional justice, access to justice, relation between police and citizens.

The role of women and the participation of women and their organisations will be a particular focus in the implementation of activities. The proposed action provides opportunities for fostering women's participation and positions in notably police and justice institutions. A sound focus will be given on encouraging women and their associations to participate in trainings and conferences as well as to be empowered in justice commissions like in Tunisia or other similar. The programme will promote the knowledge on international/regional standards regarding women's rights through the different activities and will possibly support legal studies on women rights that will contribute to increase the knowledge and to avoid misinterpretations.

3.5. Stakeholders

Major stakeholders are the institutions whose core functions are related to police and justice and which are subject to the application of democratic principles, the rule of law, fair access to justice and civilian oversight on security sector as a whole: law enforcement and judicial officers. It also includes administrative staff in police and justice institutions.

Collaborative links will be forged with promising groups including private sector, professional associations as bar, clerk/registers, bailiffs, civil society organisations and community-based organisations which can provide support for promoting social justice values. All of them would benefit from the activities of the program.

Other relevant stakeholders include, but are not limited to, media representatives, National Centres' for Human Rights, Ombudsman offices, National Parliaments.

If relevant, partner countries other than ENI countries (Mauritania, Mali, Niger, Chad, Sudan, Iraq, Turkey, Bosnia and Herzegovina, Serbia, Montenegro, Kosovo, Albania, and former Yugoslav Republic of Macedonia) shall be associated to the activities foreseen by this action, in accordance with Article 16(1) of Regulation (EU) No 232/2014.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with a partner country, referred to in Budget Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 48 months, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the

extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. Procurement (direct management)

	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Justice component	services	1	Third semester 2014
Police component	services	1	Third semester 2014

The indicative number of contracts (2) is based on past experience with Euromed Police and Justice.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

The responsible authorizing officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR thousands	Third party contribution (indicative, where known)
4.3.1. – Procurement (direct management)		N.A.
Justice component	4 800	
Police component	4 800	N.A.
4.7. – Evaluation and audit	300	N.A.
Contingencies	100	N.A.
Totals	10 000	N.A.

4.6. Performance monitoring

A permanent internal, technical and financial monitoring system, to be used to draw up progress reports, will be set up under each contract to implement the programme. Independent consultants recruited directly by the EU will carry out annual external

monitoring missions. Smarts indicators will be defined at the inception phase for each contract.

A single Steering Committee will be established with the participation of the relevant Commission services, the project implementing partners as well as representatives from ENI SPC (government institutions and civil society). The Steering Committee will provide general guidance to the project and oversee implementation. It will also pay due attention to possible synergies and joint activities between both components and at regional and national level.

4.7. Evaluation and audit

Independent consultants recruited directly by the EU will carry out external mid-term and final evaluation. An ex-post evaluation of impact may be carried out.

Auditing matters relating to implementation will be detailed in the contracts to be signed between the EU and the selected contractors.

If necessary, the EU may conduct *ad hoc* audits or expenditure verification assignments.

4.8. Communication and 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

ANNEX 3

of the Commission Implementing Decision on the Annual Action Programme 2014 -
Part 1 in favour of the ENI South countries

Action Document for Euromed Migration IV**1. IDENTIFICATION**

Title/Number	Euromed Migration IV – Euro-Mediterranean dialogue and co-operation on migration, mobility and international protection CRIS number: ENI/2014/037-383 Budget line: 21.03.01.01		
Total cost	Total estimated cost: EUR 7 070 000 Total amount of EU budget contribution: EUR 7 000 000		
Aid method / Management mode and type of financing	Project Approach Indirect management with the International Centre for Migration Policy Development (ICMPD)		
DAC-code	15110	Sector	Public sector policy and administrative management

2. RATIONALE AND CONTEXT**2.1. Summary of the action and its objectives**

The EU's dialogue and co-operation with non-EU countries in the area of migration and international protection is shaped by the EU Global Approach to Migration and Mobility (GAMM)¹. The Agenda for change² explicitly refers to support efforts to fully exploit the interrelationship between migration, mobility and employment. In addition to that, one of the objectives of the European Neighborhood Policy and of the European Neighborhood Instrument (ENI)³ refers particularly to the creation of conditions for the better organisation of legal migration and the fostering of well-managed mobility of people.

In line with the spirit of the new funding instrument, and following the recommendation of the Task Force Mediterranean (TFM)⁴ calling for the Euromed Migration "to become a more effective platform of dialogue and co-operation", the

¹ The GAMM, initially launched in 2005, was renewed in 2011: "The Global Approach to Migration and Mobility", COM(2011) 743 final, Brussels, 18.11.2011, available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0743:FIN:EN:PDF>

² "Increasing the impact of EU Development Policy: an Agenda for Change", COM(2011) 637 final, Brussels, 13.10.2011, available at http://ec.europa.eu/europeaid/news/agenda_for_change_en.htm

³ Regulation (EU) No 232/2014 of the European Parliament and of the Council establishing a European Neighbourhood Instrument, 11.03.2014, available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2014:077:0027:0043:EN:PDF>

⁴ "Communication on the work of the Task Force Mediterranean", COM(2013) 869 final, Brussels, 4.12.2013, available at: http://ec.europa.eu/dgs/home-affairs/what-is-new/news/news/docs/20131204_communication_on_the_work_of_the_task_force_mediterranean_en.pdf

present proposal incorporates significant changes resulting from previous reviews, evaluations and practical lessons learnt.

The main innovative aspects concern both the content and the methodology of the proposed action. For the first time, a regional programme in migration-related matters will include international protection among its fields of dialogue and co-operation, as clearly indicated in the GAMM. The specific objective of this action is to support EU Member States and ENI Southern Partner Countries (ENI SPC) in enhancing a comprehensive, constructive and operational dialogue and co-operation framework, with particular focus on reinforcing instruments and capacities to develop and implement evidence-based and coherent migration and international protection policies.

In order to achieve the specific objective, the present proposal will be articulated in two core pillars, which are in turn divided into several expected results, as follows:

1) Facilitation of an effective North-South and South-South regional dialogue and co-operation in the four main fields of migration and international protection-related matters (legal migration, irregular migration, migration and development and international protection).

2) Capacity-building through a new approach in order to ensure greater efficiency and a broad and lasting impact. This will include the possibility to conduct sub-regional activities, implement tailor-made national training programmes and build-up a targeted technical assistance package for small-scale concrete actions for committed partners.

Broader consultations with ENI SPC, EU Member States, other donors and relevant stakeholders will be conducted during the inception phase, building on the achievements and existing networks developed by the previous phases of Euromed Migration projects. EU Delegations (EUD) will be closely associated in the design, implementation and follow-up of the proposed regional action, which has the intrinsic purpose to complement and add value to bilateral programming.

2.2. Context

2.2.1. Regional context

2.2.1.1. Economic and social situation and poverty analysis

The recent deterioration of the macro-economic situation in the region was caused by the economic crisis, soaring food and energy products prices and political and social instability related to the Arab Springs. Mediterranean Partner Countries are characterized by (i) growth rates relatively lower compared to other developing and emerging regions, with a growth rate of Gross Domestic Product (GDP) per capita which has never exceeded 2.7% on ten-year average, (ii) very high unemployment rates and a low level of participation (about 48% for all countries in the region), particularly for women and (iii) a large informal sector, estimated in some countries at 40% of GDP.

In Mediterranean Partner Countries, living conditions have improved considerably over the last 30 years. Life expectancy, for the entire region, increased from 62.6 years in 1980 to 74.4 years in 2011. Similarly, the infant mortality rate has decreased significantly (from 65.6 (per 1000 births) in 1980 to 15.7 in 2011 for the whole region). In the field of education, the increasing enrollment rates in both the primary school (in average, almost all children in the region are now in school), high school education (where enrollment increased from 56.5% in the years 80-85 to 87.5% on average from 2000 to 2012) and post-graduate (from 16% to 40.5% on the same periods) and increased literacy rates, which rose from 56.3% in the mid 80s to 81% on average over the years 2000-2012, illustrate the efforts and progress made in this area. However, literacy rates of all Mediterranean Partner Countries are still lower in comparison to other regions.

Another important achievement of Mediterranean Partner Countries is related to the reduction of the level of poverty. Among the developing and emerging countries, Mediterranean Partner Countries have, on average, the lowest percentages of the population below the international poverty line. Only 1.8% of people live with less than USD 1.25 per day. Similarly, the Gini index, which gives a measure of the level of income inequality shows that Mediterranean societies are relatively more egalitarian than those other regions of the southern hemisphere. However, a significant proportion of the population (10%) is in a vulnerable situation (i.e. living with less than USD 2 per day).

2.2.1.2. Euro-Mediterranean co-operation background

In 1995, the Barcelona Declaration, which launched the Euro-Mediterranean Partnership, encompassed in its agenda democratic reforms and human rights, economic prosperity and stability. With the introduction of the European Neighborhood Policy (ENP)⁵ in 2004, the so-called Barcelona Process essentially became the multilateral initiative for dialogue and co-operation between the EU and Mediterranean Partner Countries. In 2008, the Barcelona Process was replaced by the Union for the Mediterranean. Complementary bilateral relations are managed mainly under the ENP and through association agreements signed with each partner country. In 2005, the Barcelona Summit incorporated migration as a fourth key pillar of the Partnership.

After the Arab uprisings, the EU High Representative and the Commission published two communications – ‘A partnership for democracy and shared prosperity with the southern Mediterranean’ and ‘A new response to a changing neighborhood’⁶ – that outlined how the ENP and other EU instruments could be used to advance democracy in Southern Mediterranean countries. They focus on three main elements: democratic transformation, a partnership with people and civil society, and sustainable and inclusive growth.

As of 2014 the European Neighborhood Instrument (ENI) replaces the European Neighborhood and Partnership Instrument (ENPI) and it constitutes the new financing instrument defining the relationship with the Southern Neighborhood. The main objective is to advance further towards an area of shared prosperity and good neighbourliness, by developing a special relationship founded on co-operation, peace and security, mutual accountability and shared commitment to universal values of democracy, rule of law and respect for human rights. One of the specific objectives of the ENI refers particularly to the creation of conditions for the better organisation of legal migration and the fostering of well-managed mobility of people and for the implementation of existing or future agreements concluded in line with the EU GAMM. Moreover, mobility and migration management is defined as one of the priorities of the ENI both at multilateral and bilateral level.

2.2.2. *Sector context: policies and challenges*

The EU’s dialogue and co-operation with non-EU countries in the area of migration and international protection is shaped by the GAMM, which is closely aligned with the EU foreign and development policies. The four pillars of the GAMM comprise: better organizing legal migration and fostering well-managed mobility; preventing and combating irregular migration and eradicating trafficking in human beings; maximizing the development impact of migration and mobility; and promoting

⁵ "European Neighborhood Policy", COM(2004) 373 final, Brussels, 12.5.2004, available at: http://ec.europa.eu/world/enp/pdf/strategy/strategy_paper_en.pdf

⁶ "A partnership for democracy and shared prosperity with the southern Mediterranean", COM(2011) 200 final, Brussels, 8.3.2011, available at: http://ec.europa.eu/commission_2010-2014/fule/docs/news/joint_communication-a_partnership_for_democracy_and_shared_prosperity_with_south_med_en.pdf ; and "A new response to a changing neighborhood", COM(2011) 303, Brussels, 25.5.2011, available at: http://ec.europa.eu/world/enp/pdf/com_11_303_en.pdf

international protection and enhancing the external dimension of asylum. These objectives are implemented by means of bilateral and regional dialogues and co-operation.

The political context in the Southern Mediterranean has drastically changed after the Arab upheavals, with important consequences for regional migration flows and co-operation on this issue. Those events altered migratory movements within the region and onwards the EU⁷. For example, migration is nowadays receiving constant attention in Tunisia, with the government showing strong political will to address migration-related matters in a coherent, participative and comprehensive manner. The signing of an EU-Tunisia Mobility Partnership (MP), which followed the signature of the EU-Morocco MP, re-energized the on-going dialogue with third countries on migration and mobility and emulated negotiations with other states in the region.

On a different note, in Libya, the situation of migrants and of people in need of international protection continues to give rise to concerns and criticism. At the present time, the Libyan legal and regulatory framework on migration appears weak, fragmented, and a long way to reaching international standards.

Tunisia and Libya are emblematic examples of how political changes that took place in the region have had direct consequences on migratory flows, both within the region and from the region to Europe. The majority of ENI SPC are a mix of countries of origin, transit, and destination. While traditionally perceived and dealt with as countries of origin and transit, increased South-South population movements have considerably influenced the way Partner Countries address migration, as illustrated by the new migration policy adopted by Morocco in October 2013.

The Euro-Mediterranean region is particularly complex in terms of migration⁸. About all types of population movements occur in the region and the EU has developed numerous highly relevant instruments to address this complexity and prevent the loss of human lives. In this regard, the combat of trafficking of human beings, which involves very often, but not always, irregular migration, remains at the core of the EU Strategy towards the Eradication of Trafficking in Human Beings (2012–2016)⁹. The strategy insists on the need to increase co-operation with third countries of origin, transit and destination on preventing and fighting that criminal phenomenon.

As a reaction to the human tragedy of Lampedusa in October 2013, the EU set up the Task Force Mediterranean (TFM) following the Justice and Home Affairs Council of 7-8 October 2013. With regard to regional programmes in the Neighborhood South, the TFM calls the new generation of Euromed Migration to become a more effective

⁷ On the other hand, it is important to mention that European countries are still coping with a major economic, social, financial and ultimately “EU identity” crisis. The latter is of significant impact on how we, as Europeans, address migration and international protection issues with our Southern neighbors.

⁸ According to the data contained in the *Annuaire IEMed de la Méditerranée* (IEMed, 2013), the total number of migrants coming from 9 Southern Mediterranean Countries (Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestine - this designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue -, Syria) in the EU27 was around 3 million in 2013. As for global data, according to the latest United Nations estimates, there are around 232 million international migrants worldwide. “South-South migration is as common as South-North migration, with the number of international migrants in both categories (voluntary or forced migration) estimated at 82 million in 2013” (World Youth Report 2013: Youth, Migration and Development, <http://www.unworldyouthreport.org>).

⁹ “The EU Strategy towards the Eradication of Trafficking in Human Beings (2012–2016)”, COM(2012) 286 final, Brussels, 19.6.2012, available at: http://ec.europa.eu/home-affairs/doc_centre/crime/docs/trafficking_in_human_beings_eradication-2012_2016_en.pdf

platform for dialogue and co-operation¹⁰. Finally, migratory routes being interconnected and, to some extent, associated to security matters, the action will take due account of the inputs resulting from key political dialogues, mainly the 5+5¹¹, and EU initiatives, such as the 2012 Maghreb Communication¹² and the Strategy for Security and Development in the Sahel, initiated in 2011¹³. Among other objectives, the latter aims to promote the idea of a regular and inclusive exchange on security matters, including migratory routes, with a clear demand to associate Sahel countries to on-going processes.

With regards to refugees and asylum seekers in the region, their situation is extremely complex and with worrying consequences with regard to the respect of fundamental rights. For instance, according to UN High Commissioner for Refugees (UNHCR), the number of Syrians fleeing their home country and in need of international protection reached to date the number of about two and half million, with more than a million of them in Lebanon only.

Furthermore, protracted crisis occurring in the region, notably the Syrian conflict, and the growing instability of other countries, call for a continuous, concrete and constructive North-South and South-South dialogue. The latter, with the intrinsic purpose to complement and add value to EU-funded bilateral programmes, needs to adjust to the diverse level of engagement and policies' development of ENI SPCs, in line with the "more funds for more reform" approach.

The latter was reconfirmed by the ENI. The new funding mechanism, indeed, emphasizes the need for increased differentiation, more flexibility, stricter conditionality and incentives for best performers. As mentioned above, the signing of EU-Morocco and EU-Tunisia MPs, and the well advanced negotiations with Jordan, attest the variable speed of ENI SPC with regard to co-operation on migration and international protection and require from the EU to take into account the diverse sensitivities, expectations and constraints of our partners in these issues.

A final but crucial mention should be devoted to the link between migration and development. Migrants' contributions to development are enormous, transferring between countries of destination and countries of origin economic, financial, human and social capital¹⁴. Strengthening the ties between diaspora communities and countries of origin has become a priority on the migration agenda of ENI SPC. In this regard, an important role is played by local authorities in the framework of local development processes. Local governments are on the front line in confronting challenges and opportunities that migration brings about, for instance with regard to

¹⁰ Full recommendation: "the new generation of programmes for EUROMED Migration and EUROMED Police to be launched from 2014 should take due account of evaluations to become a more effective platform of dialogue and cooperation".

¹¹ The 5+5 dialogue is a trans-Mediterranean dialogue launched in 1990, gathering 10 countries (5 from the EUs and 5 from the Maghreb area), with a strong emphasis on migration issues.

¹² "Supporting closer cooperation and regional integration in the Maghreb: Algeria, Libya, Mauritania, Morocco and Tunisia", JOIN(2012) 36 final, Brussels, 17.12.2012, available at: http://www.commed-cglu.org/IMG/pdf/2012_CommunicationMaghreb_EN.pdf.

¹³ "Strategy for Security and Development in the Sahel", EEAS, 2011, available at: http://eeas.europa.eu/africa/docs/sahel_strategy_en.pdf.

¹⁴ Following the UN-led **High-level Dialogue on International Migration and Development (HLD)**, held on 3 and 4 October 2013, more than 100 Member States adopted a Declaration (A/68/L.5), in which "they agreed on some key principles and recommendations on international migration and development. In particular, the declaration recognises the important contributions migrants make to countries of origin, transit and destination. It acknowledges the need to integrate both development and human rights dimensions into the migration debate and calls for safe, orderly and regular migration. The Declaration also recognises migration as a key factor for sustainable development and calls for integrating migration into the post-2015 United Nations development agenda. In their presentations, many Member States covered national practices and recommended measures to address migration challenges and to leverage migration for development", World Youth Report 2013: Youth, Migration and Development, <http://www.unworldyouthreport.org>.

local labor market, public service provision, urbanization, cultures' encounters¹⁵. Their involvement in migration-related policy-thinking and decision-making processes, as well as decentralized co-operation, should be encouraged and reinforced.

Improving regional dialogue and cooperation should be the main objective of any EU action as there is an absence of regional effective mechanism for dialogue and cooperation on migration, an absence of South-South cooperation on migration related issues and the need to go beyond a purely bilateral approach.

2.3. LESSONS LEARNT

This section takes into account the completion and ex-post evaluation of Euromed Migration II finalized in July 2013 and the recommendations formulated by the above-mentioned main policy and strategy documents. As specified above, the ENI aims to be faster and more flexible than its predecessor. Importantly, the ENI will allow for greater differentiation so as to allocate larger proportion of funds where necessary and where highest impact can be expected. Finally, mutual accountability will be center to allocating assistance.

It is in line with this spirit, and following the recommendation of the TFM calling for the Euromed Migration "to become a more effective platform of dialogue and co-operation", that the present proposal incorporates significant changes resulting from previous reviews, evaluations and practical lessons-learnt.

First of all, a stronger steering role of, as well as a more formal and sustainable relation with, both ENI SPC and EU Member States will be secured in various ways. The action will propose to strengthen the mandate and role of National Focal Points (NFP) so as to give them "a more prominent part in the dialogue with the project management on orientation and activities"¹⁶. As per recommendation of the latest Euromed Migration's evaluation "an inter-ministerial conference would be highly desirable for this type of project" as it would allow for an "incorporation of the resolutions and recommendations (...) to be taken into consideration in the work programme". The dialogue and co-operation pillar of the proposed action will be articulated around: a) high-level conferences to secure political steering and greater ownership; b) a series of policy-level peer-to-peers; and c) targeted technical regional and national workshops.

Furthermore, in line with recommendations¹⁷, and as a result of a consultation process with each ENI SPCs individually to be conducted during the inception phase, the proposed action incorporates a new approach in its capacity-building component. To ensure greater efficiency and a broad and lasting impact the proposed action will a) possibly conduct sub-regional/multi-country activities, b) implement tailor-made national and, whenever relevant, multi-country training programmes, and c) build-up a targeted technical assistance package and undertake small-scale concrete actions for committed partners. The capacity-building pillar will pay particular attention to

¹⁵ 'Mapping local authorities' practices in the area of migration and development', Joint Migration and Development Initiative, 2013, available at: http://www.migration4development.org/sites/m4d.emakina-eu.net/files/mapping_local_authorities_practices-jmdi_2013_-_online_version_2.pdf

¹⁶ Except the first one referring to TFM, all quotations included in paragraph 2.3 refer to the "Completion and ex-post evaluation of Euromed Migration II – Final report" (AETS, funded by EU).

¹⁷ Full recommendations: inclusion of a "limited number of sub-regional activities, on themes of joint operational interest and on issues high on the agendas of several (but not necessarily all) beneficiary countries" and "(...) future interventions would benefit from encompassing in depth reviews of the situations prevailing in relation to migration in each of the future beneficiary countries and from identifying, through these reviews, issues of the highest priority for each of them" so as to shape "the project in a participatory manner with beneficiary countries, EU Member States, thematic services of the EU and EU Delegations".

“stimulating the relationship of national institutions with civil society” as well as the business sector and local authorities.

Secondly, for a more balance and effective thematic coverage of the various main components of migration, so as to reflect the structure of the GAMM, the action will include a fourth thematic component on international protection and asylum¹⁸.

Thirdly, the latest evaluation states that the “(...) transition between two projects should continue to be improved”. In this regard, and in line with the outcome-oriented approach agreed upon by the European Commission, EU Member States and ENI SPC during the course of the Euromed Migration III, notably with regard to the horizontal Migration Profile Process (MPP) component, the proposed action, while introducing significant changes so as to improve effectiveness, will ensure a certain level of continuity essential to achieving sustainable results¹⁹. In addition, the continuation of the process will ensure that the development of the Project Management Tool (PMT) can be progressively tailor-made (in line with the progress of the national MPP) according to national needs, and transferred to the responsible national authorities.

Fourthly, the latest evaluation calls for future interventions to “pay more attention to closely connecting regional EU promoted activities with bilateral supported ones”. Furthermore, it also calls for a rationalization of initiatives in the Mediterranean region. In this regard, two critical actions will take place: a) a thorough review of the initiatives and actions implemented in the Mediterranean region since the first inter-ministerial conference in 2007 will be conducted; and b) supporting instruments for dialogue and co-operation progress monitoring and evaluation will be elaborated.

Finally, in close co-operation with instruments and programmes devoted to communication in the Neighborhood, the information and communication strategy of the action will be strengthened so as to ensure greater impact and visibility of the action.

2.4. COMPLEMENTARY ACTIONS

The action must be closely coordinated and in complementarity with EU-funded bilateral and regional initiatives and others donors’ relevant actions in this field²⁰.

This action is consistent with the EU migration and mobility policy, with the existing regional dialogues’ framework²¹ and with the EU programming documents for the

¹⁸ In the EUROMED Migration I to III, the three thematic components consisted of 1) legal migration, 2) migration and development, and 3) irregular migration.

¹⁹ Launched in October 2012, the discussions on the MPP resulted in proposing to start implementing national MPP in willing countries in the first half of 2014. MPPs are composed of 3 main phases, as follows: 1) planning, 2) implementation, and 3) ensuring sustainability. Only phase 1 could reasonably be foreseen with committed countries during the Euromed Migration III. The next phases will be carried out during the proposed action.

²⁰ Among the main undertaken actions, it is important to mention the EC-UN Joint Initiative on Migration and Development (JMDI), launched in 2008. This initiative was funded by the European Commission through its “Thematic programme for the cooperation with third countries in the areas of migration and asylum”. From 2008 to 2012, the JMDI financed 51 migration and development projects, which were jointly conceived and implemented by civil society and local authorities from the EU, in partnership with their counterparts in sixteen target countries, among which Morocco, Algeria, Tunisia, Egypt and other African countries.

²¹ The main external migration dialogue processes implemented in the framework of the GAMM and covering the European Neighborhood and sub-Saharan Africa are: A) the Africa-EU Migration, Mobility and Employment (MME) Partnership, launched during the 2nd Africa-EU Summit of Heads of State and Government in December 2007 in Lisbon. The partnership provides the framework for dialogue and cooperation on migration issues between the EU and all African States. B) The Rabat process, launched at the first Euro-African Ministerial Conference on Migration and Development that took place in 2006 in Rabat. The process aims to enhance dialogue and cooperation between countries of origin, transit and destination along the West African migration route. C) The ACP-EU Migration Dialogue, launched in 2010 through a Joint Declaration of the ACP-EU Joint Council. In May 2011 it

ENI South Region, in particular the ENI Regional South Multiannual Indicative Programme (2014-2017). The proposed action will ensure co-ordination and complementarity with Regional Protection Programmes, which are implemented to build up protection capacity in regions of origin and transit of asylum seekers, and with relevant initiatives undertaken by the European Asylum Support Office in the region.

Strict complementarity and co-ordination will be sought with the relevant initiatives funded under the migration and asylum component of the Global Public Goods and Challenges thematic programme (2014-2020). In addition, the new Home Affairs instruments under the financial framework 2014-2020 allows now the European Commission to fund external actions of a much wider scope, supporting in particular the implementation of MPs. Consequently, the greater direct involvement of EU institutions and EU Member States on migration and international protection-related matters, especially in the Maghreb sub-region, will require strengthened inter-services communication and co-ordination.

At bilateral level, the relations between EU and ENI SPC (individually considered) are based on the Association Agreements and the ENP Action Plans, which in most cases contain various provisions related to migration issues. Moreover, the action will also complement bilateral co-operation in the migration sector, which has been developed within the framework of relevant programming documents.

As for the consistency with previous activities, a first Euromed Migration I project with a scientific/academic purpose was carried out during the years 2004-2007, delivering mainly researches, studies and analyses. In 2008, a Euromed Migration II project was launched, having as specific objectives to deal with the aspects of legal migration, migration and development and irregular migration, through the establishment of specific working groups to have concrete proposals under each of the mentioned strands.

The evaluation of the second phase called for continuing and consolidating the activities developed within the Euromed Migration II project in order to ensure their sustainability and maximize their impact. In light of the above, the new regional Euromed Migration III focused on the three main pillars of legal migration, migration and development and irregular migration, by adding and developing the horizontal component of the MPP.

2.5. DONORS CO-ORDINATION

Migration, mobility and international protection-related issues are addressed within the international debate with initiatives funded also by other donors and carried out by specialized international organisations, NGOs, United Nations Agencies, civil society actors.

The magnitude of the issues addressed is such that co-ordination should be sought constantly in order to avoid duplication of activities and benefit from the experiences already gained. Donors' co-ordination remains a crucial challenge to ensure leadership and ownership of partner countries and to maximize results.

With regard to the proposed action, the MPP component, through the inter-institutional platforms it contributes to create and/or to reinforce at the national level, will facilitate country-led donors' co-ordination on migration's matters. On the other side, the foreseen steering committee will be guided by a spirit of partnership and it will ensure that a constructive open channel of dialogue, exchange and co-ordination is maintained with other relevant donors and stakeholders.

was decided to further deepen the dialogue, focusing in particular on the subjects of remittances, visa and readmission, with the specific aim to strengthen the operational aspects of ACP-EU cooperation on these topics.

3. DETAILED DESCRIPTION

3.1. Objectives

General objective

To implement a comprehensive and shared approach to strengthen effective dialogue and cooperation on migration, mobility and international protection issues.

Specific objective

To support EU Member States and ENI SPC in enhancing a comprehensive, constructive and operational dialogue and co-operation framework, with particular focus on reinforcing instruments and capacities to develop and implement evidence-based and coherent migration and international protection policies.

3.2. Expected results and main activities

Results (by components)

Component 1: dialogue and co-operation on migration and international protection issues.

R1.1: A joint vision for a common future on migration, mobility and international protection and the subsequent delivery framework is discussed between EU Member States and ENI SPC.

R1.2: Common ground, objectives and priorities in the four thematic areas (legal migration, irregular migration, migration and development and international protection) are identified and subsequent programming and actions are encouraged and developed.

R1.3: A more concrete and efficient dialogue framework is delivered on the basis of a thorough evaluation of the previous phases and elaboration and reinforcement of new and existing supporting instruments.

Component 2: instruments and capacities to develop and implement evidence-based and coherent migration and international protection policies.

R2.1: Following on the previous phase of Euromed Migration, tailor-made national MPP are designed and implemented.

R2.2: Tailor-made target plans for national international protection systems are elaborated.

R2.3: On the basis of a national consultation process and needs assessment on three thematic areas (legal migration, irregular migration, migration and development), tailor-made national and, if possible and relevant, multi-country training programmes are developed and delivered.

R2.4: On the basis of a national consultation process and needs assessment on the international protection thematic area, tailor-made national and, if possible and relevant, multi-country training programmes are developed and delivered.

R2.5: In line with the MPP national road maps and priorities, a series of small-scale concrete actions are designed and implemented in three thematic areas (legal migration, irregular migration, migration and development), complementarily to and in synergies with bilateral initiatives.

R2.6: A series of small-scale concrete actions are designed and implemented in the international protection thematic area, complementarily to and in synergies with bilateral initiatives.

Main activities components 1 and 2

The list of activities is purely indicative and will be flexible to respond to changing needs.

Component 1: dialogue and co-operation on migration and international protection issues.

-Base-line/state of play: in parallel to the elaboration of the monitoring and evaluation instruments described below, a through cross-thematic state of play on migration and international protection in the Mediterranean region will be carried out in consultation with the European Commission, EU Member States, ENI SPC and other relevant actors.

-Steering committee: a programme of this scale requires a proper steering body. The exact composition of the steering group will be determined through consultations during the inception phase of the proposed action. Its composition will be guided by a spirit of partnership and include a certain number of committed states, the European Commission, the implementing organisation and ad-hoc observers depending on the focus.

-High-level conferences: these annual events are of key importance to ensure that priorities are clearly defined, objectives set, progress monitored, obstacles identified, challenges addressed and opportunities seized at sufficiently high level to give a proper momentum and allow for directions to be translated into programming and actions at technical level.

-Policy peer-to-peer meetings in the four thematic areas (at regional and possibly multi-country level): policy-level meetings will be organized by thematic so as to regularly exchange and continue the progress achieved over the years between EU Member States and ENI SPC. These meetings will also be ideal settings to prepare the various thematic fields which should be incorporated in the high-level conferences.

-Technical workshops (at regional and possibly multi-country level): targeted technical workshops to further explore areas deemed of high importance and potential, in terms of concrete actions and possible results and impact, as identified by policy peer-to-peer meetings, will be organized on a regular basis.

-Development of a dialogues' monitoring instrument: dialogues' multiplication naturally led to questioning the crucial capacity of participating states and institutions to monitor progress. In this regard, the efficient recording and transfer of institutional memory related to these frameworks, often implemented in a mid- to long-term perspective, will be ensured through the development and use of a dialogue-focused monitoring instrument.

-Development of a dialogues' evaluation instrument: similarly to the need for a specific monitoring instrument, and due to their differing nature compared to capacity-building initiatives, dialogues would ideally need specific evaluation tools to truly measure their added-value and impact in terms of concrete actions and results. The action will ensure that such an external evaluation instrument is developed and used during the course of the action.

- Further development of the Interactive Map on Migration (i-Map) and the i-Map News Centre, including the full integration of the MPP: in line with the need to support operational instruments to facilitate access to and exchange of migration data and information, the action will ensure further development, use and diffusion of such a support instrument. Particular attention will be paid to the enhancement of the supporting network of partner countries, MS, international organizations, agencies, NGOs and other relevant stakeholders and to the sustainability of this instrument.

-Regional communication plan: in co-operation with the regional communication programme, a regional communication plan will be devised. This plan will be elaborated with the aim to provide the broader public with balanced information on migration. Due to the generally excessively negative image given to migration, efforts will be put on providing a picture closer to reality in terms of benefits and positive impact generated by migrants. This regional communication will also be fed by the base-line carried out as some of the first activities of the proposed action.

-Regional targeted communication actions: in line with this regional communication plan, the action will carry out a series of targeted communication actions to help maximize the dissemination of the information on the action's achievements.

-Enhance co-operation and exchange with other relevant regional programmes or instruments, such as MEDSTAT, Technical Assistance and Exchange of Information (TAIEX), Euromed Justice and Police, but also Euromed Media and Culture, Euromed Youth, private sector programmes and Anna Lindh Foundation's activities: a series of horizontal exchanges with various other relevant Euromed programmes will be carried out so as to maximize results and increase coherence of the European message related to cross-cutting co-operation.

Component 2: instruments and capacities to develop and implement evidence-based and coherent migration and international protection policies.

-Design of MPP road maps for those countries which have not engaged in this process in the previous phase: launched end 2012, the MPP component of the Euromed Migration III project focused its first year on regional discussions on the role and place, as well as benefits of the MPP. Naturally not all countries have showed immediate interest in engaging in such endeavor at national level as it requires quite a significant investment in terms of commitment and human resources. The action will continue to advocate for the MPP and, in line with the more for more approach, be ready to accompany countries which will wish to engage in the first phase of the national level process.

-Implementation of MPP once the design phase has been completed: the action will support countries which have already completed the national MPP design phase to carry out its implementation at national level and prepare the foreseen entire transfer of MPP results to national authorities.

-Consolidation of existing PMT and progressive transfer to national authorities as inter-institutional co-ordination tool.

-Design of tailor-made target plans for national systems for persons in need of international protection: the introduction of the new international protection component will translate in each level of the proposed action, and notably the national level, where willing countries will have the possibility to receive support in designing tailor-made national target plans. The aim of these plans is not to immediately attempt to raise international standards, but rather more realistically identify these standards as ultimate goal to be reached in a mid - to long-term period.

-Project-focused national consultations and needs' assessment on the training programmes' formulation: the action will carry out a project-focused national consultation and needs assessment, on the thematic fields covered by the action, with each participating countries individually. This, in parallel with the base line, will allow for the identification of relevant actions while avoid potential overlap and redundancies.

-Based on the needs' assessment, tailor-made national and (possibly) multi-country trainings/workshops: as a result of the above-described consultation process and needs' assessment, tailor-made national and (possibly) multi-country training/workshop programme will be designed and delivered. Relevant regional and/or national training institutes/universities might be involved both as associates to and as beneficiaries of this type of activity.

-Based on the needs' assessment, design, selection and implementation of small-scale concrete actions: in line with the more-for-more approach, the proposed action will also support committed countries to carry out small-scale concrete actions in the field of migration and international protection, and principally focused on dialogue and co-operation with relevant third parties such as the civil society and private sector.

-Provision of targeted tailor-made technical assistance: the action will provide tailor-made technical assistance mechanisms, on a more-for-more basis, in the different

fields covered by the action. Complementarity with other EU-funded technical assistance instruments, such as TAIEX and MIEUX, will be ensured.

Close collaboration with relevant EU Member States agencies will be encouraged throughout the implementation of the project.

3.3. Risks and assumptions

<u>RISK</u>	<u>LEVEL</u>	MITIGATING MEASURE
Regional dialogue is deemed not successful as limited political will translate in limited progress, external or internal tensions impede progress, disagreement on proposed focus and work occur, progress is not fast enough, and common understanding and grounds for co-operation are limited, expectations not matched, and results not associated with the framework.	Medium	Dialogue is a longer-term endeavour requiring a sensible and diplomatic facilitation, and a high degree of flexibility. The proposed action will take various actions, set in place several tools, which will help ensuring and demonstrating progress, as well as identifying weaknesses when and where there are.
Co-operation platform has no or lack of multiplier effect and does not lead to concrete action.	Medium	Usefulness of the role of the action as an efficient co-operation platform will be ensured by: conducting a base-line of migration-focused /related initiatives in the region and by possibly setting up a delivery framework under the auspices of the high-level conferences.
Political instability and changes as well as staff rotation (e.g. NFPs), and weak dossiers' hand-over affects key positions in targeted institutions and pro-activeness of participating countries.	High	The role of NFPs will be further defined and expectations broadly communicated early in the action, and regularly recalled during its implementation. Furthermore, for countries engaging in a MPP, the national MPP working group in the design phase and the inter-institutional co-ordination mechanism in the implementation phase will ensure, at institutional level, a broad involvement in the action and broad dissemination of information within the participating institutions.

No or lack of interest in engaging in a national MPP, and lack of progress in the design or implementation phase of the national MPP.	Medium to high	Since the launching of the MPP at regional level during the Euromed Migration III the action has clearly and repeatedly communicated that to engage in a MPP 5 key principle must be respected i.e. understanding, willingness, leadership, ownership and responsibility. A country which does not respect these 5 principles cannot successfully progress in the design and even less implementation of a national MPP. Moreover, similarly to the Euromed Migration III, the regular regional MPP meetings will continue so as to widely disseminate progress and results, promote the benefits of the exercise towards reluctant countries, and emulate interest through the examples of engaged countries.
Engaging civil society organisations (CSOs), local actors and private sector, in regional or national activities, is not accepted by ENI South Partner Countries	Low to medium	Engagement of CSOs, local actors, and private sector representatives, when relevant, will be secured by the action team. Involvement of these stakeholders at national level will be promoted and progress in this respect will be encouraged and supported.
Recurrence of civil strife in various locations, regional instability, possibly resulting in a major economic, social and political setback.	High	The political situation is continually monitored and mitigation measures have been designed, to apply if the security situation deteriorates.

3.4. Cross-cutting issues

The action's specific objectives directly concern good governance issues, with regard to areas of immediate social and economic relevance. The action will also contribute to strengthen the protection of fundamental rights in respect of vulnerable groups.

Gender implications in migration and international protection-related matters will be analyzed and taken in due account during all phases of the action.

3.5. Stakeholders

The 10 ENI SPC are Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestinian Authority, Syria²² and Tunisia.

The main stakeholders of the action will be, at central level, in the ENI SPC, the Ministries competent for the different aspects of migration policy and implementation, i.e. Ministries of Foreign Affairs, of Interior/Migration, of Labour, of Finance, Statistical Offices (building on the achievements of MEDSTAT programme), Ministry of Finance, Law Enforcement Authorities, if relevant.

²²

At the time of writing this action document, EU co-operation with Syrian governmental authorities is still suspended. In case this decision is reversed, the Commission will assess the opportunity to involve Syrian authorities in the implementation. The political instability and/or security situation in Syria will be assessed prior to that in order to confirm the feasibility/opportunity to: a) engage the stakeholders and b) implement the activities.

Being local authorities on the front line in confronting challenges and opportunities that migration brings about, they will be involved in the action's design, implementation and evaluation, as well as local communities through civil society organisations.

Civil society representatives (private sector, trade unions, universities, local NGOs, media, migrants' associations and all other relevant actors emerging from civil society) will be constantly involved during all phases of the action, with special regard to organisations representing members of the diasporas.

If relevant, partner countries other than ENI countries (Mauritania, Mali, Niger, Chad, Sudan, South Sudan, Ethiopia, Eritrea, Somalia, Saudi Arabia, Qatar, Kuwait, United Arab Emirates, Bahrain, Iraq, Turkey) shall be associated to selected activities foreseen by this action, in accordance with Article 16(1) of Regulation (EU) No 232/2014.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with a partner country, referred to in Budget Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3 will be carried out, is 48 months, subject to modifications to be agreed by the responsible authorizing officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. *Indirect management with an international organisation*

This action may be implemented in indirect management with International Centre for Migration Policy Development (ICMPD), in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation is justified because ICMPD is an International Organisation with a proven record in terms of experience and cutting-edge expertise on EU-funded project management (4-Pillar Assessment), migration issues (specific institutional migration-focused mandate), implementation of capacity-building projects, and facilitation of regional dialogues and co-operation platforms between the EU and third countries (Budapest Process since 1993, MTM Dialogue since 2002, Migration EU Expertise (MIEUX), Euromed Migration III, Rabat Process and Prague Process since 2009). Furthermore, ICMPD is the best suited organisation to ensure that a series of necessary synergies and complementarities, with other related EU-funded regional or national migration projects in the Mediterranean region, are generated and bring a maximization of benefits for all parties involved. Finally, implementation by ICMPD will allow for effective continuity between the Euromed Migration III and IV programmes.

The entrusted entity would be responsible of the entire implementation of the proposed action. In addition, according to the general conditions of the Indirect Management Delegation Agreement, ICMPD will undertake tasks consisting of carrying out procurement and grant award procedures, and awarding, signing and executing the resulting procurement and grant contracts, notably accepting deliverables, carrying out payments and recovering the funds unduly paid, where works, services, supplies and other benefits are not for the own use of ICMPD. The entrusted entity is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the responsible authorizing officer deems that, based on a

preliminary evaluation and on the long-standing and problem-free co-operation with this entity, it can be entrusted with budget-implementation tasks under indirect management.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

The responsible authorizing officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR thousands	Third party contribution (indicative, where known)
4.3.1 – Indirect management with ICMPD	6 600	70
4.7. – Evaluation and audit	200	
Contingencies	200	
Total	7 000	70

4.6. Performance monitoring

A permanent internal, technical and financial monitoring system, to be used to draw up progress reports, will be set up in the contract to be signed to implement the action. An internal monitoring will be undertaken in the course of the entire action. Indicators will be defined during the inception phase.

Independent consultants recruited directly by the EU will carry out annual external monitoring missions.

4.7. Evaluation and audit

Independent consultants recruited directly by the EU will carry out external mid-term and final evaluation. An ex-post evaluation may be carried out. An internal evaluation will be undertaken in the course of the entire action.

Auditing matters relating to implementation by ICMPD will be detailed in the agreement to be signed between the EU and this organisation.

If necessary, the EU may conduct ad hoc audits or expenditure verification assignments.

4.8. Communication and 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

EN

ANNEX 4

of the Commission Implementing Decision on the Annual Action Programme 2014 -
Part 1 in favour of the ENI South countries

Action Document for 'Facility for Euromed dialogue and exchange of best practices'

1. IDENTIFICATION

Title/Number	Facility for Euromed dialogue and exchange of best practices CRIS number: ENI/2014/ 037-357		
Total cost	Total estimated cost: EUR 16,950,000 Total amount of EU budget contribution: EUR 16,200,000 Budget line: 21.03.01.02		
Aid method / Management mode and type of financing	Project Approach Direct Management – Grants – call for proposals Direct Management – Procurement of services		
DAC-code	15110	Sector	Public sector policy and administrative management

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

This facility aims at fostering policy dialogue and the exchanges of best practices between public stakeholders but also private stakeholders when appropriate of the neighbourhood south region and the European Union on a series of topics relevant for Euro-Mediterranean policy dialogue. It will provide resources and expertise pertaining to the exchange of best practices and regional dialogue. It will allow the gathering of public officials and stakeholders involved in public policies on platforms of common interest.

2.2. Context

2.2.1. Regional context

2.2.1.1. Economic and social situation and poverty analysis

The recent deterioration of the macro-economic situation in the region was caused by the economic crisis, soaring food and energy products prices and political and social instability related to the Arab Spring. The countries of the region are characterized by (i) growth rates relatively lower compared to other developing and emerging regions, with a growth rate of Gross Domestic Product (GDP) per capita which has never exceeded 2.7% on ten-year average, (ii) very high unemployment rates – especially youth unemployment - and a low level of participation (about 48% for all countries in the region), particularly for women and (iii) a large informal sector, estimated in some countries at 40% of GDP.

In the Mediterranean countries, living conditions have improved considerably over the last 30 years. Life expectancy, for the entire region, increased from 62.6 years in 1980 to 74.4 years in 2011. Similarly, the infant mortality rate has decreased significantly (from 65.6 (per 1000 births) in 1980 to 15.7 in 2011 for the whole region). In the field of education, the increasing enrolment rates in both the primary school (in average, almost all children in the region are now in school), high school education (where enrolment increased from 56.5% in the years 80-85 to 87.5% on average from 2000 to 2012) and post-graduate (from 16% to 40.5% on the same periods) and increased literacy rates, which rose from 56.3% in the mid-80s to 81% on average over the years 2000-2012, illustrate the efforts and progress made in this area. However, literacy rates of all Mediterranean countries are still lower in comparison to other regions.

Another important achievement of Mediterranean countries is related to the reduction of the level of poverty. Among the developing and emerging countries, Mediterranean countries have, on average, the lowest percentages of the population below the international poverty line poverty. Only 1.8% of people live with less than USD 1.25 per day. Similarly, the Gini index, which gives a measure of the level of income inequality shows that Mediterranean societies are relatively more egalitarian than those other regions of the southern hemisphere. However, a significant proportion of the population (10%) is in a vulnerable situation (i.e. living with less than USD 2 per day).

2.2.1.2. Regional development policy

Three years after the Arab upheavals, the situation in the region remains very complex with increased fragmentation. Despite the unquestioned democratic gains (elections, more vocal civil society), the heated debates about the form of new social contracts and the role of religion are strongly polarising Arab societies. The economic situation remains worrisome and social demands still focus on political dignity (freedom, human rights) and improvement in social and economic conditions. The ongoing conflict in Syria with its international repercussions overshadows the whole situation.

The EU's strategic response to the Arab Spring came on 8 March 2011, with the Joint Communication proposing “A partnership for democracy and shared prosperity with the Southern Mediterranean”. This was followed by the Joint Communication on 25 May 2011 which initiated the launch of “A new response to a changing Neighbourhood”.

In implementing the above, the European Union (EU) has intensified dialogue and co-operation with regional actors.

Promoting closer links with EU internal instruments and policies is a key element of the neighbourhood policy.

Complementing bilateral and thematic programmes, regional interventions can raise awareness on, and catalyse activities in, policy areas where sharing of experience and peer review are important in order to advance reforms. Typically, regional co-operation will continue to provide a tool for enhanced dialogue with the EU on issues linked to EU policies and norms.

Fostering regional dialogue and the exchanges of best practices with Southern Mediterranean partners are relevant modalities for all the objectives of the neighbourhood south programming document, particularly in areas covered by the

present action document: statistics, information society, agriculture/rural development, environment and climate change, and social dialogue.

After a long break, the Union for the Mediterranean (UfM) resumed holding of Ministerial meetings in Paris on Women (September 2013), in Brussels on Transport (November), Energy (December) and Industry (February 2014) and Environment and climate change (May 2014). Others are in preparation such as the UfM Ministerial on the Digital Economy which will take place in Brussels, in September 2014. This is a positive signal expressing a shared objective in establishing deeper regional co-operation both between EU and Southern countries and South –South co-operation.

2.2.2. *Sector context: policies and challenges*

Policy dialogue and the exchange of best practices are modalities of implementation that cover a wide variety of sectors. An indicative list of these sectors is already included in the regional neighbourhood south programming document. However, there are common traits to policy dialogue and the exchanges of best practices pertaining to the peculiarities of the neighbourhood, such as strong involvement of the European Commission's line Directorate Generals due to approximation requirements with EU rules and standards, and existing regional fora, such as the UfM for the neighbourhood south. Moreover, dialogues and exchanges are generally held with peers of similar public institutions (ministries, agencies, regulators) of the region.

Most of these dialogues and exchanges of best practices stem from long standing existing programmes that allowed the identification of stakeholders and common understanding of the issues. These programmes are bearing fruit and there is a need to maintain a certain level of dialogue and exchange of best practices in the domains concerned without necessarily continuing deploying wide and deep reaching assistance.

In some cases, there is a need to initiate a dialogue in new areas and it will be appropriate to have available a facilitation tool for that purpose too.

Sectors concerned are listed below but a certain flexibility should be maintained to leave the possibility to add sectors, particularly where a regional dialogue could be initiated or reinforced, notably in preparation or follow-up of high-level meetings' orientations.

Statistics

Co-operation in Statistics is a long standing programme that was initiated in the mid-90s along with the Barcelona process. It started with MEDSTAT I and ended with MEDSTAT III. The latter aimed at improving statistical capacity in the region and ensured the institutional strengthening of the national statistics institutes and national statistical system in the Mediterranean partner countries, in line with European standards. MEDSTAT programmes generated a functional network of statisticians from the southern neighbourhood region that devised a project for future regional post MEDSTAT co-operation through a stable forum of statisticians from the south. There is a need to support this initiative that involves the European Commission and EU Member States statistics institutes and further enable data availability for supporting and informing sound policy-making.

Social Dialogue

Support to the social dialogue has been ongoing for more than ten years through the different phases of the project TRESMED. This project institutionalised social

dialogue among relevant civil society actors and the reinforcement of the Economic and Social Councils where they exist. After the Arab Spring, the programme was even able to integrate new players into the dialogue – especially civil society organisations or youth organisations, which were not so active in previous phases. The project has consolidated methods for collaboration and dialogue amongst the organisations which represent economic and social interests which, wherever possible, are part of established Economic and Social Councils and similar Institutions. It has enhanced the consultative role of economic and social partners and their contribution to the decision making process, the definition of national strategies, policies or legal frameworks and the exchange of experiences on socio-economic matters. There is a strong demand from the participants to give a follow up to the programme. It is therefore necessary to continue this action with the objective to further develop a framework for an institutionalised dialogue with social and economic agents in an effort to support civil society, good governance and democratisation in the Mediterranean region.

The present action takes a coherent and supporting approach towards the other programmes and instruments targeting social dialogue and socio-economic actors. TRESMED especially complements the action of the European Economic and Social Committee (EESC) that gives representatives of Europe's socio-economic interest groups and other civil society groups, a formal platform to express their points of views on EU issues. The Committee helps to ensure that European policies and legislation tie in better with economic, social and civic circumstances on the ground, promotes the development of a more participatory European Union by acting as an institutional forum representing, informing, expressing the views of and securing dialogue with organised civil society, promoting the values on which European integration is founded and advancing, in Europe and across the world, the cause of democracy and participatory democracy, as well as the role of civil society organisations.

Telecommunication and audiovisual

Upon initiative of the European Commission, the European Regulators Group (BEREC) concluded the need for intensified Euro-Mediterranean co-operation in telecommunication in December 2007. In close co-operation with the European Commission, this led to the establishment of an informal regional network, the Euro Mediterranean Regulators Group (EMERG) in July 2008 in Malta, bringing together national regulators from the Southern Mediterranean countries and EU countries.

EMERG can be seen as a highly powerful tool able to accompany and ensure the rapid development of the sector based on the EU's legal regulatory framework in electronic communication taken as a best practice and base-mark line for development. Increasingly, EMERG itself is referring to the need for regulatory approximation to the EU's *acquis* and practices and is able to produce regular and targeted sets of recommendations.

Under the regulatory convergence strand of EU co-operation policy in the region, the European Commission sees significant medium to longer term results if a successful policy can be built around the continuing support of EMERG.

In the audiovisual sector, co-operation with European Neighbourhood Instrument (ENI) countries on audiovisual and media regulatory framework and regulatory authorities focuses on the development of a transparent, efficient and predictable regulatory environment. E.g. the EU's Audiovisual Media Services (AVMS) regulation also covers rules on the protection of minors, TV advertising codes of

conduct and defends freedom to provide services within a pluralistic notion of the media.

The Commission intends to support South Mediterranean partners to establish a comprehensive regulatory framework for their media (audiovisual in particular) to guarantee the functioning of modern media that informs, educates and facilitates the democratic development of their societies.

Agriculture and rural development

In most ENI South countries, low competitiveness and sustainability are major impediments to the development of the agricultural sector, and rural areas are often neglected, with limited access to infrastructure, basic services and few job opportunities outside farming.

In recognition of this, the European Neighbourhood Programme for Agriculture and Rural Development (ENPARD) was launched in 2011, in the framework of the European Neighbourhood Policy (ENP) review. The key idea is to make the extensive EU experience in the fields of agriculture and rural development available to the EU's neighbours, by supporting a regional policy dialogue and, at national level, supporting an inclusive policy dialogue and launching pilot ENPARD projects, to be funded from the bilateral envelopes. After a start-up phase (2012-2014), the stated objective is to develop larger ENPARD programmes at national level over 2014-2020, while continuing supporting the regional policy dialogue. This facility will help supporting this regional dialogue, which will be strongly steered by the European Commission. The facility intends to address the poor design and implementation of many national policies in sharing good practices at regional level, including introduction of more sustainable practices and climate change considerations.

Integrated Maritime Policy

Integrated Maritime Policy (IMP) is a cross-sectorial approach to maritime activities. It is aimed to help maximise benefits from the sustainable use of maritime resources, by setting up governance mechanisms based on close co-ordination among actors and long-term planning. These principles are detailed in the 2007 EU Communication for an EU Integrated Maritime Policy, followed by a similar EU Communication for the Mediterranean in 2009.

This approach is very relevant also for the Southern neighbours bordering the Mediterranean Sea where different uses of the marine resources may be competing with each other, and where non marine activities may undermine the quality of the marine resource base.

IMP is an established EU policy and promoting IMP in the Mediterranean is a means to enhance maritime co-operation among countries, which in turn would lead to more sustainable and diversified investments in maritime activities (now labelled "blue growth"), better environmental protection, including climate change considerations, and more safety and security at sea.

The EU launched the IMP-MED project in 2010, for an initial 2-year period, primarily to raise awareness and knowledge of IMP concepts and tools among neighbourhood south countries. The IMP-MED project has been extended until end 2014, with a stronger focus on initiating concrete IMP developments at national and regional level, while continuing with regional exchanges, in particular by supporting the annual IMP-MED working group meetings.

Making IMP a reality is an ambitious and long-term objective - even in the EU – and the EU's support to IMP in the ENI South region must be sustained in the long term to consolidate and expand further what the IMP-MED project has achieved. This will be ensured via the present facility for dialogues. The IMP is strongly steered by the European Commission.

The facility will consolidate and develop further what has been initiated by the IMP-MED project, by reaching common understandings and identifying joint actions.

Climate change platform

The EU has adopted an ambitious agenda for climate action. Internally, it complied by the 2012 deadline with its commitment under the Kyoto protocol to reduce its green-house gases (GHG) emissions by 8% as compared with 1990 levels, and continues reducing its GHG emissions within the second commitment period of the Protocol. The EU has adopted a climate and energy package, to reduce its GHG emissions by 20% by 2020 (against 1990 levels) and is on track to meet this target. A new more ambitious proposal is on the table for the period beyond 2020, establishing a target for emissions reduction by 2030, which is corresponding to the long-term vision towards low-carbon economy in the EU as described in the 2050 Roadmap. So far, it has been proven that decoupling economic growth from carbon intensity is possible, and can additionally lead to job creation.

Furthermore, in April 2013, the EU adopted its adaptation strategy, providing guidelines for adaptation activities at national level across Europe.

On the international scene, the EU has been at the forefront of climate negotiations, with the objective to reach a comprehensive and legally binding agreement by 2015, based on emission reduction commitments that would maintain the world average temperature increase below 2° C above pre-industrial levels.

The Intergovernmental Panel on Climate Change (IPPC) identified the Mediterranean region as a climate change hotspot: most countries are already experiencing a rise in temperatures and increases in fresh water scarcity, frequency of droughts and forest fires and growing rates of desertification. The Southern Neighbourhood countries will be therefore highly impacted by climate change, with increasing pressures on water and other natural resources, food security. Consequently, adaptation is a priority for them, with “no-regret actions” that are justified even today, such as having drought and flood management systems in place, improving water efficiency or opting for more drought-tolerant crops.

Mitigation opportunities are also important and should not be neglected, in a context where energy efficiency is poor and domestic energy consumption (in particular in the residential sector) is growing fast. Sustainable approaches need to be further developed and implemented in other key sectors such as industry, urban development, transport, agriculture, waste management or tourism.

The facility will support an UfM Climate Change Expert Group, launched at the UfM Ministerial meeting on environment and climate change in May 2014. The expert group will endeavour to build a common understanding on climate change in the Mediterranean region, including providing a common line of action (strategic orientation). It will focus on concrete projects (in particular of regional interest), possible replication, implementation of actions (incl. identification of funding), exchange of best practices, lessons learnt, technology transfer, and sharing of information and data including capacity building and feasibility studies. The expert group will bring together representatives of national administrations and as

appropriate various stakeholders (including civil society, local and regional authorities, academia, regional and international institutions, as well as private sector). It will furthermore build up on existing initiatives and results of actions and projects, focussing on awareness raising and building of synergies. The European Commission together with Jordanian co-presidency will be steering the activities of the UfM expert group, supported by the UfM Secretariat.

Other emerging dialogues

Where appropriate and where such opportunities avail themselves, the facility will support the creation of dialogue platforms on issues of relevance across the region. With a view to build trust and consensus among partners, these dialogues could focus for example on gender mainstreaming or women empowerment and pave the way, or follow the orientations of high-level meetings like ministerial meetings.

2.3. Lessons learnt

The different evaluations and monitoring exercises of the European Neighbourhood regional programmes have confirmed the high relevance of regional intervention in achieving ENP objectives.

In this respect, the evaluation of the European Union's Support to two European Neighbourhood Policy Regions (East and South) over the period 2004-2010, published in June 2013, provides evidence of the positive achievements of the regional programmes, as well as shortcomings to be addressed:

- The support provided has stimulated regional policy dialogue and has contributed to regional stability, which is a critical achievement given the difficult regional contexts in both ENP regions;
- the establishment of regional networks has been a key instrument successfully used to strengthen or support the creation of regional capacities and co-operation mechanisms in different areas;
- regional co-operation has strengthened policy dialogue processes among the partners at regional level, an important step towards the achievement of the ENP objective of the development of a 'ring of friends' with whom the EU enjoys close, peaceful and co-operative relations";
- the EU support, both through policy dialogue and specific regional initiatives has helped the achievement of gradual regional harmonization of procedures and approximation to EU norms and standards (namely in areas such as transport, migration, waters).

Also, reassembling a number of themes for dialogues and exchanges of best practices under a single programme will allow the promotion of policy dialogue activities in a better and more comprehensive manner and, in addition, gives Commission's line DGs platforms to steer the dialogues.

2.4. Complementary actions

All the thematic activities in the facility will be closely coordinated with EU policies in the respective fields through the strong implication of the concerned line Directorate General or other EU institutions in the steering of the activities. In addition to that, whenever relevant, the association of the Union for the Mediterranean will be sought, in order to give the thematic programmes of this facility additional political steering for the policies the UfM is involved in. This facility will be articulated with other regional and bilateral programmes in the

respective domains. Particular attention will be paid to liaise with existing programmes dealing with audiovisual/media in the region, in order to avoid overlapping.

2.5. Donor co-ordination

Donor co-ordination is automatically ensured by the inclusive nature of the dialogues involving well-targeted relevant stakeholders among the public administrations of the South who will steer the thematic domains, together with other interested representatives.

As this action is mainly in the EU interest, it does not require co-ordination with donors outside EU.

Co-ordination with similar activities at the level of EU Member States will however be necessary during implementation.

3. DETAILED DESCRIPTION

3.1. Objectives

The objective is to enhance regional sector co-operation based on EU rules and standards through policy dialogue and exchange of best practices with existing networks of stakeholders in the southern neighbourhood.

3.2. Expected results and main activities

The expected results are to maintain the existing relevant networks and to further develop the regional dialogue and exchange of best practices conducive to a change in practices, rules and norms in line with EU policies and standards in the domains covered.

So as to continue activities that took place as fully-fledged programmes under the ENP Instrument, the facility will provide resources and expertise aimed at maintaining continuous and structured dialogue and the exchange of best practices based on EU rules and standards.

The activities will be mainly conferences, workshops and regional seminars, and technical assistance at regional level, including development of background documents and discussion papers. These activities will be moderated by experts or specialised organisations with a steering from Commission's line Directorate Generals, EU institutions or the UfM. There will be also specific activities linked to each sector, such as work programmes on specific socio-economic issues of interest for the region, drafting of research reports, establishment of working groups, study visits, expert missions. Country-specific activities can be undertaken, provided that they can clearly contribute to the regional policy dialogue in the said sector.

Indicators could be the following:

- The relevant actors of the south were gathered in the respective regional dialogues.
- The EU succeeded in conducting structured regional dialogues on EU norms and standards (list of dialogues and content according to EU priorities).
- Positions, approaches, and policies of the neighbourhood south partners have evolved in closer consonance with EU interests; views and positions on important policy issues and its values have led to concrete advances under

bilateral or regional agreements, declarations, Memorandum of Understanding (MoU) or other similar documents.

Sector 1: Statistics

The expected results will be the following:

- Regional dialogue with national statistics institutes is well pursued;
- A platform for exchange is established for the working groups created during MEDSTAT III on mainly energy, labour market, trade, migration, business and transport statistics and should the need arise on any other horizontal field of interest for the partners and availability of good quality statistics is increased in above mentioned statistical domains;
- Processes and results are harmonised in line with EU standards.

Sector 2: Social Dialogue

The expected results will be the following:

- Democracy in the Mediterranean partner countries is strengthened by supporting economic and social partners; institutional social dialogue is fostered and strengthened;
- Regional and sub-regional integration on economic and social issues is fostered;
- Closer contacts among economic and social partners are created; debates between the relevant stakeholders are facilitated; co-operation between socio-economic partners and institutions of the region is promoted and enhanced;
- Specialised information on socio-economic issues and on social dialogue is provided, disseminated and easy to access.

Sector 3: Telecommunication and audiovisual

The expected results will be the following:

- A more comprehensive regulatory framework in the electronic communications sector is advocated at a regional level, in line with the EU framework principles and EU acquis in the field;
- Recommendations provided by EMERG to beneficiary countries on a comprehensive regulatory framework to be taken into account or approximated in the field through national projects;
- Exchange of know-how and experience between the regulatory authorities of the EU and the Mediterranean countries is successfully practiced by EMERG.
- Discussions among beneficiary countries on their future regulatory framework for audiovisual and media are supported.

Sector 4: Agriculture and rural development

The expected results will be the following:

- Relevant EU, EU Member States, and partner country experiences and best-practices shared with and among policy makers and practitioners in the region; International organisations and other bodies active in the sector can be invited to share their experience.;
- Participation of broader stakeholder groups in relevant policy dialogues reinforced;

- National policies informed by the experience of neighbouring countries and wider stakeholders' participation;
- National policies informed by broader framework of sustainable development, including environmental and climate change considerations and strategies.

Sector 5: Integrated Maritime Policy

The expected results will be the following:

- Stakeholders around the Mediterranean have developed a common understanding and knowledge of IMP principles and best practices;
- Some countries with a particularly strong interest in the matter may have proceeded to the holding of national IMP dialogues, leading to the setting up of an IMP governance structure.

Sector 6: Climate change

The expected results will be the following:

- Stakeholders (governmental as well as civil society, academia, regional and local administrations, international and regional organisations and initiatives within the Union for the Mediterranean framework) engage in dialogue on climate change focusing on low emission and climate resilient development;
- Stakeholders around the Mediterranean have developed a more profound knowledge about common climate change challenges across the region, resulting in common understanding of priority actions across the region;
- Some countries advance on development of low emission development strategies (LEDS) and Nationally Appropriate Mitigation Actions (NAMAs), cost-benefit analyses, feasibility studies;
- The capacity on GHG modelling via peer review and exchange of best practices is increased;
- Some countries advance on development and implementation of National Adaptation Plans, or adaptation policies including at local level, including vulnerability assessments, cost-benefit analyses, feasibility studies;
- Involvement of local and regional authorities, as well as civil society and the private sector in the development and implementation of climate change policies at national and regional level is increased.

Sector 7: Other emerging dialogues

The expected results will be the following:

- When appropriated, platforms for discussion of specific topics, related to existing or emerging regional dialogues or as follow-up of high level meetings will be created.
- Trust and consensus among partners of such regional dialogues will be established.

3.3. Risks and assumptions

The protracted instability of the region is always a risk for the co-operation. However, the regional nature of the facility allows for dialogue to be held in safe locations.

The well-known reticence of certain states to participate in meetings with Israeli representatives has always been overcome in the previous regional neighbourhood south programmes.

For the programme to achieve its desired results, the following assumptions must hold true:

- All relevant stakeholders in their respective domains are ready to conduct dialogues and exchange on best practices and that they have a mandate to do so. This assumption is supported by the fact that previous long standing programmes helped identifying relevant stakeholders and dialogues.
- Continued support and interest of relevant Commission line Directorate Generals to participate significantly in the dialogues is ensured since this facility is supposed to cover domains of interest for them.

The success of the previous phases of past programmes should help handle these resistances and lack of interest.

3.4. Cross-cutting issues

The themes for dialogues are either directly linked to some cross-cutting issues, such as environment and climate change, or contribute indirectly (statistics, justice, social dialogue) to them.

3.5. Stakeholders

Stakeholders are representatives from public institutions of the southern neighbourhood who are involved in the domains covered: ministries (social affairs, interior, justice, environment), institutes (statistics), economic and social councils (social dialogue) relevant Commission's directorates general and Member States administrations. Civil society representatives may be involved depending on the dialogue theme (social affairs and gender issues).

Beneficiaries are public institutions in the countries of the southern neighbourhood.

Sector 1 - Statistics: Representatives from the national statistics institutes and associated public users/producers of statistics (public services)

Sector 2 – Social Dialogue: Stakeholders of the southern neighbourhood countries are representatives from Economic and Social Councils, representatives of civil society, especially socio-professional organisations: trade unions, business organisations, social actors, farmers, fishermen, consumers' organisations and representatives of the governments and public administrations involved in socio-economic issues, and representatives of universities.

Sector 3 – Telecommunications and audiovisual: Levels of dependency and independency between the national regulators of Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestine¹, Syria and Tunisia represented in EMERG and their respective Information, Communication and Technology ministries continues to vary significant. The November 2013 Results oriented monitoring (ROM) concluded that co-operation between Ministries and functionally independent regulators were regarded as an important factor for the development of the regulatory framework.

¹ This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

With regard to the audiovisual and media sector, stakeholders include the leading authorities/bodies and practitioners in these fields, MED regulatory authorities such as RIRM (Réseau Instances Régulation Méditerranéennes), other relevant authorities in the partner countries, journalists, academics and non-state actors.

Sector 4 – Agriculture and rural development: Given the cross-cutting nature of rural development, a wide range of stakeholders are concerned. Beyond government officials from the Ministry of Agriculture or its affiliated entities, the policy dialogue, has to include other Ministries and non-state actors, such as producers' organisations, academia and Civil Society Organisations (CSOs) working on local development.

Sector 5 – Integrated Maritime Policy: Due to its cross-sectorial nature, regional dialogue on IMP has to involve a wide range of stakeholders. In each meeting, depending on the topics for discussion, the participants will represent various relevant Ministries or government bodies, private sector organisations, CSOs / NGOs.

Sector 6 – Climate change: The activity will primarily target government's officials involved in climate change policy development and implementation, and also those working in relevant sectors such as energy, water, agriculture, industry and tourism, that are directly impacted by, or have an impact on climate change. Furthermore, depending on the topics chosen for discussion, financial institutions, relevant international organisations, NGOs and CSOs, as well as other stakeholders (civil society representatives, local and regional authorities, academia, private sector) may also be invited or closely involved in the work of the regional platform.

Financial institutions, relevant international organisations and CSOs will also be closely involved in the work of the regional platform.

Sector 7 – Other emerging dialogues:

Main stakeholders will be partners involved in discussions on issues at a regional level, namely the UfM, as well as all parties involved in the preparation or follow-up of high level meetings on topics of relevance for the region.

In duly justified circumstances and in order to ensure the coherence and effectiveness of Union financing or to foster regional co-operation, eligibility of specific actions will be extended to the Balkan countries, Turkey and Mauritania, in accordance with Article 16(1) of Regulation (EU) No. 232/2014.

At the time of writing this action document, EU co-operation with Syrian governmental authorities is still suspended. In case this decision is reversed, the Commission will assess the opportunity to involve Syrian authorities in the implementation. The political instability and/or security situation in Syria will be assessed prior to that in order to confirm the feasibility/opportunity to: a) engage the stakeholders and b) implement the activities.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with a partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 48 months from the date of entry into force of the financing agreement or, where none is concluded, from the adoption of this Action Document, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. *Grants: call for proposals (direct management)*

Module 1 -Support to Social Dialogue – Sector 2

- a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The objectives of the eligible actions should be:

- To reinforce institutional co-operation between Economic and Social Councils and similar Institutions throughout the Euro-Mediterranean region.
- To reinforce the capacities of Economic and Social Councils and similar Institutions in countries of the Southern rim of the Mediterranean in order to enhance their role as channels of communication between civil society and governments.

Type of actions should be:

- **Reinforcing the co-operation between European and Mediterranean Economic and Social Councils (ESCs):** Establishing a structured co-operation between (a) Economic and Social Councils, similar Institutions and civil society representatives of the ENP South area, and (b) the EESC, ESCs and civil society representatives of the EU; Organising debates on matters of an economic, social and human nature related to the Neighbourhood Policy; Reinforcing the co-ordination and co-operation with other EU financed programmes which support social dialogue in the Euro-Mediterranean region; Making sustainable the results of the different phases of the TRESMED programme, in particular maintaining and expanding the web site built under the TRESMED programmes.
- **Institutionally reinforcing ESCs and social actors of the Southern rim:** Supporting the establishment of Economic and Social Councils in countries where ESCs do not exist or are not fully operational, building on the experience of existing ESCs, in the Southern Mediterranean area and in Europe; Improving the approach of ESCs to collaboration and dialogue with the organisations representing economic and social interests through exchanges of experience and good practices, particularly regarding the representativeness of ESC members.
- **Helping ESCs and social actors to develop their organisation and activities:** Streamlining their organisation and operations, through the exchanges of good practices among ESCs and social actors in terms of organisation and working methods dealing for instance with selection of topics, intervention of outside expertise, dissemination of recommendations; Working together on specific issues used as case studies for introducing good operating practice; Reinforcing the visibility of ESCs, similar Institutions and social actors and their capability to spread their opinions and ideas.

Expected results are:

- improved representativeness and extended contribution of civil society, especially of social actors to public life; increased role of ESCs into the governance of countries;
- civil society and politicians better understand the role of ESCs; regular contacts among partners, strengthened co-operation and networking between the ESCs and social actors representatives;
- increased operating efficiency of ESCs; improved operating practices of ESCs; increased effectiveness of ESCs works.

b) Eligibility conditions

Open call for one grant.

To be eligible, applicants should be one public institution from the EU Member States or from the neighbourhood south Region in partnership with one or several ESC(s) from the EU Member States or from the neighbourhood south Region. Ideally, one member of the partnership (be it the leader or a partner) should come from the neighbourhood south Region.

c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 80%

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

e) Indicative trimester to launch the call

Last trimester 2014.

4.3.2. **Procurement (direct management)**

Module 2 - Dialogue and Institutional capacity building

	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Dialogue and exchanges of best practices on sectors mentioned in section 3.2 and other potential sectors to be defined	Services	Maximum of 6	Last trimester 2014
<u>Sector 1 – Statistics</u>	Service	1	Q4 2014
<u>Sector 3 – Telecommunications and</u>			

<u>audiovisual</u>	Service	1	Q4 2014
<u>Sector 4 – Agriculture and rural development</u>	Service	1	Q4 2014
<u>Sector 5 – Integrated Maritime Policy</u>	Service	1	Q4 2014
<u>Sector 6 – Climate change</u>	Service	1	Q4 2014
<u>Sector 7 – Other emerging dialogues</u>	Service	1	Q4 2014

4.4. **Scope of geographical eligibility for procurement and grants**

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

The responsible authorising officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. **Indicative budget**

Sector 1 - Statistics

The total amount allocated to statistics is EUR 5 million.

Sector 2 – Social dialogue

The total amount allocated to social dialogue is EUR 3 million.

Sector 3 – Telecommunication and audiovisual

The total amount allocated to telecommunication is EUR 1.2 million.

Sector 4 – Agriculture and rural development

The total amount allocated to agriculture and rural development is EUR 4 million.

Sector 5 – Integrated Maritime Policy

The total amount allocated to Integrated maritime Policy is EUR 1.7 million.

Sector 6 – Climate change

The total amount allocated to Climate change Platform is EUR 1 million.

Sector 7 – Other emerging dialogues

The total amount allocated to emerging dialogues is EUR 0.3 million.

Module	Amount in EUR thousands	Third party contribution (indicative, where known)
4.3.1. – Call for proposals <i>Support to Social Dialogue</i> (direct management) – module 1	3 000	750
4.3.2. – Procurement (direct management)	5 000	N.A.

for Statistics – module 2		
4.3.2. – Procurement (direct management) for Telecommunication and audiovisual – module 2	1 200	N.A.
4.3.2. – Procurement (direct management) for Agriculture and rural development– module 2	4 000	N.A.
4.3.2. – Procurement (direct management) for Integrated Maritime Policy– module 2	1 700	N.A.
4.3.2. – Procurement (direct management) for Climate Change– module 2	1 000	N.A.
4.3.2. – Procurement (direct management) for other emerging dialogues – module 2	300	
Totals	16 200	750

4.6. Performance monitoring

Regular monitoring will be a continuous process as part of the Commission's responsibilities. As the facility will be implemented by European Commission services, no external monitoring will be needed. Regular sectorial monitoring will be conducted.

The outcomes of the facility will be evaluated based on the outcomes of each event, eventually set of events in priority areas. Furthermore, the issue of performance will be regularly discussed during the inter-services meeting organised with the relevant services of the European Commission in order to ensure that the impact/sustainability/efficiency/efficacy/relevance of all funded activities are maximised.

4.7. Evaluation and audit

The external evaluations and audits will be carried out by independent consultants recruited directly by the Commission in accordance with European Commission rules and procedures on specifically established terms of reference.

4.8. Communication and 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Communication and visibility will be assured by each of the subsequent contracts implementing this facility.

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ANNEX 5

of the Commission Implementing Decision on the Annual Action Programme 2014 - Part 1 in favour of the ENI South countries

Action Document for “Support to air and land transport in the neighbouring southern countries”

1. IDENTIFICATION

Title/Number	Support to air and land transport CRIS number: ENI/2014/031-769		
Total cost	Total estimated cost: EUR 4.5 million Total amount of EU budget contribution: EUR 4 million Budget line: 21.03.01.02		
Aid method / Management mode and type of financing	Project Approach Direct management – grant – direct award Direct management – procurement of services		
DAC-code	21050 (Air Transport), 21020 (Road Transport), 21030 (Rail transport), 43030 (Urban Development)	Sector	Transport

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

This action aims at pursuing EU efforts in supporting the establishment of an adequate regulatory framework for all transport modes at large and more specifically in air and land transport for the benefit of the Southern Mediterranean Partner Countries. The actions foreseen in the present Action Document build on the lessons learned from the previous EuroMed transport projects and fully takes account of the results of the Union for the Mediterranean (UfM) Transport Ministerial Conference of 14 November 2013.

2.2. Context

In the Mediterranean region, a regular and intensive policy dialogue was established through the EuroMed Transport Forum and its working groups under the umbrella of the Barcelona process initiated in 1995 and then under the auspices of the Union for the Mediterranean (UfM) from 2009 onwards.

The strategy of the Forum for the development of an integrated Euro-Mediterranean transport system is detailed in the 2005 Blue Paper “Towards an Integrated Euro-Mediterranean Transport System”¹.

The recommendations of the Blue Paper and the report of the High Level Group (HLG) on the Extension of the Trans-European Transport axes to the Neighbouring Countries and Regions were endorsed by the first EuroMed Transport Ministerial Conference of Marrakech in December 2005. The Ministerial Conference invited the EuroMed Transport Forum to convert the recommendations of the HLG and of the Blue Paper into a Regional Transport Action Plan (RTAP) for the period 2007-2013 specifying the short and medium term priorities for each mode of transport. Since then, an intensive transport programme, covering all modes and composed of several technical assistance projects, has been put into motion in order to implement the RTAP 2007-2013.

The UfM Transport Ministerial of 14 November 2013 endorsed the Evaluation Report of the RTAP 2007-2013 for the Mediterranean Region, reaffirmed the need for a safe, secure, sustainable and efficient transport system based on harmonised transport standards as a condition for economic growth and integration in the Mediterranean region by facilitating trade and connecting people. It recommended the full involvement of relevant European Agencies in the implementation of the RTAP 2014-2020, in accordance with their founding regulations; endorsed the priority guidelines for the establishment of the new RTAP 2014-2020 by the EuroMed Transport Forum, stressing that the future regional action plan will be based on the principles of coherence and complementarity with national transport policies and on a coordinated mobilisation of all partners; underlined the importance of ensuring, within the UfM Secretariat, a permanent technical support the Forum; and called for the organisation during the second half of 2014 of a conference for the funding of priority infrastructure projects.

Currently, the RTAP 2014-2020 is being drafted in consultation with the partner countries.

The EU is supporting several projects in the various transport modes which will be closing between 2014 and 2016. Among these projects support to the harmonisation of land transport regulatory framework is key to the development of South-South connections. In addition, the EU awarded in 2013 a grant to the European Aviation Safety Agency (EASA) aiming at acquainting the Southern Mediterranean Partner Countries to the work of the Agency. This grant will permit assessing the needs of the various countries and should be seen in synergy with bilateral programmes of assistance. Air transport safety is an essential element which requires full attention.

In the light of the above, it appears appropriate to maintain technical assistance to the beneficiary countries of the Southern Neighbourhood in the field of air and land transport over the period 2015-2016 pending the full implementation of the results of the UfM Transport Ministerial of 14 November 2013.

2.2.1. Regional context

2.2.1.1. Economic and social situation and poverty analysis

The recent deterioration of the macro-economic situation in the region was caused by the economic crisis, soaring food and energy products prices and political and social instability related to the Arab Spring. The countries of the region are characterized by (i) growth rates

¹ http://ec.europa.eu/dgs/energy_transport/international/regional/euromed/transport/doc/2005-12-15/2005_11_bluepaper_fr.pdf

relatively lower compared to other developing and emerging regions, with a growth rate of Gross Domestic Product (GDP) per capita which has never exceeded 2.7% on ten-year average, (ii) very high unemployment rates and a low level of participation (about 48% for all countries in the region), particularly for women and (iii) a large informal sector, estimated in some countries at 40% of GDP.

Living conditions have improved considerably over the last 30 years. Life expectancy, for the entire region, increased from 62.6 years in 1980 to 74.4 years in 2011. Similarly, the infant mortality rate has decreased significantly (from 65.6 (per 1000 births) in 1980 to 15.7 in 2011 for the whole region). In the field of education, the increasing enrollment rates in both the primary school (in average, almost all children in the region are now in school), high school education (where enrollment increased from 56.5% in the years 80-85 to 87.5% on average from 2000 to 2012) and post-graduate (from 16% to 40.5% on the same periods) and increased literacy rates, which rose from 56.3% in the mid 80s to 81% on average over the years 2000-2012, illustrate the efforts and progress made in this area. However, literacy rates of all Mediterranean countries are still lower in comparison to other regions.

Another important achievement of Mediterranean countries is related to the reduction of the level of poverty. Among the developing and emerging countries, Mediterranean countries have, on average, the lowest percentages of the population below the international poverty line poverty. Only 1.8% of people live with less than USD 1.25 per day. Similarly, the Gini index, which gives a measure of the level of income inequality shows that Mediterranean societies are relatively more egalitarian than those other regions of the southern hemisphere. However, a significant proportion of the population (10%) is in a vulnerable situation (i.e. living with less than USD 2 per day).

2.2.1.2. Regional development policy

Three years after the Arab upheavals, the situation in the region remains very complex with increased fragmentation. Despite the unquestioned democratic gains (elections, more vocal civil society), the heated debates about the form of new social contracts and the role of religion are strongly polarising Arab societies. The economic situation remains worrisome and social demands still focus on political dignity (freedom, human rights) and improvement in social and economic conditions. The ongoing conflict in Syria with its international repercussions, overshadows the whole situation.

The EU's strategic response to the Arab Spring came on 8 March 2011, with the Joint Communication proposing “A partnership for democracy and shared prosperity with the Southern Mediterranean”²). This was followed by the Joint Communication on 25 May 2011 which initiated the launch of “A new response to a changing Neighbourhood”³.

In implementing the above, the EU has intensified dialogue and co-operation with regional actors. The EU as co-president together with Jordan, gave a new impetus to the UfM, a unique forum for dialogue among 43⁴ EuroMed partners that shares and builds upon the goals of the

² COM(2011)200 of 8 March 2011

³ COM(2011)303 of 25 May 2011

⁴ Austria, Albania, Algeria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, The Czech Republic, Denmark, Egypt, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Israel, Jordan, Latvia, Lebanon, Lithuania, Luxemburg, Malta, Mauritania, Monaco, Montenegro, Morocco, The Netherlands, Palestine (this designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.), Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Syria, Sweden, Tunisia, Turkey, The United Kingdom and Libya as an observer. The participation of Syria is currently suspended.

Barcelona Declaration and complements bilateral relations between the EU and its southern neighbours.

There has been also renewed impetus for co-operation with the League of Arab States (LAS) which is a key forum for finding political and security solutions to conflicts affecting the region.

The EU is also developing contacts with the Organisation of Islamic Co-operation (OIC) and supports the sub-regional co-operation, i.e. in Maghreb with the 5+5 Dialogue.

The first UfM Ministerial meeting was successfully held on the role of Women (September 2013), and then a few other ministerial meetings were held on Transport (November), Energy (December), Industry (February 2014) and Environment/climate change (May 2014). Other meetings are in preparation.

The return to regular Ministerial Meetings is a positive sign expressing a shared objective in establishing deeper regional integration.

2.2.2. *Sector context: policies and challenges*

The Communication “The EU and its neighbouring regions: A renewed approach to transport co-operation”⁵ of 7 July 2011 foresees closer integration between the markets of the EU and those of the enlargement and Southern Mediterranean Partner Countries, making connections faster, cheaper and more efficient to the advantages of citizens and businesses. It also outlined the importance of regulatory convergence in areas like safety, security, environmental protection, worker health and safety.

On this basis, the UfM Transport Ministerial Conference of 14 November 2013 notably endorsed the priority policy guidelines relevant to each mode of transport for the preparation of the Regional Transport Action Plan for the period 2014-2020.

In particular, the priorities for land transport (road, rail and urban) focus on:

- i) Pursuing the process of liberalisation of land transport;
- ii) Support the harmonization of the international road haulage;
- iii) Strengthening road safety, urban transport, as well as safety and interoperability in the railway sector.

Regarding air transport, the Commission adopted in September 2012 a Communication on “The EU's external aviation policy – addressing future challenges”⁶ which reconfirmed the importance of creating a Common Aviation Area through comprehensive air transport agreements with neighboring countries.

Taking into account this policy objective, the following priorities have been identified:

- i) Support the creation of the Euro-Mediterranean Common Aviation Area through, in particular, air transport agreements;

⁵ COM(2011)415 of 7 July 2011.

⁶ COM(2012)556 final.

- ii) Implement a homogeneous regulatory framework for the operation of air transport services.

The challenge for the transport co-operation is mainly related to maintaining the commitment of the Southern Mediterranean Partner Countries to update regularly their legislation and to ensure a convergent regional framework for the strengthening of exchanges between the EU and the Southern Mediterranean Partners (SPM) and among SPMs themselves.

2.3. Lessons learnt

Past and on-going EU assistance in the field of transport points to evidence that the regional initiatives contributed significantly to promoting, establishing and enforcing regulatory convergence, transferring know-how, notably leading to launching or preparing the grounds for several national twinning programmes in land and air transport in Morocco, Egypt, Jordan, Algeria.

In addition, returns from the representatives of the Southern Neighbourhood Partner Countries participating to the EuroMed Transport Forum are positive and given there is a need to maintain a high level of commitment towards the implementation of the EU regulations in the field of land and air transport at large, the continuation of activities in the field of land and air transport beyond the termination of the on-going actions appears justified.

2.4. Complementary actions

The UfM Ministers stressed in the policy guidelines paving the way of the Regional Transport Action Plan for the period 2014-2020 the need for consistency and complementarity between the national and regional transport policies. Moreover, for both components, co-ordination with the African Programme for Infrastructure Development (PIDA) will be ensured.

For the air component

The EU air safety standards are defined exclusively by EASA in consultation with the EU Member States. EASA has therefore a key role in implementing technical assistance towards third countries to facilitate the alignment with those EU standards.

Under the Instrument contributing to Stability and Peace, the European Commission is preparing an action focusing on the improvement of aviation security in Africa and the Arabian Peninsula. The action (EUR 7 million, 4 years) will focus on cargo security and airport infrastructure protection. The action will be implemented in close co-operation with the African Civil Aviation Commission (AFCAC) and Arab Civil Aviation Commission (ACAC), covering i.a. selected countries of the Southern Neighbourhood.

For the land component

Each national strategy for transport encompasses a land component which sets targeted actions. The foreseen programme will liaise with the national authorities through the appropriate Working Group of the EuroMed Transport Forum fostering synergies and efficiency. As mentioned above, the foreseen regional intervention will develop synergies with on-going and future bilateral EU instruments (twinning, Technical Assistance and Information Exchange - TAEIX - and Technical assistance projects) in the area.

2.5. Donor co-ordination

Both foreseen actions in land and air transport will develop, where relevant, synergies with other donors (including the European Investment Bank, the World Bank, Kreditanstalt für Wiederaufbau, Agence Française de Développement). Specific co-ordination will also be set in place to maximize synergies with on-going and future relevant national twinings. Close co-ordination with the Secretariat of the Union for the Mediterranean will be promoted.

3. DETAILED DESCRIPTION

3.1. Objectives

The overall objective of the regional transport co-operation in the Mediterranean is focused on improving transport efficiency and effectiveness which would lead to economic and financial benefits for everybody. At the same time transport should become more sustainable. This does not only mean that the environmental and climate change impacts need to be reduced, it also means that transport operations in all sectors need to be safer which would concretely lead to less and less severe transport accidents and casualties. As such the programme should support the partner countries in the implementation of the relevant actions of the future RTAP.

For the air component, the objectives are:

- support the implementation of the Euro-Mediterranean Aviation Agreements in the countries which have concluded such Agreements;
- prepare the ground for Euro-Mediterranean Aviation Agreements in the countries which engage into negotiations on such Agreements;
- pave the way towards the Common Euro Mediterranean Aviation Area;
- ensure the development of common safety standards and procedures within the Euro Mediterranean region based upon the EU aviation safety rules;
- develop the national mechanisms for establishing permanent co-operation with EASA;
- reinforce the co-operation between Mediterranean Partners themselves.

The programme will build on and be a follow-up of the two on-going co-operation initiatives Euromed Aviation II and Mediterranean Aviation Safety Cell projects.

For the land component, the objectives are:

- develop a level-playing-field as regards market and technical operational conditions to facilitate cross-border road and rail haulage on this Trans-Mediterranean Network – Transport (TMN-T)
- making land transport more sustainable in the long-term, based on climate change and environment considerations including climate-proofing of infrastructure, as well as safer and more efficient for people and goods.

3.2. Expected results and main activities

For the air component:

Expected results:

- Transfer of expertise from EASA and EU Member States to beneficiary countries;
- Increased level of convergence to EU safety standards;

- Generalised use of EU and EASA tools to support sustained adhesion to EU safety standards;
- Closer relations at the working level between EASA experts and the partner countries;
- Increased exchange of expertise and support to air safety.

For the land component:

Expected results:

- Enhanced implementation of the RTAP actions in the partner countries in the field of road, rail and urban transport;
- Increased regional dialogue and co-operation on terrestrial transport modes;
- Enhanced interoperability on the future Trans-Mediterranean Network - Transport network by supporting similar operational conditions and regulatory framework;
- Enhanced safety, efficiency and liberalization of the transport sectors.

Activities at regional and sub-regional level will encompass the organisation of workshops, conferences, short-term technical assistance, relevant studies and surveys, training, information and results dissemination activities and supply of technical material.

3.3. Risks and assumptions

Continued strong political commitment to regional co-operation and support from the partner institutions is a necessary condition for the effective implementation of the project. Partner governments and authorities should be ready to take the measures required in terms of legal, technical and institutional reforms and adequate resource allocation. Long-term regional stability in the region is a prerequisite for the project's sustainability. In particular, inter-state tensions in the Middle Eastern region, but also in the Maghreb, may create difficulties in terms of regional co-ordination of transport flows, cross-border co-operation and trade facilitation.

Participating countries must to a certain extent recognise international conventions and/or European law and/or relevant international standards in the field of aviation, road and rail and should be ready to actively work towards the implementation of first of all international standards, and, if relevant, European standards. These risks are minimised by the use of already functioning mechanisms for co-operation between the transport key stakeholders of the neighbouring states and with the EU. Furthermore, the action proposed is a continuation of successful projects.

3.4. Cross-cutting issues

In terms of good governance, the project will promote institutional restructuring, including in particular the separation of the governmental regulatory functions from the operational and commercial activities, strengthening the independence of the authorities and of their administrative capacity. The promotion of the adoption of EU rules and standards will also have a positive side effect on the environment, mainly concerning noise and emissions. Gender policy principles will be applied in the selection procedures for the staff to be trained.

3.5. Stakeholders

For the air component:

The main stakeholders in the project are Civil Aviation Authorities, air carriers, Airport Authorities, Airlines and ATM service providers / controllers and the aeronautical industry. Passengers and freight operating companies are final beneficiaries. The interest of all of these stakeholders is to enhance their knowledge and capacity to implement and operate under international and EU aviation standards with a view on future integration into the EU Common Aviation Area. Furthermore regional organisations active in the EuroMed region such as International Civil Aviation Organisation (ICAO) Cairo, ACAC, Eurocontrol will be associated to the implementation of the project.

For the land component:

The main stakeholders in the project will be the various Ministries of Transport, Road Agencies, Railway Agencies, where applicable network operators, as well as local municipalities where relevant for urban transport. The UfM Secretariat will be associated to the implementation of the action. Passengers and freight companies are final beneficiaries. The interest of all of these stakeholders is to enhance their knowledge and capacity to implement and operate under international and EU standards with a view on further structural adaptation at the national level which needs to be complemented at the regional level so as to encourage and facilitate the unimpeded flow of goods and people in the Mediterranean region. In that way some level playing field can be created by reducing competitive (dis)advantages between countries. Especially for the rail sector a separation between the network managers and the service operators is a difficult process which requires the set-up of new and independent administrations. Training of the staff of such administrations seems essential. The same counts for the possible establishment of independent road and rail safety agencies.

At the time of writing this action document, EU co-operation with Syrian governmental authorities is still suspended. In case this decision is reversed, the Commission will assess the opportunity to involve Syrian authorities in the implementation. The political instability and/or security situation in Syria will be assessed prior to that in order to confirm the feasibility/opportunity to: a) engage the stakeholders and b) implement the activities.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with a partner country, referred to in Budget Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 24 months for both components, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. Grant: direct award (direct management)

- (a) Objectives of the grant, fields of intervention, priorities of the year and expected results

The grant to EASA is to fully carry out the implementation of the air transport component of this action document. The objectives and the expected results are described under sections 3.1 and 3.2.

- (b) Justification of a direct grant

Under the responsibility of the authorising officer by delegation, the recourse to an award of a grant without a call for proposals is justified because EASA has a ‘de jure or de facto’ monopoly. Indeed, EASA is by its founding regulation and subsequent amendment the only authorised agency able to develop implementing rules and carry out inspections in EU Member States. Also for non EU countries, which are far advanced in implementing the EU safety ‘acquis’, this ‘de facto’ monopoly is imminent.

- (c) Eligibility conditions

Not applicable.

- (d) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of EASA.

The essential award criteria are the relevance of the proposed action; design effectiveness, feasibility, sustainability and cost-effectiveness of the action.

- (e) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 80% of the eligible costs of the action.

The maximum possible rate of co-financing may be up to 100 % in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

- (f) Indicative trimester to contact the potential direct grant beneficiary

Last trimester 2014.

4.3.2. Procurement (direct management)

	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Land Transport component	Services	1	Q4 2014

The relevant Working Groups of the Transport Forum (e.g; Aviation and Land and Network) will give guidance with a view of ensuring an effective monitoring and co-ordination of national activities within the regional dimension of both components.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

The responsible authorising officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR thousands	Third party contribution
Air Transport: -4.3.1 – Direct grant (direct management)	2 000	500
Land Transport: 4.3.2 – Procurement (direct management)	2 000	N.A.
Totals	4 000	500

4.6. Performance monitoring

The objectively verifiable indicators (qualitative and quantitative) will be part of the methodologies included in the future contracts.

Besides the regular follow-up by the EU delegations in the region and the Commission Headquarters, monitoring missions will ensure an external follow-up. The European Commission and the project team leaders will pay particular attention to the recommendations expressed by the external experts.

4.7. Evaluation and audit

For the contracts expenditure incurred will have to be certified, as part of the obligations of the contracted parties in the framework of the implementation of this project. Mid-term and final evaluations of the results achieved, if applicable, will be entrusted to independent consultants, as well as external audits (which will be carried out if necessary).

Evaluations and audits will be funded from other sources than the project budget, since no commitment will be possible once the validity of this Decision has expired ("N+1" rule will apply).

4.8. Communication and 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

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ANNEX 6

of the Commission Implementing Decision on the Annual Action Programme 2014 -
Part 1 in favour of the ENI South countries

Action Document for ‘GreenMed II: ENI South regional environment programme 2014-2015’

1. IDENTIFICATION

Title/Number	GreenMed II: ENI South regional environment and water programme 2014 - 2015 CRIS number: ENI/2014/037-358		
Total cost	Total estimated cost: EUR 32,6 million Total amount of EU budget contribution: EUR 28,6 million ¹ for an amount of - EUR 9,3 million from the general budget of the European Union for 2014 - EUR 19,3 million from the general budget of the European Union for 2015, subject to the availability of appropriations following the adoption of the relevant budget Budget line: 21.03.01.02		
Aid method / Management mode and type of financing	Project Approach Direct management: - grants – call for proposal - grants – direct award - procurement of services Indirect management with the United Nations Environment Programme (UNEP)		
DAC-code	41010	Sector	Environmental policy and administrative management

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

The overall objective of this action is to support European Neighbourhood Instrument (ENI) South partner countries in addressing three main common environmental challenges: **marine pollution, loss of marine biodiversity and scarcity and poor ecological and chemical status of fresh water**. Together with

¹ The present action is funded through a multiannual action programme as referred to in Article 6(3)(a) of Regulation (EU) No 236/2014 of 11 March 2014 (the CIR regulation).

the large SWITCH MED² programme on Sustainable Consumption and Production recently launched, the action will form the backbone of the regional environment co-operation under ENI for 2014 – 2017.

The activities will be implemented through a series of contracts:

- H2020+ and Sustainable water Integrated Management Programme (SWIM) II Technical Assistance (Service contract)
- Support to an ENI Shared Environmental Information System (SEIS) (Grant)
- Demonstration Projects on sustainable water management and reducing sea pollution (Call for proposals)
- Extension of SWIM I to avoid any disruption in EU's support both on marine pollution reduction and integrated water management before implementation of pillar 2 starts (Service contract)
- Creation and effective management of Marine Protected Areas (MPAs) (Indirect Management Delegation Agreement)

The total EU contribution for these actions is EUR 28.6 million, to be drawn from both the 2014 and the 2015 budget.

2.2. Context

Marine pollution: The Mediterranean Sea is the largest semi-enclosed European sea. Surrounded by 22 countries at differing levels of economic and social development, uncontrolled coastal development, population growth, increasing tourism and marine pollution, in particular stemming from poor management of municipal waste, urban waste water and industrial emissions constitute major pressures on its marine and coastal environment.

About 650 million tons of sewage, 129,000 tons of mineral oil, 60,000 tons of mercury, 3,800 tons of lead and 36,000 tons of phosphates are discharged into the Mediterranean each year³. About 70% of the wastewater released into the Mediterranean is untreated. With more than 450 ports and terminals, the Mediterranean bears 30% of global sea-borne trade in volume and a quarter of worldwide sea-borne oil traffic. Up to one million tons of crude oil are discharged annually due to accidental spills, illegal bunkering and tank cleaning practices, and inadequate harbour facilities.

In addition to pollution generated in coastal areas and at sea, a significant part also reaches the Mediterranean through its major river basins: the Po, the Ebro, the Nile, and the Rhone which carry substantial amounts of urban, agricultural and industrial pollutants. As the Mediterranean is almost entirely closed, its waters have a very low renewal rate (80 to 90 years) making them excessively sensitive to pollution. Pollution hotspots generate an overload of major pollutants, negatively impacting on health, fisheries, coastal resources, biodiversity, tourism. New pollution sources and pollutants are constantly added to this picture, producing new problems.

Biodiversity: The Mediterranean Sea shows a remarkable biodiversity. Representing less than 1% of the world oceans, it counts about 7-8% of all known marine species including many endemic ones⁴. Biodiversity is critical to the economic development

² "Switching towards more sustainable consumption and production (SCP) patterns in the Mediterranean".

³ United Nations Environment Programme (UNEP).

⁴ Plan Bleu, 2009

in the region, in particular for fisheries and to some extent for the tourism industry. Studies show the important contribution of ecosystem services to poverty reduction⁵. However, biodiversity is in danger, due to intensified human pressure in the last decades: over-fishing, pollution, coastal development, unsustainable tourism, increased maritime traffic etc... Losses can be irreversible and such a degradation already negatively affects fishing communities and the recreational value of the marine environment. Climate change will worsen these impacts.

An effective way of protecting biodiversity is to create Marine Protected Areas, defined as «a clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve the long term conservation of nature with associated ecosystem services and cultural values» (International Union for Conservation of Nature, 2007). While allowing ecosystems to recover, Marine Protected Areas (MPAs) deliver direct benefits to coastal societies, help sustain sustainable livelihoods through increased revenue from fishing and tourism and can bring substantial economic benefits⁶. In addition, investing in natural capital supports a wide range of economic sectors and maintains and expands the options for economic growth and sustainable development. Investing in protected areas and ensuring that a range of ecosystem services is maintained can deliver significant returns⁷.

Currently MPAs represent less than 4% of the Mediterranean⁸ and 75% of them are located along the basin's north-western shore. This is substantially below the internationally agreed 10% target, and not enough to ensure a healthy coastal and marine environment for the future. In addition, most of these MPAs are not effectively managed (some only exist on paper), nor sufficiently representative and inter-connected. Creating MPAs in the high seas would allow moving rapidly towards the agreed target, but it would require the concerned neighbouring countries agreeing on its boundaries and management, which is a challenging task.

Water: The Mediterranean region is among the most water scarce regions of the world. It gathers 60% of the world population that is below the water poverty line (with less than 1000 m3 water/capita/year). Resources are already overexploited in many places and, in many countries, water demand constantly increases with demographic growth and the development of tourism, industry and irrigated agriculture. European Neighbourhood Instrument (ENI) South countries rely on some transboundary water resources, the main ones being the Northern Sahara aquifer system, and the Nile and Jordan rivers. Shared water resources can be a source of tensions and the required co-operation among countries is often missing.

Agriculture accounts for 64%⁹ of water use¹⁰, followed by urban and industrial uses. Water efficiency is sub-optimal and there is ample room for improvement in all sectors. Water demand management has often been neglected with increasing water supply being the immediate response. Stakeholder participation in water management tends to be weak.

⁵ http://planbleu.org/sites/default/files/publications/cahier8_marin_en.pdf

⁶ http://planbleu.org/sites/default/files/publications/cahier_13_amp_en_0.pdf

and

⁷ http://planbleu.org/sites/default/files/publications/cahier8_marin_en.pdf

⁸ http://ec.europa.eu/environment/nature/biodiversity/economics/pdf/d1_summary.pdf

⁹ Around 1% if we exclude the Pelagos sanctuary between France, Monaco and Italy

¹⁰ Varying from 50% to 90% in some countries

Plan Bleu, 2009

Across the region, climate change is expected to reduce water availability severely in the coming century. Water shortages are likely to worsen and in places become critical. Scenarios covering the entire Mediterranean region suggest up to 35% rainfall reductions by 2070-2100, reducing inland water flows and water yields. Furthermore, a tendency to more extreme weather events with more uneven water distributions is projected. Across the Mediterranean region, economic activities will have to adapt to reduced water availability and a more efficient water management will need to be put in place. Such measures need to be developed in the broader context of sustainable development, including climate change considerations.

In addition, the quality of both surface and underground water has deteriorated, and restoring the good chemical and environmental status of water resources must be urgently addressed. Poor water quality has direct negative impacts on human health, on the environment and on the ability to produce potable water at an affordable cost.

2.2.1. Regional context

2.2.1.1. Economic and social situation and poverty analysis

The recent deterioration of the macro-economic situation in the region was caused by the economic crisis, soaring food and energy products prices and political and social instability related to the Arab Spring. Overall, ENI South countries are characterized by (i) growth rates relatively lower compared to other developing and emerging regions, with a growth rate of Gross Domestic Product (GDP) per capita which has never exceeded 2.7% on ten-year average, (ii) very high unemployment rates and a low level of participation (about 48% for all countries in the region), particularly for women and (iii) a large informal sector, estimated in some countries at 40% of GDP.

Conversely, in a longer perspective, living conditions have improved considerably over the last 30 years: life expectancy has increased from 62.6 years in 1980 to 74.4 years in 2011; the infant mortality rate has decreased significantly (from 65.6 (per 1000 births) in 1980 to 15.7 in 2011 for the whole region); there have been strong progress in enrolment rates in both the primary school (in average, almost all children in the region are now in school), high school education (where enrolment increased from 56.5% in the years 80-85 to 87.5% on average from 2000 to 2012) and post-graduate (from 16% to 40.5% over the same period) and increased literacy rates, which rose from 56.3% in the mid-80s to 81% on average over the years 2000-2012. However, literacy rates of all Southern Mediterranean countries are still lower in comparison to other regions.

Among the developing and emerging countries, ENI South countries have, on average, the lowest percentages of the population below the international poverty line poverty (only 1.8% of people live with less than USD 1.25 per day). Similarly, the Gini index shows that Mediterranean societies are relatively more egalitarian than other regions at a comparable stage of development. However, a significant proportion of the population (10%) is in a vulnerable situation (i.e. living with less than USD 2 per day).

2.2.1.2. Regional development policy

Regional co-operation:

In spite of political difficulties, the Mediterranean region has enjoyed 40 years of uninterrupted co-operation for a healthier Mediterranean Sea. Co-operation started in 1975 with the Mediterranean Action Plan (MAP), the first-ever Regional Seas Programme of the United Nations Environment Programme (UNEP) adopted by 16 Mediterranean countries and the European Community. Among its achievement was the adoption of the Barcelona Convention for the Protection of the Marine Environment and the Coastal Region of the Mediterranean, and its seven legal protocols. All countries with a Mediterranean shoreline (ie all ENI South partners except Jordan) are parties to the Convention. As the EU is also a party, the Convention is part of the EU acquis.

In 2006 the Euro-Mediterranean Ministerial Conference on Environment endorsed the so-called "Horizon 2020 Initiative for the De-pollution of the Mediterranean Sea" (H2020), which set out to reduce the three largest sources of pollution of the Mediterranean Sea: Municipal waste (solid waste), Urban waste water and Industrial emissions. The 2008 Joint Declaration of the Paris Summit for the Mediterranean included depollution of the Mediterranean as one of the six priority flagships of the Union for the Mediterranean, of which the Horizon 2020 initiative is the most substantial element. EU support to the implementation of H2020 has mainly materialised through three EU financed projects: the 'Mediterranean Hot Spot Investment Programme – Project Preparation and Implementation Facility' (MeHSIP-PPIF), the 'Horizon 2020 Capacity Building/Mediterranean Environment Programme' (H2020 CB-MEP), and 'Towards a Shared Environmental Information System (SEIS) in the European Neighbourhood' (ENPI-SEIS) (see below).

The 2008 ministerial conference on Water that took place in Jordan agreed to develop a Strategy for Water in the Mediterranean (SWM). The draft Strategy was developed over 2008-2010. Although Ministers failed to adopt the SWM, its guiding principles are widely accepted and the SWM remains a de facto policy tool for the region and have guided the activities of the EU financed Sustainable water Integrated Management Programme (SWIM) project.

In 2013, a new initiative under the so-called 5+5 framework¹¹ was launched by Spain and Algeria with the objective to develop a Western Mediterranean Water Strategy, to be adopted by 5+5 water Ministers by the end of 2014. Subsequently, this strategy may be adopted by other Mediterranean countries.

On 13th May 2014, the UfM Ministerial Meeting on Environment and Climate Change was a success. The final declaration was unanimously approved. It calls for reinforced regional cooperation on reducing marine pollution – launching the 2nd phase of the H2020 initiative -, sustainable consumption and production, climate change, and some other issues of regional interest, such as better protecting marine biodiversity.

Biodiversity: The Barcelona Convention calls on parties to protect and manage areas of particular natural or cultural value, notably by establishing Specially Protected Areas (SPAs). UNEPs Regional Activity Centre for specially protected areas (RAC-SPA) plays a central coordinating role. In addition, under the Convention on Biological Diversity, Mediterranean countries have subscribed to the objective of having, by 2020, at least 10% of coastal and marine areas, especially areas of

¹¹ Mauritania, Algeria, Morocco, Tunisia, Libya, Portugal, Spain, France, Italy, Malta.

particular importance for biodiversity and ecosystem services, protected through effectively and equitably managed, ecologically representative and well-connected systems of protected areas and other effective area-based conservation measures (Aichi target no 11). This commitment has been formally endorsed by the parties to the Barcelona Convention. This regional policy framework is in line with the EU “acquis” in that field (the Habitats and Birds Directives in particular).

EU regional programming: The ENI Regional Southern Mediterranean Strategy and its multiannual indicative programme present the strategy for the regional multi-country co-operation and identify priorities. In this context, protection of the marine and coastal environment, integrated water management and implementation of the H2020 roadmap are clearly referred to under the objective 2 (Building a partnership for inclusive and sustainable economic development).

A regional approach to the issues addressed by the present action is justified for several reasons, as either it tackles shared resources (the Mediterranean Sea; shared water resources) for which collaborative responses are necessary or it tackles common challenges (water scarcity and water quality degradation) and there is important value in regional co-learning, regional peer pressure...etc...

After a long break, the Union for the Mediterranean (UfM) resumed holding of Ministerial meetings, first on the role of Women (September 2013), and then on Transport (November 2013), Energy (December 2013), Industry (February 2014) and Environment and Climate Change (May 2014). This is a positive signal expressing a shared objective in establishing deeper regional co-operation both between the EU and Southern countries and South –South co-operation.

2.2.2. *Sector context: policies and challenges*

EU level:

The EU has developed an extensive policy and regulatory framework on water and marine resources, whose principles and experience gained are relevant to ENI South countries, in particular the Water Framework Directive and the Marine Strategy Framework Directive.

In the context of the EU development policy, improved human access to safe drinking water and basic sanitation services is a key goal, but water management is also an essential element for sustainable economic growth¹², including in its interactions with energy, food security and adaptation to climate change, and manufacturing.

In 2012, the EU furthermore took the initiative to develop a more active water diplomacy, acting as a broker to foster water co-operation on trans-boundary resources. This led in July 2013 to EU Council’s conclusions identifying the Middle East and the Nile basin as priority areas.

Last, the EU Water Initiative was launched in 2002 as a political initiative to create the conditions for mobilising all available EU resources, and to coordinate them to achieve the water-related Millennium Development Goals (MDGs) in partner countries. Its Mediterranean component (MEDEUWI) may have lost some momentum, but it is not excluded that it becomes again an umbrella for EU support on water issues in the Mediterranean.

¹² Agenda for Change, 2011.

Mediterranean level:

Marine pollution reduction:

In 1999 the parties to the Barcelona Convention adopted a Strategic Action Programme to Address Pollution from Land-Based Activities (SAP-MED). SAP-MED identifies categories of pollutants and activities to be eliminated or controlled by the Mediterranean countries by 2025. In this context, countries have prepared inventories of all pollution sources on their coasts called the *National Baseline Budget of emissions and releases* (NBBs), as well as *National Action Plans* (NAPs) describing the policies and investments that each country intends to undertake to reduce pollution from identified “pollution hot spots”. NAPs were formally endorsed in 2005 and will be revised in 2014-2015, under the responsibility of UNEP/MAP.

Since 2005, the relevant regulatory frameworks in ENI South countries are increasingly in place, but their enforcement remains a challenge. Pollution command and control tools tend to predominate, whilst use of market instruments and application of the polluter pays principle are less widespread¹³. Many waste water treatment plants have been constructed, but their impact is challenged by population growth and new pollutants. Progress in investments faces numerous constraints, relating in particular to financial sustainability, often due to difficulties in setting up effective Public Private Partnerships based on an optimal combination of transfers, water tariffs, and taxes. There is a need to create more conducive conditions for the private sector to invest in reducing pollution. In addition, major efforts are still needed to tackle the information gaps on pollution loads or project cost estimates, especially for industrial activities and for some countries.

To monitor the implementation of the Barcelona convention and its Protocols, UNEP/MAP has established a two-year reporting cycle, recently updated with the establishment of an on-line information system.

With regards to the Land Based Sources (LBS) and Activities, the most important reporting obligations for the contracting parties relate to:

- a) Inventory of pollutants entering directly and indirectly the Mediterranean sea,
- b) Marine pollution monitoring data,
- c) NAP implementation and its effectiveness,
- d) Legal/ regulatory aspects of the implementation of the LBS protocol.

Even so, data on the state of the Mediterranean marine environment remain patchy, are usually not made publicly available, and action can often only be taken on the basis of anecdotal evidence. The least is known about industrial emissions, but the gradual adoption of national Pollutant Release and Transfer Registers (PRTR), also strongly promoted under the Barcelona Convention¹⁴ is expected to improve knowledge on these.

¹³ Source: MEDPOL (the marine pollution assessment and control component of MAP) study and the midterm review of the Horizon 2020 Initiative which were carried out in 2013 and 2014. Findings and recommendations were presented to environment Ministers at the UFM ministerial meeting that took place in May 2014.

¹⁴ The Pollutant Release and Transfer Register (PRTR) is a national or regional environmental database or inventory of potentially hazardous chemical substances and/or pollutants released to air, water and soil and transferred off-site for treatment or disposal.

In the EU, the European Environment Agency (EEA) plays a central role in collecting and providing environmental information. With the help of its European environment information and observation network¹⁵, it is a leading proponent of the principles of SEIS, according to which, environmental information should be:

- Managed as close as possible to its source;
- Collected once, and shared with others for many purposes;
- Readily available to easily fulfil reporting obligations;
- Easily accessible to all users;
- Accessible to enable comparisons at the appropriate geographical scale, and citizen participation;
- Fully available to the general public, and at the national level in the relevant national language(s);
- Supported through common, free open software standards.

EEA manages data and information flows through its ‘*Reportnet*’ infrastructure. Initially used for EU Member States to report environment data to the EEA, ‘*Reportnet*’ is currently hosting many, if not most, of the European Union and international environmental reporting requirements.

In the Southern Neighbourhood countries, compliance of environmental data and information with international standards, effective information exchange mechanisms, and adequate professional and technical capacities for maintaining monitoring and information systems remain largely a challenge. Dialogue and co-operation between the national authorities collecting and managing different types of environmental information have to be further improved.

In this context, application of the SEIS principles and use of ‘*Reportnet*’ can be an effective solution to decrease the reporting burden of ENI South countries. ‘*Reportnet*’ is already freely open to them, and no additional IT development will be needed for these countries to use the system in the same way as EU Member States do. Therefore, initial steps to introduce SEIS in the Southern Neighbourhood countries were taken under the ENPI-SEIS project, and are further discussed below.

It should be noted that in 2013, when parties to the Barcelona Convention adopted the decision on the “Ecosystems Approach”¹⁶ (EcAp), they committed to apply the Shared Environmental Information Systems principles. As a follow up to this Decision, UNEP/MAP will refine its list of indicators and targets, in order to better monitor the state of the marine environment, as part of a future integrated monitoring and assessment programme.

Water: Most ENI South countries have adopted integrated water management strategies or plans, but their implementation is lagging behind and structured monitoring is largely missing. Likewise, water legislation has been adopted but enforcement and prosecution of non-compliance and violations are inadequate. As

¹⁵ “Eionet” is a partnership network of the EEA, its member states and cooperating countries. It consists of the EEA itself, a number of European Topic Centres (ETCs) and a network of around 1500 experts from 39 countries and 400 national bodies dealing with environmental information. (for more details see on www.eionet.europa.eu/reportnet).

¹⁶ The ecosystem approach is a strategy for the integrated management of land, water and living resources that promotes conservation and sustainable use in an equitable way. The Decision commits partners to achieve over time a certain defined *Good Environmental Status* (GES) of the marine environment.

mentioned earlier, the level of water prices constitutes a disincentive for improving water efficiency¹⁷ and hinders the financial sustainability of water utilities, particularly in the sanitation sector. The prioritised response to water scarcity has been generally to increase water supply, often in an unsustainable manner when aquifers are tapped above their recharging rates, or with likely negative environmental impacts like in the case of desalination plants whose number has been increasing sharply in recent years in the Mediterranean region.

Biodiversity: In accordance with the agreed Aichi target, some but not all countries have made efforts to set aside marine and coastal areas for special protection measures. However, in 2014, MPAs were representing a mere 1% of the Mediterranean Sea (4% with the high seas Pelagos sanctuary)¹⁸, many not effectively managed. Hence, more efforts are needed to converge with the 2020 target.

2.3. Lessons learnt

Specific lessons have been learnt from ongoing initiatives in all the areas of this action:

Pollution reduction: The H2020 Initiative has been a key EU effort to support countries in the implementation of their commitments under the Barcelona convention as regards land based sources of pollution. H2020 has been implemented mainly through three EU-funded projects, all of which were assessed in the context of the Horizon 2020 mid-term review, an in-depth and consultative process, concluded at the UfM Ministerial on Environment and Climate Change in May 2014.

The Horizon 2020 Capacity Building/Mediterranean Environment Programme, H2020 CB-MEP (EUR 9.25 million; 2009-2014) supports the implementation of the Horizon 2020 Initiative Road Map and Work Plan through capacity building and awareness raising activities, and promotes integration/mainstreaming of environment issues into other sector policies. Stakeholders have expressed strong support for its activities. Based on the findings of an external evaluation carried out in 2013, and the EC's own assessment, some important lessons can be drawn:

- CB-MEP has been highly relevant, in line with existing policies and responding to countries' demands. Overall, CB-MEP has been efficiently managed and has delivered high quality trainings;
- Whilst training programmes need to clearly respond to partner countries' demands they also need to be devised strategically, addressing a limited number of regional priorities;
- Trainings have to be embedded in a coherent and logical sequence comprising a needs assessment, proper selection of trainees and ex-post monitoring;
- Peer-to-peer exchanges on concrete experiences bring the highest added value;
- Co-operation with UNEP/MAP must be reinforced, in particular in relation to the revision and implementation of the each country's National Action Plan for pollution reduction from land-based sources.

The project "Towards a Shared Environmental Information System (SEIS) in the European Neighbourhood" ENPI-SEIS (EUR 5.7 million, 2010-2014) is implemented by the EEA in collaboration with UNEP/MAP. It supports the

¹⁷ Losses, leaks and waste are estimated at 40% of total water demand (particularly in the farming sector), Plan Bleu, 2009.

¹⁸ More details on <http://www.mapamed.org/>

environmental and statistical authorities in 16 partner countries both in the East and South European Neighbourhood regions in improving their environmental reporting capacity in line with SEIS principles.

In the Southern Neighbourhood, efforts focussed on agreeing and delivering data for a limited number of indicators, but with the long term vision that the national networking and governance system that was being set up would be able to serve multiple monitoring and reporting processes in many different themes/sectors, beyond the H2020 priorities.

Six H2020 indicators were identified and agreed with all countries on which basis initial data flows are being progressively established. The EEA '*Reportnet*' reporting tool offered to partner countries via the project is gradually being used. The establishment and maintenance of a strong inter-institutional co-operation and co-ordination at national level among data producers, data owners and data users has been a challenging process and is still in progress, but has started to show results.

The H2020 mid-term review concludes that work under ENPI-SEIS was an important start, but that more efforts are now required to consolidate and expand the indicators, ensure their operationalisation, also taking into account the recent Barcelona Convention COP decision on EcAp. Strong continued partnership between the EEA and UNEP/MAP will be essential, in particular in the context of UNEP/MAPs responsibility to revise its reporting system to include the Ecosystems Approach.

Reinforced in-country activities will be another crucial aspect of the future co-operation. Engaging the statistical offices in this is of key importance, as they hold many of the relevant data sets.

Aligning with existing reporting systems and avoiding the creation of new parallel reporting systems is also essential, but a challenge at the moment.

The MeHSIP-PPIF (EUR 7.2 million, 2010-2014) was led by the EIB, financed by the European Neighbourhood Policy Instrument (ENPI) (Facility for Euro-Mediterranean Investment and Partnership – FEMIP – support fund), with the prime aim to develop bankable projects. Four priority investment projects have been fully prepared and a project pipeline established and maintained. In addition, MeHSIP-PPIF screened the status of about 50 investment projects with secured funding and drew useful lessons on challenges hindering the effectiveness of investment projects, pointing in particular to the importance of a solid preparation phase.

Water: The SWIM programme (EUR 20.6 million; 2010-2014), has promoted sustainable water management policies and practices in the areas that were to be targeted by the Mediterranean Water Strategy, i.e. water governance, water and climate change, water financing and water demand management and efficiency, as well as non-conventional resources. SWIM has supported institutional building, policy dialogue, capacity building, as well as awareness-raising on water scarcity and environment-related challenges, complemented by a set of five demonstration projects. According to the latest Results oriented monitoring (ROM) report (2013), SWIM is highly relevant and demand-driven, but should be more focused, prioritizing its activities on a more limited number of themes. The next regional programme should more strongly address water efficiency and effective water demand management, promoting the principles of the EU Water Framework

Directive and the new orientations of the EU's development policy (water co-operation and the water/energy/food security nexus).

Biodiversity: The project "Development of a Mediterranean Marine and Coastal Protected Areas Network" (EUR 3.6 million; 2009-2014) is the EU-financed biodiversity component of the UNEP-Global Environment Facility (GEF) Med Partnership Initiative¹⁹, assisting countries to strengthen the management of Mediterranean Marine Protected Areas Network and to identify components. The project is implemented through a joint management agreement with UNEP-MAP, with World Wide Fund for nature (WWF) and RAC-SPA as implementing partners. All the specific sites involved in the ongoing project have been recently established as MPAs or are in the process of being protected. Most of these areas have just adopted and elaborated a management plan but are at the very early stages of their implementation. Further resources and better governance mechanisms are necessary to ensure that these areas become self-sufficient and fully integrated in the local socio-economic context.

Making MPAs effective and sustainable is a challenge, largely but not only due to the lack of dedicated financial resources. The recommendation is to involve more actively local stakeholders in planning and managing MPAs and to move towards a cross-sectorial approach that aims at the sustainable use of maritime resources, of which biodiversity conservation will be one aspect.

2.4. Complementary actions

GreenMed II will form the backbone of the ENI regional environmental programme portfolio for 2014–2017, together with the EU funded regional programmes on Sustainable consumption and production and climate action.

The present Action thus complements other important EU-funded regional programmes, namely the EUR 22 million SWITCH-Med²⁰ programme on sustainable consumption and production, approved in 2012; and ClimaSouth on climate change adaptation and mitigation. Further complementarity will be sought with the activities of the Union for the Mediterranean, namely within the framework of the climate change expert group.

Close links will be ensured with actions under EU bilateral programming for the period 2014–2017, where environment and water are identified as priority sectors for the EU co-operation, as is the case for Palestine²¹ (water), Lebanon (natural resources), Tunisia (rural development), Jordan (green economy) or Morocco (access to basic services). Where possible, efforts will be made to make use of the twinning instrument, in order to advance on specific regulatory issues relating to the areas targeted by the programme.

Very close links will also be ensured with relevant project preparation facilities supported under the Neighbourhood Investment Facility (NIF) or FEMIP, in particular MESHIP-PPIF II (approval pending).

¹⁹ The MedPartnership" is a collective effort of organisations and concerned countries towards the protection of the marine and coastal environment of the Mediterranean. The MedPartnership is led by UNEP/MAP and the World Bank and is financially supported by the GEF, and other donors, including the EU and all participating countries. The MedPartnership works through technical and policy support led by UNEP/MAP (Regional Project) and project financing led by the World Bank.

²⁰ "Switching towards more sustainable consumption and production (SCP) patterns in the Mediterranean".

²¹ This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

The action is coherent with the substantial financial and technical support that the EU, as a Party and largest donor, provides to the Barcelona Convention and with the implementation of EU acquis for the marine environment and water management in the Mediterranean.

Strong linkages will be made with relevant EU support to Balkan countries. The actions will furthermore be closely coordinated with relevant policy dialogues to be carried out under the new ENI regional Dialogue Facility, in particular as concerns integrated maritime policy and environmental statistics (complementarities with ENPI-SEIS II), as well as agriculture (complementarities with SWIM II).

2.5. Donor co-ordination

Donor co-ordination will be ensured through full involvement of EU member states and key international donors in the steering committees for each of the projects under this action (H2020 steering group and sub-groups on capacity building, pollution reduction and review/monitoring, SWIM steering committee, Medpartnership steering committee). Special attention will be given to links with international financing institutions, directly and through close co-ordination with the Union for the Mediterranean Secretariat.

3. DETAILED DESCRIPTION

3.1. Objectives:

The overall objective of this action is to contribute to reduced marine pollution, sustainable use of scarce water resources, and protection of marine biodiversity in ENI South countries.

The specific objectives are:

-H2020+: Marine Pollution Reduction and Prevention (Pillar 1)

- Stronger and better enforced national regulatory and policy framework for reducing and preventing pollution of the Mediterranean Sea, in particular municipal waste, urban waste water and industrial pollution. A special focus on commitments under the Barcelona Convention and on addressing issues undermining investment and business opportunities (such as negative financial returns).
- Improved availability and access to relevant environmental information to the benefit of effective and knowledge-based policy-making in the region, through improvement of national and regional environmental information systems, with a specific focus on the application of the SEIS principles.

-SWIM II: Integrated Water Management (Pillar 2)

- Strengthened integrated water resource management, with a special focus on water co-operation (including specific actions for shared water resources in the Maghreb), river basin management, water demand management, the water / energy / food security nexus, broad stakeholder participation and open access to data.

-Common bridging project H2020 and SWIM I (Pillar 3)

- Sustainable water management policies and practices in the context of increasing water scarcity, combined pressure on water resources from a wide range of users, and desertification processes, in connection with climate change are further promoted and disseminated in the region.

- The implementation of the Horizon 2020 Initiative Road Map and Work Plan is further supported, through capacity building and awareness raising activities.

-Marine Protected Areas (Pillar 4)

- The Mediterranean network of ecologically representative, inter-connected and effectively managed MPAs is strengthened and further developed.

3.2. Expected results and Activities:

3.2.1. Pillar 1: Marine pollution reduction and prevention (Horizon 2020+)

3.2.1.1. Expected results:

- The regulatory framework relating to the implementation of Barcelona Convention protocols and NAPs of Mediterranean partner countries is strengthened and the capacity to enforce its implementation is enhanced, including through stronger links between research results and policy formulation;
- Partner's capacity to promote investment and business opportunities for addressing municipal waste, industrial emissions and waste water is enhanced;
- Regional coherence in approaches to pollution prevention and control is reinforced;
- The H2020 indicator set is stabilised and extended and able to serve multiple purposes: to assess the progress of H2020, while contributing to assessing compliance with commitments under the Barcelona Convention;
- The in-country processes for organising sharing of the data sets underlying the H2020 indicators are stabilised;
- The infrastructure for reporting offered by the EEA ('Reportnet') and UNEP (UNEP/MAP Reporting Network) is widely used;
- Indicator-based H2020 reports and assessments are produced;
- Results of monitoring and assessment are fed back into policy formulation.

3.2.1.2. Main activities:

Pillar 1A: Policy/regulatory frameworks

- Assessments / further detailing of the state of the relevant national regulatory and institutional frameworks and in particular their enforcement, based on reviewed NAPs;
- Design and provision of tailor-made support to countries demonstrating a strong commitment to progress in this area, building on existing initiatives (from the government, the EU or any other donor), and linked to concrete indicators drawn from the Barcelona Convention protocols/NAPs;
- Design and implementation of a programme of regional trainings, policy exchanges and study tours on the relevant themes (study tours only linked to concrete national work programmes) building on the experience gained and feedbacks received from the partner countries on the previous H2020 capacity building programme;
- Regional seminars between the scientific and the policy communities, preparation of policy briefs and various publications developing the science – policy interface; Developing feedback loops from H2020 review and monitoring to policy making;

- Communication and visibility, using in particular state-of-the-art on-line collaborative tools;
- Organisation of the H2020 Steering Group meetings, and support to overall H2020 co-ordination, and Capacity Building sub-group meetings.

Pillar 1B: Operationalisation of the SEIS principles, based on a balanced partnership between the EEA and UNEP/MAP

- Stabilising/updating of the six existing H2020 indicators, taking also into consideration evolving reporting requirements. In particular, further efforts to detail/disaggregate the indicator for industrial emissions;
- Support for stabilising the in-country processes for completing the data sets underlying the regional set of H2020 indicators by:
 - Revising and further developing the corresponding data flows (including monitoring protocols), and processes for indicator production (covering existing and new/additional ones), using as far as possible existing sources of information within UNEP/MAP and ENPI-SEIS.
 - Supporting operation of a sustainable network of representatives of all H2020 major sectors, data generators and data processors, including statistical offices. The network should meet regularly, including in thematic groups, to address sharing, data analysis and assessment in an inclusive process.
 - As needed, supporting a SEIS project coordinator at country level to ensure coherence of activities related to content, infrastructure and governance.
 - Continue and extend in-country PRTR pilots where already carried out, and start pilots in other countries.
 - Technical assistance, with limited software building activities, to support use of the infrastructure/tools for reporting offered by the EEA and UNEP/MAP – ‘Reportnet’ and UNEP/MAP Reporting platform.
- Regular updating of the H2020 Indicator Fact sheets;
- Production of regular and relevant H2020 assessments and reports, including country reports on the basis of work undertaken;
- Organisation of the H2020 Monitoring and Reporting Sub-Group meetings.

3.2.2. Pillar 2: Integrated Water Resources Management (SWIM II)

3.2.2.1. Expected results:

- The capacity to enforce implementation of the regulatory framework relating to water demand management is strengthened, in particular through efficient water finance;
- If needed, new or revised complementary regulations are put in place by partner countries;
- Integrated Water Resources Management (IWRM) implementation is regionally monitored in ENI South countries (through a unified system for all countries or an adjustable one according to individual country needs within a shared regional framework);
- The science - policy interface is improved, including climate change considerations and linkages to adaptation strategies;
- Regional co-operation on shared/transboundary water resources is enhanced;
- Best practices and success stories are identified, tested and shared.

3.2.2.2. Main activities:

Pillar 2A: SWIM II Support Mechanism

- Development of an IWRM implementation monitoring system according to international knowledge and ENI South country needs, test the system in selected countries;
- On a voluntary basis, and based on country assessments, design and provision of one national activity in each partner country, to support one of the stated results / objectives, and building on existing initiatives (of the government, the EU or any other donor);
- Study tours in Mediterranean EU countries, based on peer-to-peer dialogue;
- Identification of water “solutions” and showcase them at regional level;
- Development of water accounts (economic valuation of water resources and their uses) in selected countries;
- Peer-to-peer experience sharing (sub)regional seminars and high-level meetings;
- Communication and visibility, using in particular state-of-the-art on-line collaborative tools;
- Regional seminars between the scientific and the policy community, preparation of policy briefs and various publications developing the science – policy interface;
- External monitoring and support to SWIM II demonstration projects (see below).

Pillar 2B: SWIM II Demonstration Projects

Financial support to a set of Demonstration Projects, following a call for proposals, to test innovative approaches or replicate successful ones on water co-operation (including the Northern Sahara aquifer system), river basin management, water demand management, the water/energy/food security nexus, broad stakeholder participation and open access to data. Emphasis will be placed on internal and external project monitoring so that lessons learnt can feed into the regional level.

3.2.3. *Pillar 3: Common bridging project H2020 and SWIM*

3.2.3.1. Expected results:

- SWIM I demos supported;
- SWIM I policy lessons consolidated and communicated;
- 5+5 Water Strategy supported;
- Continuity of basic SWIM and H2020 support until new programmes launched;
- National Action Plans under the Land Based Sources protocol of the Barcelona Convention revised.

3.2.3.2. Main activities:

- Support to SWIM demos: final monitoring and documenting results;
- Consolidation of SWIM policy lessons;
- Support, as required, to the 5+5 Water Strategy;
- Continuity of basic SWIM and H2020 support until new programmes launched;
- Support to the revision of the NAPs under the LBS Protocol.

3.2.4. *Pillar 4: Marine Protected Areas*

3.2.4.1. Expected results:

- In close collaboration with RAC-SPA, the relevant regional activity centre of the Barcelona Convention, a co-ordination mechanism and a network monitoring capacity for regional MPA management are in place and functional;
- New MPAs are identified, planned and created to extend the regional network and enhance its ecological representativeness;
- Management of marine protected areas is improved, including the development and implementation of management plans, zoning plans, fisheries management plans etc.;
- Innovative approaches to ensure the financial sustainability of regional and national MPA networks are identified and tested;
- Stakeholders are engaged in the governance and management of MPAs, through co-management or participatory management approaches.

3.2.4.2. Main activities:

- Technical assistance, exchange programmes and training activities (including mentor training and on-job training associated to field activities); setting up of an online capacity building platform for remote tutoring and information sharing;
- Support to the implementation of MPAs' management plans in the pilot countries, including tourism and fisheries management, through the specific engagement of local and national stakeholders. Development of financial and institutional sustainability (including governance) for MPAs;
- Continuation of the ongoing work on the characterisation of marine sites suitable to become new protected areas (including ecological surveys, ecological characterization reports, and the collection of geo-referenced data), and the identification of related actions (the identification of stakeholders group, partnerships, etc) needed to promote their creation. Development of GIS habitat data maps for MPAs, assessment of management effectiveness and assessment of socio-economic benefits of MPAs;
- Communication efforts on improving the perception of stakeholders and governments on the benefits of MPAs, on securing stakeholder and government commitment to the goals of the Convention on Biodiversity and of the Barcelona Convention and on reducing user conflicts at the national and local level.

3.3. **Risks and assumptions**

The main risks, which may have an impact on the successful implementation of the project, are:

- Regional political instability;
- Inability of the public authorities and entities concerned (i.e. those in charge of e.g. agriculture, water, tourism, energy) to give priority to the areas of the action and to develop inter-sector co-operation.

The risks linked to political instability in the region and to possible changes of government or regimes will be mitigated through continuous monitoring. The project is flexibly formulated, and takes account each country's specific circumstances as

well as the regional dimension. Implementation does not depend on participation of all countries in all activities.

The projects will try to mitigate difficulties by supporting the dialogue between the technical and political levels and reinforcing co-ordination between line ministries and competent authorities. If difficult diplomatic relations create impediments to the smooth running of the projects, activities will be carried out at technical level only.

Assumptions encompass:

- Willingness and commitment of the stakeholders in the ENI South partner countries throughout project implementation;
- Synergies and complementarities with other regional initiatives;
- Good project management;
- Enabling environment in the ENI South partner countries for stakeholder participation.

3.4. Cross-cutting issues

The activities will contribute directly to improved environmental management. Where possible, the programme activities will prioritise gender equality and the participation of women. Activities where women are involved will be encouraged. Good environmental management is an element of good governance, which should hence improve as a result of the project. Access to environment information is expected to improve, in line with the Aarhus convention.

3.5. Stakeholders

H2020+: officials of the ministries/agencies/departments responsible for: Environment, Water, Agriculture, Tourism, Industry, International Affairs and Finance, sub-national authorities (governorates, regions, municipalities, etc.), non-governmental organisations (from sub-regional, national to local), research institutes, associations of various professionals (organic agriculture, cultural and environmental tourism, etc.), media professionals, private sector (this latter category at their own costs).

Water: water utilities, relevant ministries, such as for water, agriculture, environment and climate change, industry, tourism, trade, energy and planning; River Basin or Groundwater Organisations, municipalities, water users associations and other civil society organisations, universities, regional and national research centres.

Marine Protected Areas: The action's main target groups are civil society organisations (CSO), coastal and marine resource managers, representatives of the tourism sector and public local administrations in developing an integrated management framework for priority marine and coastal areas.

If relevant, partner countries other than ENI countries (Bosnia and Herzegovina, Serbia, Montenegro, Kosovo, Albania, and former Yugoslav Republic of Macedonia, Turkey and Mauritania) shall be associated to the activities foreseen by this action, in accordance with Article 16(1) of Regulation (EU) No 232/2014.

At the time of writing this action document, EU co-operation with Syrian governmental authorities is still suspended. In case this decision is reversed, the Commission will assess the opportunity to involve Syrian authorities in the implementation. The political instability and/or security situation in Syria will be

assessed prior to that in order to confirm the feasibility/opportunity to: a) engage the stakeholders and b) implement the activities.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with a partner country, referred to in Budget Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 48 months, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

The above activities will be implemented through a combination of modalities:

Action	Modality and EUR million in budget year		Total EUR million
	2014	2015	
H2020 phase II support programme (policy/ regulatory issues and SEIS data/reporting support).	4 (service contract, pillar 1A)	4 (grant, pillar 1B)	8
Water programme including specific action for Maghreb Water Strategy: SWIM II	3 (service contract, pillar 2A)	12 (Grants following a call for proposals for Demonstration activities, pillar 2B)	15
Bridging of CB/MEP and SWIM I	2 (service contract, extension of SWIM I, pillar 3)		2
Support to Marine Protected Areas		3 (Indirect Management Delegation Agreement, Pillar 4)	3
Audit, evaluation	0.3	0.3	0.6
Total	9.3	19.3	28.6

4.3.1. Grants: call for proposals (direct management)

Pillar 2B: SWIM demonstration projects

a) Objectives of the grants, fields of intervention, priorities of the year and expected results

Under SWIM II, a single call for proposals will be launched to finance a set of Demonstration Projects that will test innovative approaches or replicate successful ones on water co-operation (including the Northern Sahara aquifer system), river basin management, water demand management, the water/energy/food security nexus, broad stakeholder participation and open access to data. Emphasis will be placed on internal and external project monitoring so that lessons learnt can feed into the regional level. Indicatively, it is expected to have up to 10 grant contracts.

b) Eligibility conditions

Eligible applicants have their place of establishment in EU members states, ENI countries or in countries having traditional economic, trade or geographical links

with neighbouring partner countries. Eligible applicants are non-profit entities (local authorities, public bodies, international organisations, NGOs, academia).

c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant. The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is 80% of the eligible costs of the action. The rate may be higher if the auto-financing capacity of the targeted beneficiaries is weak.

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

e) Indicative trimester to launch the call

1st trimester 2015.

4.3.2. *Grant: direct award (direct management)*

Pillar 1B: ENPI-SEIS II

a) Objectives:

Improved availability and access to relevant environmental information to the benefit of effective and knowledge-based policy-making in the region, through improvement of national and regional environmental information systems, with a specific focus on the application of the SEIS principles

Justification of a direct grant:

Under the responsibility of the authorising officer by delegation, the grant may be awarded without a call for proposals to the EEA.

Under the responsibility of the authorising officer by delegation, the recourse to an award of a grant without a call for proposals is justified, in accordance with Art 190(1) (f) RAP, because of the exclusive responsibilities entrusted to the beneficiary, the EEA, in the implementation of the SEIS principles and practices in the European Union and extending them to the neighbourhood countries. The proposed project activities directly correspond to the core EEA competencies, networking practices and expertise.

The results and main activities are described above.

b) Eligibility conditions

The EEA will partner with UNEP-MAP, a UNEP entity acting as co-ordination office of the Barcelona Convention established in Athens.

c) Essential selection and award criteria

The essential selection criteria are the mandate and expertise of the grantee, which are key assets to promote and develop environmental monitoring in ENI countries based on the SEIS principles.

d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 80% of the eligible costs of the action.

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

e) Indicative trimester to contact the potential direct grant beneficiary

1st trimester 2015

4.3.3. *Procurement (direct management)*

	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Pillar 1A: H2020 +	Services	1	Q4 2014
Pillar 2A: SWIM II – Supporting mechanism	Services	1	Q4 2014
Pillar 3: SWIM I – Supporting mechanism (extension and topping-up of existing contract)	Services	1	Q4 2014

4.3.4. *Indirect management with an international organisation*

Pillar 4: Marine Protected Areas

This pillar with the objective of enhancing the network of Marine Protected Areas may be implemented in indirect management with the United Nation's Environment programme (UNEP) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation is justified because:

- UNEP-MAP serves as the secretariat of MAP and the Barcelona convention, including its biodiversity protocol;
- UNEP-MAP will be implementing activities through a strong partnership of recognized regional organisations, such as (indicatively) the WWF, and the RAC-SPA of the Barcelona convention, which have a key presence and a unique experience on these matters;
- Funding is provided as a follow up to a similar multi-donor project with UNEP-MAP;
- Easier leveraging of additional funding (such as from the GEF).

The entrusted entity would undertake the activities as described above for this pillar. The entrusted entity intends to subdelegate the activities leading to the creation of new MPAs and demonstration activities to improve the management of existing MPAs to RAC-SPA and WWF respectively. Appropriate provisions will be included in the delegation agreement.

The entrusted entity is currently undergoing the ex ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free co-operation with this entity, it can be entrusted with budget-implementation tasks under indirect management.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

The responsible authorising officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR thousands	Third party contribution (indicative, where known)
4.3.1. – Pillar 2B: Call for proposals SWIM II – Demonstration projects (direct management)	12,000	3,000
4.3.2. – Pillar 1B : Direct grant ENPI-SEIS II (direct management)	4,000	1,000
4.3.3. – Pillars 1A, 2A and 3: Procurement (direct management)	9,000	N.A.
4.3.4. – Pillar 4: Indirect management with UNEP	3,000	0
4.7. – Evaluation and audit	300	N.A.
4.8. – Communication and visibility	300	N.A.
Contingencies	0	N.A.
Totals	28,600	4,000

4.6. Performance monitoring

A permanent internal, technical and financial monitoring system, to be used to draw up progress reports, will be set up under each contract to implement the programme. Independent consultants recruited directly by the EU will carry out annual external monitoring missions. Indicators will be defined in the contracting phase, and refined in the inception phase for each contract.

4.7. Evaluation and audit

Independent consultants recruited directly by the EU will carry out external mid-term (optional) and final evaluation. An ex-post evaluation may be carried out.

Audits or expenditure verifications will depend on the type of contract.

If necessary, the EU may conduct *ad hoc* audits or expenditure verification assignments.

4.8. Communication and 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

EN

ANNEX 7

of the Commission Implementing Decision on the Annual Action Programme 2014 -
Part 1 in favour of the ENI South countries

Action Document for 'Anna Lindh Foundation IV for inter-cultural dialogue'

1. IDENTIFICATION

Title/Number	Anna Lindh Foundation IV for inter-cultural dialogue CRIS number: ENI/2014/037-474		
Total cost	Total estimated cost: EUR 15 million Total amount of EU budget contribution: EUR 7 million This action is co-financed in parallel co-financing by: Anna Lindh Foundation Member States for an amount of EUR 8 million Budget line: 21.03.01.01		
Aid method / Management mode and type of financing	Project Approach Direct management – grants – direct award		
DAC-code	15150	Sector	Democratic participation and civil society

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

The overall objective of this action is to continue supporting the work carried out by the Anna Lindh Foundation (ALF) in promoting knowledge, mutual respect and intercultural dialogue between the peoples of the Euro-Mediterranean Region.

In this Fourth phase, the ALF will aim at consolidating the achievements reached so far and transform them into far-reaching and sustainable actions, adapting its programme to the new realities and demands that intercultural dialogue addresses in the Region.

In this regards, special focus will be given to improve mutual perceptions and promote mutual understanding; promote the intercultural dialogue at grass roots level of the society through the implementation of civil society's initiatives; reinforce the ALF networks of civil society and their role in the development of the programme and in the setting up action tools for the Foundation. The Networks will play the role of antenna of the ALF within the 42 Member Countries and ensure that the

initiatives, actions, interventions of their members (civil society organisations belonging to the national network) converge towards common objectives.

The European Neighbourhood Instrument (ENI) Regional Indicative Programme 2014-2017 recognises the importance of building partnership between the people and the regional co-operation on inter-cultural dialogue especially through support to the work of ALF.

2.2. Context

2.2.1. Regional context

2.2.1.1. Economic and social situation and poverty analysis

The recent deterioration of the macro-economic situation in the region was caused by the economic crisis, soaring food and energy products prices and political and social instability related to the Arab Spring. The countries of the region are characterized by (i) growth rates relatively lower compared to other developing and emerging regions, with a growth rate of Gross Domestic Product (GDP) per capita which has never exceeded 2.7% on ten-year average, (ii) very high unemployment rates and a low level of participation (about 48% for all countries in the region), particularly for women and (iii) a large informal sector, estimated in some countries at 40% of GDP.

In the Mediterranean countries, living conditions have improved considerably over the last 30 years. Life expectancy, for the entire region, increased from 62.6 years in 1980 to 74.4 years in 2011. Similarly, the infant mortality rate has decreased significantly (from 65.6 (per 1000 births) in 1980 to 15.7 in 2011 for the whole region). In the field of education, the increasing enrolment rates in both the primary school (in average, almost all children in the region are now in school), high school education (where enrolment increased from 56.5% in the years 80-85 to 87.5% on average from 2000 to 2012) and post-graduate (from 16% to 40.5% on the same periods) and increased literacy rates, which rose from 56.3% in the mid-80s to 81% on average over the years 2000-2012, illustrate the efforts and progress made in this area. However, literacy rates of all Mediterranean countries are still lower in comparison to other regions.

Another important achievement of Mediterranean countries is related to the reduction of the level of poverty. Among the developing and emerging countries, Mediterranean countries have, on average, the lowest percentages of the population below the international poverty line poverty. Only 1.8% of people live with less than USD 1.25 per day. Similarly, the Gini index, which gives a measure of the level of income inequality shows that Mediterranean societies are relatively more egalitarian than those other regions of the southern hemisphere. However, a significant proportion of the population (10%) is in a vulnerable situation (i.e. living with less than USD 2 per day).

2.2.1.2. Regional development policy

Three years after the Arab upheavals, the situation in the region remains very complex with increased fragmentation. Despite the unquestioned democratic gains (elections, more vocal civil society), the heated debates about the form of new social contracts and the role of religion are strongly polarising Arab societies. The economic situation remains worrisome and social demands still focus on political

dignity (freedom, human rights) and improvement in social and economic conditions. The ongoing conflict in Syria with its international repercussions overshadows the whole situation.

The EU's strategic response to the Arab Spring came on 8 March 2011, with the Joint Communication proposing “A partnership for democracy and shared prosperity with the Southern Mediterranean”¹. This was followed by the Joint Communication on 25 May 2011 which initiated the launch of “A new response to a changing Neighbourhood”².

In implementing the above, the EU has intensified dialogue and co-operation with regional actors. The EU as co-president of the Union for the Mediterranean (UfM) together with Jordan, gave a new impetus to the UfM, a unique forum for dialogue among 43³ Euromed partners that shares and builds upon the goals of the Barcelona Declaration and complements bilateral relations between the EU and its southern neighbours.

There has been also renewed impetus for co-operation with the League of Arab States (LAS) which is a key forum for finding political and security solutions to conflicts affecting the region. The EU is also developing contacts with the Organisation of Islamic Co-operation (OIC) and supports the sub-regional co-operation, i.e. in Maghreb with the 5+5 Dialogue.

After a long break, the UfM resumed holding of Ministerial meetings, first on the role of Women (September 2013), and then on Transport (November), Energy (December), Industry (February 2014) and Environment/climate change (May 2014). This is a positive signal expressing a shared objective in establishing deeper regional co-operation both between EU and Southern countries and South –South co-operation.

2.2.2. Sector context: policies and challenges

The situation of civil society varies across the Southern Neighbourhood but since the "Arab Spring" new and more fluid forms of citizen groups are on the rise. The "Arab Spring" showed the potential for social movements to effect change, often through new channels such as social media. Speaking at the Civil Protection Civil Society Roundtable in Cairo, November 2012, Commissioner for Neighbourhood Policy, Štefan Füle recognised that the sustainability of the transformation process in the region hinges on empowering civil society.

For this reason, the EU has prioritised working with civil society in the two joint communications, "A partnership for democracy and shared prosperity with the Southern Mediterranean" and "A new response to a changing Neighbourhood", which set the basis of renewed co-operation with the Southern Region in 2011. One

¹ COM(2011)200 of 8 March 2011.

² COM(2011)303 of 25 May 2011.

³ Austria, Albania, Algeria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, The Czech Republic, Denmark, Egypt, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Israel, Jordan, Latvia, Lebanon, Lithuania, Luxemburg, Malta, Mauritania, Monaco, Montenegro, Morocco, The Netherlands, Palestine (this designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.), Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Syria, Sweden, Tunisia, Turkey, The United Kingdom and Libya as an observer. The participation of Syria is currently suspended.

year later, the Joint Communication, "Delivering on a new European Neighbourhood Policy" stressed the democratising role played by civil society notably by ensuring inclusive reform.

In 2012, the EU underlined the importance of an empowered civil society as a crucial component of any democratic system stating that it "can contribute to more effective policies, equitable and sustainable development and inclusive growth", as stated in the Communication "The roots of democracy and sustainable development: Europe's engagement with civil society in external relations"⁴. The EU Aid Effectiveness Agenda of September 2011 recognises how important it is to encourage civil society actors and increase the democratic ownership of development policies.

Civil society in the Southern Mediterranean is changing with Civil Society Organisations (CSOs) growing in numbers and gaining recognition as development actors in their own right. CSOs are often able to represent vulnerable/socially excluded groups and trigger social innovation, yet the relationship between states and CSOs is often delicate. In many respects, CSOs focused on human rights and advocacy still face limitations. CSOs require a functioning democratic legal and judicial system with the right to associate and secure funding as well as freedom of expression, access to information and participation in public life.

The situation of CSOs in the Southern Neighbourhood differs from one country to another but some common features are, (1) restrictive political contexts which have developed mistrust between institutional representatives and civil society, (2) CSOs' capacity to engage in policy dialogue which remains weak, (3) isolation, (4) complex procedures which hamper access to funds and (5) the need for more accessible regional co-operation.

The Anna Lindh Foundation has played a fundamental role since 2005 in forming a bridge between the Euro-Mediterranean region by promoting understanding and intercultural dialogue between cultures, religions and people. Promoting Intercultural Dialogue in the region is more imperative than ever, as a response to some regressive cultural and social trends which are fuelling the rise of xenophobia and new forms of exclusion. This task should be implemented promoting democratic values, reinforcing the participation of civil society, and investing in youth leadership. The Regional Indicative Programme 2014-2017 recognises the importance of building partnership between the people and in particular of inter-cultural dialogue in particular through support to the work of ALF. The activities of the ALF are a joint endeavour combining the efforts of its 42 national networks and its Secretariat/Headquarters in Alexandria.

The Euro-Mediterranean Partnership, formerly known as the Barcelona Process, was re-launched at the Paris Summit in 2008 as the Union for the Mediterranean. The Paris Summit conveyed the importance of this Euro-Mediterranean Partnership in regards to the recognition it plays in establishing peace, security and shared prosperity in the Mediterranean. In addition to this announcement, the Paris Summit also communicated that *"the ALF would contribute to the cultural dimension of the Union for the Mediterranean, the ALF has to take into account the dialogue between cultures and ensure complementarities and synergies with the activities of other programmes in this field of action"*.

⁴ COM(2012)492 of 12 September 2012.

2.3. Lessons learnt

After acquiring 10 years of experience in intercultural dialogue, the next and fourth phase of the EU support to the ALF must build upon the achievements of the three previous phases, in particular its credibility and the institutional legitimacy acquired through the work accomplished with civil society. The fourth phase will also be based on the major conclusions drawn during the Marseille ALF Forum (April 2013) which recognises the need of the Foundation as a bridge between civil society and institutions and the findings of the ALF 2014 Report on Intercultural Trends.

On the basis of the assessments carried out so far and the relevant role played by the Networks, the new phase should strengthen and improve the Networks' roles and activities making their selection more transparent and opening their activities to other CSOs not part of the Networks. Over 4,000 civil society organisations have joined the Networks as partners thus representing the largest network of organisations in the region devoted to intercultural dialogue. The new challenge at this stage is to exercise a stronger monitoring on the role played by the Heads of the Networks and to develop a coherent programme for all of them, which could ensure a real impact on national civil societies. The activities of the new phase therefore will include actions to improve the quality of the networking dimension aiming at improving the outreach and ensuring civil society representativeness.

The Marseille Forum acknowledged the need for a major shift that emphasises dialogue and civil engagement based upon shared democratic values and recognised the key role the ALF is playing to foster intercultural dialogue as a tool for conflict resolution and to support civil society as a driver of change in the democratisation process. Cultural diversity, human rights, freedom of speech and the worth of the individual must be valued and up-held.

The Forum, the Networks, and the ALF Advisory Council converged on the key opportunities which can be leveraged to fulfil the ALF mandate in the new context. They have stressed the positive emergence of new actors and new prospects for building innovative forms of inclusive citizenship based on multiple identities, as well as underlining the positive impact that culture can have on social and economic development.

Reference should be made to the Citizens for Dialogue (Dawrak) and Young Arab Voices programmes through which the ALF for the first time is implementing programmes with trainings, applications and speakers all in Arabic. This has allowed the ALF to become more responsive to the civil societies in the Arab countries and to the social changes taking place in the region and it has had a profound impact on all the ALF activities in terms of bringing concepts of inclusive citizenship and youth participation to the centre of ALFs identity.

The ALF role as a broker between civil society and institutions has been reinforced through the Dawrak programme and the preparation of the ALF Forum in Marseille. It can be further developed by creating closer relations between the Board of governors, the Advisory Council and the National Networks. This gives ALF the opportunity to advocate and impact on the Euro-Med intercultural agenda and to contribute to giving the Union for the Mediterranean a social and cultural dimension.

Promoting exchanges across the Mediterranean is the fundament of most of the ALF activities and programmes. During Phase III, several hundreds of citizens travelled to another country to participate in activities organised by the Foundation, adding burden and uncertainty to the management of the activities particularly when they moved across the Mediterranean or between some southern countries. The Board of governors and its members should enable mobility for members and beneficiaries of the ALF activities by facilitating visas, as an expression of their commitment with the Foundation and Intercultural Dialogue in the region.

2.4. Complementary actions

The Euro Med Youth IV, NET-MED Youth and the Erasmus+ Programmes promote mobility, youth exchanges, informal learning, mutual understanding, training and youth networking projects and support of youth organisations from both the EU and Mediterranean Partner Countries which all enhance Euro-Mediterranean co-operation in the youth field. In addition, the ALF will complement a global initiative under the thematic programme *Investing in People* whose aim is to contribute to inclusive growth by helping partner countries to better respond to the aspirations of young people and strengthen their involvement in national development processes, through a better understanding of the determinants of youth inclusion and greater capacity to design effective evidence-based national policies promoting youth inclusion.

Concerning audiovisual activities, complementary actions will be sought with the Euro Med Audiovisual III Programme, which will contribute to the strengthening and further development of the Mediterranean audiovisual sector.

Some of the ALF's main actions, for instance, the Forum and the Report are suitable fields for the already established partnership strengthening with United Nations Educational, Scientific and Cultural Organisation (UNESCO), the Alliance of Civilisations, the Council of Europe, the League of Arab States, the Islamic Education, Science, Cultural Organisation (ISECO), the Organisation of the Islamic Conference (OIC), the EuroMed Parliamentary Assembly (EMPA), the Permanent Conference of the Mediterranean Audiovisual Operators (COPEAM) and the Euro-Mediterranean Assembly of Local and Regional Authorities (ARLEM).

At a regional level, the Anna Lindh Foundation will develop its strategy within the context of the Euro-Mediterranean Partnership and the Union for the Mediterranean (Paris, July 2008). It will continue to collaborate with relevant Euro-Med programmes as well as those carried out by other regional or international institutions.

In the field of Media, ALF will continue to promote complementary actions developed during the EuroMed Media Task Force and the United Nations (UN) Alliance of Civilisations.

Finally ALF work will complement the putting into motion of the Communication "The roots of democracy and sustainable development: Europe's engagement with civil society in external relations" of September 2012 and more specifically the design and implementation of the foreseen EU roadmaps for engagement with civil society to be adopted at bilateral basis in each Southern Mediterranean country.

2.5. Donor co-ordination

Financial contributions to the Anna Lindh Foundation's budget come from the European Union and the 42 Euro-Mediterranean Partnership Countries that constitute the Foundation's Board of governors. The Board of governors in the presence of the EU representative(s) approves the Programme and its provisional budget thus representing the best setting to ensure EU donor co-ordination.

With a view to ensure stronger co-ordination, the principle of voluntary Member State contributions should become a formal commitment, in order to create a budget based on concrete pledges before the starting of the triennial Phase. The Member States could contribute through an extra-budgetary project, such as the Young Arab Voices funded by the British Council in the last Phase.

Broader donor community co-ordination is ensured with the Alliance of Civilisations (within the UN system), whose aim is to promote dialogue through its representatives and its universal and regional bodies.

3. DETAILED DESCRIPTION

3.1. Objectives

The overall objective of this action is to support intercultural dialogue between the peoples of the Euro-Mediterranean region. The EU conceives intercultural dialogue as an action within the civil society ultimately aimed at valuing diversity, promoting social participation in building open and plural societies and fostering human development and fundamental rights.

The specific objectives are:

- 1) To contribute to improving mutual perceptions across the Mediterranean and the recognition of diversity as a source of mutual enrichment, by facilitating mutual understanding and supporting cultural and social exchanges within and between societies.
- 2) To provide civil society with tools for participation and for building inclusive and plural societies, by facilitating spaces for dialogue, networking and exchange among civil society practitioners and institutions and by developing the capacity of multipliers.
- 3) To promote human development through the support of grassroots level civil society actions and by encouraging initiatives that stimulates community development through intercultural dialogue.
- 4) To reinforce the ALF Networks role as facilitators for intercultural dialogue by providing them with the competencies, tools, and means to disseminate the ALF programme and civil society actions on the ground. The Networks should play the role of antenna of the ALF within the 42 Member Countries and ensure that the initiatives, actions, interventions of their members (civil society organisations belonging to the national network) converge towards common objectives.

3.2. Expected results and main activities

The fourth phase of the EU support to the Anna Lindh Foundation aims to achieve the following results:

- Relevant resources and spaces are created that facilitate exchange and networking, stimulate debate and reflection on intercultural matters, and encourage mutual knowledge and understanding within and between societies in the Euro-Mediterranean region.
- Competencies are built among educators, journalists, cultural and civil society actors, through skills development and spaces for networking and exchange, for the promotion of active citizenship and inclusive and plural societies in the Euro-Mediterranean region.
- Civil society actions implemented in collaboration between CSOs and institutions from the North and the South are supported, with the purpose of empowering civil society and mobilising local communities for the promotion of intercultural dialogue and inclusive citizenship.
- ALF National Networks are empowered to be open and relevant spaces for conception, action and exchange among national civil society actors in each country, promoting intercultural dialogue and implementing the ALF programme at the national and local level.

Activity 1: Understanding major challenges and trends in intercultural relations and perceptions in the region improving mutual perceptions and promoting mutual understanding. Indicative activities will include the launch of the third Opinion Poll, publication of the third edition of the Anna Lindh Report on Intercultural Trends and Social Changes, and organisation of Seminars and education training in intercultural dialogue, among others. Through its comparative work with previous editions the Report will provide a relevant basis for sharing reflections about a future Euro-Med within the Foundation and its Networks.

Activity 2: Building a region-wide participatory process that gathers together representatives from CSO's and key institutions of the region for thinking, sharing, and building together by promoting key Euro-Mediterranean spaces for dialogue such as the Anna Lindh Forum.

Activity 3: Supporting the ALF National Networks with improved competencies in adapting and implementing the ALF programme at national and local level. The Network support will promote the exchange of knowledge and experiences within and among the Networks and encourage Network initiatives with cross-border and thematic dimensions encouraging common actions and synergies among members. Network initiatives will be supported through open calls, allowing for the most appropriate and effective actions to be supported. Networks' supported activities will be fully in line with ALF strategy and will help to achieve its objectives. Networks' role as core ALF representatives at national level will be reinforced.

Activity 4: Supporting civil society initiatives that are developed in partnership between the South and in the North, through Calls for Proposals and the aim of increasing ALF exposure to civil society organisations not part of its structure.

Following the experience of the previous Phases the grants will remain at the core of the ALF Programme and contribute to innovation within the fields of the ALF, reaching local communities and promoting intercultural dialogue initiatives at grass root level all over the Euro-Mediterranean region. The Calls for Proposals will promote and support exchanges of best practices, the involvement of more vulnerable beneficiaries and dialogue within these communities and the exchanges and debate for people with different origins, traditions and beliefs, in particularly with the youth.

Activity 5: Developing Intercultural Competencies and Capacities for young professionals and CSOs, with a focus on competencies for dialogue, debate and participation in public life, and investing in relevant fields such Education, Culture, Youth and Social Entrepreneurship. These initiatives will be promoted at the Euro-Med level through the South/North Exchange component.

Activity 6: Engaging citizens at large in promoting a culture of intercultural dialogue through Cultural Activities, Media Debates, Regional Awards and high-profile debates such as the Journalist Award, the Euro-Med Dialogue Award, and the 'Sea of Words' network contest. These public activities, awards and media debates will be at the core of disseminating the value of intercultural dialogue in the Euro-Mediterranean region with a specific target of increasing youth participation regarding intercultural dialogue.

3.3. Risks and assumptions

The main assumption underlying this intervention is that the ALF has to be recognised as a tool to improve mutual perceptions and better understanding among people of different origins, cultures and beliefs and to create spaces of exchange and dialogue based on mutual respect and universal values in the forty-three countries of the Union for the Mediterranean. In addition, it worth mentioning that the ALF is linked to the EuroMed institutional challenge and that the implementation of its strategy has to take into account the evolution of the Union for the Mediterranean process.

The main risks and possible constrains is represented by the fact that the global budget of the Foundation is based upon the contributions of the European Union and the 42 Euro-Med governments. Any delay in the delivery of EuroMed government contributions or in the fulfilment of the corresponding commitments might lead to: difficult implementation of the planned activities or even to its termination; and it may endanger the Foundation's image and co-operation with its counterparts. The ALF which works on the basis of a three year work plan will revise and adapt its plan of activities in the case of a substantial budget reduction due to any missing contribution by a member state.

3.4. Cross-cutting issues

The Project integrates culture of peace, good governance, citizens participation and human rights in its activities, which are both at the basis of respect and preservation of cultural diversity. Given the importance of women empowerment policies in the region, the Foundation will also encourage and support projects addressing women affairs and ensure that gender equality is reflected among the activities' participants. The Foundation will target both women working at the policy making level, in order

to favour regional exchanges and actions promoting advocacy roles for women within their society, and women at the grass root level, in order to create common grounds for exchange and understanding around traditional and universal values.

As mentioned in the last report published by the ALF, concepts as freedom of religion and belief and the non-manipulation of religions will also be taken into account as a cross cutting issue.

3.5. Stakeholders

The Foundation acts as a Network of Networks of the 42 civil societies forming the Euro-Mediterranean Partnership. National networks, which are coordinated by Head of Network institutions, participate in the Foundation's programme preparation, which is presented for approval by the Executive Director to the Board of governors. Their role is essential to give a concrete shape to Euro-Med human and cultural co-operation.

The 42 networks are the constituent element of the Foundation and the major actors in implementation of the programme. They are responsible for addressing the specific needs and requests of the civil society and reflect them in the development and action plans of the National Networks, in project grant schemes, in regional actions and operations conceived and co-organized by the Foundation. The networks gather more than 3,000 organisations from the civil society, half of them non-governmental and the other half non-profit public and private foundations, local authorities, or academic institutions. Members are active in several fields such as international relations, youth, gender and education, arts and heritage, democracy and human rights, research, environment and sustainable development, media, and religious affairs. It is therefore forecast that at least 2/3 of the Network members will benefit in the next three years from the intervention of the ALF through its partnership, exchange, and capacity building services, or through co organisation of events/activities.

The Foundation also establishes specific partnership agreements with international organisations such as the UN Alliance of Civilizations, the Arab League, the Council of Europe, UNESCO, as well as regional networks and platforms operating in the Euro-Med region. These partnerships aim at implementing specific actions in line with the ALF programme and can increase the visibility of the Euro-Mediterranean partnerships.

As far as the final beneficiaries of the Euro-Med region are concerned, the quantifiable estimation has to be based on official statistics. The total population of the 42 Euro Mediterranean countries corresponds to around 773 million and the total amount of young population aged between 15 and 24 is estimated to be around 117 million, corresponding to one sixth of the total population. The estimated target of young people who should be reached through the Foundation's activities and grants is between 1.2 million and 1.4 million. The estimated target of young people which should be reached using media and information technologies and means and in co-operation with existing media has been estimated to be at least 10% of the total young population of the Euro-Med region.

If relevant, partner countries other than ENI countries (Albania, Bahrain, Bosnia and Herzegovina, Comoros, Djibouti, former Yugoslav Republic of Macedonia, Iraq,

Kosovo, Kuwait, Mauritania, Monaco, Montenegro, Oman, Qatar, Saudi Arabia, Serbia, Somalia, Sudan, Turkey, United Arab Emirates and Yemen) shall be associated to the activities foreseen by this action, in accordance with Article 16(1) of Regulation (EU) No 232/2014.

At the time of writing this action document, EU co-operation with Syrian governmental authorities is still suspended. In case this decision is reversed, the Commission will assess the opportunity to involve Syrian authorities in the implementation. The political instability and/or security situation in Syria will be assessed prior to that in order to confirm the feasibility/opportunity to: a) engage the stakeholders and b) implement the activities.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with a partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 48 months (action grant), subject to modifications to be agreed by the responsible authorising officer in the relevant contract. The closure period of this action is 24 months from the date of finalisation of the operational implementation period. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

This action will be implemented through an Action Grant that will financially support the activities planned by the ALF in its fourth phase. This grant will have the same duration as the ALF fourth phase, 2015-2018.

4.3.1 Action Grant: direct award (direct management)

- a) Objectives of the grant, fields of intervention, priorities of the year and expected results

In this fourth phase, the ALF aims to reinforce the programmes developed in previous phases that are impacting on dialogue within and between societies, while remaining responsive to the changing realities in the region.

PROMOTING DIALOGUE ACROSS THE MEDITERRANEAN AND NURTURING SHARED UNIVERSAL VALUES

Facilitating mutual understanding, promoting cultural and social exchanges is essential for changing the trends which are affecting the perception of the others. The ALF should ensure that this objective is present in most of the activities of the Foundation and its Networks during Phase IV. This objective is in line with the 2013

UNESCO recommendation on supporting Intercultural Competences which states that: 'Intercultural competences aim at freeing people from their own logic and cultural idioms in order to engage with others and listen to their ideas, which may involve belonging to one or more cultural systems, particularly if they are not valued or recognised in a given socio-political context. Acquiring intercultural competences is a thrilling challenge since no one is, naturally, called upon to understand the values of others'.

In this regard, the new Programme should ensure continuity to the programmes which are particularly relevant for improving perceptions and facilitating the sharing of universal values such as the 'Educators for Intercultural Learning'; the 'Report on Intercultural Trends'; the 'Translation for Mediterranean' or the 'Media Reporters across Cultures' programmes.

FOSTERING DIALOGUE WITHIN SOCIETIES AND MAKING DIVERSITY A SOURCE OF MUTUAL ENRICHMENT.

According to the conclusions of the ALF Forum, cultural diversity is a growing reality in the region, as a consequence of globalization and human movements. Making this diversity a source of richness and inclusiveness is one of the most important challenges of the 21st Century. Engaging civil society in giving a positive response to this challenge constitutes one of the main objectives of the next ALF Programme.

The last ten years confirmed this reality. Therefore, the Foundation should reinforce the programmes and activities put in place during the previous phases and which are impacting more on promoting dialogue within societies. The role of the National Networks is essential in this regard, tailoring the ALF Programme to the context and needs of each society, and creating spaces for exchange and knowledge, at the grass root level, between individuals of different origins, cultures and faiths.

PROVIDING CIVIL SOCIETY WITH TOOLS FOR PARTICIPATION AND BUILDING INCLUSIVE AND PLURAL SOCIETIES

From the very beginning, the ALF conceived Intercultural Dialogue as a result of civil society engagement and participation. Participation by local authorities and civil societies should be encouraged not only with a generic reference to democracy, but also with reference to the precise requirements of good governance.

In the Southern Mediterranean countries, the 'Dawrak-Citizens for Dialogue' and the 'Young Arab Voices' programmes have played a decisive role in this regard, providing skills for participation and facilitating spaces for dialogue for civil society practitioners. On both shores of the Mediterranean, the ALF Networks should promote a culture of civic participation and new forms of citizenship.

Following the 2013 Forum of Marseille, the Foundation established a unique space for interaction between civil society, regional institutions and governments. Such a strategy should be extended at all the levels facilitating a positive dialogue and interaction between institutions and representatives of the civil society, of particular importance for the countries which are in a process of democratic transition.

ENCOURAGING THE POTENTIAL OF CULTURE AND DIALOGUE FOR HUMAN DEVELOPMENT

The ALF National Networks will have a central role in fulfilling the objective of fostering the role of culture and dialogue for Human Development and the Foundation will find synergies with relevant regional institutions and stakeholders for launching and development programmes related to this objective.

Responding to proposals of Network Heads, the ALF also sets out to explore and support the role of social and cultural entrepreneurs in promoting cross-cultural dialogue. The initiative, which would build on recommendations of the Forum of Marseille can identify and maximise emerging opportunities for leveraging new models of civic organisation in response to economic and development challenges in the region, including youth unemployment.

b) Justification of a direct grant

Under the responsibility of the authorising officer by delegation, the grant may be awarded without a call for proposals to Anna Lindh Foundation.

Under the responsibility of the authorising officer by delegation, the recourse to an award of a grant without a call for proposals is justified because such modality is allowed for actions having specific characteristics that require a particular type of body on account of its technical competence or its high degree of specialisation. This is the case of the ALF which plays a pivotal role in the promotion of intercultural dialogue and functions as a network of networks. In addition, the ALF is a result of a high level advisory group on dialogue between peoples and culture in the Euro-Mediterranean area called by the European Commission itself.

The ALF added value comes from its unique nature as both an inter-governmental organisation and a network of CSOs. As such, the ALF is the best platform for both governments and civil society organisations to work in the fields covered by the ALF's mandate.

c) Eligibility conditions

N/A

d) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

e) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 80% of the total eligible costs of the action.

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

f) Indicative trimester to contact the potential direct grant beneficiary

Fourth quarter of the year 2014.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility conditions in terms of the place of establishment for participating in procurement procedures and in terms of the origin of supplies and materials purchased as established in the basic act shall apply.

The responsible authorizing officer may extend the geographical eligibility in accordance with Article 9(3) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR thousands	Third party contribution (indicative, where known)
4.3.1. – Direct Action grant Anna Lindh Foundation (direct management)	7,000	8,000

4.6. Performance monitoring

The Foundation is elaborating a coherent Monitoring and Evaluation (M&E) system and impact measurement framework centred on result-based management. In light of the above, the Foundation will implement during the next phase the practical monitoring and evaluation system which will be managed internally. This system is considered to be an evolving process, in line with international principles, norm and standards for monitoring and evaluation and inspired by the European Commission literature. The system will be used to elaborate the contractual reports.

The European Union may conduct additional monitoring or evaluation missions, using external expertise according to needs. ALF and the European Union shall analyse the conclusions and recommendations of the evaluations and jointly decide on the follow-up action to be taken and any adjustments necessary, including, the reorientation of the action.

4.7. Evaluation and audit

A mid-term and final evaluation of programme implementation will be carried out.

Expenditure incurred will have to be certified, as part of the obligations of the contracted parties in the context of implementation of this action. In this regard, the

grants awarded to ALF will be subject to expenditure verification. Mid-term and final evaluations of the results achieved will be entrusted to independent consultants, and external audits will be carried out if necessary.

4.8. Communication and 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

EU communication and visibility will be addressed in all Euro Mediterranean countries in close co-operation with the relevant EU Delegations and in line with the EU visibility guidelines applicable to all external actions.

ANNEX 8

of the Commission Implementing Decision on the Annual Action Programme 2014 -
Part 1 in favour of the ENI South countries

**Action Document for EU support to the Secretariat of the Union for the Mediterranean
in 2015**

1. IDENTIFICATION

Title/Number	EU support to the Secretariat of the Union for the Mediterranean in 2015 CRIS number: ENI/2014/342-550		
Total cost	Total estimated cost: EUR 8.42 million Total amount of EU budget contribution. This action is co-financed in joint co-financing by: - EU budget contribution: EUR 4.21 million - UfM members for an amount of EUR 4.21 million. Budget line: 21.03.03.03		
Aid method / Management mode and type of financing	Project approach Direct management — grants — direct award		
DAC-code	15110	Sector	Public sector policy and administrative management

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

The purpose of this action is to support the functioning of the Secretariat of the Union for the Mediterranean ('the Secretariat') in 2015 through an operating grant covering 50% of the cost of the organisation. The remainder of the resources necessary for the functioning of the Secretariat will be covered by the members of the Union for the Mediterranean (UfM) through financial contributions and the secondment of staff. This operating grant by the EU together with the contributions from the members of the UfM will permit the Secretariat to fulfil its mandate in 2015.

2.2. Context

2.2.1. *Regional context*

2.2.1.1. Economic and social situation and poverty analysis

The recent deterioration of the macro-economic situation in the region was caused by the economic crisis, soaring food and energy products prices and political and social instability related to the Arab Spring. The countries of the region are characterized by (i) growth rates relatively lower compared to other developing and emerging regions, with a growth rate of Gross Domestic Product (GDP) per capita which has never exceeded 2.7% on ten-year average, (ii) very high unemployment rates – especially youth unemployment - and a low level of participation (about 48% for all countries in the region), particularly for women and (iii) a large informal sector, estimated in some countries at 40% of GDP.

In the Mediterranean countries, living conditions have improved considerably over the last 30 years. Life expectancy, for the entire region, increased from 62.6 years in 1980 to 74.4 years in 2011. Similarly, the infant mortality rate has decreased significantly (from 65.6 (per 1000 births) in 1980 to 15.7 in 2011 for the whole region). In the field of education, the increasing enrolment rates in both the primary school (in average, almost all children in the region are now in school), high school education (where enrolment increased from 56.5% in the years 80-85 to 87.5% on average from 2000 to 2012) and post-graduate (from 16% to 40.5% on the same periods) and increased literacy rates, which rose from 56.3% in the mid-80s to 81% on average over the years 2000-2012, illustrate the efforts and progress made in this area. However, literacy rates of all Mediterranean countries are still lower in comparison to other regions.

Another important achievement of Mediterranean countries is related to the reduction of the level of poverty. Among the developing and emerging countries, Mediterranean countries have, on average, the lowest percentages of the population below the international poverty line poverty. Only 1.8% of people live with less than USD 1.25 per day. Similarly, the Gini index, which gives a measure of the level of income inequality shows that Mediterranean societies are relatively more egalitarian than those other regions of the southern hemisphere. However, a significant proportion of the population (10%) is in a vulnerable situation (i.e. living with less than USD 2 per day).

2.2.1.2. Regional development policy

Three years after the Arab upheavals, the situation in the region remains very complex with increased fragmentation. Despite the unquestioned democratic gains (elections, more vocal civil society), the heated debates about the form of new social contracts and the role of religion are strongly polarising Arab societies. The economic situation remains worrisome and social demands still focus on political dignity (freedom, human rights) and improvement in social and economic conditions. The ongoing conflict in Syria with its international repercussions overshadows the whole situation.

The EU's strategic response to the Arab Spring came on 8 March 2011, with the Joint Communication proposing “A partnership for democracy and shared prosperity with

the Southern Mediterranean”¹. This was followed by the Joint Communication on 25 May 2011 which initiated the launch of “A new response to a changing Neighbourhood”².

In implementing the above, the EU has intensified dialogue and co-operation with regional actors. The EU as co-president of the Union for the Mediterranean (UfM) together with Jordan, gave a new impetus to the UfM, a unique forum for dialogue among 43³ Euromed partners that shares and builds upon the goals of the Barcelona Declaration and complements bilateral relations between the EU and its southern neighbours.

There has been also renewed impetus for co-operation with the League of Arab States (LAS) which is a key forum for finding political and security solutions to conflicts affecting the region. The EU is also developing contacts with the Organisation of Islamic Co-operation (OIC) and supports the sub-regional co-operation, i.e. in Maghreb with the 5+5 Dialogue.

After a long break, the UfM resumed holding of Ministerial meetings, first on the role of Women (September 2013), and then on Transport (November), Energy (December), Industry (February 2014) and Environment/Climate Change (May 2014). This is a positive signal expressing a shared objective in establishing deeper regional co-operation both between EU and Southern countries and South –South co-operation.

2.2.2. *Sector context: policies and challenges*

The Union for the Mediterranean (UfM) was launched in July 2008 at the Paris Summit for the Mediterranean. It builds on the Euro-Mediterranean Partnership (Euro-Med), which was established at the Barcelona Conference in 1995 as the reference framework for political, economic and social relations between the European Union and the Southern Mediterranean Countries, also known as the Barcelona Process.

The UfM shares and builds upon the goals of the Barcelona Declaration, namely to establish an area of peace, stability, security and shared economic prosperity, to uphold democratic principles, human rights and fundamental freedoms and to promote sustainable development as well as understanding between cultures and civilisations in the Euro-Mediterranean region.

The UfM is a unique forum for dialogue among 43 Euromed partners that complements bilateral relations between the EU and its southern neighbours.

The Secretariat of the Union for the Mediterranean (UfMS) was established by a decision of Heads of State and Government of the UfM and its Statutes were adopted

¹ COM(2011)200 of 8 March 2011.

² COM(2011)303 of 25 May 2011.

³ Austria, Albania, Algeria, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, The Czech Republic, Denmark, Egypt, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Israel, Jordan, Latvia, Lebanon, Lithuania, Luxemburg, Malta, Mauritania, Monaco, Montenegro, Morocco, The Netherlands, Palestine (this designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue), Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Syria, Sweden, Tunisia, Turkey, The United Kingdom and Libya as an observer. The participation of Syria is currently suspended.

on the 3 March 2010 by virtue of a decision by the Senior Officials of the members of the UfM.

The mandate of the Secretariat focuses on identifying, promoting and coordinating projects which enhance and strengthen regional co-operation and impact directly on the livelihoods of the citizens in order to improve socio-economic development, regional integration, sustainable development and the exchange of knowledge among and within the members of the UfM. As per the Joint Declaration of the Paris Summit for the Mediterranean of 13 July 2008, the Secretariat is mandated to detail a number of key initiatives in the following areas: De-pollution of the Mediterranean, Maritime and Land Highways, Civil Protection, Alternative Energies: Mediterranean Solar Plan, Higher Education and Research, Euro-Mediterranean University; the Mediterranean Business Development Initiative.

Revitalising the UfM requires a switch to a more pragmatic approach. The UfM Secretariat must operate as a catalyst to bring states, the EIB, National, Regional and International Financial Institutions and the private sector together around concrete projects of strategic importance and generating jobs, innovation and growth throughout the region. Partners' participation in these projects could follow the principle of variable geometry depending on their needs and interests.

In light of the above, the EU is providing support to the UfM Secretariat in the form of an operating grant since 2010 in co-funding with the member of the UfM. The UfM Northern Co-Presidency has also been transferred to the EU in March 2012, allowing for more dynamic and coordinated political exchanges and better articulation of UfM activities with EU sector policies and programmes.

2.3. Lessons learnt

The overall co-ordination and interaction between EU staff and the UfMS has dramatically increased since 2011 with regular exchanges and meetings on transport, energy, environment, private sector development, urban development, civil protection and, most recently, climate change. The Secretariat's efforts to streamline and rationalise its internal procedures are also bearing fruit.

2.4. Complementary actions

The regular exchange of information between the UfM Secretariat, Commission services and EEAS staff and other donors and international financing institutions permits the Secretariat to fully account for all on-going actions in the design of projects to be given the UfM endorsement (so called labelling).

2.5. Donor co-ordination

The Heads of State and Government of the UfM members have established a co-presidency to ensure shared ownership of their co-operation. Senior officials convene regularly in order to prepare the ministerial meetings, including projects to be endorsed, take stock of and evaluate the progress of all components of the Union for the Mediterranean and submit the annual work plan and budget. The UfM members co-finance it by making financial contributions and seconding officials to the Secretariat.

3. DETAILED DESCRIPTION

3.1. Objectives

The objective of the action is to support the UfM Secretariat in executing its mandate through an operating grant with co-funding from the members of the UfM.

It will help the Secretariat to perform the following tasks:

- a. To work with all structures of the process, particularly with the copresidencies, e.g. drafting working documents for the senior officials and through them for the other decision making bodies;
- b. To give an impulse to this process in terms of follow-up, promotion of new projects and the search for funding and for implementation partners;
- c. To be the focal point for multi-source funding of UfM projects.

3.2. Expected results and main activities

The action will make an essential contribution to the attainment of the following results.

Result 1: High quality projects and initiatives in the six priority areas (Transport and Urban Development, Energy, Environment including Climate Change and Water, Higher Education and Research, Social and Civil Affairs, Business Development) are given the UfM label or endorsed.

The activities focus on the steps to be taken by the Secretariat to develop and appraise project proposals with the objective of submitting new high quality proposals to UfM partners and then to get the projects started.

Result 2: Relations with international and bilateral financial institutions and the private sector are strengthened.

While consolidating the current strategic partnerships achieved with institutions such as the European Commission, the European Investment Bank, Swedish International Development Co-operation Agency, Norwegian Aid and the Spanish Agency for International Development Co-operation, the UfM aims to scale up ongoing collaboration with key institutions such as the European Bank for Reconstruction and Development, the World Bank, the African Development Bank, and the Islamic Development Bank. It will also reach out to potential new partners and network with other bilateral institutions such as the Kreditanstalt für Wiederaufbau, the Agence Française de Développement, the Swiss Development Co-operation Agency and others in the Gulf region. The UfM Transport Ministerial meeting of November 2013 called for a conference involving all potential financial partners aimed at supporting the implementation of the future trans-Mediterranean Transport Network (TMN-T) and its priority projects. The forthcoming IT Presidency of the EU announced its intention to host the conference during its term of office, in the second half of 2014. Moreover, a co-ordination meeting with International Financial Institutions (IFIs) and bilateral institutions will be held on an annual basis. Building strong private - public partnerships will catalyse conditions for solid development of the Mediterranean area.

Result 3: The internal functioning of the Secretariat is improved.

Activities will focus on the continuous upgrade of the manual of internal procedures and workflows, and on procedures for processing proposals and projects submitted for 'labelling', including development of sector specific selection criteria. The manual will include all the policies and regulations needed for the smooth running of the organisation, and the workflows and internal control mechanisms to be introduced to increase efficiency and transparency in line with Commission rules. The projects submitted should take account of EU policies and priorities, particularly the European Neighbourhood Policy and the external dimension of EU policies on topics such as the environment, energy, transport, civil protection, small and medium-sized enterprises, higher education, research and food safety.

3.3. Risks and assumptions

The main risks and possible constraints derive from the fact that the global budget of the UfM Secretariat relies upon contributions from the European Union (around 50%) and the 43 UfM members. Any delay in the delivery of UfM governments' contributions or in the fulfilment of the corresponding commitments might lead to a disruption of the implementation of the approved work plan of the Secretariat.

The UfM Secretariat will revise and adapt its work plan for 2015 if UfM governments' contributions do not reach the 50% of the budget foreseen.

3.4. Cross-cutting issues

The 2008 Paris Summit declared that the UfM could play an important role in addressing common challenges facing the Euro-Mediterranean region, such as regional security, economic and social development; food security crisis; degradation of the environment, including climate change and desertification, in relation to promoting sustainable development; energy; migration; the fight against terrorism and extremism; and promoting dialogue between cultures. Emphasis will be placed on streamlining gender issues into relevant activities.

3.5. Stakeholders

The main stakeholders are the 43 UfM⁴ members and the co-Presidencies. Therefore and if relevant, partner countries other than ENI Southern Partner Countries (ENI SPCs) (Bosnia and Herzegovina, Albania, Mauritania, Montenegro, Turkey, Bahrain, Comoros, Djibouti, Iraq, Kuwait, Oman, Qatar, Saudi Arabia, Somalia, Sudan, United Arab Emirates and Yemen) shall be associated to the activities foreseen by this action, in accordance with Article 16(1) of Regulation (EU) No 232/2014.

At the time of writing this action document, EU co-operation with Syrian governmental authorities is still suspended. In case this decision is reversed, the Commission will assess the opportunity to involve Syrian authorities in the implementation. The political instability and/or security situation in Syria will be assessed prior to that in order to confirm the feasibility/opportunity to: a) engage the stakeholders and b) implement the activities.

⁴ With gathers: EU Member States, ENI South Countries, IPA II beneficiaries (except for Iceland) and Mauritania.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with any partner country, referred to in Budget Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 12 months, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. *Grant: direct award (direct management)*

- a) Objectives of the grant, fields of intervention, priorities of the year and expected results

The objective of the grant is to support the Secretariat of the UfM in executing its mandate, in particular the work programme for 2015, through a financial contribution to the functioning of the organisation.

The field of intervention, priorities and expected results are those mentioned under section 3.1 and 3.2.

- b) Justification of a direct grant

Under the responsibility of the authorising officer by delegation, the recourse to an award of a grant without a call for proposals is justified, in accordance with Art 190(1) (f) RAP, because of the exclusive responsibilities entrusted to the beneficiary. UfM constitutes a unique forum of dialogue among the 43 Euromed partners, complementing the relations between the EU and each of its Southern neighbours. The Secretariat plays a key role within the institutional architecture of the UfM to contribute to achieving the political goals of the UfM initiative as agreed during the Paris Summit of 2008.

- c) Eligibility conditions

N/A

- d) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the of the Secretariat.

The essential award criteria are the relevance of the proposed work programme to the Secretariat's mandate, and the design effectiveness, feasibility, sustainability and cost-effectiveness of the work programme.

e) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 50%.

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

f) Indicative trimester to contact the potential direct grant beneficiary

Fourth quarter of 2014.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

The responsible authorising officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR thousands	Third party contribution (indicative, where known)
4.3.1. – Direct grant to UfM Secretariat (direct management)	4 210	4 210

4.6. Performance monitoring

The European Union may conduct monitoring missions, using external expertise according to needs. The Secretariat and the European Union shall analyse the conclusions and recommendations of the evaluations and jointly decide on the follow-up action to be taken and any adjustments necessary, including, the reorientation of the action.

4.7. Evaluation and audit

Financial execution and statement will be subject to annual external audits, to be undertaken by independent auditors directly contracted by the Secretariat.

4.8. Communication and 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

ANNEX 9

of the Commission Implementing Decision on the Annual Action Programme 2014 – Part I in favour of the ENI South countries

Action Document for the Southern Neighbourhood global allocation for 2014-2015**1. IDENTIFICATION**

Title/Number	Southern Neighbourhood global allocation for 2014-2015 CRIS number: ENI/2014/037-440		
Total cost	Total estimated cost: EUR 13.5 million Total amount of EU budget contribution: EUR 13 million Budget line: 21.03.03.03		
Aid method / Management mode and type of financing	Project Approach Direct management – procurement of services and supplies Direct management – grants – call for proposals		
DAC-code	43010	Sector	Multi-sector

2. RATIONALE AND CONTEXT**2.1. Summary of the action and its objectives**

The Southern Neighbourhood global allocation for 2014-2015 is a flexible “facility” giving the European Commission the possibility to decide to finance small-scale measures that are in keeping with the objectives of the Southern dimension of the European Neighbourhood Policy and its operational and policy priorities.

2.2. Context and scope

Based on the “Common rules and procedures for the implementation of the Union's instruments for external action” (CIR)¹, in particular Article 3 on “Support measures”, the Southern Neighbourhood global allocation for 2014-2015 provides funding to cover expenditure for the implementation of the ENI and for the achievement of its objectives², including *inter alia* administrative support associated with the preparation, follow-up, monitoring, audit and evaluation activities directly necessary for such implementation, as well as expenditure at European Union delegations on the administrative support needed to manage operations financed under the Instrument.

The Union financing may also cover:

¹ Regulation (EU) No 236/2014.

² See Article 2 of the ENI Regulation (EU) No 232/2014.

- a) studies, meetings, information, awareness-raising, training, exchanges of lessons learned and best practices, publication activities and any other administrative or technical assistance expenditure necessary for the management of the actions;
- b) research activities and studies on relevant cooperation-related issues and the dissemination thereof;
- c) expenditures related to the provision of information and communication actions, including the development of communication strategies and corporate communication of the political priorities of the Union.

The global allocation will also support activities linked to the priorities outlined in the two Joint Communications of the European Commission and of the High Representative of the EU for Foreign Affairs and Security Policy "A partnership for democracy and shared prosperity with the Southern Mediterranean"³ and "A new response to a changing Neighbourhood"⁴.

The Regional Indicative Programme (2014-2017)⁵ for the Southern Neighbourhood under the European Neighbourhood Instrument (ENI) recognises the global allocation as one of its key tools to prepare and ensure follow-up of the regional cooperation agenda.

3. DETAILED DESCRIPTION

3.1. Objectives

The objective of this global allocation is to ensure a swift preparation of actions and projects, while enabling the European Commission to act with flexibility by means of an instrument which is capable of adapting itself to evolving circumstances and/or dealing with unforeseen situations.

3.2. Expected results and main activities

The global allocation will be used as a framework for financing activities in the following fields:

(1) Support for project cycle management

This component includes activities linked to:

- a) identification and formulation of bilateral and regional projects which may result in funding from ENI (e.g. sectoral/thematic studies, country or region studies, studies on cross-cutting issues or specific cooperation areas, preparatory activities, etc.);
- b) small projects and other small-scale activities to back up major bilateral, regional, ENI-wide and cross-border cooperation projects during their implementation;

³ COM(2011)200 of 8 March 2011.

⁴ COM(2011)303 of 25 May 2011.

⁵ C(2014) 5242 of 30 July 2014.

- c) audit, evaluation and impact assessment of projects for which financing of such activities could not be foreseen due to the N+1 rule or is no longer available.

The indicative budget for this component is **EUR 10 million**.

(2) Studies and information activities

This component supports activities in the following areas:

- a) information: publications, communication and awareness-raising activities to promote the European Neighbourhood Policy (ENP) and enhance in particular the visibility of EU's activities in the Southern Neighbourhood countries.
- b) studies: inter alia studies on relevant issues, data collection and processing and the dissemination thereof.

This component will have an indicative budget of **EUR 2 million**, to be split among EU Delegations and Headquarters based on their annual programme of activities.

(3) Organisation of meetings and training activities

- a) This component covers the organisation of different kinds of meetings in the framework of the ENP South region, including ministerial conferences conducted in cooperation with the EU presidency, thematic workshops and working groups, civil fora, sectoral preparatory meetings, etc.
- b) This component covers different kinds of training activities organised in the framework of the ENP South region, including training seminars for Arab League's executives and other joint activities in the priority sectors of cooperation between the EU and the League of Arab States (LAS) following the Declaration of the EU-LAS Ministerial meeting held in Cairo, in November 2012.

If relevant, countries from the Union for the Mediterranean and LAS⁶ shall be associated to the activities foreseen by this action, in accordance with Article 16(1) of Regulation (EU) No 232/2014.

The indicative budget for these components is **EUR 1 million**.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with a partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

⁶ Albania, Bahrain, Bosnia and Herzegovina, Comoros, Djibouti, Iraq, Kuwait, Mauritania, Montenegro, Oman, Qatar, Saudi Arabia, Somalia, Sudan, Turkey, United Arab Emirates and Yemen.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 36 months, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The European Parliament and the relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

4.3.1. *Grants: call for proposals (direct management)*

Support to project cycle management, studies and information activities and organisation of meetings and training activities.

- (a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The objective of the grants is to ensure preparation of actions and projects by giving support to project cycle management, studies and information activities and organisation of meetings and training activities.

- (b) Eligibility conditions

As foreseen in the ENI basic act.

- (c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

- (d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants is 80%.

The maximum possible rate of co-financing may be up to 100% in accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 if full funding is essential for the action to be carried out. The essentiality of full funding will be justified by the responsible authorising officer in the award decision, in respect of the principles of equal treatment and sound financial management.

- (e) Indicative trimester to launch the call

Last trimester 2014 and trimesters 1 and 2 in 2015.

4.3.2. *Procurement (direct management)*

Support to project cycle management, studies and information activities and organisation of meetings and training activities.

Subject	Type	Indicative number of contracts	Indicative trimester of launch of the procedure
Ensure preparation of actions and projects	Supplies, services	100	Last trimester 2014 and trimesters 1 and 2 in 2015.

4.4. Scope of geographical eligibility for procurement and grants

Subject to the following, the geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

The responsible authorising officer may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

4.5. Indicative budget

Module	Amount in EUR thousands	Third party contribution (indicative, where known)
4.3.1. – Call for proposals (direct management)	2,000	500
4.3.2. – Procurement (direct management)	11,000	N.A.
TOTAL	13,000	500

Component	Amount in EUR thousands	Third party contribution
Support for project cycle management	10,000	0
Studies and information activities	2,000	500
Organisation of meetings and training activities	1,000	0
TOTAL	13,000	500

4.6. Performance monitoring

The monitoring of the implementation will be carried out, including periodic assessment of progress and delivery of the project results.

4.7. Evaluation and audit

Certification of expenditure will have to be submitted as part of the contracts implementing this Decision. Evaluations of the results achieved by some of the projects financed under this Decision may be conducted by external experts entrusted by the Commission, along with external audits on the initiative of the Commission, if necessary. These evaluations and audits will be funded from other sources because the “N+1” rule applies after the contracting-out period for this Decision.

4.8. Communication and 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 before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Communication and visibility will be assured by each of the subsequent contracts implementing this facility.