



**EVALUATION OF THE EUROPEAN UNION EXTERNAL ACTION
THEMATIC EVALUATION**

**EVALUATION OF THE EU'S SUPPORT TO CLIMATE
ACTION AND ENVIRONMENT IN ENLARGEMENT AND
NEIGHBOURHOOD REGIONS
(VOLUME I – MAIN REPORT)**

March 2022

EVIDENCE

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Evaluation of the EU's support to climate action and environment in Enlargement and Neighbourhood regions

The report consists of three volumes:

VOLUME I – MAIN REPORT

1. Introduction
2. Key methodological elements
3. Overview of the EU support to Env. & CC
4. Main findings
5. Overall assessments
6. Conclusions
7. Recommendations

VOLUME II - CASE STUDIES

Country case studies: (IPA) Kosovo, North Macedonia Serbia; (ENI East) Georgia, Ukraine; (ENI South) Egypt, Lebanon, Tunisia

Regional/Macro-regional case studies: (IPA) EUSAIR; (ENI East) EU4Climate; (ENI South) Switch-MED II

VOLUME III – ANNEXES

1. Evidence Matrix
2. EU policy review and Intervention Logic
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List of Abbreviations and Acronyms

AFD	Agence Française de Développement
BS	Budget Support
CBC	Cross-Border Cooperation
CC	Climate Change
CCA	Climate Change Adaptation
CCM	Climate Change Mitigation
COVID-19	Coronavirus pandemic 2019
CRIS	Common External Relations Information System
CSO	Civil Society Organisation
DG	Directorate-General
DG AGRI	(European Commission) Directorate-General for Agriculture and Rural Development
DG CLIMA	(European Commission) Directorate-General for Climate Action
DG INTPA	(European Commission) Directorate-General for International Partnerships
DG JRC	(European Commission) Directorate-General Joint Research Centre
DG NEAR	(European Commission) Directorate-General for Neighbourhood and Enlargement Negotiations
DG IPOL	(European Parliament) Directorate-General for Internal Policies
EaP	Eastern Partnership
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ECRAN	Environment and Climate Regional Accession Network
EEAS	European External Action Service
EEF	Energy Efficiency Fund
EFI	European Financial Institution
EIA	European Impact Assessment
EIB	European Investment Bank
ENI	European Neighbourhood Instrument
Env. & CC	Environment and Climate Change
EPAP	Egyptian Pollution Abatement Programme
EPPA	Environment Partnership Programme for Accession
EQ	Evaluation Question
EU	European Union
EUD	European Union Delegation
EU MS	European Union Member States
EUSAIR	European Union Strategy for the Adriatic-Ionian Region
EUTF	European Union Trust Fund
GAP	Gender Action Plan
GEWE	Gender Equality and Women's Empowerment
GHG	Greenhouse Gas
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HQ	Headquarter
HOUSES	Homeowners of Ukraine for Sustainable Energy Solutions
IFI	International Financial Institution
IL	Intervention Logic
IO	International Organisation
IPA	Instrument for Pre-Accession Assistance
IPARD	Instrument for Pre-Accession Assistance for Rural Development
ISSG	Interservice Steering Group
JC	Judgement Criteria
KfW	Kreditanstalt für Wiederaufbau
LA	Local Authority
MFF	Multi-Financial Framework
NDC	Nationally Determined Contribution
NGO	Non-Governmental Organisation
NIC	National Investment Committees

NIF	Neighbourhood Investment Facility
NIPAC	National IPA Coordinator
OECD	Organisation for Economic Co-operation and Development
OECD-DAC	OECD Development Assistance Committee
OTE	Objectif Transition Énergétique
ROM	Result-Oriented Monitoring
SAA	Stabilisation and Association Agreement
SEA	Strategic Environmental Assessment
SME	Small and Medium-Sized Enterprise
SOP	Sector Operational Programme
SPP	Single Project Pipelines
SSF	Single Support Framework
SWG	Sector Working Group
TA	Technical Assistance
TAIEX	Technical Assistance and Information Exchange instrument
UN	United Nations
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
WBIF	Western Balkans Investment Framework

EVALUATION OF THE EU'S SUPPORT TO CLIMATE ACTION AND ENVIRONMENT (2014-2020)

Executive summary

PURPOSE OF THE EVALUATION: to provide an independent, evidence-based assessment of the contribution of European Union (EU) support in the policy area of Environment and Climate Change (Env. & CC) between 2014 and 2020.

GEOGRAPHIC SCOPE: the Enlargement and Neighbourhood (South and East) regions.

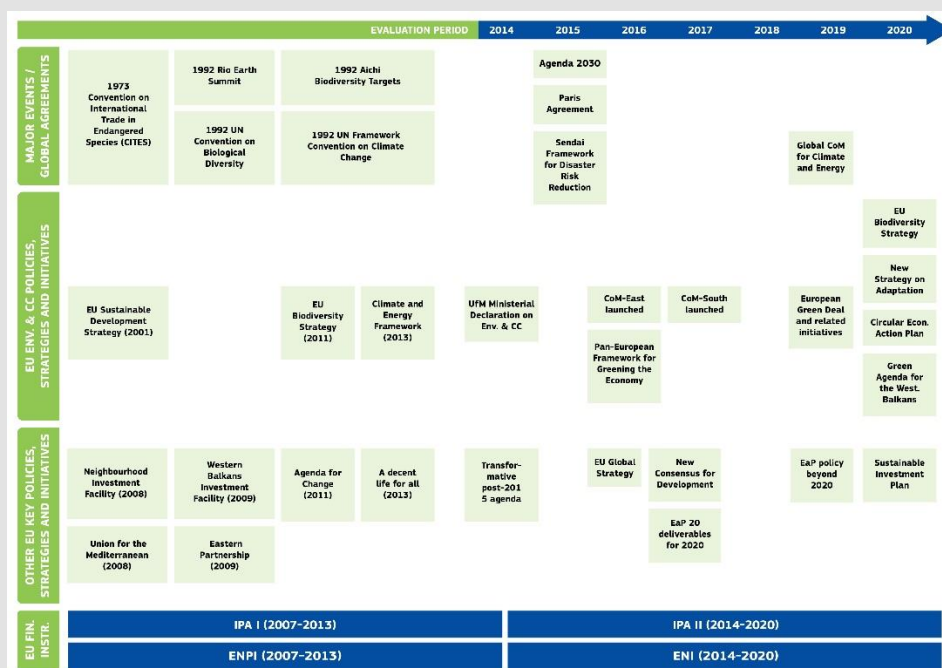
TEN OVERARCHING THEMATIC AREAS: climate change, environmental governance, nature protection, industrial pollution, air quality, water quality, waste management, chemicals, noise, and civil protection.

TEMPORAL SCOPE: 2014-2020.

LEGAL SCOPE: Instrument for Pre-Accession (IPA) and European Neighbourhood Instrument (ENI).

CONTEXT

The EU's reference framework for external action in the area of Env. & CC has built on global, regional and sub-regional environmental agreements covering a wide range of issues, including nature protection and biodiversity, climate change, and transboundary air and water pollution. In 2014, the European Council consolidated its thinking on a "transformative post-2015 agenda" by welcoming the UN Synthesis Report on the post-2015 Agenda, a key contribution to the **2015 UNFCCC Paris Summit**. In 2018, the European Commission (EC) set out its vision for a climate-neutral EU considering all the key sectors and exploring pathways for the transition. The vision covers most EU policies and is in line with the **2015 Paris Agreement** objectives. As part of the **European Green Deal** adopted in 2020, the EC proposed the first **European Climate Law** to enshrine the 2050 climate-neutrality target into law.

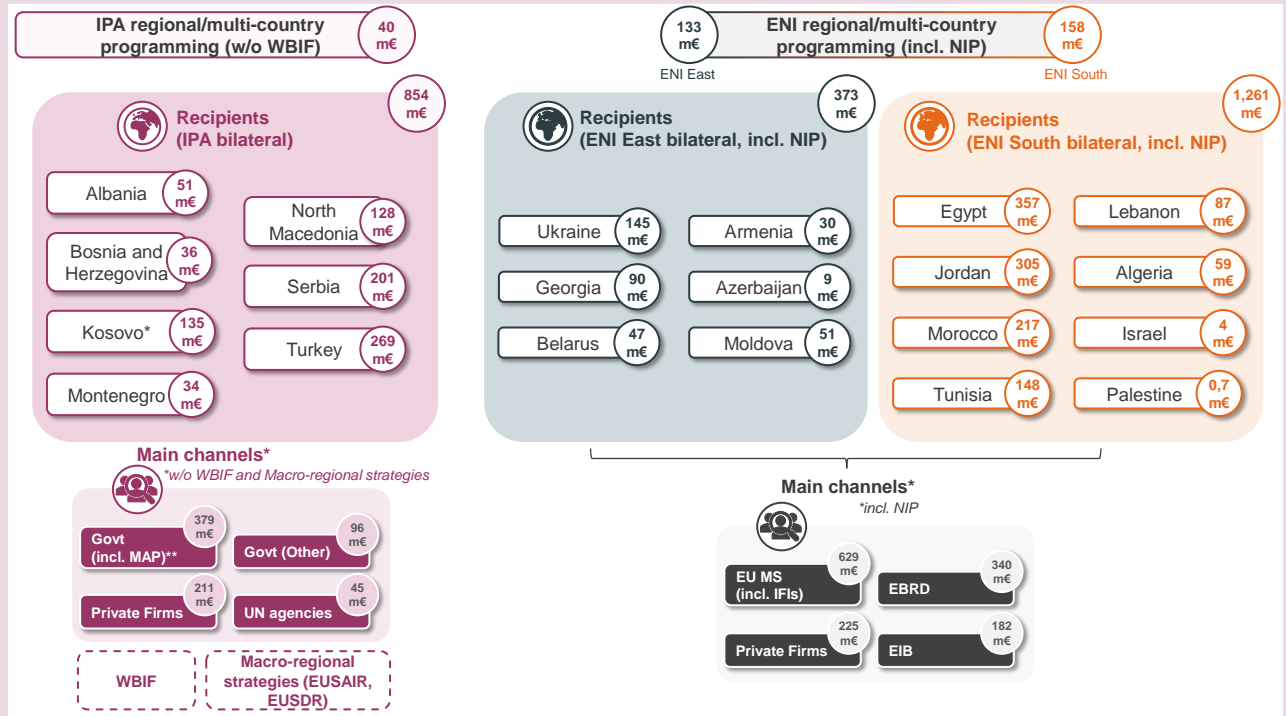


Source: Particip GmbH

EU external action related to Env. & CC in the regions under review has been mainly financed through the **IPA** and **ENI** instruments following both bilateral and multi-country/regional programming processes. This included funding channelled through two regional investment facilities: the **Neighbourhood Investment Platform (NIP)** and the **Western Balkans Investment Framework (WBIF)**. The EU has also provided support to Env. & CC through other financing instruments, including funds managed directly by line Directorate Generals (e.g., DG CLIMA, DG MARE, DG REGIO, JRC).

Mapping of EU Env. & CC-targeted support

Between 2014 and 2020, Env. & CC-targeted support covered a total of EUR 894 million and EUR 1.9 billion of contracted amounts in the Enlargement and Neighbourhood regions respectively. There was no clear upward trend in the share of IPA and ENI funding that targeted Env. & CC (i.e., with one of the relevant OECD-DAC policy markers marked as 'main') or included significant aspects related to Env. & CC (policy markers 'significant').



Note: EU funding provided through the WBIF is mixed with other sources of funding which makes it difficult to precisely assess the volume of EU funding going to Env. & CC under this facility. Figures above therefore do not include EU Env. & CC spending channelled through the WBIF.

EVALUATION METHODOLOGY

The evaluation followed a theory-based approach that relied on **mixed methods** to assess EU support in the area of Env. & CC. The design chosen was based on multiple case studies, with data collection activities being carried out during an extensive desk phase and (remote) field phase. To guide data collection and analysis, the team prepared a detailed evaluation matrix, structured around **six evaluation questions (EQs)**:

- Four EQs focussed on the strategic framework, design and implementation of EU support in the area of Env. & CC.
- Two EQs focussed on the effectiveness, impact and sustainability of EU support in the area of Env. & CC.

The combination of tools and methods used for **data collection and analysis** varied according to the different EQs, but multiple sources were systematically used to triangulate the information collected. These activities included an extensive documentary review, a financial analysis of EU support, remote interviews and an online survey.

11 CASE STUDIES

Comprising eight country case studies and three regional-/macro-regional programme case studies.

7 (remote) FIELD VISITS

A total of seven remote field missions were held.

3,000 DOCUMENTS

Over 3,000 documents were consulted on a range of Env. & CC-related issues (including an average of roughly 80 documents per case study).

156 INTERLOCUTORS

More than 150 interlocutors were interviewed. These were primarily EU officials at HQ and in the field, EU Member States (EU MS), international, regional and bilateral partners, country-specific authorities and country specific Civil Society Organisations (CSOs).

172 participants

Over 170 respondents to the online survey. These additional contributions enable evidence from other sources of information to be strengthened and corroborated.



CONCLUSIONS

Based on the findings presented in the answers to the evaluation questions, the team identified six conclusions grouped in three clusters.

FRAMEWORK AND STRATEGIC ENTRY POINTS

C1. A solid foundation at EU policy and institutional level, but low priority in bilateral programming

EU support has built on solid foundations at institutional level and relied on a comprehensive set of EU policies and strategies, which have been internally consistent and aligned with global agreements and international frameworks related to Env. & CC. This partly explains the support's relevance and strong internal and external coherence. The EU has had a unique strategic position in the donor landscape. In addition to its local presence, EU support has benefited from: i) the EU's image as a global leader on Env. & CC; ii) its political influence, especially in the context of the Enlargement process with IPA beneficiaries and the Association Agreements established with Neighbourhood countries; iii) a sound internal institutional framework characterised by good collaboration between relevant EU entities; and iv) unique funding capacity, including a diversity of financing instruments. Despite the EU's unique positioning, its stated policy ambitions and the commitments made in international agreements in the early part of the period under review, Env. & CC has rarely been a priority area in bilateral programming. Competing EU priorities, the low political will related to Env. & CC in partner countries and the demand-driven nature of IPA and, to a lesser extent, ENI assistance, have been factors that contributed to the situation.

C2. A mix of instruments that allowed the EU to support Env. & CC through multiple 'entry points', but a lack of clear medium/long-term vision which limited integrated approaches

The mix of financing instruments used by the EU allowed the provision of support to Env. & CC through multiple 'entry points.' Regional and multi-country financing mechanisms (e.g., blending facilities, regional programmes, Cross-Border Cooperation and macro-regional strategies) offered useful opportunities to complement bilateral interventions. However, the fact that Env. & CC was often not a priority of bilateral programming has limited the comprehensiveness of the assistance provided as well as the opportunities to bring the different interventions funded together under a clear medium/long-term vision. The lack of priority given to Env. & CC and the lack of clear medium/long-term vision underpinning EU programming translated into a situation where EU interventions have focussed more on addressing sectoral issues than on supporting broader transformational changes.

IMPLEMENTATION

C3. A key role played in promoting policy dialogue and in fostering the engagement of stakeholders in Env. & CC-related initiatives

The EU has been an active player in policy dialogue and has fostered the engagement of stakeholders (e.g., CSOs) in Env. & CC-related initiatives at local, country and regional level. However, it has yet to match its policy ambitions with a higher degree of engagement in political dialogue at national level. Moreover, while coordination between the EU and international partners has been good, joint learning with these partners, incl. EU MS and European Financial Institutions (EFIs), has been limited.

C4. Limited efficiency losses during implementation, but an important time lag in translating EU strategic objectives into action

Cost-efficiency considerations have usually been integrated in the design of EU Env. & CC interventions and implementation has not generated unexpectedly high transaction costs. However, EU interventions have faced frequent delays. Factors affecting timely implementation have included difficulties in procurement process, slow mobilisation of TA, low maturity of investment operations, lack of clarity in the institutional set-up at partner country level, deterioration of the economic context affecting investment operations and COVID-19. The complexity of some interventions involving an infrastructure component and the need for accompanying them with substantial capacity building, and appropriate time for the start and closure phase, has been overlooked, leading to over-ambitious design.

ACHIEVEMENTS

C5. A major role played in strengthening national policy and legal frameworks, but important obstacles to the strengthening of partner countries' capacity to respond to Env. & CC challenges

Although alignment with the EU *acquis* is still work in progress and progress has not been uniform in all countries, the EU Approximation agenda combined with an extensive use of effective short-term technical assistance has contributed to strengthening Env. & CC national policy and legal frameworks in the Enlargement and Neighbourhood East regions. Progress is also observed in some Neighbourhood South countries. Yet, despite much attention given to strengthening enabling frameworks for Env. & CC, policy implementation relating to Env. & CC lagged behind in all regions. While positive changes have been observed, especially at local level, in all countries reviewed and in many sectors, the scale of the results and the pace of change have been insufficient to reverse negative trends relating to Env. & CC challenges. Cross-cutting issues (including gender and youth) have gained increasing traction in EU Env. & CC strategies, but country-level evidence indicates that interest and results have been meagre.

C6. Limited effective mechanisms established to learn on Env. & CC

Despite well-functioning mechanisms for inter-service collaboration and various training activities for EU staff focussing on Env. & CC being organised, learning on Env. & CC has, overall, been limited. Efforts to strengthen the measurement of the effects of EU support to Env. & CC and learn from past interventions have not been systematic and tracking of Env. & CC spending has faced various challenge

RECOMMENDATIONS

Based on the conclusions reached, the team identified seven recommendations grouped in two clusters.

Recognising the need for a paradigm shift	R1	Better reflect Env. & CC as overarching priority in EU external action	<p>The EU should recognise that addressing Env. & CC challenges will require system change in partner countries. EU support to Env. & CC will need to be considered as an overarching priority in programming and be accompanied by a commensurate engagement in policy and political dialogue.</p> <p>The EU should substantially increase its funding to Env. & CC, incl. bilateral funding. The EU should advocate for increased attention to Env. & CC among national government officials by better highlighting the need to support sustainable growth strategies and integrate Env. & CC in sector policies. The EU should step up efforts to accompany actors such as local authorities that are likely to absorb most of upcoming spending on Env. & CC, while at the same time supporting the development of an enabling environment for green private investment.</p> <p>The EU should ensure a stronger integration of gender equality, inclusion and the needs of youth in the design and implementation of its support, incl. through increased exchanges on this with close international partners such as European Financial Institutions.</p>
	R2	Increase funding and long-term capacity building	
	R3	Ensure an inclusive green transition	

Operationalising the paradigm shift	R4	Adopt stronger tailored approaches	<p>The EU should ensure that the support provided is tailored to the context of the partner country and to the need of the targeted stakeholders. When developing a long-term vision on EU support to Env. & CC at country level, the EU should (jointly with national partners) realistically enumerate and cost the actions needed to support this vision.</p>
	R5	Support system change through bottom-up approaches	<p>The EU should increase its support through bottom-up approaches and better recognise the role they can play in broader efforts to support system change.</p> <p>The EU should continue strengthening linkages with its close partners, including EU MS and European financial institutions, and better accompany partner government in coordinating the increasingly complex landscape of actors involved in supporting responses to Env. & CC. The EU should integrate more systematically key decision makers at the highest level of the partner governments in the programming and implementation of EU-funded Env. & CC interventions</p>
	R6	Step up collaborative efforts	
	R7	Increase learning	<p>The EU should increase learning from its support to Env. & CC by strengthening monitoring of its interventions and their results and investing more in knowledge sharing, within the EU and with its close partners.</p>

1 Introduction

1.1 Objectives and scope of the evaluation

Purpose and objectives The **purpose** of this evaluation is to provide an independent assessment and evidence of the contribution of European Union (EU) support in the area of Environment and Climate Change (Env. & CC) in the Enlargement and Neighbourhood regions. In line with the Terms of Reference (ToR), the **main objectives** of this evaluation are to i) provide an **independent** and **evidence-based assessment** of the EU past and current external action support in the area of Env. & CC; and ii) based on this assessment, provide **lessons learnt** and **recommendations** for decision-makers at EU level. Its **specific objectives** are the following:

- The EU's past and current support to Env. & CC provided through the Instrument for Pre-Accession Assistance (IPA) II and ENI;
- The current EU support to the strengthening of national and regional environment and climate governance, provided through International Organisations (IOs); and
- The EU support for mainstreaming Env. & CC, especially the issues covered by the ten thematic areas in the Environmental chapter 27 of the *acquis*, into EU external action.

Use of the evaluation's results

In line with the ToR, the evaluation's results will be **used** to:

- Provide advice to EU external action actors on improving strategies, instruments, and tools (planning and design of interventions); and
- As far as possible, contribute to the improvement of the programming, monitoring, reporting and implementation of current EU interventions in the concerned sectors and regions.

1.2 Evaluation scope

Geographic scope

Geographically, this evaluation covers three regions: i) Enlargement region, ii) Neighbourhood East; and iii) Neighbourhood South.

Temporal scope and financing instruments

In terms of **temporal scope** and **financing instruments**, it focusses on EU external action financed under Instrument for Pre-accession II (IPA II) and the European Neighbourhood Instrument (ENI) during the period 2014-2020. Where relevant for the analysis, the evaluation also covers EU interventions financed under the predecessors of these two financing instruments¹.

The analysis will cover **spending and non-spending activities**, and all EU aid delivery methods and channels, including Twinning, Budget Support (BS), blending operations and EU Trust Funds (EUTF).

Thematic scope

The objective is to identify **conclusions** based on objective, credible, reliable and valid findings, and furthermore it should highlight **lessons learnt** (both positive and negative) and identify **good practice** regarding the achievement of the intended Env. & CC-related results. In line with the ToR, the evaluation results will be **used** to: i) provide advice to EU external action actors on improving strategies, instruments, and tools (planning and design of interventions); and ii) contribute to the improvement of the programming, monitoring, reporting and implementation of current EU interventions in the concerned sectors and regions.

Regarding its **thematic focus**, the evaluation covers all the ten thematic areas in the Environmental chapter of the *acquis* as detailed in Box 1.

¹ IPA I and the European Neighbourhood Policy Instrument.

The evaluation has a dual focus. It covers: i) **spending and non-spending activities** directly supporting Env. & CC, and ii) **activities aimed at mainstreaming Env. & CC** in EU external action. To better delineate the thematic focus of the analysis, the evaluation team built on the choices made in the ToR, which, in particular, indicate that the ten thematic areas in the Environmental chapter of the acquis should be used as a starting point to define the scope of the evaluation. These areas are: i) **Environmental Governance**; ii) **Nature Protection**; iii) **Air Quality**; iv) **Water Quality**; v) **Waste Management**; vi) **Chemicals**; vii) **Industrial Pollution**; viii) **Noise**; ix) **Climate Change (Mitigation and Adaptation)**; x) **Civil Protection**. Consistent with the ToR, an intervention in a sector such as Energy is considered as ‘direct support to Env. & CC’ only if its objectives and its thematic focus are clearly related to one of these areas.

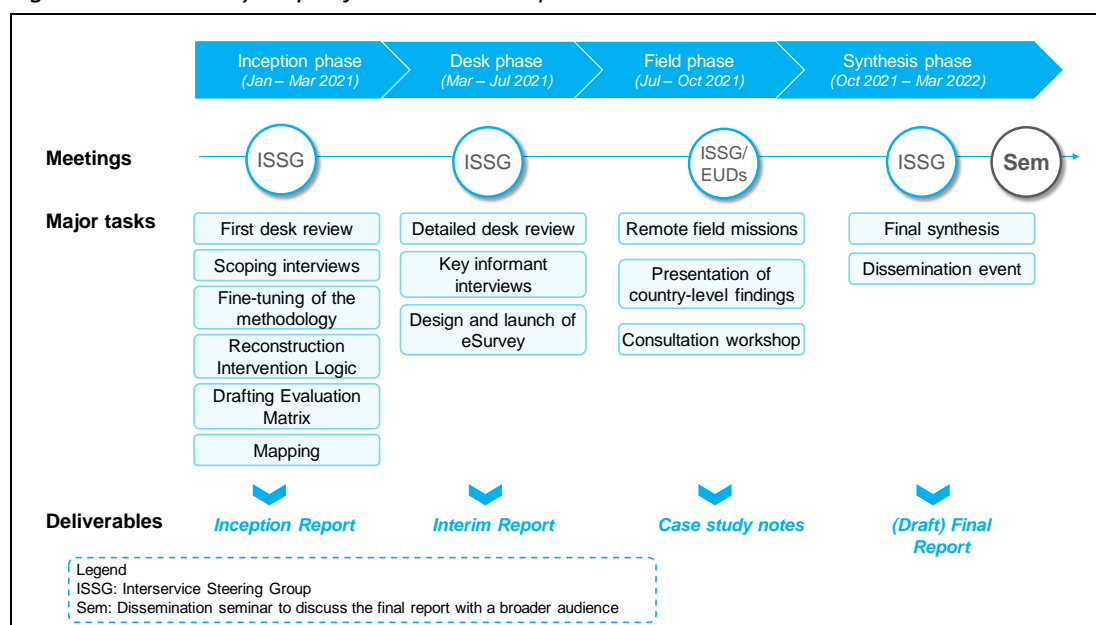
2 Key methodological elements

2.1 Overall methodological approach

Evaluation framework The evaluation’s **methodological framework** was designed to develop an understanding of what works and what does not and under which conditions, so that lessons can be drawn and applied to future support efforts. It follows DG NEAR’s methodological guidelines on linking planning/programming, monitoring and evaluation², as well as other international best practice and guidance in evaluations. The evaluation follows a theory-based approach that relies on mixed methods. In line with the ToR, its approach was finalised by the evaluation team during the inception phase and discussed and agreed with the Interservice Steering Group (ISSG).

The evaluation was conducted in four main phases between January 2021 and March 2022, as summarised in Figure 1.

Figure 1 Key steps of the evaluation process



Source: Particip GmbH.

Evaluation management Managed and supervised by the **DG NEAR Unit A4 Coordination of financing instruments - performance, results and evaluation**, the evaluation progress was also closely followed by the

² https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near_guidelines.zip

ISSG, chaired by DG NEAR A4 and consisting of representatives of various EU services, including line DGs³ involved in EU external action in the area of Env. & CC.

Intervention logic, evaluation questions and evaluation process

The overall Intervention Logic (IL) (as presented in Annex 2) visualises the reconstructed theory of change; it constitutes the backbone of the evaluation. Based on this IL, draft Evaluation Questions (EQs) presented in the ToR and the preliminary work carried out in the inception phase, six EQs have been formulated to capture the complexity of the EU support to Env. & CC in the Enlargement and Neighbourhood regions and examine its effects. These EQs have been clustered into two broad categories: i) Transversal EQs; and ii) Sectorial EQs (see Table 1). Each EQ is structured around a limited number of Judgement Criteria (JC) which are assessed through the analysis of specific indicators – see Volume II.

Table 1 EQ coverage of the DAC and EC-specific evaluation criteria

<i>EQ \ Evaluation criteria</i>	<i>Relevance</i>	<i>Efficiency</i>	<i>Effectiveness</i>	<i>Impact</i>	<i>Sustainability</i>	<i>Coherence</i>	<i>EU value added</i>
Transversal EQs							
EQ1. Policy and strategic framework	●●●		●		●●	●●●	
EQ2. Synergies at European level	●●	●	●		●	●●●	●●●
EQ3. Partnerships at national/regional level	●●	●	●●		●●●	●●●	
EQ4. Efficiency of the EU support	●	●●●	●●		●●	●●	
Thematic EQs							
EQ5. Effects on policy and legal framework	●		●●●	●●	●●●		
EQ6. Effects on policy implementation and broader results	●		●●●	●●●	●●●		

●●● *Largely covered* ●● *Covered* ● *Also covered*

2.2 Selected case studies

Selection of case studies

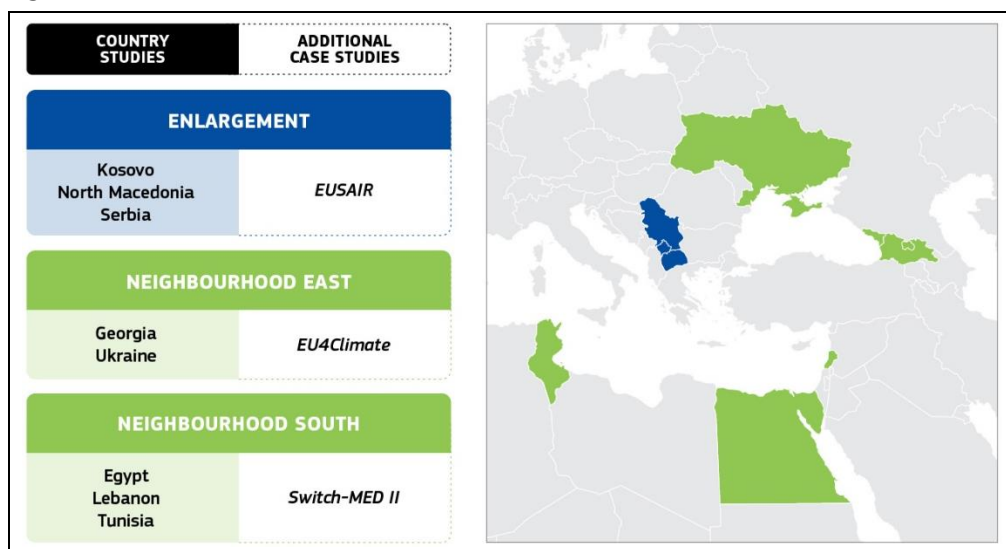
In close consultation with the ISSG, the evaluation team selected **11 case studies** (8 country case studies⁴, two regional case studies and one macro-regional case study) – see Figure 2.

The **selection process** was intended to ensure a sample that reflects inter alia geographic diversity (at both the regional and the country level), the relative size of EU financial allocations, and the focal areas that correspond to the thematic scope outlined in the ToR. These case studies are presented in **Volume II** of the Final Report.

³ In addition to representatives from DG NEAR, EEAS and SG, the following DGs were invited to participate in the ISG: ENV, CLIMA, REGIO, AGRI, MARE, RTD, ENER, MOVE, ECHO, JRC.

⁴ For the Egypt case study, the work mostly consisted in a documentary review. As it was not possible to carry out an extensive consultation process to deepen and validate some parts of the analysis, the ISSG and the evaluation team agreed on not including the related case study note in Volume II of this final report.

Figure 2 Selected case studies



Source: Particip GmbH.

2.3 Data and evidence collection and analysis under the Covid-19 crisis

COVID-19 pandemic response

The **Coronavirus pandemic 2019 (COVID-19) pandemic** has compelled the evaluation team to remain flexible and innovative in the face of unprecedented ethical, methodological and operational challenges. From the onset of this global health crisis, the priority of the evaluation team has been to adhere to the **principle of ‘do no harm’** by ensuring the well-being and safety of all the partners and interlocutors involved in the evaluation process. In that regard, sensitive data collection and communication with the stakeholders have remained fundamental objectives throughout the process.

All field missions were planned by the team to take place remotely. In practice, this meant the introduction of so-called **remote field missions**, whereby the evaluation team met with relevant in-country stakeholders via internet platforms. The evaluation team has managed to be in touch with a large variety of stakeholders, including local respondents, and could therefore capitalize on a rich source of data and insights. The team is confident that the quality of the data and information collected was not impaired by the situation, albeit some relevant informal information that can usually be collected during or implied from on-site face-to-face meetings might not have informed the evaluation.

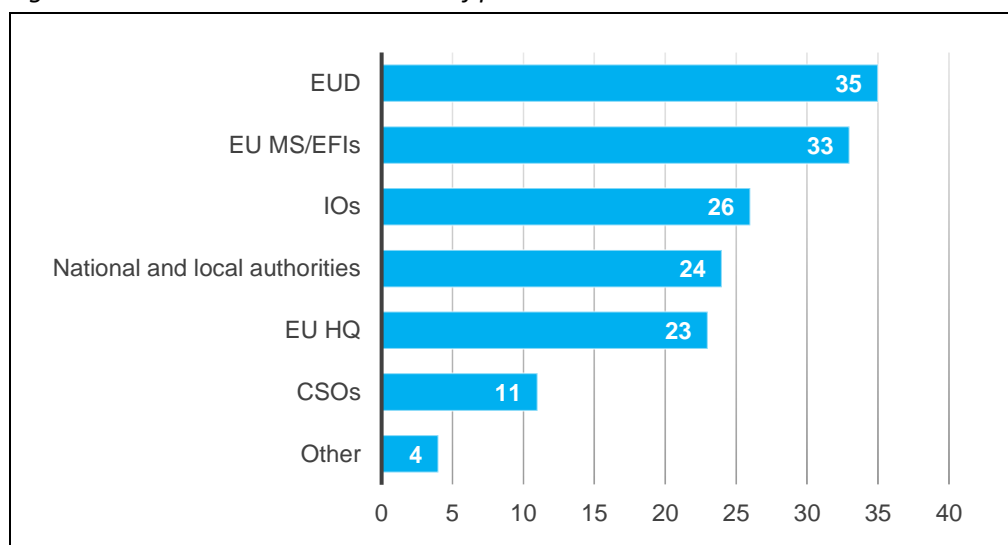
Data collection process

Overall, the evaluation matrix, including the JC and indicators which structured each EQ, provided the overall framework for **data collection** and analysis. The combination of data collection methods and techniques varied according to the different JCs, but, multiple sources were systematically used to triangulate the information collected. These activities included extraction and analysis of information available in the Commission’s Common External Relations Information System ‘CRIS’, document collection from EU’s national and international partners, remote interviews, email queries as well as an online survey which provided responses from over 170 respondents.

During all phases, the evaluation team verified that the set of methods and techniques was sufficiently broad to ensure a high level of data reliability and validity of findings and identified gaps to be filled and hypothesis to be tested in the following phase. Where possible, the evaluation team has combined the use of qualitative and quantitative data and relied on both primary and secondary data sources, within the given resource and time constraints. In total, over 2 000 documents were consulted

on a range of Env. & CC-related issues. More than 155 interlocutors were interviewed. Figure 3 provides an overview of the persons who were interviewed

Figure 3 Statistical overview of persons interviewed



Source: Particip GmbH.

eSurvey

As mentioned above, as part of the data collection process, an eSurvey has been undertaken to gather insights from respondents based in partner countries in the Enlargement and Neighbourhood regions. The eSurvey allowed for the documentation of stakeholders' (EU Delegations' (EUD) officials, governmental and non-governmental stakeholders, EU Member States (EU MS), European Financial Institutions (EFIs), IOs – incl. United Nations (UN) agencies and the World Bank, Civil Society Organisations (CSOs) and other key informants) perceptions on a number of topics such as co-ordination, EU policy and institutional environment, EU added value, partnerships with IOs, broader effects of EU support to Env. & CC, etc. More detailed information can be found in the eSurvey report (see Annex 4 in Volume III).

3 Overview of the EU support to Env. & CC

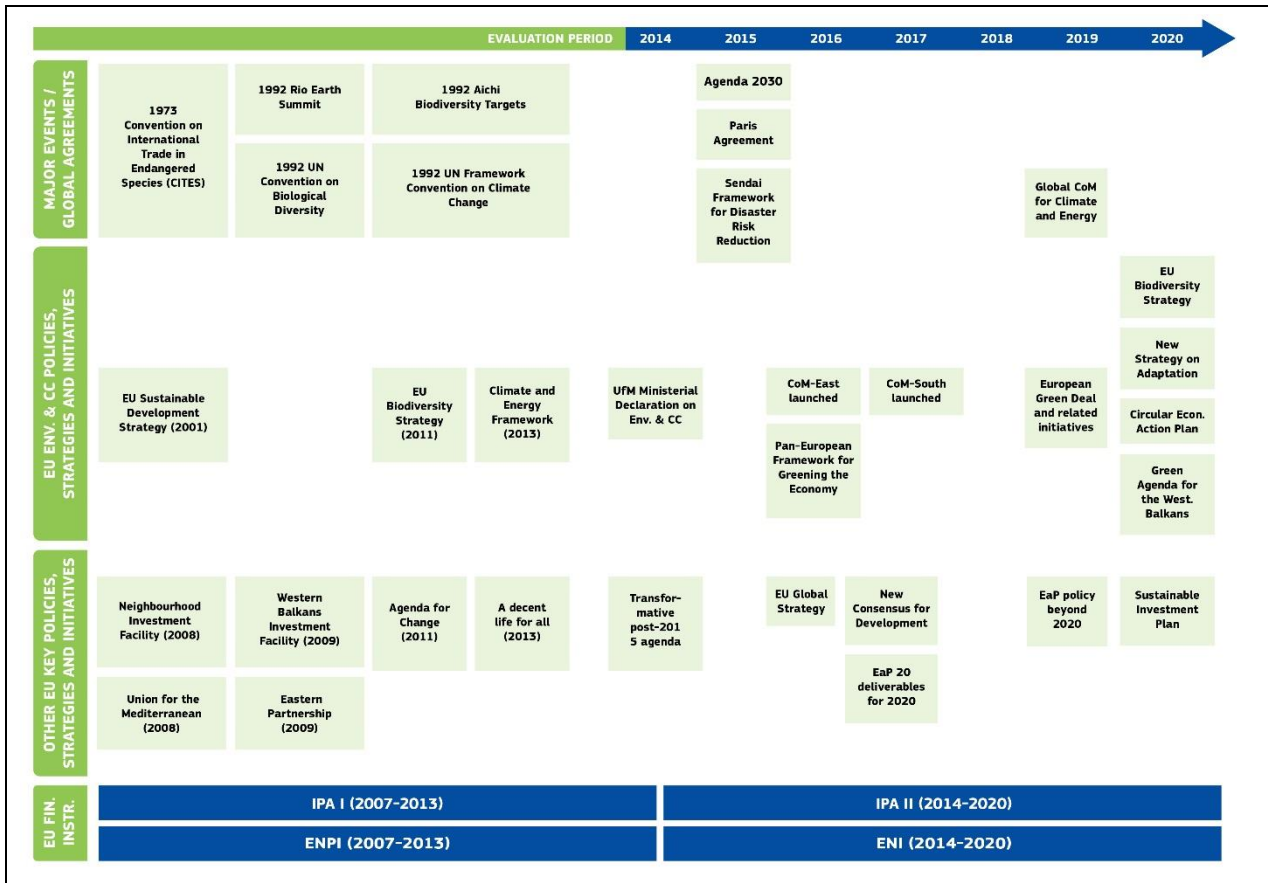
The Global Policy Framework

The EU is a party to numerous **global, regional and sub-regional environmental agreements** on a wide range of issues, including nature protection and biodiversity, CC, and transboundary air and water pollution. Figure 4 depicts some of the major events and the main EU and global frameworks that have shaped EU support to Env. & CC during the period under review.

The **Rio Earth Summit** (1992) on Environment and Development set the overall context for subsequent global conferences on Sustainable Development, including the United Nations (UN) summit in New York in 2015, during which the 2030 Agenda for Sustainable Development ('**Agenda 2030**') and its 17 Sustainable Development Goals (SDGs) were adopted. Also in 2015 was the Paris Agreement of the UN Framework Convention on CC (**UNFCCC**) which drives much of the post-Paris activity of the EU and its partners concerning CC.

In parallel, a portfolio of Multilateral Environmental Agreements (MEAs) and other Conventions has been developed. In particular, the UN adopted the **Convention on Biological Diversity** (CBD) in 1992, which aimed to ensure the conservation and sustainable use of biodiversity worldwide.

Figure 4 Timeline of major events and policy documents⁵



Source: Particip GmbH.

The EU Internal Policy Framework

In 2014, the European Council consolidated its thinking on a “**transformative post-2015 agenda**” by welcoming the 2014 UN Synthesis Report on the post-2015 Agenda called the Road to Dignity by 2030, a key contribution to the UNFCCC Paris Summit. The European Council also took stock of progress on the **2030 Climate and Energy Framework** and supported the immediate implementation of a set of urgent measures to strengthen Europe's resilience and increase its energy security, welcoming the Commission's European Energy Security Strategy. In particular, it confirmed the aim to expand the EU Energy *acquis* to the Enlargement and Neighbourhood countries. The 2030 Climate and Energy Framework (2014) includes EU-wide targets and policy objectives for the period from 2021 to 2030⁶. Of note, is that **spending targets** were established to dedicate at least 20% of its 2014-2020 budget (including the part related to external action) to climate-related actions, a target that has been increased to 25% in the 2021-2027 Multi-annual Financial Framework (MFF).

In 2018, the Commission set out its vision for a climate-neutral EU considering all the key sectors and exploring pathways for the transition. The vision⁷ covers most EU policies and is in line with the Paris Agreement objective to keep the global temperature increase to well below 2°C and pursue efforts to keep it to 1.5°C. The

⁵ For clarity, the diagram does not display all the initiatives adopted in 2020 under the European Green Deal (e.g., European Climate Pact and European Climate Law).

⁶ The key targets for 2030 are: i) at least 40% cuts in GHGs (from 1990 levels); ii) at least 32% share for RE; and iii) at least 32.5% improvement in EE. The 40% GHG emission target is implemented by the EU Emissions Trading System, the Effort Sharing Regulation with EU MS emission-reduction targets and the Land Use, Land Use Change and Forestry Regulation. In this way, all sectors would contribute to the achievement of the 40% target by both reducing emissions and increasing removals. The EC is to produce an implementation proposal of at least 55% net GHG emission reduction by June 2021.

⁷ EC (2018): A clean planet for all. A European strategic long-term vision for a prosperous, modern, competitive and climate neutral economy. COM/2018/773 final

2019 **European Green Deal** reset the Commission’s commitment to tackling Env. & CC-related challenges and is a response to these challenges. It is a new growth strategy that aims to transform the EU into a fair and prosperous society, with a modern, resource-efficient and competitive economy where there are no net emissions of Greenhouse Gases (GHG) by 2050 and where economic growth is decoupled from resource use and pollution.

Overall policy framework for EU external action in the regions under review

EU external action in the regions under review is guided by the **Enlargement Policy**, the **European Neighbourhood Policy** (ENP) (revised in 2015) and various overarching policy documents. EU external action has been mainly financed through the IPA and ENI financing instruments following both bilateral and multi-country/regional programming processes. The EU has also provided support to Env. & CC through other EU financing instruments, including funds managed directly by line DGs (e.g., CLIMA, MARE, REGIO, JRC⁸).

Strategic Framework in the Enlargement Region: Western Balkans and Turkey

The **EU accession process** aims to prepare aspiring countries to take on rights and obligations associated with EU membership and to align their legislation with the EU *acquis* (EU-wide laws and policies), which are outlined in the 35 Chapters of the *acquis* (also sometimes referred to as “Enlargement negotiation chapters”). Chapter 27 (Environment) comprises over 200 major legal acts⁹. Support in the field of energy has been reinforced through the Energy Community Treaty, signed in 2005 between the European Community and the contracting parties (Albania, Bosnia and Herzegovina, Montenegro, Republic of North Macedonia and Serbia). Launched in 2009, the Western Balkans Investment Facility (WBIF) was established as a joint initiative to support socio-economic development and EU accession across the Western Balkans through the provision of finance and Technical Assistance (TA) for strategic investments.

Strategic Framework in the European Neighbourhood (East and South)

The ENI is the current (2014-2020) financial instrument that supports the **ENP**. Climate action and disaster resilience are among the six ENI targets, while CC action and energy cooperation are among the priority areas. The ENI regulation specifies that environment is one of the cross-cutting objectives in all actions undertaken under the regulation.

During the period under review, a large part of the EU support to Env. & CC was channelled through the **Neighbourhood Investment Platform** (NIP)¹⁰. The NIP aims at boosting economic development and improving living standards for citizens in the EU’s Southern and Eastern Neighbourhoods by addressing critical funding gaps in the two regions. It does this by pooling grant resources from the EU budget and EU MS, and using the funds to leverage loans from various financing institutions, including the European Investment Bank (EIB), the European Bank for Reconstruction and Development (EBRD) and EU MS bilateral financing institutions.

Neighbourhood East

The **Eastern Partnership (EaP)** represents the Eastern dimension of EU’s relations with neighbouring countries under the overarching ENP¹¹. Through the EaP, the EU and its six Eastern neighbours have developed a strong strategic partnership aimed at delivering concrete results for citizens and businesses. The **‘EaP – 20 Deliverables**

⁸ From 1999 to 2021 the JRC carried out every year a project dedicated to providing scientific support to policy in Enlargement and Integration countries. Most of the activities within these projects related to the area of Env. & CC.

⁹ They cover covering horizontal legislation, Water and Air Quality, Waste Management, Nature Protection, Industrial Pollution control and risk management, Chemicals and genetically modified organisms, Noise, and Forestry.

¹⁰ formerly known as the Neighbourhood Investment Facility (NIF) and established in December 2007.

¹¹ It covers Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine. Russia takes part in CBC activities under the ENP and is not a part of the ENP as such.

for 2020¹² and the First EaP Ministerial Meeting on Env. & CC (October 2016)¹³ reaffirmed the importance of Env. & CC and its link to economic development.

Neighbourhood South

In addition to the overarching policy documents related to EU development cooperation and the ENP highlighted above, the policy framework for cooperation with the Southern Mediterranean is outlined in various documents such as: The Barcelona Declaration (1995); The Paris and Marseille Declarations (2008) and Council Conclusions (2012); and The Communication on ‘Supporting closer cooperation and regional integration in the Maghreb: Algeria, Mauritania, Libya, Morocco, Tunisia’ (2012).

Programming of regional support to the Neighbourhood South, primarily funded by the ENI, is further guided by and defined in the **Regional South Strategy (2014-2020)** and associated MIP 2014-2017 and 2017-2020¹⁴.

The **Union for the Mediterranean (UfM)** is the inter-governmental Euro-Mediterranean organisation gathering and representing all 27 countries of the EU and the 15 countries of the Southern and the Eastern Mediterranean shores. It reflects the shared political commitment of its 42 MS to strengthen regional cooperation, dialogue and integration in the Euro-Mediterranean area¹⁵.

For further details on EU external and internal policy frameworks in the area of Env. & CC, see Annex 2 in Volume III.

Multi-country initiatives and Macro-Regional Strategies

Regional cooperation was established by the EU with the partner countries through various strategic frameworks such as the Black Sea Synergy launched in 2007, aimed to address a wide range of policy issues (e.g., Environment, Maritime policy, Energy, Transport and strengthen cooperation with Black Sea partners)¹⁶. The EU’s **Macro-Regional Strategies (MRS)** (e.g., EUSAIR, EU Strategy for the Danube Region – EUSDR) represent a framework to address the common challenges faced by a defined geographical area related to EU MS and third countries located in the same geographical area and strengthen their cooperation related to economic, social and territorial cohesion¹⁷.

EU funding to Env. & CC

Figure 5 presents a mapping of EU support to Env. & CC in the Enlargement and Neighbourhood regions during the period under review. For further details on the mapping of EU support to Env. & CC, see Annex 3 in Volume III.

Between 2014 and 2020, Env. & CC-targeted support covered a total of EUR 894 million and EUR 1.9 billion of contracted amounts in the Enlargement and Neighbourhood regions respectively. There was no clear upward trend in the share of IPA and ENI funding that targeted Env. & CC (i.e., with one of the relevant OECD-DAC policy markers marked as ‘main’) or included significant aspects related to Env. & CC (policy markers ‘significant’).

In the *Enlargement region*, EU funding provided through the WBIF was mixed with other sources of funding which makes it difficult to precisely assess the volume of EU funding going to Env. & CC under this facility. Figures below therefore do not include EU Env. & CC spending channelled through the WBIF.

¹² EU (2016): Joint Staff Working Document on EaP – Focussing on key priorities and deliverables (SWD(2016) 467 final). https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near-eeas_joint_swd_2016467_0.pdf

¹³ EU (2016): Press release, EU and EaP to step up cooperation on Env. & CC policies.

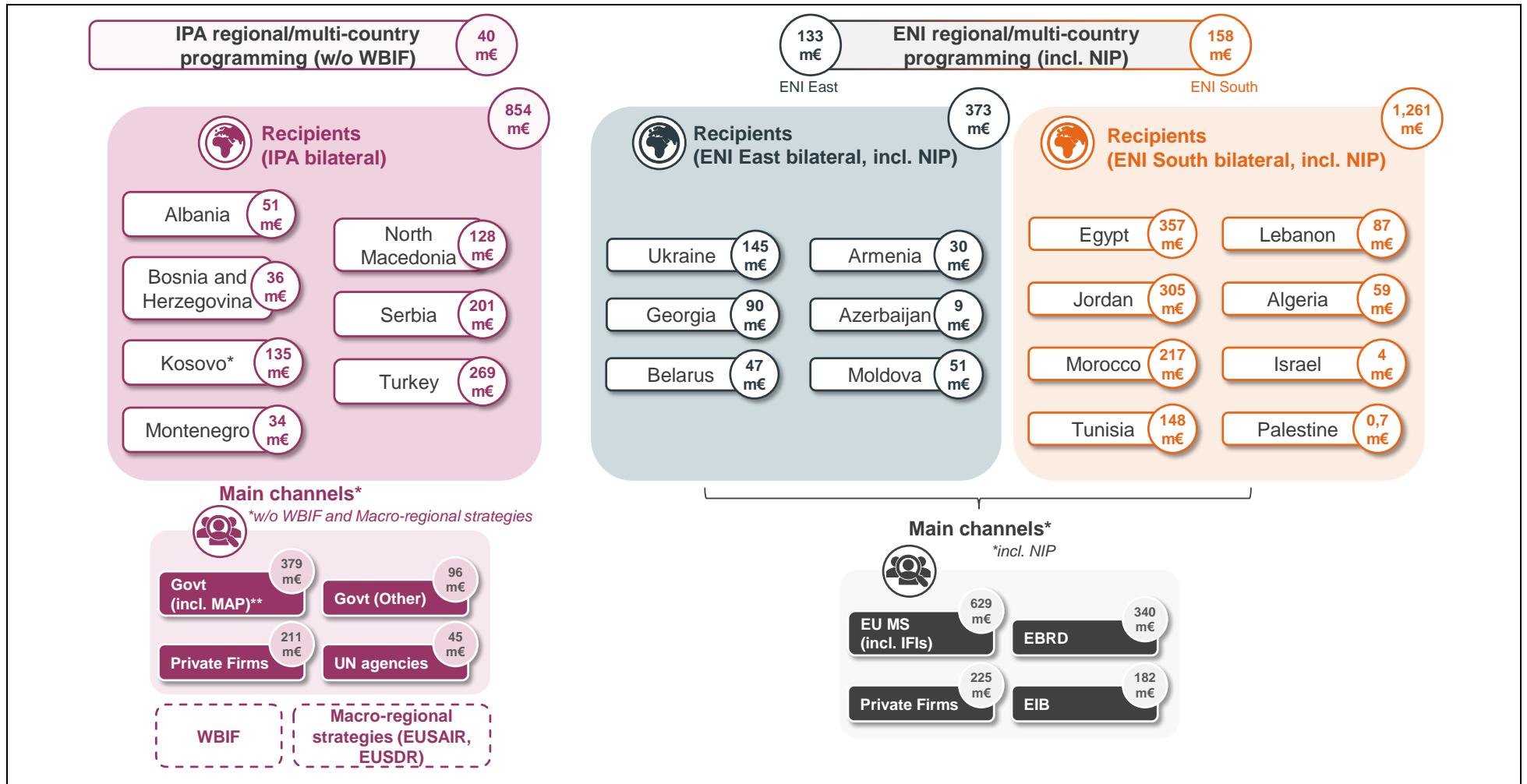
¹⁴ It covers Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestine, Syria and Tunisia.

¹⁵ EU (2017): Joint Report to the EP, the Council, the European Economic and Social Committee and The Committee Of The Regions. Report on the Implementation of the ENP Review.

¹⁶ EU (2014): Programming of the ENI 2014-2020, Regional East Strategy Paper (2014-2020) and Multiannual indicative programme (2014-2017).

¹⁷ EU (2017): Study on MRS and their Links with Cohesion Policy.

Figure 5 Mapping of EU Env. & CC-targeted support in Enlargement and Neighbourhood regions (2014-2020)



Source: Particip GmbH

**Govt (MAP) corresponds to the Multi-annual Action Programmes financed in North Macedonia and Turkey during the period under review.

4 Main findings

4.1 EQ1 - Policy and strategic framework

To what extent have the EU Env. & CC strategies reflected the specific challenges and needs of the partner countries/beneficiaries and are in line with the evolving policy framework for EU external action?



Summary answer to the EQ

EU support to Env. & CC has been consistent with the evolving policy framework for EU external action. The centrality of Env. & CC in the policies guiding EU external action and strong linkages to global frameworks (e.g., Agenda 2030) contributed to ensuring alignment between the different levels (country, regional, global) of the comprehensive framework that guided EU support to Env. & CC; i.e., good vertical consistency. There was, as well, a high degree of consistency between the support to Env. & CC and the broader objectives of EU external action; i.e., good horizontal consistency.

In the *Enlargement region*, and *Neighbourhood countries* with an Association Agreement, EU support at country level has been guided by EU approximation goals. The focus on approximation led to emphasis on strengthening legislative frameworks and providing needed infrastructure, especially in the areas of urban wastewater treatment, water management and waste management. In some countries, emphasis has also been on preventing environmental degradation and pollution, protecting human health, and achieving a more rational use of natural resources through increased support to environment protection and governance at all levels (international, regional, national and local). CC gradually emerged as a significant area of cooperation. In EU strategy documents for the *Enlargement* and *Neighbourhood East* regions, CC mitigation issues were often linked to the Connectivity agenda and, in the latter, the '20 Deliverables for 2020' framework adopted for the Eastern Partnership (EaP).

However, as further discussed under EQ 2, Env. & CC was not a priority in bilateral programming during the period under review. Although EU ambition in Env. & CC has increased since 2014, culminating in the European Green Deal, the commitment to carbon neutrality by 2050, and the goal of achieving a circular economy, this has not yet been translated into an increase in spending, revealing a time lag in turning EU policy ambition into action. In addition, IPA and ENI financing instruments are largely demand-driven and all evidence is that Env. & CC is not a priority for national decision makers in the *Enlargement and Neighbourhood regions*. Moreover, programming documents for 2014-2020 were developed before important milestones related to EU's increased commitments to Env. & CC (e.g., Agenda 2030, Paris Agreement).

EU support to Env. & CC was informed by solid context analysis and stakeholder consultations and there has been good alignment of EU support to Env. & CC with national priorities, including when they changed. However, some interventions suffered from an over-ambitious design and approaches insufficiently tailored to the specific beneficiary context, including to the limited partner ownership and buy-in of the supported initiatives. As further discussed in EQ3, EQ4 and EQ6, this has seriously hampered the implementation of EU interventions and the achievement of objectives.

EU-funded interventions have covered a variety of highly relevant Env. & CC issues, but some areas have received limited attention in EU support to Env. & CC, despite important needs at partner country level. Those identified are Climate Change Adaptation (CCA), awareness raising at all levels, from local populations to high-level policy makers and politicians, and the need for data for evidence-based policy formulation and implementation. There is naturally a limit to what the EU can do to cover the most pressing needs of partner countries with the financial resources it has available. However, the findings of this evaluation suggest that the strategic choices to focus on certain areas and not others in EU support are not clear, and were not sufficiently communicated to all stakeholders. The degree of attention given to CCA and CC Mitigation (CCM) in bilateral

programming, the strategy to fill specific funding gaps and the choices made regarding the balance between hard and soft support did not respond to a clear rationale, or to clear economic and financial considerations. Cross-cutting issues (including gender and youth) have gained increasing traction in EU Env. & CC strategies, but country-level evidence indicates that interest and results have been meagre.

4.1.1 Consistency of EU Env. & CC strategies under IPA and ENI (JC1.1)

Strong consistency of EU Env. & CC support with policy

EU support to Env. & CC has been consistent with the evolving policy framework for EU external action and responded well to the broad priorities developed in EU regional strategic frameworks.

As detailed in the policy review (see Annex 2), EU support to Env. & CC in the *Enlargement* and *Neighbourhood regions* has relied on a comprehensive policy framework. The centrality of Env. & CC in the policies guiding EU external action and strong linkages to global frameworks (e.g., Agenda 2030) have contributed to ensuring alignment between the different levels (country, regional, global) of the strategic framework that guided EU support to Env. & CC.

The country case studies carried out in this evaluation and the review of IPA and ENI programming documents confirm alignment between these different levels, as well as a high degree of consistency between the support of Env. & CC and the broader objectives of EU external action.

EU support at country and regional levels has pursued clear objectives, often well linked to priorities outlined in regional cooperation frameworks and, in the *Enlargement region*, and *Neighbourhood countries* with an Association Agreement, to EU approximation goals.

In the *Enlargement region*, until the 2020 Green Agenda for the *Western Balkans*, the focus of EU support in the region was mostly determined by Chapter 27 (Environment) of the EU accession process, with priorities set country by country¹⁸, reflecting the demand-determined nature of the support required in the region. Despite the lack of explicit EU strategic priorities during most of the period, the mapping exercise carried out by the evaluation team (see Annex 3) reveals an emphasis on centrally managed environmental infrastructure development in the region, especially in the areas of urban wastewater treatment, water management and waste management¹⁹. These interventions were mostly funded through the two regional blending facilities / investment frameworks: the Neighbourhood Investment Platform (NIP) and the WBIF. The focus of IPA assistance on EU approximation goals also translated into an emphasis on strengthening national normative frameworks (including laws and standards used to implement policies) in bilateral programming.

In the *Neighbourhood region*, Env. & CC issues have increasingly featured in the recent strategy and programming documents. These documents focus on preventing environmental degradation and pollution, protecting human health, and achieving a more rational use of natural resources through increased support to environment protection and governance at all levels (international, regional, national and local).

In EU strategy and policy documents covering the *Enlargement* and *Neighbourhood East regions*, CC mitigation issues were often closely linked to the Connectivity agenda. In particular, the '20 Deliverables for 2020' framework adopted for the EaP reflected a significant attention paid by the EU and partner countries not only to

¹⁸ The IPA II regulation did not provide strategic orientations on/priorities for EU support to Env. & CC.

¹⁹ The EU also supported the development of Env. & CC monitoring networks, including IT solutions for data collection, treatment and exchange.

improve energy efficiency (EE), but also strengthen energy interconnections and reduce energy dependence.

Box 2

Good practices – EU support consistency with EU and global frameworks in Ukraine

Good practices



In Ukraine, the Association Agenda provided a strong guiding framework for EU support to Env. & CC. The concept of ‘gradual approximation’ appears at all levels, from EU individual interventions to key bilateral (e.g., SSF) and regional (e.g., EaP 20 deliverables) frameworks. Reference documents and main EU interventions adopted all integrated well changes that were introduced in EU policies (e.g., Green Deal) and global frameworks (Paris Agreement) related to Env. & CC. For instance, the SSF 2018-2020 include reference to the promotion of a circular economy.

▀ See Ukraine case study (Volume II) for further details

Strong alignment with global frameworks

EU support has also been closely aligned with global policy frameworks.

The EU plays a leading role in international environmental negotiations and is party to numerous global, regional and sub-regional environmental agreements on a wide range of issues, including CC, transboundary air and water pollution, and nature protection and biodiversity. The EU has helped to shape all major international agreements and global frameworks developed at UN level, such as Agenda 2030, the Paris Agreement on CC and the Sendai Framework for Disaster Risk Reduction 2015-2030. While the evaluation has found excellent alignment of the EU external action with its global commitments, the link with these global commitments is sometimes less explicit at the level of EU country support in Env. & CC (see country case studies in Volume II).

Increased ambition at policy level not yet matched by an increase in spending

Env. & CC was not a priority in bilateral programming during the period under review; and although EU ambition in Env. & CC has increased since 2014, this has not yet been translated into an increase in spending.

Although Env. & CC appears as an explicit area of cooperation in several country-level cooperation strategies and programming documents, it has not been a high priority in bilateral programming during the Multi-Financial Framework (MFF) 2014-2020. 29% of the EUD respondents to the eSurvey (see Annex 4) express the view that little to no importance was given to Env. & CC in Country Strategy Papers/SSFs and Multi-Annual Indicative Programmes developed for the last MFF²⁰. The integration of Env. & CC as a cooperation priority is significantly more visible in regional strategy/programming documents²¹. Although, as revealed in the mapping carried out by the evaluation team (see Annex 3), most of EU funding going towards Env. & CC comes from bilateral programming, regional financial envelopes, including specific multi-country programmes such as Cross-Border Cooperation (CBC) interventions, have played an important role.

At policy level, EU ambition in Env. & CC, already high with Agenda 2030 and Paris Agreement commitments, has increased over the review period. The EU has increasingly and intentionally used external action to influence, provide expertise and mobilise financial resources to encourage Europe’s partners in the *Enlargement* and *Neighbourhood regions* to join it on a more sustainable path and recognise that

²⁰ Only 25% considered that the attention to Env. & CC was very important in bilateral strategy/documents (see Annex 4).

²¹ The proportion of EUD respondents to the eSurvey that perceive that little to no importance was given to Env. & CC in regional strategy documents was only 18% (see Annex 4).

the Env. & CC challenges are cross-border issues. The European Green Deal, while it was adopted only late in the period under review, merits special attention because it was characterised by many persons interviewed as evidence of the EU's growing Env. & CC ambitions and marked a paradigm shift in EU policies: climate neutrality and preserving biodiversity are now explicit overarching goals of EU policies, with implications for many different policy areas, including EU external assistance, trade, fiscal, agriculture, maritime, energy, transport, environmental research, and industrial policies. It is telling that these overarching Env. & CC goals, implicating virtually every aspect of growth and development, have been put at the centre of the EU's plans for recovery from the COVID-19 crisis.

However, the growing EU ambition in Env. & CC has not been followed by a significant increase in funding during the period 2014-2020, revealing a time lag in turning EU policy ambition into action. This situation is largely explained by the low priority given to Env. & CC in bilateral programming. IPA and ENI financing instruments are largely demand-driven and there is convergent evidence²² that the low volume of EU funding in this thematic area reflects the low political attention given to Env. & CC by national decision makers in the *Enlargement* and *Neighbourhood regions*²³. Some interviewees pointed out that programming documents for 2014-2020 were developed before important milestones related to EU's increased commitments to Env. & CC (e.g., Agenda 2030, Paris Agreement), and that the lower political weight given to these issues in the EU policy framework before 2014 played against a greater attention to Env. & CC in IPA and ENI programming, as well as in related policy and political dialogue²⁴. As further discussed in EQ2, Env. & CC has also competed with other EU policy priorities since 2014.

The positive effects of the 2019 European Green Deal on policy and political dialogue in recent years (e.g., *Ukraine*) is already evident, and several interviews, as well as preliminary new MFF programming documents consulted by the evaluation team indicate that some effects of the new policy will soon be visible in funding. However, it was not possible for the evaluation team to assess when the funding level would reach the targets established for the new MFF. As discussed in EQ2, various obstacles made it difficult for the EU to reach spending targets during the previous MFF.

4.1.2 Responsiveness of EU support to Env. & CC to the partner countries' needs and context in Enlargement and Neighbourhood regions (JC1.2)

Good responsiveness to country needs and priorities

There has been good alignment of EU support to Env. & CC with national priorities, and the EU responded well to changing needs and priorities in the *Enlargement* and *Neighbourhood regions*; however, some interventions suffered from an over-ambitious design and approaches insufficiently tailored to the specific beneficiary context.

The country case studies show that EU support was informed by solid context analysis regarding Env. & CC problems, including analysis of target beneficiary population needs and some factors related to, e.g., economic growth and

²² The interviews conducted at global and country level, the documents reviewed, and the country case studies (see Volume II) all point in the same direction.

²³ Besides low political attention, interviewees have also highlighted that absorptive capacity has presented an important obstacle to increase EU funding in these areas in several partner countries.

²⁴ Important delays faced in Env. & CC interventions designed before 2014 (e.g., environmental infrastructure development projects in the Western Balkans) also led to postponement of new investment in this thematic area, which further limited the volume of funding committed to Env. & CC during the period 2014-2020.

employment. It was well aligned with national priorities²⁵, and was flexible when new needs or priorities developed²⁶. EU support has relied on close consultations with national partners (including government and civil society) to define Env. & CC cooperation priorities and design new interventions. In the *Western Balkans, Enlargement Progress Reports*, which gave regular updates on the status of Env. & CC reforms in the region and identify areas requiring further policy attention, were useful to follow broad evolution of the context, inform the design of EU interventions and support consultations with national partners. In the *Neighbourhood East*, a series of Ministerial meetings (conducted in 2016, 2018, and 2021) helped to fine-tune priorities for EU support to Env & CC in the region²⁷.

Judging from the countries reviewed, alignment with national priorities and adjustment of EU bilateral interventions to changes in the national context was facilitated by: i) the shared priorities related to the EU approximation agenda and the strong focus of EU support on strengthening normative frameworks in line with this agenda, and ii) the EU's long presence in specific Env. & CC areas of cooperation. In a few cases (e.g., to tackle industrial pollution in *Tunisia*), the EU's engagement over the long term has allowed for participatory processes that enhanced the design and implementation of supported actions.

However, in several interventions (e.g., investment projects in some *Western Balkans* countries), the complexity of the supported actions and the need to accompany them with substantial capacity building, comprehensive participatory processes, and appropriate time for the start- and closure phases (including a 'capitalisation'/consolidation phase to ensure sustainability) have been overlooked or poorly analysed during the identification and formulation stages, leading to an over-ambitious design.

There have been a few instances in both *Enlargement* and *Neighbourhood East countries* where the EU support did not sufficiently take into account the specificities of the partner country context. For instance, in the *Enlargement region*, transposition of international standards or legal provisions from the EU *acquis* to the national frameworks have not always been accompanied by guidance material adapted to the local context²⁸. In the *Neighbourhood region*, according to persons consulted, environmental mainstreaming in some investment projects was applied without taking into account operational constraints and lacking specific context.

Moreover, although interviews show that EUD staff have generally had a sound understanding of the institutional environment in partner countries, the design of many interventions has failed to take into account limited partner ownership and buy-in. As further discussed in EQ3, EQ4 and EQ6, this has seriously hampered the implementation of EU interventions and the achievement of the objectives.

Partial coverage of partner country needs **Some areas have received limited attention in EU support to Env. & CC, despite important needs at partner country level.**

The evaluation has identified three areas that have received limited EU funding relative to the scale of the needs and their importance for the whole of EU support to Env. & CC: i) while present in parts of the EU portfolio and explicitly mentioned in

²⁵ In particular, 86% of EUDs, EU MS and EFIs respondents to the eSurvey have a positive opinion on EU support alignment with national priorities (see Annex 4).

²⁶ *Serbia* is an interesting case because of the rapid response to the 2014 floods, which led to priority being given to infrastructure for wastewater management, as well as to strengthening the framework for aligning with the EU *acquis* and implementation of the resulting legislation.

²⁷ EU staff also interacted with officials from partner countries at a more operational level through e.g., technical panels and the governance structures of specific EU-funded interventions, including regional programmes.

²⁸ As highlighted in some country case studies (see Volume II), this has related to e.g.,: i) the adaptation of the content of the guidance material to the institutions in charge of implementing the new provisions in the legal framework; and ii) the availability of the guidance material in the local languages.

strategy and programming documents, CCA has received little funding compared to needs (see also EQ2)²⁹; ii) there are many examples of EU interventions that have included an awareness-raising component on Env. & CC, but, overall, EU support has not paid systematic attention to raising awareness among the different stakeholders (citizens, private sector, decision makers); and iii) the mapping exercise (see Annex 3) and the case studies (see Volume II) reveal that the strengthening of partner countries' efforts on generating Env. & CC data for evidence-based policy formulation and implementation has been not a core consideration of EU support³⁰.

There is naturally a limit to what the EU can do to cover the most pressing needs of partner countries with the financial resources it has available. However, the findings of this evaluation suggest that the strategic choices to focus on certain areas and not others in EU support are not clear, and were not sufficiently communicated to all stakeholders.

A lack of medium-/long-term vision

Despite the high relevance of EU support and strong alignment with national priorities, strategic choices made during programming did not reflect a clear medium-/long-term vision.

EU-funded interventions have covered a variety of highly relevant Env. & CC issues³¹. As discussed in EQ2, multi-country financing mechanisms, many of which focussed on bottom-up approaches, have offered useful opportunities to complement EU-funded bilateral interventions, which put emphasis on strengthening normative frameworks. The EU has provided a mix of both “hard” (e.g., infrastructure) and “soft” (e.g., TA and capacity building) support and, based on interviews, most stakeholders consider the mix to have been well balanced.

However, the degree of attention given to CCA and CCM in bilateral programming, the strategy to fill specific funding gaps and the choices made regarding the balance between hard and soft support did not respond to a clear rationale, or to clear economic and financial considerations. Documents related to programming of EU support and to the design of individual interventions often lacked detailed discussions on such strategic issues. There have also been missed opportunities to link interventions between them (see EQ2).

The actions comprising of the EU portfolio have tended to evolve independently, responding to different dynamics, and as further discussed under EQ2, have not been supported a clear and comprehensive medium-/long-term vision on Env. & CC³². In some cases (e.g., *Egypt, Lebanon*), the EU has supported the same type of interventions over many years with no clear sequencing or strategy to anchor this support in broader reforms at national level.

Box 3

Good practices – Context analysis underpinning EU support in North Macedonia

Good practices 

In North Macedonia, the Indicative Strategy Paper 2014 and 2018

Stakeholders interviewed stated that the EU Env. & CC assistance is

²⁹ Less than a quarter (24%) of the respondents to the eSurvey agree to a great extent that there has been sufficient emphasis on CCA in EU support (see Annex 4).

³⁰ However, attention to these issues has partly increased in the context of EU support to the NDC revision process.

³¹ Some persons consulted pointed out that EU support contributed to the financing of fossil fuel government projects, going against the Env. & CC policy goals pursued. However, in the few cases examined in the context of the country case studies (e.g., Kosovo) (see Volume II), the choices made by the EU to fund such projects were well justified.

³² A respondent to the eSurvey working for an International partner of the EU in the *Neighbourhood East* region stated: “The EU priorities in Env. & CC eventually materialised through infrastructure projects mainly, e.g., in energy, water supply and sanitation. There were attempts to advance green enabling framework but with no finality. National environment authorities proposed their priorities for 2014-2020, but decision on EU support was done by [high-level decision makers], which reoriented EU support in its own interests (energy and water supply)” (see Annex 4).

documents contain comprehensive overviews of the country needs and strategic context. In addition, EU Progress Reports provide annual reviews of progress and identification of areas for further attention and priorities of action. The annual Sub-committee meetings under the Stabilisation and Association Agreement (SAA) provide an opportunity to use the policy dialogue to discuss pressing Env. & CC issues and to discuss progress towards objectives.

based on detailed analysis and consultations, carried out especially at the time of the design of the projects under the Sector Operational Programme (SOP), as well as through Sector Working Group (SWG) and dialogue in the IPA Monitoring Committee and sub-committees.

▀ See *North Macedonia case study (Volume II)* for further details

Cross-cutting issues (incl. gender and youth) have gained traction in EU Env. & CC strategies, though results at country level remain limited

While the promotion of inclusiveness, including gender equality and youth, in EU support to Env. & CC has generally increased over the period under review, the picture at country level is mixed.

All EU global and regional EU Env. & CC policies and strategies have called for inclusiveness, with particular attention to women and youth and often citing the jobs-creation potential of green growth. However, while gender and youth issues have gained prominence, they are not at the centre of the EU engagement in Env. & CC. In June 2010, the EU adopted the first EU Action Plan on Gender Equality and Women's Empowerment (GEWE) in Development for the period 2010-2015, most commonly referred to as the Gender Action Plan (GAP I). The GAP II continues the priority areas of GAP I while aiming to reform approaches to create a more meaningful effort towards GEWE in a variety of areas, including Env. & CC³³. Yet, the integration of a strong gender equality dimension in EU support to Env. & CC at country level has been limited. The treatment of inclusiveness as a horizontal issue has tended to consist of taking into account broad social impact at project level rather than sector-wide mainstreaming of gender and youth³⁴. In general, the information gathered in this evaluation confirms the findings of the recent evaluation of the EU's external action support in the area of GEWE, which notes that: *"Mainstreaming gender in decision-making in the topic of CC and environmental issues (...) received very little attention in the period under review."*

In *North Macedonia*, cross-cutting issues such as gender equality were taken into account in the design of EU support to Env. & CC, but at a low level, making general references to mainstreaming but containing no objectives or results indicators related to gender equality. There is also no detailed analysis of gender equality issues related to Env. & CC or specification of gender-targeted or gender-sensitive actions that could potentially be undertaken during implementation. In *Serbia*, the degree to which cross-cutting issues such as gender equality and youth participation could be integrated into EU Env. & CC strategies was limited by the political context; specifically, the difficulty of involving civil society in political and policy dialogue. As a result, these issues were downgraded to social impact factors to be considered at project level, and opportunities for a higher-level, more programme-wide approach were missed. In *Tunisia*, gender equality and youth figure among the priority

³³ Examples are through the production of research on the differentiated impact of CC on male and female population of all ages and the development of gender-sensitive indicators to measure losses from weather-related extreme events.

³⁴ A respondent to the eSurvey working for an EU MS, partner of the EU in the Neighbourhood East region highlighted: *"There is a lack of operational knowledge on the integration of cross cutting issues (esp. gender & youth) from the international community and national inter-institutional framework are not ready yet"* (see Annex 4).

horizontal themes of EU cooperation, but there was no systematic integration of objectives or indicators related to these issues in Env. & CC interventions. As in *Serbia*, in higher-level documents (strategy/programming documents), there is no explicit linkage made between these horizontal issues and Env. & CC issues. Even at project document level, there is usually no mention of horizontal issues. Programming and design of EU support to Env. & CC in *Lebanon* was often not explicitly gender sensitive and, while the development of the Nationally Determined Contribution (NDC) has been gender-responsive, the EU has played no direct role in this at country level. An example of better integration of horizontal themes into strategic documents is *Georgia*, where, for example, activities under the EU Resilience Facility follow clear principles on gender equality. For some interventions, dedicated gender experts were hired to specifically address such needs (e.g., the EU4Climate regional programme).

Limited sustainability of EU support, partly due to limited ownership

Given limited ownership, and not surprising in an area where needs are enormous and long-term in nature, and priority is placed by country-level decision-makers on near-term economic growth and employment generation, sustainability has been a recurrent under-performing issue.

As further discussed in EQ6, sustainability was consistently identified as an issue in interviews. The main problems related to sustainability include operation and maintenance of donor-financed environmental infrastructure, low political backing of supported reforms, weak institutional capacities, and unaddressed gaps in the awareness of all stakeholders (government officials, private sector, citizens). While design documents made references to sustainability issues, these issues were not consistently reflected in the design and implementation of specific activities. In particular, as noted above, the design of many interventions has under-estimated the influence of political economy factors on supported actions and the strength of partner-ownership. Moreover, capacity building efforts have faced important obstacles, including a too-strong focus on short-term effects (see EQ6).

4.2 EQ2 - Synergies at European level and EU added value

To what extent has EU support to Env. & CC built on the comparative advantages of European actors (EC/ European External Action Service (EEAS), EU MS and European International Financial Institution (IFIs)) and synergies between their actions?



Summary answer to the EQ

There is overall good complementarity within the EU portfolio, but synergies are more difficult to identify than complementarity. In both regions, regional and multi-country financing mechanisms permitted the EU to address environmental issues that are inherently regional or cross-border in nature, as well as to support local initiatives across countries where local communities face similar issues. However, it has been difficult, due to factors including the many national and local actors involved, lack of clarity on the role of the main stakeholders, and EUD capacity constraints, to establish strong linkages between local initiatives and large bilateral cooperation programmes with central Government.

Limited progress in the mainstreaming of Env. & CC in the EU portfolio has also reduced the opportunities to follow a more integrated approach to support Env. & CC. Despite rising ambitions in Env. & CC, actual spending in the regions under review remained low in the period 2014-2020. As pointed out in EQ 1, there is convergent evidence from a range of sources to indicate that the new EU strategic orientations will start to translate into funding as the new MFF gets underway. Precisely when funding targets will be met is difficult to predict. For the moment, various factors have limited mainstreaming and made it variable across beneficiary partners as well as across sectors. They include the absence of a clear medium-term strategic vision (also discussed under EQ 1), low priority

attached to Env. & CC by partner governments, competing EU priorities (especially those that arose after the 2015 “refugee crisis”), and EUD capacity constraints. That analysis is, however, made difficult by inadequacies in the Rio+ Marker system, which leaves scope for subjectivity in scoring the ‘significant’ marker and does not really address the quality of mainstreaming.

EU value added arises from a number of sources. One is its funding capacity that derives both from the sheer volume of EU support and the multiplicity of financing instruments and modalities at its disposal. Another source of value added has been the EU’s leadership role at global level and its ability to convene and coordinate regional and international partners. Notwithstanding challenges regarding Joint Programming, joint actions between the EU and European actors have been observed in most countries reviewed. EU MS and EFIs have played an important role in the delivery of EU support to Env. & CC in the regions under review. In the context of blending, which represents a growing share of the EU portfolio, the EU has continually developed its partnerships with EFIs (e.g., AFD³⁵, EBRD³⁶, EIB³⁷, KfW³⁸). While blending has contributed greatly to complementarity and synergies between the actions of European actors, there have been institutional differences between the EU and lending institutions. Issues have arisen between the partners in areas such as inclusion and monitoring, but they are increasingly being addressed in exchanges at Headquarter (HQ) level.

The approximation process and EU engagement in high-level dialogue has also given the EU unique leverage and a privileged position in policy dialogue on Env. & CC. However, the opportunities afforded by this position have not always been fully exploited. BS could have strengthened EU’s comparative advantages and fostered more integrated approaches to support Env. & CC. But, as further discussed in EQ4, the modality has not been used to support Env. & CC in the *Western Balkans* and, it covered Env. & CC mostly as a cross-cutting issue in the *Neighbourhood region*.

4.2.1 Mainstreaming of Env. & CC within the EU portfolio

Despite improvements, Env. & CC remains insufficiently mainstreamed in EU support

Despite increasing efforts to integrate Env. & CC in EU external action in the *Enlargement* and *Neighbourhood region* portfolios, the share of spending related to Env. & CC in ENI and IPA funding remained low in the period 2014-2020.

Figure 6 shows the evolution of IPA and ENI spending with the ‘Aid to environment’ and ‘CC Policy’ markers³⁹ ‘main’ or ‘significant’. In average, only 8% of IPA funding in 2014-2020 had the ‘Aid to environment’ policy marker scored as ‘main’. A same level is observed for ENI funding. The integration of Env. & CC in interventions that are not primarily focussing on Env. & CC was higher in the *Enlargement region* (28% for the ‘Aid to environment’ marker) than in the *Neighbourhood region* (18%). Taken as a whole, the data do not indicate a clear upward trend in climate spending under the IPA and ENI instruments during the period under review.

This evaluation provides a more nuanced picture than the recent European Parliament’s DG for Internal Policies (DG IPOL) study ‘Documenting climate mainstreaming in the EU budget’⁴⁰ which, based on figures indicated in multi-year programming documents, states: “For climate action, IPA expenditure has increased from around EUR 88.6 million in 2014 to around EUR 268 million in 2020, with a peak annual investment of EUR 379 million in 2018 (...) ENI expenditure has increased over threefold during the 2014-2020 funding period – from around EUR 185 million in

³⁵ Agence Française de Développement.

³⁶ European Bank for Reconstruction and Development.

³⁷ European Investment Bank.

³⁸ Germany’s Development Bank („Kreditanstalt für Wiederaufbau” in German).

³⁹ The 2016 update of the ‘OECD DAC Rio Markers for Climate Handbook’ provides detailed information on the DAC’s statistical markers on environment, and CC mitigation and adaptation. It is available here: https://www.oecd.org/dac/environment-development/Revised%20climate%20marker%20handbook_FINAL.pdf

⁴⁰ European Parliament’s DG IPOL (2020): Documenting climate mainstreaming in the EU budget - Making the system more transparent, stringent and comprehensive.

2014 to around EUR 626 million in 2020.” The difference between that study and this evaluation is largely due to the time lag in implementing the decisions made in EU annual programming and overall delays in the implementation of EU support to Env & CC (see EQ4). As already pointed out in answering EQ 1, there is convergent evidence – from document review, interviews, and the eSurvey⁴¹ – that the new strategic orientations under the European Green Deal will have effects on the level of EU funding going to Env. & CC in the next MFF.

The overall low spending during the period under review is partially explained by the fact that EU programming related to Env. & CC has competed with other policy priorities since 2014. In particular, the outbreak of the European migration and refugee crisis in 2015 led to a significant amount of IPA and ENI funding being allocated to migration/refugee-related interventions. Three components of the EU portfolio in the regions under review became particularly prominent⁴²: i) the EU Regional Trust Fund in Response to the Syrian crisis (EUTF Syria⁴³); ii) the EU Emergency Trust Fund for Africa and its North Africa Window; and iii) bilateral programming with Turkey⁴⁴. While Env. & CC is not absent in migration/refugee-related interventions financed under these three components, it has not been a major focus⁴⁵. Consistent with this, funding going through the two migration trust funds have been marked by EU staff as not targeting Env. & CC.

⁴¹ The eSurvey results indicate a clear increase in the integration of Env. & CC in EU programming in recent years (see Annex 4).

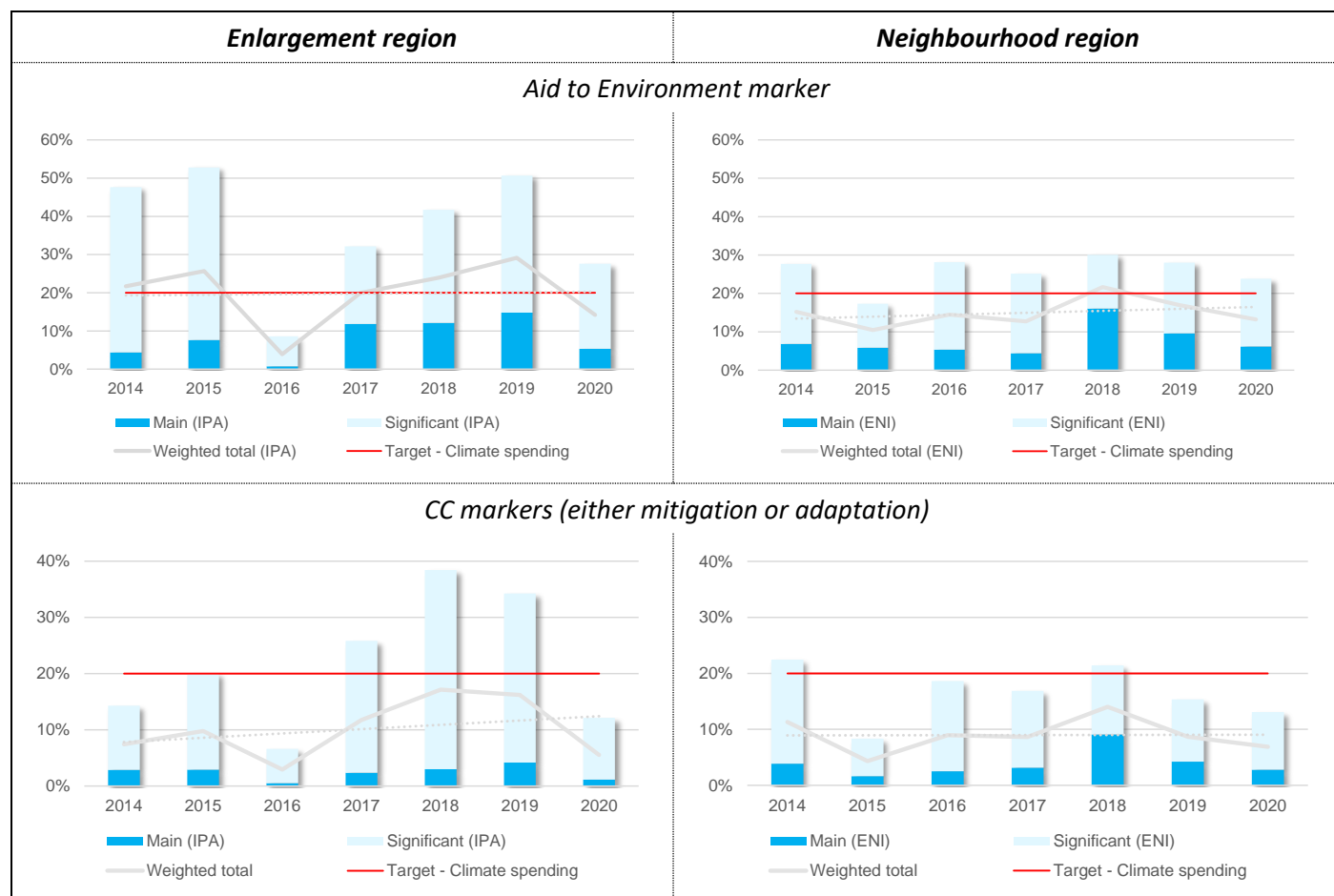
⁴² The EUTF Syria represented 9% of all IPA commitments in 2017.

⁴³ The EUTF Syria is referred to by certain stakeholders as the ‘Madad’ Trust Fund.

⁴⁴ The EU support to UNRWA also represented important amounts not marked as having integrated major Env. & CC issues during the period under review, but this component of the EU portfolio was less prominent in terms of funding than the other three.

⁴⁵ For instance, there is no mention of Env. or CC in the Results Framework of the TF and there is very limited reference to Env. or CC in reporting and monitoring documents on the Madad Trust Fund such as the Result-Oriented Monitoring (ROM) summary 2018-2021.

Figure 6 Evolution in IPA and ENI funding according to the ‘Aid to Environment’ and ‘CC’ Rio Markers



Source: Evaluation team’s calculation based on data extracted from the EU Dashboard.

Note: The weighted total applies the rule recommended by the OECD-DAC⁴⁶ regarding the tracking of Env. & CC spending – i.e., 100% of the amount for interventions marked as ‘main’ and 40% of the amount for the ones marked as ‘significant’.

Varying quality of mainstreaming in sector interventions

The degree and quality of mainstreaming has varied across sectors and countries.

The evidence gathered through the case studies (see Volume II) and interviews carried out both at country and HQ level suggests that the varying quality of mainstreaming in sector interventions is mostly explained by: i) insufficient mainstreaming in ‘upstream programming’ (i.e., multi-annual programming at the start of the funding cycle and mid-term updates), an issue to be linked to the lack of a clear medium-term vision on programming priorities in this thematic area; ii) limitations related to some partner country contexts, where Env. & CC issues often are not high on the policy agenda (see also EQ1), and iii) limitations in EU internal capacity, including a lack of time for EU staff (especially managers in EUD) to adequately integrate Env. & CC in sector interventions and a gap in knowledge about CC mainstreaming, which is newer than environmental mainstreaming⁴⁷.

The financial analysis carried out by the team and the findings of the case studies (see Volume II) show that transport and agriculture and rural development have been the sectors where the strongest integration of Env. & CC has been observed.

⁴⁶ Organisation for Economic Co-operation and Development Assistance Committee

⁴⁷ First guidelines on environmental mainstreaming of the EC’s DG in charge of External Relations were produced in the 1990s (e.g., 1994 Guidelines for Environmental Impact Assessment). The first guidelines related to CC mainstreaming were produced in 2009-2011. Concepts such as green economy, circular economy and the greening of public procurement were gradually integrated in these guidelines in the 2010s.

Env. & CC has also been well integrated in Cross-Border Cooperation (CBC) interventions.

EUD staff consulted in this evaluation (mostly staff working directly on Env. & CC issues) are aware of the latest EU guidelines on Env. & CC mainstreaming⁴⁸, but applied them in varying degree. The Guidance document comes with a set of resources available online and which include: i) Sector notes for the integration of Env. & CC; ii) Quick Tips to integrate Env. & CC in specific sectors; iii) Sample ToR for the key mainstreaming tools such as Country Environmental Profiles, Strategic Environmental Assessments (SEA), Environmental Impact Assessment (EIA) and Climate Risk Assessments. Some tools presented in the Guidelines (especially SEA) have been used in the *Enlargement* and *Neighbourhood regions*, but not systematically. The Guidelines make only very few references to ENI and IPA, and all illustrative cases and good practices presented relate to interventions managed by DG INTPA in countries outside the regions under review here.

Interviews with EU staff and eSurvey results (see Annex 4) show that, in recent years, the clear strategic orientations established in the context of the European Green Deal and enhanced sharing of information on tangible cases of Env. & CC mainstreaming at sector level proved to be much more useful to strengthen the integration of Env. & CC in new interventions than adjustments made in EU internal templates⁴⁹.

The EU relied on EFIs' safeguards systems to minimise the environmental risks of the investment projects supported through blending. These systems ensured the integration of specific risk mitigation measures in the design of the investment projects reviewed (mostly projects supervised by large EFIs). However, the team was not in a position to verify the way in which risks were monitored during/after implementation nor to examine the safeguards systems of all EFIs with which the EU has worked in the regions under review.

The EU has also provided support to improve Env. & CC mainstreaming in national countries systems in the regions under review. In particular, the improvement of legal systems related to SEA and EIA has been supported through two consecutive regional programmes and monitored within the Eastern Partnership framework⁵⁰.

Various challenges in monitoring mainstreaming

The monitoring of the integration of Env. & CC in EU external action in the regions under review has been limited.

There have been specific difficulties related to the application and use of the system in place for tracking spending related to Env. & CC⁵¹. In particular, the second-rank ('significant') scoring in the OECD-DAC Rio Marker system leaves wide room for subjectivity, which, as observed in this evaluation, leads to both inclusion and exclusion errors. There are two other elements that limited the use of the tracking system beyond general financial monitoring: i) the system does not provide any indication on the degree and quality of the integration of Env. & CC; and ii) it does not provide much information on the likely contribution of the

⁴⁸ EU (2016): Integrating Env. & CC into EU international cooperation and development. Tools and Methods Series Guidelines Nr 6.

⁴⁹ Several EU staff consulted through interviews and the EU survey also indicated that the format of the templates used for EU programming and the design of new interventions does not have a major influence on the quality of Env. & CC mainstreaming, although some complained about too "sophisticated" template.

⁵⁰ The EU has also supported the use of the OECD set of Green Growth Indicators in several EaP countries, including Ukraine. Findings related to EQ5 in section 4.5 provide further details on EU support to the strengthening of the policy and legal framework in partners countries.

⁵¹ More generally, the 2020 Environmental Compliance Approvals report on 'Tracking climate spending in the EU budget' highlights a tendency towards overestimating climate spending across the whole EU budget.

interventions to the achievement of Env. & CC goals⁵². The limitations become more acute in the case of CCA, as CCA needs are to be found in almost every sector. Moreover, it may be difficult to precisely assess the extent to which infrastructure projects with environmental aspects (e.g., water management, wastewater treatment, solid waste management) overlap with CCA⁵³.

While it has carried out a few ad hoc mapping exercises focussing on its support to Env. & CC in specific regions during the period 2014-2020, the EU has not carried out systematic analyses to better understand the composition of its Env. & CC portfolio, support synergies within it and identify funding gaps. Mechanisms to closely monitor the contribution of IPA and ENI funding to the attainment of EU funding targets related to Env. & CC and hold accountable relevant EU staff (incl. senior management) on progress in this area have been lacking. The absence of close monitoring and accountability mechanisms related to mainstreaming is likely to have contributed to the low spending level and varying quality of mainstreaming observed above.

The case of the WBIF illustrates some of the inconsistencies observed in way the Rio marker system has been applied in the EU portfolio. A large part of IPA funding was channelled through the *Western Balkans Investment Framework* (WBIF) to co-finance, in the form of 'blending operations', mostly infrastructure projects, especially in the connectivity (transport and energy) area – see Box 4. In the EU internal database, the use of Rio Markers for the funding going through WBIF has been inconsistent⁵⁴. The team could not identify any explicit linkages between the way the tracking system was applied in the context of the WBIF and the multilateral development bank approaches to climate finance tracking⁵⁵.

Although it was not possible to perform a detailed analysis of Env. & CC integration in the WBIF portfolio, a few observations can still be made. As highlighted in the mapping carried out by the evaluation (see Annex 3), environment represents 7% of the WBIF grants portfolio and 20% of the WBIF loans portfolio. Moreover, the evidence gathered through interviews and the country case studies (see Volume II) suggests that, although the degree and quality of Env. & CC mainstreaming in the WBIF sector interventions has been variable, overall, it has increased during the period under review, in line with the increased commitments of EFIs to step up efforts in this area (see Box 4).

Box 4 *Blended finance and Env. & CC mainstreaming*

Blending combines EU grants with loans or equity from public and private financial institutions. The EU adds value by providing grants that make the loans possible (e.g., if International Monetary Fund rules demand certain minimum levels of concession); enable larger and more viable investment

⁵² Strategies pushing for Env. & CC be mainstreamed in all actions, while laudable as such, increases the risk that actions with only marginal Env. & CC content are marked as 'significant'. Looking at financial amounts, this could have important implications. Indeed, the integration of a small renewable energy component in a large infrastructure project could lead to mark this project as 'significant', but, even applying the 40% rule suggested by the OECD, the large amounts that would be marked as 'climate spending' could be misleading regarding the actual contribution of the project to the objective of reducing GHG emissions.

⁵³ For the marker system related to CCA, the 'OECD DAC Rio Markers for Climate Handbook' gives the following broad guidance: "An activity is eligible for the CCA marker if: a) the CCA objective is explicitly indicated in the activity documentation; and b) the activity contains specific measures targeting the definition above. (...) An activity can be marked as significant when the objective (CC mitigation or adaptation) is explicitly stated but it is not the fundamental driver or motivation for undertaking it. Instead, the activity has other prime objectives but it has been formulated or adjusted to help meet the relevant climate concerns."

⁵⁴ CC was systematically marked as 'significant' as of 2019, but mostly marked as 'not targeted' before that year. There is also no clear logic regarding why some interventions were marked as significant for CCM and why other were marked as significant for CCA.

⁵⁵ See, for instance, <https://www.ebrd.com/2020-joint-report-on-mdbs-climate-finance>

operations to be made; provide TA and other support to improve project quality, increase pilot innovations, bridge information and market failures; and support projects with high externalities and substantial public goods.

A common use of grants is to support the incorporation of higher environmental standards and CCM objectives. Project Design and specification is the responsibility of the national partner and the lead international finance institution. If national systems are not used, the finance institution will decide whether and how SEA, EIA, Communications Regulatory Agency and other tools will be used.

The EUDs and EU competent services are systematically consulted in the blending application process. As highlighted in the EU's 2016 Guidance note on Integrating Env. & CC into EU international cooperation, the EU can support mainstreaming in blending by:

- ensuring that national systems for environment and climate assessment are made use of or improved;
- commenting on the extent to which project design promotes opportunities to improve environmental and CC performance (both adaptation and mitigation);
- seeking opportunities for blending projects to complement and support wider EU policy objectives on environment, CC and sustainable development – especially if the EU is providing support to the same sector through geographic or thematic instruments;
- reviewing monitoring reports from the perspective of environmental and climate performance;
- exploring opportunities to encourage action, investments and complementary measures that promote investments' environmental and CC relevance;
- ensuring appropriate use of indicators to monitor Env. & CC impacts.

In the *Enlargement and Neighbourhood regions*, the two main blending partners of the EU have been EBRD and EIB. During the period under review, both institutions have increased their efforts to strengthen Env. & CC mainstreaming in their portfolios. In 2015, EIB adopted a Climate Strategy, which was updated in 2017 and 2020. From 2015, EBRD also adopted a number of approaches and initiatives related to CC such as the Green Economy Transition approach, which was updated in 2021⁵⁶.

Source: Interviews and various documents, including EU's 2016 Guidance note on Integrating Env. & CC into EU international cooperation, and EBRD and EIB strategy documents.

4.2.2 Integrated approach in EU support to Env. & CC (JC 2.1)

Good complementarity, though only some synergies between Env. & CC interventions

There is overall good complementarity within the EU portfolio, but only some synergies between Env. & CC-focussed interventions, including between country-level and regional interventions.

Regional and multi-country financing mechanisms offered opportunities to complement EU-funded bilateral interventions. In particular, they focussed on bottom-up approaches addressing sustainable infrastructure needs at the level of Local Authorities (LAs) (e.g., E5P⁵⁷, CoM-East⁵⁸), and local initiatives (e.g., under CBC and macro-regional strategies), including activities on environmental conservation. Multi-country programmes (including CBC) complemented bilateral ones by giving the EU and its local partners tools to address environmental problems that are inherently regional or cross-border in nature.

However, in the countries reviewed, instances where EU support relied on a portfolio of mutually reinforcing interventions (i.e., instances where synergies were achieved within the EU portfolio) remained limited. Linkages between the support provided in the context of 'macro-strategies' and IPA bilateral interventions in the area of Env. & CC have been weak due to the multiplicity of national/local actors

⁵⁶ In 2015, EBRD also launched (with EU support) the FINTECC programme to promote the use of 'climate technologies' in companies operating in some Enlargement and Neighbourhood countries, and, in 2016, EBRD launched a pioneering urban sustainability programme, 'EBRD Green Cities'.

⁵⁷ Eastern Europe Energy Efficiency and Environment Partnership (E5P) programme, launched in Ukraine in 2014, and extended to Armenia, Georgia and Moldova, Belarus in 2017, and Azerbaijan in 2019.

⁵⁸ Covenant of Mayors (CoM) East initiative launched in 2016.

involved, a lack of clarity on the role of main stakeholders and the limited human resources in EUDs⁵⁹.

Some linkages between national and regional interventions have been visible in the *Western Balkans* where, in particular, bilateral interventions have been complementary to the support provided through the *Western Balkans* Investment Facility (WBIF) and regional interventions such as the Environment Partnership Programme for Accession (EPPA) and the Environment and Climate Regional Accession Network (ECRAN)⁶⁰ (e.g., *Kosovo*).

In the *Neighbourhood region*, some linkages between bilateral and regional programmes can also be observed (e.g., Switch-MED), but, overall, synergies have also remained limited in the region. Synergies within EU support have been most visible between Env. & CC-focussed interventions and EU broader engagement in policy dialogue (e.g., *Ukraine*).

In both regions, the EU has provided substantial support in governance areas such as the Rule of Law and Decentralisation⁶¹. Although explicit linkages with Env. & CC interventions were limited, the support provided in these areas has been highly relevant to address the funding gaps on Env. & CC (e.g., by creating a more attractive environment for investment and business development, by strengthening the capacity of LAs to raise and manage funds) and address specific issues (e.g., law enforcement) that are hampering the effectiveness of the EU-funded interventions focussing on Env. & CC (see EQ5 and EQ6).

Box 5 *Good practices – Linkages between national and regional interventions in the Western Balkans*

Good practices 

In *Kosovo**, ECRAN assisted the beneficiaries in exchange of information and experience related to preparation for accession until 2016⁶². *Kosovo* benefited from ECRAN regional assistance in the areas related to Env. & CC investments, transposition and implementation of environmental and climate law, compliance and enforcement, local and regional initiatives, climate

EPPA⁶³ builds on ECRAN work and seeks to be a major driver of reform and development in environmental governance through compliance with the EU environmental acquis. It focusses on strengthening the implementation of the EU environmental acquis in areas relevant for addressing trans-boundary environmental issues. Evidence shows that there is a

⁵⁹ For instance, in the case of EUSAIR, there were obstacles that limited linkages between EUSAIR and national programmes supported through IPA funding. In particular: i) there are few incentive mechanisms to ensure that national programming supports EUSAIR and little consideration or awareness that it could help to meet national objectives; ii) despite a growing understanding of the programme by stakeholders, national partners (e.g., National IPA Coordinator (NIPAC)) and EUD staff are still not fully aware of the role they can play in the programme; iii) there is scope for linking EUSAIR more explicitly to the Enlargement process; iv) many national strategic documents were agreed upon prior to the introduction of EUSAIR, thus while national aims are quite often compatible with EUSAIR, there are few intrinsic links between the national and macro-regional strategies. Moreover, while the EUSAIR themes are often covered by programming documents, they are not explicitly mentioned.

⁶⁰ Through ECRAN, the EU has offered the enlargement countries a framework to establish and strengthen their capacity to engage in the environmental alignment process. ECRAN provided assistance for transposition, implementation and enforcement of the environmental and climate action legislation (EU *acquis*).

⁶¹ See the 2019 Evaluation of EU support to Rule of Law and the 2020 Evaluation of EU support to LAs.

⁶² ECRAN aimed at providing a framework to establish, strengthen and improve the capacities to deal with implementation challenges.

⁶³ See <https://eppanetwork.eu/project/>

action, water management, waste management, air quality, industrial emissions, nature protection, EIA/SEA, Non-Governmental Organisation (NGO) support and public participation. It included an environment component, a climate component and support to NGOs.

good level of understanding on objectives of regional support such as EPPA and their contributions to national efforts. In the case of *Kosovo* there are political limitations on *Kosovo's* full involvement in such regional projects.

▀ See *Kosovo case study (Volume II)* for further details

4.2.3 EU added value (JC2.2)

Close coordination on Env. & CC between European actors, enabling stronger pooling of resources

There has been very good coordination between European actors (EU, EU MS and EFIs) on Env. & CC issues at partner country level. Inter-service collaboration within EU institutions has also worked well.

EU support to Env. & CC has benefitted from well-functioning mechanisms for inter-service collaboration and active involvement of line DGs at various levels, including in policy and political dialogue at country and regional level, provision of technical feedback during programming (e.g., comments on programming documents or Action Documents of new interventions) and management of specific financing instruments covering Env. & CC issues such as IPARD.

Notwithstanding challenges regarding Joint Programming, joint actions between the EU and EU MS have been observed in most countries reviewed. Well-established division of roles for donor coordination between the EU and EU MS were already in place before 2014 and the EU has continued playing a key role in this during the period under review. Examples are *Georgia* and *Tunisia*. As highlighted in the mapping carried out in this evaluation (see Annex 3), EU MS technical agencies have played an important role in delivering EU support to the *Enlargement* and *Neighbourhood regions*.

Regarding blending operations, which represent a growing share of the EU portfolio, the EU has continually developed its partnerships with EFIs (e.g., AFD, EBRD, EIB, KFW) during the period under review. While blending has contributed greatly to complementarity and synergies between European actors, it must keep in mind that there are fundamental institutional differences between the EU, a grant-making institution, and some EFIs, which are lending institutions. Some challenges relating to, for instance, monitoring of results⁶⁴ and inclusiveness issues⁶⁵ have been encountered during the period and are being addressed, although dialogue on these horizontal issues has fluctuated depending on the persons involved.

⁶⁴ See 2021 (OECD): Evaluating financial and development additionality in blended finance operations. OECD Development Co-operation Working Papers (available at <https://www.oecd.org/dac/evaluating-financial-and-development-additionality-in-blended-finance-operations-a13bf17d-en.htm>)

⁶⁵ The 2020 Evaluation of EU external action in the area of GEWE notes: “*There has been very limited integration of a gender perspective into EU blending operations so far. (...) Gender mainstreaming in blending operations has also been strongly hampered by the persisting low degree of gender mainstreaming in the IFIs institutional environment, which IFIs are themselves increasingly aware of.*”

Good practices 

In *Georgia*, European actors (EU, EU MS and Switzerland) established the EU+ Joint Approach to Programming in order to carry out joint analysis for the period 2017-2020, with the ultimate goal of ensuring better coordination of their aid and improve the efficiency and effectiveness of their programming. The Joint Strategy is structured along the Government's six thematic sectors which are presented as sector fiches setting out joint analysis of development gaps and reform bottlenecks, common goals for EU+ assistance in the respective areas and areas where there is particular interest and potential for coordinated policy dialogue.

For instance, the sector strategy fiche on Sustainable Use of Natural Resources describes ongoing national reforms, objectives of national policies and strategies, sub-sector challenges to be addressed and proposed EU+ response. These include sector context and assessment of the *Georgian* Government's policies/strategies/ interventions, as well as an overview of current and planned donor sector engagement per sub-sector.

▀ See *Georgia case study (Volume II)* for further details

Strong EU added value

There has been strong EU added value in EU support to Env. & CC

In some cases, the EU has heavily relied on the technical expertise of European actors (EU MS and EFIs) to design and implement interventions in the area of Env. & CC. However, in most countries analysed, there has been strong EU added value in the support to Env. & CC. This has also been confirmed by the responses to the eSurvey (see Annex 4).

Beyond the EU's leadership role at global level, including the image it successfully promoted of leading by example, the EU added value has mainly evolved as a convening power (e.g., *Kosovo, Serbia, Tunisia*), its funding capacity (e.g., *Egypt, Ukraine*) and its role in policy dialogue on broader cooperation issues (e.g., *Tunisia*).

The approximation process and EU engagement in high level dialogue has also given the EU unique leverage and a privileged position in policy dialogue on Env. & CC. However, the opportunities offered by this position have not always been fully exploited. BS could have strengthened EU's comparative advantages and fostered more integrated approaches to support Env. & CC. But, as further discussed in EQ4, the modality has not been used to support Env. & CC in the *Western Balkans* and, it covered Env. & CC mostly as a cross-cutting issue in the *Neighbourhood region*.

Some persons consulted have also highlighted that, compared to other international actors, the EU is seen by an impartial and sincere partner by national stakeholders.

Good practices 

In *Ukraine*, the EE4U programme, which contributed to the establishment of a national fund on EE, is a good example of how the cooperation between the EU and

The EU, through its convening power and the provision of direct financial contributions, helped to mobilise national and international actors to establish the Fund. As

EU MS can contribute to achieving common objectives relying on the European actors' respective comparative advantages. Germany played an important role in launching efforts at the origin of the Energy Efficiency Fund (EEF) and plays an active role in the supervision of the Fund.

part of the EE4U programme, a specific Twinning programme involving EU MS (esp. Austria) has helped building capacities of key national institutions in the area of RE.

▀ See *Ukraine case study (Volume II)* for further details

4.3 EQ3 - Coordination and partnerships at national/regional level

To what extent has EU support strengthened partnerships with non-European actors in the area of Env. & CC at national and regional level?



Summary answer to the EQ

The EU has actively participated in coordination with national and international stakeholders, leading, in some cases, to positive effects on coherence and complementarity. EU support, including through policy and political dialogue, has also added value to what IOs could have achieved on their own related to Env. & CC. The EU has added value to the cooperation in the area of Env. & CC through the leverage exercised as a leading actor in policy dialogue, its role in donor coordination, its partnership with CSOs, and in many – but not all – cases simply due to its position as the largest European donor in terms of funding volume. Partnerships with IOs and IFIs offered benefits and have been promoted by the EU, not least for leveraging investments in infrastructure, with EU providing complementary grants and policy dialogue (see EQ2 for details on partnership with European actors).

However, there has been little investment in joint learning, and the multiplicity of actors in the area of Env. & CC has complicated the potential for synergies and efforts to ensure ownership at national level. While some coordination mechanisms covering Env. & CC exist at country level, the degree and quality of these mechanisms varied greatly from one country to another. In most cases, existing mechanisms do not achieve their full potential to make an effective contribution to policy monitoring and joint development of strategy and guidance for the implementation of national partners' commitments in the area of Env. & CC. A major challenge is that the effectiveness of these efforts has been critically dependent on those of other actors, in particular partner governments. The EU has tried to engage with a variety of central government actors to ensure greater coordination and enhance policy reforms. But, in many cases, it failed to do so because of the low political weight of EU counterparts and weak government structure and institutional capacity.

LAs and CSOs, both vital actors in Env. & CC, have received substantial support from the EU, but have been insufficiently involved under major bilateral interventions. In the latter case, one factor has been some governments' reluctance to engage in meaningful dialogue.

4.3.1 Coordination at national and regional level (JC 3.1)

An active engagement in donor coordination and country-level policy dialogue...

The EU has ensured a good degree of coordination with national and international partners and EU support has built on and strengthened existing coordination frameworks related to Env. & CC at national and regional level.

While the degree to which formal national coordination mechanisms have functioned has varied from one country to another, the evidence gathered in this evaluation provides an overall positive picture on the EU involvement in country-level policy dialogue and coordination mechanisms. A clear majority of eSurvey

respondents was (to some or great extent) of the view that the EU has actively engaged in policy dialogue with national authorities (see Annex 4). Interviews have shown that this engagement has increased since the adoption of the European Green Deal. In the *Western Balkans*, in the context of the development of sector approaches since 2014, including the objective of fostering inclusive sector policy dialogue and coordination at national level, the EU has worked with relevant line ministries to establish dedicated SWGs on Env. & CC. SWGs meet in different formats, in particular: i) decision-making (usually twice per year), and ii) technical (once per month). The SWGs are embedded in the IPA programming and the EU Enlargement process but go beyond discussions strictly related to EU funds. The SWGs were also platforms that gave voice to the various donors, relevant state institutions and civil society to discuss sector development, the effectiveness of current policies, and the contribution of multiple donors to addressing national sector priorities.

In the *Neighbourhood region*, while there was no general common approach to coordination on Env. & CC at country level, in many cases the EU has ensured coordination through a broad range of formal and informal as well as regular and *ad hoc* mechanisms, sometimes directly related to specific projects.

In all regions under review, the EU has supported, including financially, a variety of platforms to support coordination between Env. & CC actors at regional level, recognising that Env. & CC issues are mostly of a cross-border nature. These platforms often derived from frameworks established in the context of Multilateral Environmental Agreements (e.g., Barcelona Convention in the Mediterranean region) or from specific cooperation frameworks established between the EU and its regional partners (e.g., the EaP in the Neighbourhood East, the Energy Community in the Western Balkans and Neighbourhood East).

EU support to efforts related to the strengthening and harmonisation of legal frameworks at regional level also contributed to increase coordination at regional level. For instance, this was the case with the EU4Climate in the *Neighbourhood East*, where the EU, through UNDP⁶⁶ and in partnership with the Energy Community Secretariat, the European Environmental Agency and the Environment Agency Austria, supported the analysis of national legislation and fiscal policies to achieve the alignment foreseen in Association Agreements (e.g., *Georgia, Moldova and Ukraine*) and Comprehensive and Enhanced Partnership Agreements (e.g., *Armenia*). In the Enlargement region, there have also been positive results in terms of regional coordination in the context of the EU EPPA.

...but there are persistent challenges to coordination at country level due to a multiplicity of actors, a lack of institutional capacities and a lack of ministerial leadership

In several cases, bottlenecks related to institutional capacity and lack of political will have limited the functioning and effectiveness of formal coordination frameworks at country level (see also EQ5).

The country case studies (see Volume II) present evidence for the lack of national authorities' involvement in leading donor coordination mechanisms in the field of Env. & CC. A common obstacle in all countries reviewed has been the high number and diversity of national/local actors involved in Env. & CC, including the multiplicity of line ministries, combined with an absence of overall leadership. For instance, in *Egypt* more than one ministry has responsibilities for managing water resources. In several cases, the low political weight of certain line ministries and persistent low awareness of the urgency of the policy measures needed limited the leadership role played by line ministries in coordination frameworks (including inter-ministerial cooperation). While the EU has been aware of these issues, it has been unable to effectively address them.

⁶⁶ United Nations Development Programme

As mentioned above, in the *Western Balkans*, the EU actively supported the development of sector approaches to Env. & CC needs which, through the establishment of SWG and the strengthening of investment frameworks, has contributed to enhance coordination between national actors (including civil society). Despite improvements, weak institutional capacity and lack of clarity on the role of certain actors (e.g., CSOs) have limited the full participation of all actors in these processes (e.g., *North Macedonia*). Moreover, several national investment frameworks (e.g., *Kosovo, Serbia*) are still too weak to foster coordination and joint planning. In one country (*Serbia*), worsening relations between Government and civil society has made it difficult to include CSOs in dialogue, which has plausibly led to difficulties in mainstreaming issues such as gender and youth in Env. & CC (see also EQ 1).

In the *Neighbourhood region*, the political context (e.g., *Tunisia, Lebanon*), weak institutional capacities in the leading national institutions (e.g., *Egypt*) and persistent low awareness of the urgency of Env. & CC policy measures needed have hampered efforts of coordination at national level. Coordination was rather reduced to *ad hoc* exchanges of information with limited pro-activity in terms of adjustments and adaption to each other's engagements. In the *Neighbourhood region*, EU-supported regional programmes (e.g., Switch-MED) have also found it difficult to promote coordination on the ground and linkages with other initiatives supported by IOs and other donors. In the *Enlargement region*, the European Union Strategy for the Adriatic-Ionian Region (EUSAIR) has had limited impact on the regional dialogue frameworks, although there is evidence that the macro regional strategy facilitated synergies between country-level policies and helped countries to better understand the big picture at the policy level.

Box 8 *Coordination at national and regional level - Specific examples from case studies*

In *Kosovo*, the EU and the Ministry of Environment and Spatial Planning worked together to develop a national SWG for Env. & CC in 2014. However, due to low administrative capacities and the low level of understanding of the process, the evidence gathered so far indicate that the SWG does not function properly.

In *North Macedonia*, the overall institutional set-up promoted by the EU, including the SWG on Env. & CC, supports ongoing and planned sector reforms with clear responsibilities allocated to the relevant national authorities. However, recent EU reports highlight the importance of continuing the strengthening of national administrative capacity to guarantee policy steering, including the full implementation of the strategies and legislation adopted.

In the *Western Balkans*, the EU has also contributed to the strengthening of regional coordination and networking platforms such as EU EPPA, which builds on a system of Working Groups and Working Sub-Groups covering five main thematic areas: i) EU Environmental Policy, ii) Waste Management; iii) Water Management; iv) Air Quality; v) Nature. The EU has also supported the work of the Regional Cooperation Council in the area of Env. & CC, which, beyond the EU and EU MS, includes partners from the Western Balkans and the United States⁶⁷.

In the case of Switch-MED (Neighbourhood South), while the first phase of the regional programme had a well-structured coordination structure and regular Steering Committee meetings, coordination between sub-components on the ground and with external stakeholders, including IOs/donors, has been weak⁶⁸. In general, there has been limited linkages between the many national, European and international financial programmes and support mechanisms at different levels (local, regional or national)⁶⁹.

⁶⁷ See also https://www.rcc.int/working_groups/20/working-group-on-environment

⁶⁸ Independent Terminal evaluation, Switch-MED demonstration and networking components, p. 37.

⁶⁹ Rademaekers, K. Et Al. (2020): Circular economy in the Africa-EU cooperation – Continental report. P. 107.

Limited attention to LAs in major bilateral interventions

Support has been provided to LAs through dedicated interventions, but LAs have been insufficiently involved in some major bilateral interventions (see EQ1).

The recently conducted evaluation on EU support to LAs in Enlargement and Neighbourhood regions concluded that LAs find it difficult to attract and manage resources for much-needed energy and climate resilience actions through regional programmes (e.g., under the Covenant of Mayors⁷⁰). LAs are often also important, on the ground, (co-)implementors of sector and thematic policies formulated and supported by the EU at central level (e.g., environmental protection, including CC). However, there is only limited formal engagement and consideration of LAs when designing and implementing such policy support programmes.

Box 9

Focus on the Covenant of Mayors

In 2008, acknowledging the role of LAs, the European Commission (EC) launched the Covenant of Mayors (CoM) initiative to which the Joint Research Centre (JRC) has been providing scientific, methodological and technical support. The CoM has later evolved in 2015 into the Covenant of Mayors for Climate and Energy, stepping up the mitigation target (from 20 % of CO₂ emissions reduction by 2020 to the 40 % by 2030) and integrating two more pillars besides mitigation: i) adaptation; and ii) access to energy. In 2017, CoM developed into a global initiative, the Global Covenant of Mayors, bringing together the EU Covenant of Mayors and the Compact of Mayors. One of the peculiarities of the CoM, compared to other similar initiatives, is the participation of small and medium-sized towns with less than 50 000 inhabitants (90% from the total signatories). To translate the commitments into actions, signatory LAs commit to develop a Sustainable Energy and Climate Action Plan which includes a comprehensive set of actions that LAs plan to undertake to reach their climate mitigation and adaptation goals.

A recent assessment carried out by JRC underlines the interconnected nature of climate mitigation, energy efficiency actions and renewable energy sources adopted at the local level. The combination of effective urban energy policies and the coordination between national and local governments has been crucial for increasing the potential of mitigation of CC at that level. In general, the role of LAs in leveraging sustainable development and mitigation and adaptation measures is also key.

Source: JRC (2020) *Covenant of Mayors 2019 Assessment*.

Sustained efforts to involve CSOs

The EU has engaged with CSOs in a systematic way at both national and regional levels; however, CSOs still face important obstacles to engage meaningfully in policy development and implementation at partner country level.

The EU has made some efforts to involve CSOs in policy dialogue on Env. & CC in partner countries. Although the integration of Env. & CC in EU 'CSO road maps' has been uneven in the regions under review. In a few cases, EU efforts to involve CSOs have yielded positive effects, such as increased capacity of CSOs for monitoring and evaluation (e.g., *Ukraine*) or participation in local governance (e.g., *Tunisia*), greater influence in the policy dialogue to promote the integration of Env. & CC in other sectors (e.g., *Kosovo*) and improved coordination and information exchange at regional level (EaP platforms⁷¹, ECRAN).

In the *Western Balkans*, through EPPA, the EU supports regional cooperation of CSOs on environmental issues related to EU accession. The objective of the EPPA Working Group on CSOs is to build and strengthen civil society active in Env. & CC in

⁷⁰ In the Neighbourhood East, the CoM has increased its influence reaching close to 500 signatories. Various tailored programmes supporting LAs participation are being carried out under the CoM.

⁷¹ The Eastern Partnership Civil Society Forum (CSF) (and its national platforms) have had a strong voice and influenced the content of environmental and climate programmes. CSOs were also involved in shaping up the post-2020 Agenda (see for example: <https://eap-csf.eu/project/working-group-3-recommendations-on-eap-post-2020-priorities-on-environment-and-climate/>).

EPPA beneficiary countries through institutional strengthening and information exchange on EU environmental policy and developments in the enlargement policies. More generally, CSOs are also actively engaged on Env. & CC in dialogue mechanisms related to the Enlargement process.

However, the effectiveness of support to CSO involvement in reform processes under large bilateral interventions was often reduced by the low appetite of partner government to engage in this area (e.g., *Serbia* as described above). Only in a few cases, e.g., the recent EU GREEN intervention in *Egypt*, has the EU managed to embed such support in a broader bilateral intervention. Some limitations due to the diversity of organisations active in this area and the low degree of organisation of civil society around Env. & CC topics have also limited the possibilities to develop a partnership between the EU and CSOs at a more strategic level. The EU has taken this issue into account in its programming and supported these actors through calls for proposal.

4.3.2 Partnerships between the EU and IOs, including other donors (JC 3.2)

Strong partnerships on Env. & CC between the EU and IOs, incl. other donors

The EU has established strong partnerships with IOs and Development Banks; these actors were involved in EU support both as a channel for delivery and as partners providing support complementary to that provided by the EU.

A broad majority of respondents to the eSurvey are convinced that the EU has actively promoted synergies and complementarity with IOs (81%), domestic actors (e.g., CSOs, private sector) (71%) and national and LAs (e.g., 66%) (see Annex 4). According to interviews, there have been regular and productive exchanges between the EU (in particular EUDs) and IOs, especially at intervention level. In particular, there has been a good level of complementarity with the World Bank (e.g., *Ukraine*, several IPA beneficiaries in the *Western Balkans*) and UN agencies in areas such as circular economy (Switch-MED) and civil protection/disaster risk management (e.g., *Serbia*).

Partnerships with IOs and IFIs offered various benefits, not least for leveraging investments in infrastructure, with EU providing useful complementary grants and other types of assistance. The delivery of the support through Development Banks and UN agencies has also allowed the EU to benefit from dedicated and recognised technical expertise (e.g., *Serbia*) and, in some cases (e.g., *Neighbourhood East*), well-established networks in the areas of intervention. While EU MS financing institutions (e.g., KfW, AFD) have been willing to engage in support to broad sector reforms that entailed a strong political dimension (e.g., *Tunisia*), other EFIs (EBRD, EIB) have been more reluctant to do so although, generally, EIB is playing a significant role in some interventions (e.g., Egyptian Pollution Abatement Programme (EPAP) III in *Egypt*).

Better partnerships are needed to foster CC finance

Through its funding capacity, its political clout and its leadership role on Env. & CC issues at regional and global level, EU support has added value to what IOs, and Development Banks could have achieved on their own related to Env. & CC.

As discussed under EQ2, the EU is seen as a key global actor in the area of Env. & CC. According to interviews with national and international stakeholders, EU's added value has been particularly visible through EU's contribution to strengthening overarching (legislative) frameworks in the partner countries and its ability to bring other organisations and development partners along.

EU inputs have been an essential aspect of the joint initiatives it supported. This was especially the case in its support to investment operations, where it has contributed to the attractiveness of the projects for all types of investors. Similarly, in *Egypt*, EU contribution has been essential to the feasibility of the investments related to the EPAP III, and has contributed to make investment attractive enough to both

industrial companies and banks. Without the EU support, it would be unlikely that the industrial companies would take the decision to invest in pollution abatement projects and, as a consequence, for the local commercial banks to provide attractive financing. In *Serbia*, the EU has played a pivotal role in donor coordination after the 2014 floods.

There is no evidence that EU support delivered through IOs has resulted in loss of EU visibility, though the EU visibility could be increased in the case of blending operations (e.g., WBIF in the *Western Balkans*) or in a few countries reviewed (e.g., *Tunisia*).

However, the good overall coordination between donors and the EU adding value in creating stronger partnerships with non-European actors have not helped to significantly reduce the profusion of funding mechanisms and donor overcrowding observed in certain sectors (e.g., the energy sector in some Neighbourhood East countries). Some observers also noted a tendency towards a fragmentation of international support to Env. & CC, including at EU level⁷².

Cooperation on monitoring, evaluation and research remains limited

There has been limited joint initiatives carried out with EU MS and non-European actors in the area of monitoring, evaluation and learning.

In the *Western Balkans*, the World Bank has been active in the implementation of technical studies that were used in the design of EU support. In the context of the development of NDCs (e.g., *Ukraine*), the EU and UNDP have relied on technical studies (modelling) carried out by EBRD to establish roadmaps for NDC implementation. In cases where EU support was channelled through EFIs or EU MS agencies, there has been a degree of joint learning among EU actors. For instance, in *Tunisia*, a ROM was carried out to better understand the reasons behind the delays in the implementation of DEPOLMED and Lake Bizerte activities carried out by the AFD and EIB. Avenues for improvements were discussed between the EUD and the partners to try and find common solutions to the difficulties observed on the ground (e.g., a re-allocation of fund for industrial depollution to other components such as wastewater treatment plant rehabilitation).

However, overall, there seems to be no systematic plan for joint learning activities in the area of Env. & CC at country or regional level. In some countries (e.g., *Serbia*), the problem was also linked to the fact that no systematic (ex-post) evaluations were carried out. More generally, there has been a dearth of monitoring and evaluation efforts to learn from past Env. & CC actions. There is no evidence that European actors have seized the opportunities of closer collaboration offered by the Team Europe initiatives to foster joint learning on EU support to Env. & CC.

4.4 EQ4 - Efficiency of the EU support

To what extent have the implementation choices made by the EU been appropriate to promote responsive, cost-effective and timely support to Env. & CC?



Summary answer to the EQ

EU support to Env. & CC has benefitted from well-functioning mechanisms for inter-service collaboration. HQ services provided inputs at critical moments and contributed well to enhancing the design of interventions developed at partner country level. Overall, guidance material and training were available for many aspects of the programming and design of EU interventions in the area of Env. & CC. An increase of guidance provided by HQ to support implementation of the Env. &

⁷² ECDPM (2021) : The EU budget and external climate financing : the state of play. Briefing Note No. 132.

CC strategies can be observed during the period under review. The main limitations on the use of guidance include EUD lack of staff time. In some instances, guidance material was not sufficiently tailored to the context and did not meet the needs of EUD staff for the design of interventions in relatively new areas calling for innovative approaches (e.g., circular economy) or particular contexts (e.g., fragile states).

EU support to Env. & CC has benefited from the EU's active engagement in policy dialogue and its efforts to strengthen national coordination mechanisms (see EQ3). However, the difficult context in many partner countries, including the lack of political will and weak institutional environment, combined with limited high-level dialogue on Env. & CC, has reduced the quality and depth of policy dialogue in this thematic area.

Clear rationales for choosing specific implementation modalities and channels for Env. & CC strategies implementation have been observed. IPA countries followed a mix of indirect and direct management modes for implementation of national envelopes. Twinning was used to deliver support in specific areas linked to the *Enlargement* process and where EU MS assistance was considered most effective to address issues arising from SAA commitments. Consistent with the nature of the modality, Technical Assistance and Information Exchange instrument (TAIEX) support has been largely needs-driven and delivered appropriate tailor-made expertise to address issues at short notice through workshops, expert missions and study visits. Blending has been a growing modality which allowed engaging in complex investment projects. Reflecting the low priority given to Env. & CC in bilateral programming (see EQ1) and the relatively new introduction of this modality in IPA programming, BS has not been used by the EU to support Env. & CC in the *Western Balkans* and, it covered Env. & CC mostly as a cross-cutting issue in the *Neighbourhood region*. This has arguably had a negative impact on the potential for policy dialogue, a non-spending EU external action for which BS is especially effective. BS is, in addition, a modality that the EU is unique, among donors, in its ability to provide.

Cost-efficiency considerations have been well integrated in the design of EU interventions and no evidence was found of efficiency loss due to duplications between IPA/ENI-funded interventions. Env. & CC interventions have faced frequent delays, especially in the start-up phases.

4.4.1 Adequate mobilisation of internal resources to engage in policy dialogue (JC 4.1)

The quality of guidance provided by HQ to support implementation of the Env. & CC strategies has improved

There was an increase of guidance provided by HQ to support implementation of EU support to Env. & CC during the period under review.

A large body of guidance material is available for programming and design of individual interventions in the area of Env. & CC.

Guidance on linking planning, programming and evaluation was published in 2016 by DG NEAR. It contributed to improving the process of logical framework implementation, focus on results management and thus improved design of programming documents including for Env. & CC-related support.

DG NEAR also developed approaches and tools and provided guidance on the identification, preparation and supervision of investment projects in the *Western Balkans* (e.g., SPP/NIC approach). However, as explained in EQ6, their importance for the implementation of the EU portfolio turned out to be lower than expected, and they ended being mostly used for very specific types of processes (e.g., project selection under the WBIF).

A number of seminars and training events covering Env. & CC-related topics were organised for EUDs and they were perceived by EUD staff as useful although some persons consulted highlighted that the quantity of training to EUD staff who are not Env. & CC experts was insufficient. During the period under review, the main 'Greening facilities' established for EU external action (e.g., Switch to Green Facility, Environment and CC Mainstreaming Facility – see Box 10) also covered the *Neighbourhood region*. However, these facilities and most of the available guidance resources were located at DG INTPA and, as mentioned in EQ2 in relation to

mainstreaming, available guidance often did not include examples from DG NEAR countries. According to some interviewees, this lack of specific country examples somewhat limited their usefulness. Moreover, some resources on specific thematic issues were not easily applicable in the specific local context. In particular, guidance for fragile states have tended to apply a “one size fits all” logic.

Overall, the mechanisms and financial envelopes available to access general guidance material and, where relevant, mobilise external Env. & CC expertise were adequate and easily accessible to the majority of EUDs. The main obstacle for EUDs has been the lack of time available. There have also been specific needs, which were not always covered, for guidance on technical topics. In particular, EUD staff consulted in this evaluation noted the lack of guidance or tangible examples on innovative approaches (e.g., EU industrial alliances, circular economy, green transport).

Box 10 Details on the EU ‘Greening Facilities’

DG INTPA was in charge of providing thematic guidance to EUD staff on Env. & CC during the period under review. A facility⁷³ was established in 2015 to contribute to increasing DG INTPA’s capacity to ensure mainstreaming of these topics in EU development cooperation and help achieve the target of at least 20% of the EU budget marked as Env. & CC-sensitive. The scope of this ‘Mainstreaming Facility’ was gradually broadened to cover more explicitly disaster risk reduction and include activities related to: i) raising awareness within EU HQ and EUD of the need for Env. & CC mainstreaming, and ii) strengthening technical capacities in this field. Greening Facility consultants were made available as required to provide assistance to EUDs and ‘greening trainings’ carried for EUD staff. In 2021, the scope of services of the facility was further expanded to cover DG NEAR countries and staff, and additional experts were integrated into the team.

The Mainstreaming Facility coordinated closely with other relevant facilities such as i) the Biodiversity for Life (B4Life) facility, which was launched in 2015 and had a focus on DG INTPA countries; and ii) the SWITCH to Green (S2Green) support facility which was launched in January 2016 and covered both the *Neighbourhood South* region and DG INTPA countries in Africa and Asia. The overall objective of the S2Green facility was to develop and foster effective dialogue and cooperation between the EU and developing countries on the transformation towards an inclusive green economy. More specifically, the action aimed at supporting the elaboration and implementation of the SWITCH flagship initiative through technical advice on green economy issues, support to coordination, and communication activities⁷⁴. Overall, the Facility i) provided assistance in the quality review of EU policies, plans (programming process) and actions (designing operations) promoting the green economy transition; ii) facilitated the dialogue, coordination and exchange of experiences on the green economy transition, between the EU and partner countries; iii) supported the monitoring and evaluation of the impact of EU development cooperation actions related with the green economy transition; and iv) promoted knowledge capacities enabling the green economy transition, by setting up, launching and updating the S2Green website⁷⁵, the Map of EU supported inclusive green economy projects⁷⁶ and the Cap4Dev Environment, CC and Green Economy Group, with information on inclusive green economy-related projects, tools, publications and events. The facility provided direct support to ten EUDs, including one in the Neighbourhood region (EUD to

⁷³ “Technical Assistance (TA) to the integration of environment, climate change and biodiversity into development cooperation” – so-called Interim Facility, which later became the “TA for Mainstreaming of environmental sustainability, including biodiversity, climate change and disaster risk reduction”.

⁷⁴ Charalambous, A & Norgaard, J. K. & Demolin, I. (2019): Final Technical Report of the TA for the SWITCH to GREEN Facility.

⁷⁵ www.switchtogreen.eu

⁷⁶ <http://www.switchtogreen.eu/map-of-projects/>, including an extended users’ access to the Green Growth Knowledge Platform (GGKP) database.

Palestine), notably with regard to the identification / formulation of actions related to the transition to an inclusive green economy⁷⁷.

Source: Action documents of EU Greening facilities.

Coherent line DGs' involvement in the implementation of Env. & CC strategies **EU support to Env. & CC has benefited from well-functioning mechanisms for inter-service collaborations.**

From the EUD perspective, HQ provided inputs at critical moments and contributed well to enhancing the design of interventions developed at partner country level. This included comments and feedback provided by DG NEAR's Centre of Thematic Expertise, within the 'Connectivity, agriculture, environment and regional development' Unit, on programming documents or Action Documents of new interventions. Line DGs (e.g., DG ENV, DG CLIMA, DG AGRI, JRC) have also been adequately involved through inter-service groups for the development of country-level or regional level (e.g., EPPA programme) cooperation strategies and of individual interventions.

Adequate resources were allocated to engage in policy dialogue **Overall, the resources allocated at EUD level have been adequate to engage in policy dialogue in the area of Env. & CC; however, EU engagement in policy dialogue faced important obstacles.**

Although, there have been a few cases where EU engagement in policy dialogue was not always extensive⁷⁸, in most countries reviewed, the EU has engaged in policy dialogue in a rather systematic way. Annual meetings regularly took place between the EU and its national partners, especially through SAA/Association Agreement meetings and sub-committee meetings.

In the *Western Balkans*, negotiations under Chapter 27 brought an important weight in policy dialogue focussing on Env. & CC. Moreover, there has been a visible increase in EU engagement in country level policy dialogue on Env. & CC in the region, especially after the adoption of the European Green Deal. According to all interviewees, the Green Agenda for the *Western Balkans* is likely to significantly influence policy processes in the future. The impact of the European Green Deal on EU programming in the Neighbourhood South region (e.g., *Algeria*) has been less visible so far.

Overall, the resources allocated at EUD level have been adequate to engage in policy dialogue in the area of Env. & CC. However, some EUDs (e.g., *Lebanon*⁷⁹) faced difficulties to overcome, with the resources available, the obstacles posed by the complex political and institutional context of the partner country to engage meaningfully in policy dialogue. During the period under review, some EUDs (e.g., *Tunisia*) managed to expand their operational section and reinforce their financing/ contracting section, which increased their capacity to engage in dialogue and manage more pro-actively its portfolio.

In many partner countries, as also highlighted in EQ3, national coordination mechanisms have not always been fully functional (e.g., lack of coordination and division of responsibilities between the Ministry of EU Integration and line ministries in *Serbia*), which has made the EU engagement in policy dialogue difficult. In some cases, informal policy dialogue (e.g., *Kosovo*) filled some gaps in national coordination mechanisms. But, in most cases, the difficult partner country context, including the lack of political will, combined with limited high-level

⁷⁷ Most specifically, in *Palestine*, the Facility supported the identification of experts requested by the EUD for an assignment concerning support to the transition to a Green Economy through enhanced energy efficiency

⁷⁸ An eSurvey respondent highlighted that “[In *Armenia*], the capacities of the EUD to engage in policy dialogue is largely limited. The influence is largely due to the support offered, which provides leverage to negotiate with the partner country. Additional policy dialogue takes place through implementing agencies” (see Annex 4).

⁷⁹ An eSurvey respondent noted: “[In *Lebanon*], engaging in a substantive and continuous policy dialogue was not done due to limited human capacities at EUD” (see Annex 4).

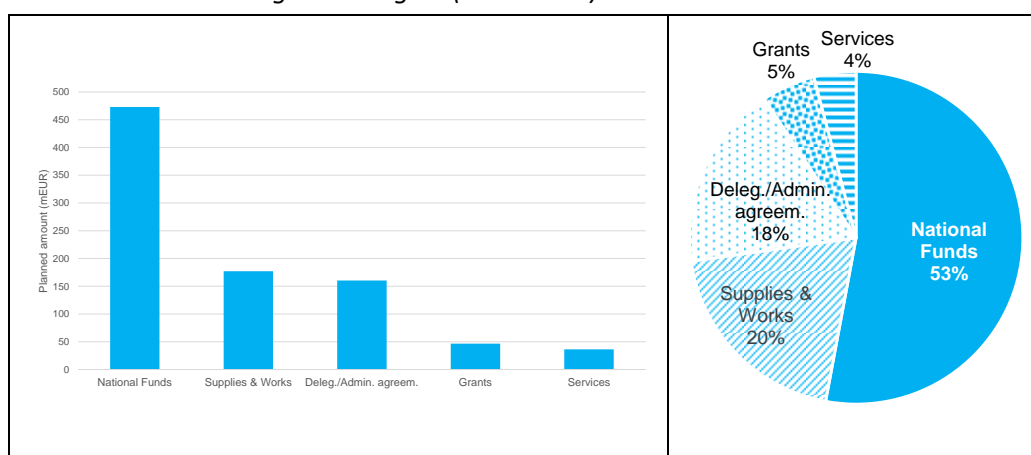
dialogue on Env. & CC, has strongly limited the quality and depth of policy dialogue in this thematic area. There is a perception among stakeholders consulted that the EU has the potential to influence the political attention given to Env. & CC at national level. However, several interviewees noted that, in some countries and certain areas such as environmental protection, the persistence of traditional mentalities (low sense of civic responsibility, disinterest in collective action, distrust of authority, etc.) along with weaknesses in governance and law enforcement, weakened the effectiveness of policy dialogue.

4.4.2 Choices of implementing modalities and channels (JC 4.2)

An adequate choice of modalities and partners can be observed Overall, there was a clear rationale behind choosing specific implementation modalities and channels for Env. & CC strategies implementation.

As shown in Figure 7, IPA support specifically targeting Env. & CC followed a mix of indirect and direct management modes. In some countries indirect management has been used for national-level implementation (e.g., SOP in *North Macedonia, Serbia*) and in other (e.g., *Kosovo*) it has been used in cooperation with EU-MSs and financial institutions including KfW, GIZ⁸⁰, and the World Bank.

Figure 7 EU support targeting Env. & CC - Overview of aid modalities in the Enlargement region (2014-2020)

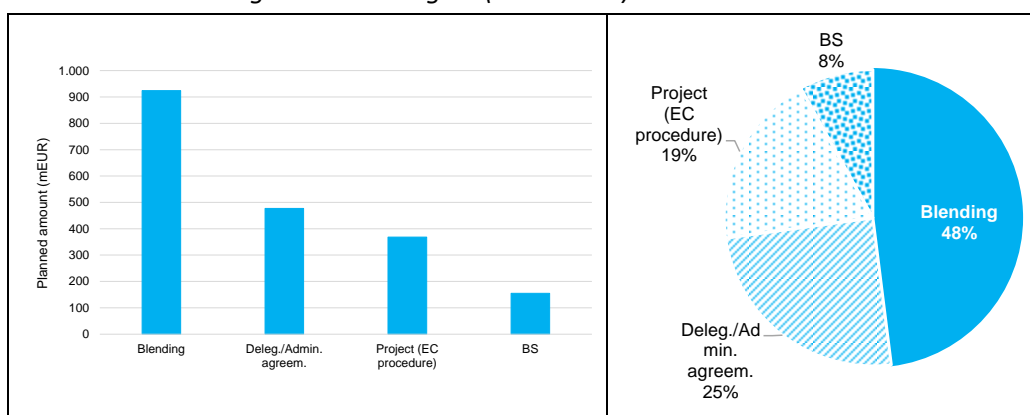


Source: Particip GmbH, based on CRIS data.

As shown in Figure 8, the EU heavily relied on the blending modality to channel its support in the area of Env. & CC in the *Neighbourhood region*. In many countries with smaller national envelopes for Env. & CC interventions, the blending modality was chosen to finance complex investment projects in relevant sectors (e.g., *Egypt*). In some countries (e.g., *Georgia*) there is an increase in indirect management with various development agencies active in the country (e.g., AFD, KfW, etc.).

⁸⁰ Deutsche Gesellschaft für Internationale Zusammenarbeit

Figure 8 EU support targeting Env. & CC - Overview of aid modalities in the Neighbourhood region (2014-2020)



Source: Particip GmbH, based on CRIS data.

In the case of regional strategies (e.g., EUSAIR) the approach chosen was to mobilise and align existing EU and national funding of relevance for the strategy objectives. EU funds such as the European structural and investment funds and IPA provide significant resources and a wide range of tools and technical options. In addition, INTERREG resources were mobilised (e.g., ADRION Programme) to support the governance and in part implementation of the strategy.

Twinning was used to deliver assistance in specific areas linked to the European perspective, where EU MS assistance is considered most effective, and was considered as a primary tool to address issues arising from SAA commitments (e.g., *North Macedonia, Kosovo*).

TAIEX support is largely needs-driven and delivers appropriate tailor-made expertise to address issues at short notice through workshops, expert missions and study visits. TAIEX support to Env. & CC is provided also via regional EPPA programme (IPA Multi-country support). However, TAIEX is a short term and rather *ad hoc* tool and as such it is difficult to assess the real impact of the instrument on overall reforms in a given country. It has to be seen in conjunction with other forms of EU assistance.

The delivery of EU support through the UN agencies built on the long track of the agencies record with CC issues and the United Nations Framework Convention on CC (UNFCCC) process and its access to expertise and networks in the region (e.g., Neighbourhood East). UN agencies have also good grounding in local issues for CC which helps reducing the time for implementation of tangible activities.

Overall, BS has not been a major modality used by the EU to provide targeted support to Env & CC. However, data on Env. & CC mainstreaming in BS⁸¹ shows a very different situation in the *Neighbourhood region* compared to the *Western Balkans*. Env. & CC has received significant attention in EU sector BS under ENI funding, but none under IPA. Beyond the relatively recent use of BS in IPA programming, this situation largely reflects the focus of BS programmes in both regions, with an emphasis on broad governance (including public administration reform and public financial management) and rule of law issues in bilateral programming in the *Enlargement region* and a strong attention to economic development issues (including Agriculture, Financial inclusion, Energy) in bilateral programming in the *Neighbourhood region*.

EU interventions have faced No evidence was found on efficiency loss due to duplications between IPA/ENI-funded interventions; but Env. & CC interventions have faced frequent delays, especially in the design phases.

⁸¹ Using the information related to the Rio Markers available in EU internal databases (see EQ2 for details).

frequent delays

Overall, cost-efficiency considerations have been integrated in the design of EU interventions in the area of Env. & CC. In the countries reviewed, no evidence was found on efficiency losses due to duplication between EU-funded interventions. Transaction costs, as perceived by various groups of stakeholders (especially national partners), did not seem to be of any major concern.

EU-funded interventions have, however, faced frequent delays. In all reviewed countries, delays in implementation have been observed due to the recent COVID-19 pandemic and were related to specific actions. However, except in a few cases (e.g., *Kosovo*), delays have not had any major negative effects on the attainment of the intended objectives.

In the *Neighbourhood region*, the main reasons for delays include: delays in procurement, inefficient inter-service consultations between line ministries, capacities of national authorities, LAs and state companies for infrastructure project implementation, low maturity of projects, quality of tendering documentation, large turnover of staff, long-term lags for technical documentation and the need for their review, problems with finding appropriate sites (for infrastructure). In *Serbia* an improvement in national administration capacities for strategic design, planning and project management was noted, although there is still a need for substantial assistance for project preparation facilities.

In the *Neighbourhood region*, the main reasons for delays include: lack of strategically prepared design, lack of technical capacities (for infrastructure projects), outdated parameters needing readjustments, slow administrative procedures, slow decision processes, tendering process (e.g., heavy control procedures under *Tunisian* rules), and lack of preparation of blending projects. A good practice was used by other donors to manage the risks of delays, namely to disburse the funds to the implementing partners once the infrastructure was in operation.

In the case of regional projects (e.g., EU4Climate, Switch-MED) reasons for delays include: difficult institutional environment in partner countries, the demand-driven nature of certain activities, external factors (e.g., COVID-19) or turbulent socio-economic and political situations (e.g., *Belarus, Lebanon*).

Box 17

Efficiency - Specific examples from case studies

In **North Macedonia**, the implementation of the multi-annual programme on environment and transport faces serious delays with only 18% of all programmed funds being contracted. The EUD is closely monitoring progress and is taking mitigating measures such as organising monthly progress review meetings with the IPA institutions (NIPAC office, National Authorising Officer, Central Financing and Contracting Department and the line ministries and other bodies) where issues are discussed and prioritised. DG NEAR management has also been involved by discussing the issues with and sending letters to high-level officials in the country expressing concern over the slow of progress and requesting immediate remedial actions.

In **Ukraine**, delay occurred in several interventions, particularly related to infrastructure, namely CoMDEP and E5P programmes. The delays were due to several reasons⁸². Changes in legislation, related to standards and norms can result in a need to review documentation and resubmit to relevant state agencies. Delays also occurred once necessary documents were issued and construction started. Some works could not be carried out during the heating seasons (partly due to poor scoping), while some additional renovation works were not anticipated. For these reasons, significant delays sometimes anticipated to stretch over two years occurred in the programmes.

In **Tunisia**, despite major delays in the implementation of all larger ENI / Neighbourhood Investment Facility (NIF) interventions, the overall efficiency of the ENI implementation has been satisfactory. Indeed, these delays are not considered to be a threat to the overall outcome and sustainability of

⁸² EU (2018): Mid-term evaluation of CoMDEP and E5P programmes, p. 10.

the projects. Delays related to investment projects are generally due to the following factors: i) Slow administrative procedure (creation of project management unit, nomination of re-sponsible persons, ministerial decrees, cabinet meetings...), ii) Tenders according to *Tunisian* rules, heavy control procedures, insufficiently mastered methodology, iii) Land purchase, citizen resistance to large infrastructure (“Not in My Backyard”). Delays for renewable energy projects are in general less significant than for environment/depollution projects and delays for large, centralised government projects are more important than delays for smaller, decentralised projects.

In *Serbia* a wide range of reasons for observed inefficiencies was noted, e.g., i) some interventions were inefficient because small amounts of financial assistance were overwhelmed by much larger, hidden, administrative costs; ii) poor quality of TA provided; iii) the length of the procurement processes; iv) high turnover of consultants; v) repetition of activities due to failures in achieving initial objectives; vi) failures to match international assistance interventions with national priorities.

4.5 EQ5 - Effects on policy and legal framework

To what extent has EU support contributed to strengthening the policy and legal framework related to the Env. & CC themes in the Enlargement and Neighbourhood regions?



Summary answer to the EQ

EU support has contributed overall to strengthening the policy and legal framework related to the Env. & CC themes in the *Enlargement* and *Neighbourhood regions*. The contribution is visible though not consistent which partly reflects national short-term policy priorities being sometimes incongruent with those of the EU Env. & CC *acquis*, in the case of the IPA beneficiaries, and with those of the Association Agreements, in the case of the *Neighbourhood regions*.

Progress is not uniform in the area of CC and the alignment with the commitments made related to the Paris Agreement. Progress in this area is impeded by the fact that it requires that resources which could be devoted to e.g., stimulating near-term growth and employment must, instead, be devoted to other objectives (e.g., emissions reductions) which might have their greatest impact only in the long term. “Green growth” arguments, largely revolving around employment, while credible, have clearly not been accepted in their entirety by national decision makers. In addition, some legacy issues such as the use and reliance on fossil fuels require sustained investment which is outside the traditional funding horizons due to economic and wide-ranging dependency on the historical (and current) practice of using fossil fuels for the national power supply.

In both regions, different types of EU support (e.g., policy dialogue, TA, work with the civil society actors) to development of needed policy and legal frameworks were used, but with varying effectiveness. Overall, TA made solid contributions particularly with respect to drafting of legislation, a mark of effectiveness – but see questions about the sustainability of short-term TA raised in answering EQ6. The main success factors for EU support have been found to be country-specific, whereas obstacles to the effectiveness of EU support varied little across beneficiary countries; indeed at regional level between the Enlargement and Neighbourhood regions. Constraints shared across all countries reviewed were a low level of political interest in Env. & CC. Even though Enlargement requires the harmonisation of national laws with the environmental part of the EU *acquis*, Governments seem to balance harmonisation and public spending on key infrastructure and associated services. The latter being more easily appreciated by citizens.

While some positive examples regarding the gender- and youth-inclusiveness of EU support to Env. & CC have been found, this has been far from a central element of EU support in the sector. This is bound to have had some effect on the course of policy and legal framework development, although an arguably more serious effect would be in the implementation of policy, especially the monitoring aspect.

4.5.1 Increased alignment of IPA's beneficiaries' policy and legal framework and the EU acquis in the domain of Env. & CC (JC 5.1)

Some improvement in the policy and legal framework relative to Env. & CC in IPA beneficiaries

Overall, there has been some improvement in the policy and legal framework relative to Env. & CC in IPA beneficiaries, although various challenges have been observed in the IPA beneficiaries reviewed.

Improvements due to EU support include overall progress in transposing the EU *acquis* on environmental quality in the national policy and legal framework of IPA beneficiaries (e.g., *Serbia*)⁸³. Air quality is an example of an area in which *Serbia* has a good level of alignment with the EU *acquis* though it still needs to enhance implementation of legislation and air quality plans. Regarding waste management, *Serbia* also has a good level of alignment with the EU *acquis*; however, again, implementation remains at an early stage. The overall impression emerging from the team's review of the Enlargement progress reports and the findings of the country case studies (see Table 4 and Box 18) is that EU support has successfully supported the drafting of new legislation, policies, and strategies, though the subsequent implementation (the responsibility of beneficiary government) slows down the alignment process.

Improvements observed also includes progress in ensuring gender inclusiveness of Env. & CC policy frameworks (e.g., *North Macedonia*), as well as promoting the involvement of civil society (e.g., *Kosovo*). Similarly, in *North Macedonia* there has been some progress in broadening policy discussions to include youth in Env. & CC.

All the main types of inputs/interventions (e.g., policy dialogue, TA, work with the civil society actors) were used by the EU. There was no obvious modality that was more effective than the rest, save for TA which made solid contributions particularly with respect to drafting of legislation.

Across the IPA beneficiaries some shared constraints have emerged, but main success factors have tended to be context-specific.

For instance, despite progress in ensuring gender inclusiveness of Env. & CC policymaking, as well as promoting the involvement of civil society in *Kosovo* this has not been observed to other IPA beneficiaries. This tends to be the case for success factors, whereas similar obstacles, such as lack of responsiveness by government, are quite commonly found across all IPA beneficiaries. For instance, even though air pollution continues to pose a major threat to health in *Kosovo*, the authorities failed to adopt and implement required measures; in particular, an emission reduction plan. In *North Macedonia*, administrative capacity at all levels remains weak and financial resources are still insufficient to implement existing legislation. In *Serbia*, despite advancing well with harmonising its legal framework with the EU *acquis* on environment in recent years, further efforts are still needed regarding the design of modern, financially sustainable interventions in the areas of waste management, water management and wastewater treatment systems, nature protection, industrial pollution control and risk management, and air quality.

A constraint common to all IPA beneficiaries has been that of a low level of political interest in Env. & CC generally. The hypothesis commonly cited during interviews is that a focus on Env. & CC is perceived to divert spending from uses that generate short-term, concrete benefits to uses that generate benefits (often less tangible) in the medium- and long terms. Governments have tried to strike a balance between that harmonisation efforts and public spending on key infrastructure and associated

⁸³ In general, the transposition and implementation of the provisions on air quality are at a more advanced stage than those concerning climate change, as far as monitoring, verification and reporting of GHG emissions is concerned. (Source: EU (2020): Status of air pollutants and greenhouse gases in the Western Balkans. JRC Science for Policy Report.)

services such as water supply, sanitation and solid waste management which could be more easily appreciated by citizens.

Related to this is that attention to gender and youth issues has been uneven although such issues typically require active policy and political engagement at central level. Though there have been efforts to mobilise women and young people through CSOs this has not gained critical mass and traction. This reflects partly the nature of the prevailing social norms and partly the awareness constraints within the population living in rural areas.

There are also some legacy issues which are much longer term in their solution than can be overcome within the traditional IPA funding horizons due to economic and wide-ranging dependency on the historical (and current) practice of using fossil fuels for the national power supply. To replace, or even phase out, the use of such fossil fuels whilst maintaining national services would require financial support that is beyond IPA funding and timescales.

In the area of CC and the Paris Agreement, progress is not uniform, some IPA beneficiaries (e.g., *Serbia*) lack an adequate framework to monitor Greenhouse Gas (GHG) emissions, some (e.g., *North Macedonia*) need further alignment of national climate legislation and developing targets for an updated NDC, and others (e.g., *Kosovo*) require a comprehensive climate strategy. Progress in this area requires Government priorities which are currently focussed more towards shorter term economic delivery than on some notional emission reduction in the longer term.

Table 2 Progress of IPA beneficiaries on Chapter 27 of the acquis

Country	2014 assessment	2018 assessment	2020 assessment
Albania	<p>Little progress.</p> <p>“There has been <i>little progress in the fields of Env. & CC</i>. Significant further efforts are needed in all areas to strengthen administrative capacity and to ensure proper implementation and enforcement of legislation and its further alignment with the acquis. Waste management is particularly poor and the quality of water and air is low. Overall, resources remain limited and substantial investments are needed. Systematic strategic planning needs to be established. [Regarding] its intended contribution to the 2015 Climate Agreement (...) preparations are at an early stage.”</p>	<p>Some progress.</p> <p>“Albania shows <i>some level of preparation in the area [of Env. & CC]</i>. Some progress has been achieved in further aligning policies and legislation with the acquis, especially through the review of the national strategy on waste management. However, significant efforts are needed on implementation and enforcement.”</p>	<p>Limited progress.</p> <p>“Albania shows some level of preparation in this area. <i>Limited progress was made</i> in further aligning the policies and legislation with the acquis, in areas such as waste and water management, environmental crime and civil protection. However, significant efforts are still needed on implementation and enforcement, especially on waste management, water and air quality and CC.”</p>
Bosnia and Herzegovina	<p>Little progress.</p> <p>“Overall, there was <i>little progress in the fields of [Env. & CC]</i>. The priorities remain the establishment of a harmonised legal framework for environmental protection and climate action, adequate administrative capacity and functioning monitoring systems. Improvements have to be made to horizontal and vertical interinstitutional coordination on Env. & CC issues among all authorities. Strategic planning and implementation of the environment and climate acquis are necessary. Regarding] its intended contribution to the 2015 Climate Agreement [preparations] are still at an early stage.”</p>	<p>Some progress.</p> <p>“Bosnia and Herzegovina is at an early stage of preparation/has some level of preparation in the area [of Env. & CC]. <i>Some progress</i> has been achieved in further aligning policies and legislation with the acquis, in particular in the water and waste sectors. However, significant efforts are needed on implementation and enforcement.”⁸⁴</p>	<p>Limited progress.</p> <p>“Bosnia and Herzegovina is at an <i>early stage of preparation/has some level of preparation in the area of Env. & CC</i>. <i>Limited progress was achieved</i> during the reporting period. A countrywide harmonised approach in strategic planning needs to be ensured to address alignment with the EU environmental acquis at all levels of government in a consistent and comprehensive manner, including on air quality. Significant efforts are needed on implementation and enforcement.”</p>
Kosovo*	<p>No progress.</p> <p>“Overall, Kosovo has <i>not progressed</i> beyond the very initial stages of harmonisation with the acquis in these areas. There has been little progress on new legislation and implementing existing laws. Environment and climate need to become government priorities. (...) Kosovo urgently needs to secure financing of monitoring institutions, particularly to ensure the maintenance of existing air and water monitoring networks, and to establish a system for GHG monitoring and reporting. Kosovo needs to adopt a climate strategy and action plan, in line with the expected EU 2030 policy framework on climate and energy.”</p>	<p>No progress.</p> <p>“Kosovo is at an early stage of preparation on Env. & CC. <i>No progress</i> has been achieved and serious environmental problems continue to impact people's livelihoods and health. Environmental protection and CC require considerably more political willingness to tackle the growing challenges.”</p>	<p>Limited progress.</p> <p>“Kosovo is at an <i>early stage of preparation on Env. & CC</i>. <i>Limited progress was achieved</i> during the reporting period. There was some improvement on environmental reporting and air quality monitoring. Stronger political will is needed to address environmental degradation and CC challenges. Many of the recommendations from the previous report are still pending. In the coming year, Kosovo is encouraged to considerably step up ambitions towards a green transition.”</p>

⁸⁴ This assessment comes from the 2017 Progress Report in Bosnia and Herzegovina. No general report on progress in the area of Env. & CC was made in the 2018 Progress Report.

Country	2014 assessment	2018 assessment	2020 assessment
Montenegro	<p>Little progress. <i>“Montenegro has made little progress in the areas of Env. & CC. Administrative capacity in all areas of Env. & CC has to be strengthened at both central and local level. Strategic planning, substantial investment and significant further efforts are needed to ensure alignment with and implementation of environment and climate acquis. Cooperation with CSOs needs to be further strengthened. Preparations in these areas are still at an early stage.”</i></p>	<p>Some progress. <i>“Montenegro has some level of preparation in the area [of Env. & CC]. Some progress was made in further aligning legislation with the acquis. Significant efforts are still needed on implementation and enforcement, in particular on water quality, nature protection, and waste management.”</i></p>	<p>Some progress. <i>“Montenegro has some level of preparation in this area. Some progress was made with the international protection granted to Ulcinj Salina, the development of an action plan for chapter 27, and further legislative alignment with the EU acquis (...). Significant efforts are needed on implementation and enforcement, in particular on waste management, water quality, nature protection and CC. The 2019 recommendations remain valid and in the coming year, Montenegro should considerably step up ambitions towards a green transition.”</i></p>
North Macedonia	<p>Little progress. <i>“Little progress was made in the areas of Env. & CC. Administrative capacity needs to be strengthened in all areas and the government needs to cooperate more with civil society and other stakeholders. Strategic planning and significant efforts are needed in order to ensure that national legislation is in line with the acquis, and that this legislation is implemented (...) Overall, preparations in the area of environment are at a moderately advanced stage while preparations in the area of CC are at an early stage.”</i></p>	<p>Some progress. <i>“The country is at some level of preparation in the area [of Env. & CC]. Some progress has been achieved in further aligning policies and legislations with the acquis, in water, nature protection and waste sectors in particular. However, significant efforts are needed as regards implementation and enforcement.”</i></p>	<p>Limited progress. <i>“The country is at some level of preparation in this area. Limited progress was achieved in nature protection, civil protection and CC areas. However, implementation in all sectors is still lagging behind. In the coming year, the country is encouraged to considerably step up ambitions towards a green transition.”</i></p>
Serbia	<p>Little progress. <i>“Little progress has been made in the areas of Env. & CC. Strategic planning, greater administrative capacity and substantial investments linked to strategic priorities are needed to further align with EU policies in areas of environment, climate action and civil protection. A pipeline of investment priorities was developed in May 2014. Efforts under way to strengthen inspection and enforcement need to be accompanied by the removal of inconsistencies and gaps in legislation that prevent effective enforcement (...) Overall, priorities in the fields of Env. & CC have started to be addressed.”</i></p>	<p>Some progress. <i>“Serbia has some level of preparation in the area of Env. & CC. Some progress has been made in further aligning with the acquis, strategic planning and addressing the 2016 recommendations.”</i></p>	<p>Limited progress. <i>“Serbia has achieved some level of preparation in the area of Env. & CC. Overall, Serbia made limited progress in the past year, mainly on strategic planning. The 2019 recommendations remain valid. Serbia should considerably step up ambitions towards a green transition”</i></p>

Source: 2014, 2018 and 2020 Enlargement Progress Reports

In **Kosovo**, there has been only limited progress in the alignment between *Kosovo's* policy and legal framework and the EU *acquis*. Thus, *Kosovo* remains at an early stage of EU Env. & CC *acquis* approximation. Despite some progress in the planning of infrastructure, significant efforts (and much more political will) are still needed to implement and enforce legislation related to Env. & CC. Even though air pollution continues to pose a major threat to health, authorities have failed to adopt and implement required measures; in particular, an emission reduction plan. The main progress to the EU air quality *acquis* is related to alignment with Directive 2008/50/EC⁸⁵. While the overall legal framework for solid waste management is in place and partially aligned with the EU *acquis*, secondary legislation is lacking. Most waste ends up in landfills that are not properly managed, or illegal. Insufficient enforcement of legislation pertaining to industrial pollution is hampering progress in setting up a system for preventing industrial and chemical incidents. While a strategic framework to tackle CC has been in place since 2014, progress in implementing it has been disappointing because *Kosovo* relies heavily on coal and is not complying with the emission ceilings established under its National Emission Reduction Plan, nor is it a signatory to the UN Framework Convention on CC. Policy dialogue occurs annually (Sub-committee under the SAA process). IPA Monitoring Platforms such as IPA Monitoring Committee reviews the overall effectiveness, efficiency, quality, coherence, coordination and compliance of the implementation of all actions towards meeting the objectives set out in the Financing Agreements and the country strategy papers based on information provided by the sectoral monitoring committees. There has been significant progress in ensuring gender inclusiveness of Env. & CC policymaking, as well as promoting the involvement of civil society.

North Macedonia, as well, has seen only limited progress in alignment of its policy and legal framework with the EU *acquis*. On horizontal issues, administrative capacity at all levels remains weak and financial resources are still insufficient to implement existing legislation. Despite dialogue with civil society, further efforts are needed to improve access to information, public participation and consultations in decision-making processes. The legal framework for environmental liability does not yet exist, nor have laws on waste management and special waste streams been adopted. The process of establishing an integrated regional system for waste management continues to face delays due to insufficient administrative and financial resources, and suffers from lack of ownership. Significant efforts are needed in water quality, including river basin management. There has been some progress in adopting a five-year national monitoring programme for biodiversity. There has been legislative alignment in the field of air quality (the law on ambient air quality and environment are part of national legislation⁸⁶). In the area of CC, the alignment of the legal framework with the EU *acquis* remains at an early stage. The preparation of a climate law and a comprehensive strategy on climate action, consistent with the EU 2030 framework, is ongoing. The preparation of the National Energy and Climate Plans in line with Energy Community obligation and on mainstreaming climate action into other sectors is in its final stage. The country is the first contracting party under the Energy Community that integrated the pillars of energy and climate approach into the national energy strategy. As in *Kosovo*, policy dialogue takes place annually in the context of a Sub-committee under the SAA process and identifies actions for the authorities to implement in the following year. There has been some progress in broadening policy discussions to include women and youth in the country.

Serbia has advanced with harmonising its legal framework with the environment *acquis* in recent years, but further efforts are needed regarding the design of modern, financially sustainable interventions in the areas of waste management, water management and wastewater treatment systems, nature protection, industrial pollution control and risk management, and air quality. Considerable efforts are required in strengthening the administrative capacities and enhancing cooperation between relevant line ministries, as well as awareness-raising on challenges of climate actions. Air quality is an example of an area in which *Serbia* has a good level of alignment with the EU *acquis* but needs to enhance implementation of legislation and air quality plans. Regarding waste management, *Serbia* also has a good level of alignment with the EU *acquis*, however implementation remains at an early stage. Work on the river basin management plan is progressing slowly. Alignment with the EU *acquis* in the field of nature protection, in particular with the Habitats and Birds Directive, is similarly slow. Alignment with most of the EU *acquis* on industrial pollution and risk management is at an early stage, including on the Industrial Emissions Directive. Persistent administrative capacity constraints continue to hamper progress in implementation across the industrial sector. Inspection and law enforcement remain areas of concern. However, *Serbia* has a high level of alignment with the EU *acquis* on chemicals.

4.5.2 Increased alignment of ENI's partner countries' policy and legal framework and the EU *acquis* in the domain of Env. & CC (JC 5.2)

Some strengthening of Env. & CC policy frameworks and laws, and EU support has also contributed to some strengthening of Env. & CC policy frameworks and laws, aligned with EU standards, in the *Neighbourhood region*. In most countries reviewed, EU support – often capacity building, TA, and advocacy through policy dialogue and, to a lesser extent, strengthening of stakeholders such as CSOs –, has contributed to some modest strengthening of Env. & CC policy frameworks and laws,

⁸⁵ EU (2020): Status of air pollutants and greenhouse gases in the Western Balkans. JRC Science for Policy Report.

⁸⁶ Ibid.

aligned with EU standards, has been achieved frameworks and laws in line with EU standards. Improvements due to EU support include the work on the approximation of *Ukraine* legislation with the EU Directives and raising of awareness on climate issues. As a result, Env. & CC issues have both gained in political prominence. EU support also promoted participatory processes and inclusion of a broad range of stakeholders, including academia, NGOs and, to a lesser extent, private sector actors.

In *Egypt*, EU support also strengthened national-level coordination mechanisms; for example, in the area of drainage, which required coordination among multiple ministries and public agencies. TA to the Ministry of Water Resources and Irrigation strengthened capacity for planning and implementing a Joint Integrated Sector Approach to water management. In *Tunisia*, there have been advances concerning the legal framework (to align with the EU *acquis*). However, the impact of this support has depended principally on the support from the Government.

There has been more Government support in the area of renewable energy and energy efficiency than for the broader Env. & CC policies. The latter are not perceived to produce near-term economic benefits.

The degree of contribution of EU support to the improvements above are difficult to assign precisely, since any Env. & CC contribution is within a non-intuitive budget line. That is, the Env. & CC allocation is not specifically identified. As in the *Enlargement region*, some of the main types of inputs/interventions (e.g., policy dialogue, TA, work with the civil society actors) were used though their effectiveness was variable. The obvious modality that was more effective than the rest, was TA which made solid contributions particularly with respect to drafting of legislation (e.g., *Lebanon*), but with more limited effects on long-term capacity building (see EQ6).

Unsustainable historical practices still hinder policy development and implementation in various specific Env. & CC areas.

In *Egypt*, while as mentioned above some progress can be observed in the area of drainage, little progress was observed in solid waste management, where the results of EU support were constrained by involvement of too many stakeholders at national and governorate/local level, a high rate of personnel turnover, slow procurement, and over-centralisation of decision making despite ambitions of decentralisation.

Despite examples of progress observed in all countries, the overall situation is that unsustainable resource utilisation and pollution patterns persist (see EQ6). Either economic incentives for improved practices and technologies are not present or, if they are, institutional inertia (including weak political interest and low capacity) and lack of financial resources stand in the way of their adoption⁸⁷.

Whilst substitution of fossil fuel sources has begun with renewable sources, the latter are still a small fraction of the requirement. This position is not helped when relevant countries (e.g., *Egypt*) still lack an updated NDC. This lack is not due to lack of relative competencies within appropriate ministries. It reflects lack of Government priority.

Similarly, although ecosystems continue to be degraded and biodiversity has been in decline for many years (see also EQ6), progress in nature protection is not a priority. If there has been improvement it reflects more of a co-benefit than a direct objective. Even though relevant legal acts have often been prepared, they await adoption. Sometimes the process takes so long that the legislation awaiting passage becomes outdated and requires updating. It is also recognised that the application of such laws is more difficult when there are few economic opportunities to replace the use of natural resources. This situation is compounded by weak rule of law.

⁸⁷ Energy and water subsidies are classic examples.

Where there has been progress, e.g., in the renewable energy sector, this is perhaps more due to genuine political interest than to EU support.

Strengthening the policy and legal framework in the area of CC and mitigation and adaptation including the NDC process is also variable; some partners have an updated NDC and some do not. As for the IPA region, despite the Paris Agreement, this process seems not to be a core concern for Government, which prefers to focus priorities more on short-term benefits than those that require longer term funding.

Within the Neighbourhood region, gender and youth issues have not been at the centre of the national government Env. & CC priorities.

This has also been reflected within the EU engagement with Env. & CC. Where there have been efforts to mobilise women and young people (e.g., *Egypt*), this has often been through CSOs particularly in relation to agriculture and local waste management. Although vulnerable groups are likely to face some of the most immediate threats of CC, there has been little or no evidence for increased and/or widespread inclusiveness.

Box 12 *Strengthening of policy and legal framework in the Neighbourhood region - Specific examples from case studies (JC 5.2)*

In *Egypt*, a key role is played by the water sector, where proper management of irrigation and drainage is of crucial importance for effective and sustainable resource management. Irrigation and drainage are amongst the priorities of *Egypt's* new Strategic Framework, and the National Income Doubling Plan (2012-2022), defining short-, medium- and long-term national priorities. EU support strengthened national-level coordination mechanisms; for example, in the area of drainage, which requires coordination among multiple ministries and public agencies. TA to the Ministry of Water Resources and Irrigation strengthened capacity for planning and implementing a Joint Integrated Sector Approach to water. In contrast, little progress was observed in solid waste management, where the results of EU support were constrained by involvement of too many stakeholders at national and governorate/local level, a high rate of personnel turnover, slow procurement, and over-centralisation of decision making despite ambitions of decentralisation, resulting in an overall lack of innovative thinking. In CC, *Egypt* has yet to produce an updated NDC (it is currently drafting a "strategy"). The existing NDC does not include, so far, any emission reduction target, although it indicates that the mitigation efforts concentrate on increasing the share of renewable energy, investment in energy efficiency and reforms to reduce energy subsidies. Both industrial and residential energy used continue to be heavily subsidised. While a number of laws were passed and policy frameworks were put in place during the evaluation period, these cannot be tied to specific EU actions, nor do they necessarily promote alignment to EU standards. There is a strategy for mainstreaming gender and there are some specific examples of gender mainstreaming. Regarding youth, engagement is primarily with urban youth.

Tunisia has advanced concerning the legal framework (to align with the EU *acquis*). Previous European Neighbourhood Policy Instrument and current ENI projects have prepared many policies, strategies and legislation in view of approximation with the EU environmental *acquis*. However, the impact of this support depends principally on the support from the Government. This has been lacking due to the persistently dire economic situation. There has been more Government support in the area of renewable energy and energy efficiency than for the broader Env. & CC policies. The latter are not perceived to produce near-term economic benefits. All ministries have reasonable capacity to prepare policies and legislation; this capacity has also been strengthened by EU and EU MS cooperation. Experience, however, is sector legislation is often stalled at the level of the minister's cabinet or parliament, a matter of political will. Ongoing large ENI projects (for example, Objectif Transition Energétique (OTE), PRIMEA) contain an important component on revision of legislation, which is expected to be more successful given the priority the Government accords to the energy sector (OTE), and the relatively strong position of Ministry of Agriculture (PRIMEA). Currently, the Env. & CC horizontal integration project aims at streamlining Green Deal objectives in EU cooperation, which will probably contribute to further coherence of the Env. & CC policy and legal framework with the EU environmental *acquis*.

The EU has worked to support approximation of national legislation with the EU Directives and raise awareness of climate issues in *Ukraine*. Progress was made on legal reform which focussed on supporting approximation of Ukrainian laws with those of the EU, with horizontal, water, and nature protection components. Env. & CC issues have both gained in political prominence as a result of EU support. EU provided capacity development training and consultation, and promoted participatory processes and inclusion of a broad range of stakeholders, including private sector actors, academia and NGOs. Through EU4E, the Homeowners of *Ukraine* for Sustainable Energy Solutions (HOUSESES) initiative reached 1,300,000 persons with information about the advantages of Homeowners Associations. These associations have possibilities to access funds and invest in the energy efficiency measures in multi-apartment buildings, focussing on thermo-modernisation and reduction of excessive energy consumption, thus strengthening energy security, decreasing dependence on energy imports from the Russian Federation, and contributing towards the CO₂ and GHG emission reduction goals of *Ukraine's* NDC under the Paris Agreement.

4.6 EQ6 - Effects on policy implementation and broader results

To what extent has EU support contributed to strengthening responses to Env. & CC challenges in the Enlargement and Neighbourhood regions?



Summary answer to the EQ

The evaluation has identified positive changes, especially at local level, in all countries reviewed and in many sectors. However, the scale of the results and the pace of change have been insufficient to reverse negative trends relating to Env. & CC challenges in the regions under review. Recent studies do not highlight any positive trend in environmental indicators. Waste management remains an issue in all countries examined, with illegal dumpsites proliferating and representing increasing health risks for the local population. Countries still struggle to curb GHG emissions in a context of rising energy needs. Although the concept has started to appear in national strategic frameworks (e.g., *Egypt, Georgia*), the circular economy is still at a very early stage in all countries reviewed.

EU actions have been too small or too recent to observe any positive change at the overall level. The frequent delays observed in the implementation of EU support to Env. & CC have meant that many interventions started before or at the beginning of the period under review are still not completed; moreover, data needed to identify outcomes and impact are often not available, sometimes due to lack of appropriate evaluation.

Despite much attention given to strengthening enabling frameworks for Env. & CC in EU support, policy implementation relating to Env. & CC lagged behind in both regions. This was mainly due to low political will and the limited effectiveness of the capacity building financed, both of which translated into poor policy implementation. Examples of mediocre results outnumber examples of strikingly positive ones.

Attempts to involve civil society have also been less productive than hoped. Despite substantial investment and positive effects observed in a few cases, the impact of EU contributions to strengthening CSO involvement in policy design and implementation, and demand from citizens for more effective Env. & CC policies has remained modest. Awareness raising and increasing access to environmental information have not been core areas of EU bilateral or regional support and positive effects observed remained often limited to a narrow set of actors or a limited geographical area. In some cases, the political context was not favourable to the contribution of civil society.

The picture regarding EU contributions to strengthening LAs' response to Env. & CC has been mixed. Some EU interventions have led to positive effects on capacities of LAs to develop and implement initiatives in the area of Env. & CC. However, all evidence points to important persisting LAs' capacity gaps in all countries reviewed.

The EU has invested heavily in strengthening the capacity of public institutions, but less so of the private sector. Although there is evidence of an increasing EU engagement with the private sector in the area of Env. & CC, this is nowhere near the massive involvement required, from the private sectors of both EU MS and partner countries, to satisfy the EU's Env. & CC ambitions.

Strengthening the enabling framework has received much attention in EU support. Positive evolution in the policy and legal frameworks of most countries has undeniably contributed to increasing the sustainability prospects of EU-funded Env. & CC interventions. However, improvements were, so far, not sufficient to change the way policies are to be implemented and measures supported with EU funding are to be sustained. In all cases reviewed, important capacity development needs and low political will related to Env. & CC issues have been a threat to sustainability. The use of conditionality and incentive-based mechanisms has been limited in EU support to Env. & CC. Where applied, the mix of TA, blending, and BS has contributed to promoting sustainability of EU support at all levels, so, too, has sustained close policy dialogue.

4.6.1 Broad evolutions in key results areas (JC6.1 to 6.4)

Positive changes observed at the local level in both Enlargement and Neighbourhood regions...

The EU has contributed to positive changes at the local level in both the *Enlargement* and *Neighbourhood* regions.

EU support to Env. & CC spans across a diversity of thematic issues. EU contributions to positive changes at the local level have been observed in all thematic areas and in all regions. However, evidence from the case studies (see Volume II) and the eSurvey (see Annex 4) shows that effects have been the most visible on environmental issues.

In the area of Environmental Governance and Nature Protection, EU support through a CBC project in the regions of Prespa (*North Macedonia*) and Korcha (*Albania*) has contributed to increasing environmental awareness among agro-producers (apple farmers) and citizens. The development of eco-gardens and eco-patrols, the installation of automatic agro-meteorological stations and the upgrade of agro-chemical laboratories have contributed to improving the applications of fertilisers and reducing the use of pesticides in the two regions. Also, in *North Macedonia*, a grant scheme funded by the EU contributed to improving the management of protected areas, including those proposed as pilot Natura 2000 sites, and raising awareness in the targeted areas of the importance of nature protection.

In the area of Air Quality, EU support contributed to strengthening Air Quality Monitoring systems in both the *Enlargement* (e.g., *Kosovo*, *North Macedonia*) and *Neighbourhood* regions (e.g., *Lebanon*, *Ukraine*), which somewhat helped stakeholders, including citizens, to understand the scale of the problem. In *Kosovo*, the EU has also invested in the technically complex and politically-sensitive modernisation of one of the worst polluting energy producing facilities in the sub-region ('Kosovo B' thermal power plant). While delays in implementation have not allowed the completion of the project, important progress has been made in the replacement of dust filters and the construction of De-NOx facilities to reduce nitrogen oxides emissions. Once completed, the project is likely to have substantial tangible short-term effects on air pollution in *Kosovo* and beyond.

In *Tunisia*, EU support to Depollution of Lake Bizerte ('EcoPact') consisted in an intervention co-financed with the EIB under the NIF. The still-ongoing intervention has built on a long-term and multi-dimensional engagement of diverse international and local actors. It has contributed to strengthening the monitoring of different environmental indicators and, according to stakeholders interviewed, is very likely to contribute to reducing dust pollution and other emissions from industrial activities located around the Lake.

In the area of Water Quality, EU together with EU MS (e.g., Germany) have invested in the modernisation of wastewater treatment plants in the *Enlargement* region (e.g., *Kosovo*, *North Macedonia*), with direct positive effects on water pollution in the targeted areas and beyond.

In the area of CCM, the EU has cooperated with the World Bank and EU MS to establish EEFs focussing on public buildings (*Kosovo*) and residential buildings (*Ukraine*). In *Ukraine*, more than 17,000 families participate in the programme and there is an upward trend in the number of beneficiaries, including in the context of the COVID-19 pandemic. The EU has also supported the development of district heating systems in *Kosovo* through IPA bilateral funding (municipality of Pristina) and more recently through the WBIF (various municipalities) as well as in *Ukraine* through regional programmes such as E5P (e.g., municipality of Lutsk) and ComEast (e.g., municipality of Gola Prystan). Energy efficiency was also supported through specific interventions in other countries such as the Programme for Energy

Efficiency in Public Buildings in *Georgia* launched with KfW (Germany) and the EBRD under the Neighbourhood Investment Platform.

The EU has also provided substantial funding to promote the use of renewable energy in the energy mix of the countries reviewed. Beyond ongoing efforts to strengthen *Georgia* wind and hydropower generation capacity⁸⁸, EU support includes successful experience in developing solar energy through blending operations (*Morocco*), BS (*Jordan*) or a combination of both (*Tunisia*).

... but an insufficient scale of results and pace of change to tackle Env. & CC challenges

However, the scale of the results and the pace of change have been insufficient to reverse negative trends relating to Env. & CC challenges in the regions under review.

Recent studies⁸⁹ do not highlight any downward trend in air pollution in the regions under review. Waste management remains an issue in all cases examined (e.g., *Egypt*, *Kosovo*, *Ukraine*), with illegal dumpsites proliferating and representing increasing health risks for the local population. Although the concept has started to appear in national strategic frameworks (e.g., *Egypt*, *Georgia*), the circular economy is still at a very early stage in all countries reviewed.

In all regions reviewed, efforts in the area of CC are often too small or too recent to observe any positive change at the overall level. Despite an increase in the use of renewable energy at the national level and improvements in energy efficiency observed at the local level, several countries (e.g., *Kosovo*, *Serbia*, *Georgia*) are struggling to curb GHG emissions, with increasing energy needs widening the existing energy supply-demand gap.

The analysis of *Enlargement* Progress Reports during the period under review highlights a slow pace of change and persisting challenges in all Env. & CC areas in the *Western Balkans*.

The frequent delays observed in the implementation of EU support to Env. & CC have meant that many interventions started before or at the beginning of the period under review are still not completed. Combined with a lack of data on the results of the implemented activities, the evaluation team was therefore rarely in a position to identify tangible Env. & CC impacts for the interventions examined. This included large investment infrastructure projects in areas such as wastewater, solid waste management and air quality, which represents a substantial part of the EU portfolio.

4.6.2 EU contribution to strengthening the role of key actors in responses to Env. & CC (JC6.1 to 6.4)

Growing focus on strengthening Env. & CC enabling frameworks though policy implementation is lagging behind

Despite much attention given to strengthening enabling frameworks for Env. & CC in EU support, policy implementation relating to Env. & CC lagged behind in both regions. This was mainly due to low political will and the limited effectiveness of the capacity building strategies adopted.

In both the *Enlargement* and *Neighbourhood regions*, a combination of low political will (see also EQ5) and weak national partner institutions' capacities, including weak inter-institutional cooperation mechanisms, translated into poor policy implementation. The EU has invested massively, often through short-term TA, in the strengthening of national partner institutions' capacities, with mixed but overall disappointing results.

⁸⁸ In *Georgia*, the EU has adopted a cautious approach on hydropower, focussing on the rehabilitation of existing capacities and insisting on the environmental soundness of projects.

⁸⁹ See, for instance, 'JRC (2020): Status of air pollutants and greenhouse gases in the Western Balkans' and 'World Bank (2020): Regional Note on Air Quality Management in the Western Balkans'.

Some positive effects have been observed on the strengthening of national institutions in the Environment sector (e.g., *Kosovo, Serbia, Lebanon, Ukraine*). In *Lebanon*, the EU has provided support to strengthen the Ministry of Environment's capacity to carry out reforms in the area of environmental governance since its establishment, especially through the StREG programme. Some of the results of StREG include contribution to science-based policy formulation through establishing methodologies and protocols to assess the health impacts of landfills and providing innovative analysis of the impact of the sudden population growth related to the Syrian crisis.

In several cases such as *Kosovo* and *Ukraine*, the EU provided broad support to the strengthening of public administration, which benefitted relevant actors in the Env. & CC area. For instance, EU Support for Improvement in Governance and Management (SIGMA) helped strengthened the public administration of *Kosovo*. In *Ukraine*, the EU, together with their national and European (e.g., EBRD) partners, have implemented a number of approaches (often referred to as the 'Ukraine Reform Architecture') to enhance sector reforms and strengthen the country's public administration. In particular, Reform Support Teams were deployed in various ministries⁹⁰, including, since 2017, in the Ministry of Environment⁹¹ and a few other ministries directly involved in Env. & CC policies such as the Ministry of Region. Despite the Partnership Priorities signed between the EU and *Egypt*, the latter has been reluctant to welcome EU support and appears to have put in place institutional barriers that put the EU at a disadvantage relative to other international partners; e.g., UNDP and World Bank.

The evaluation team has often identified only anecdotal evidence of changes in capacities in the relevant national public institutions. In *Lebanon*, many of the positive effects observed under the period under review have vanished due to the crisis that the country has undergone at economic, political, and institutional levels in recent years. The EU was supporting the gradual development of the National Air Quality Monitoring Network since 2013, but the recent austerity measures taken by the government in 2020 led to a complete shutdown of the country's air monitoring stations due to lack of national funding. In several countries reviewed (e.g., *Serbia, Ukraine*), stakeholders consulted have often highlighted the fact that the short-term nature of the TA provided by the EU was unlikely to contribute to effective responses to the broader and often more long-term issues faced by the public entities involved in the implementation of the relevant Env. & CC reforms.

In the *Western Balkans*, the EU developed approaches and provided guidance to national partners to improve the identification, preparation and supervision of investment projects. In particular, the development of the Single Project Pipelines (SPP) and National Investment Committees (NIC) since 2016 contributed to a more systematic approach to planning, preparation, prioritisation and implementation of infrastructure projects (incl. Env. & CC infrastructure projects) and stronger linkages between investment planning and programme budgeting. However, the uptake of the SPP/NIC approach beyond the purpose of selecting projects for WBIF funding has remained limited.

Marginal strengthening of CSOs' involvement in

Despite substantial investment and positive effects observed in a few cases, the impact of EU contributions to strengthening CSO involvement in policy design and implementation, and increasing demand from citizens for more effective Env. & CC policies have remained modest.

⁹⁰ New Eastern Europe (2019): Overcoming challenges with innovation. Capacity building in Ukraine.

⁹¹ Now called the Ministry of Environmental Protection and Natural Resources (until 2018, Ministry of Ecology and Natural Resources, and, until 2019, Ministry of Energy and Environment Protection).

policy design and implementation... In all countries reviewed, there are signs that demand for more effective Env. & CC policies from citizens is growing and capacities of CSO to monitor Env. & CC actions at the local level has increased (e.g., *Ukraine*). However, this trend has been insufficient to significantly influence existing bottlenecks in policy implementation. The EU has supported awareness-raising through different measures – e.g., activities embedded in large sectoral or CBC programmes (e.g., *North Macedonia*), grants provided through CSO facilities (e.g., *Ukraine*). Moreover, it has contributed to increasing access to environmental information (e.g., *Tunisia*).

However, these issues have not been core areas of EU bilateral or regional support and positive effects observed remained often limited to a narrow set of actors or a limited geographical area. All case studies (see Volume II) highlighted important persistent needs in terms of CSO and citizen involvement in the area of Env. & CC⁹². Moreover, in several cases (e.g., *Egypt, Lebanon, Serbia*), despite significant EU support, an unfavourable political and institutional environment to CSO involvement in policy design and implementation have impeded these actors in playing a greater role in the partner countries' response to Env. & CC issues.

...and LA's capacities to respond to Env. & CC...

The picture regarding EU contributions to strengthening LAs' response to Env. & CC has been mixed. Some EU interventions have led to positive effects on capacities of LAs to develop and implement initiatives in the area of Env. & CC. This was the case in *Ukraine*, where the EU has supported municipalities of diverse regions under its CoM-East and ESP regional programmes. However, documents examined and interviews carried out by the evaluation team all point to important persisting capacity development needs at the level of LAs in all countries reviewed. Findings related to the effects of broader EU support aiming at strengthening decentralisation processes have been mixed. As highlighted in EQ3, the recently conducted evaluation on EU support to LAs in *Enlargement* and *Neighbourhood regions* concluded that LAs find it difficult to attract and manage resources for much-needed energy and climate resilience actions.

...but a promising increase of the private sector's involvement in Env. & CC

While very limited attention was given to these actors in EU support at the beginning of the period under review, the EU has increasingly engaged with the private sector in the area of Env. & CC. The EU has invested heavily in capacity development of public institutions (see above), but less so of other actors such as the private sector. However, there is evidence of an increasing EU engagement with the private sector in the area of Env. & CC. In recent years, the EU has provided specific assistance packages directed to Small and Medium-Sized Enterprise (SMEs) (e.g., EU4Environment, EU4Business, Switch-MED and EPAP in *Egypt*). Env. & CC has been one of the aspects of EU support for SLE development in *Georgia*. Some CC projects such as SUNREF (*Tunisia*) supported the capacity building of local banks to enhance the provision of credit lines for renewable energy investments. Several stakeholders interviewed indicated that the European Green Deal offers opportunities for the EU to further increase dialogue with partners at country and regional level on this topic. They also highlighted two major challenges that will require continual attention in future support: i) access to finance, especially for SMEs; and ii) support to changing consumption patterns, an area that was not a significant area of support so far.

4.6.3 Sustainability of effects achieved (JC6.1 to 6.4)

Limited integration of

Capacity development needs and the low political priority given to Env. & CC in the *Enlargement* and *Neighbourhood regions* have been a persistent threat to

⁹² One eSurvey respondent mentioned that “the EU needs to do more with the CSOs on the Env. & CC. The priority when it comes to climate action is to emphasize and prioritise work on adaptation (i.e., not mitigation)” (see Annex 4).

key factors of sustainability, incl. capacity development needs and low political priority

sustainability; while these challenges were often well identified by the EU staff, they were sometimes not fully taken into account in the design of new interventions.

As indicated above and under other EQs (EQ1 and EQ5), strengthening the enabling framework has received much attention in EU support. Positive evolution in the policy and legal framework of most countries has undeniably contributed to increasing the sustainability prospects of EU-funded interventions focussing on specific Env. & CC actions. However, as also highlighted in this evaluation, improvements were, so far, often not sufficient to see change happening in the way policies are implemented and measures supported with EU funding are to be sustained. In all cases reviewed, important capacity development needs and low political will related to Env. & CC issues have been a threat to sustainability. The use of conditionality and incentive-based mechanisms has been limited in EU support to Env. & CC. Some of the consulted stakeholders also highlighted the insufficient attention put on finding solutions within existing systems in EU-funded interventions.

In *Kosovo*, most of the evaluation period was marked by the adoption of laws that were not implemented due to low ownership and political will. In interviews with stakeholders, sustainability problems were also cited with respect to capacity building (e.g., poor staff retention), as well as a tendency towards aid-dependency, which contributed to not taking sustainability seriously. There have been issues with the maintenance of some (e.g., wastewater) infrastructure projects.

In *Serbia*, the use of indirect management mode has had positive effects on the degree of ownership by national authorities. However, overall, sustainability has been found to not be well integrated into the design of EU-funded interventions.

While there is evidence that sustainability is being taken more seriously at design stage by national authorities in *North Macedonia*, much of the approach to sustainability consisted of ensuring continuity between IPA I and IPA II, implying that there may be an absence of exit strategies. Some specific obstacles to sustainability include the difficulty of arranging reliable long-term supply contracts and the transfer of equipment to other departments, where it may not be used appropriately. Persons interviewed expressed dissatisfaction with EU capacity building support and highlighted problems with over-reliance on short-term workshops and poor staff retention in national public institutions.

The EU has integrated some sustainability aspects in the design and implementation of EU interventions in *Ukraine*; but capacity development needs unfilled despite heavy EU investment and the low political priority of Env. & CC issues have been stubborn issues. The case of the EEF illustrates some of the sustainability issues faced in EU support. The EU and its partners helped to create a conducive legal framework and supported concrete measures to ensure that national actors develop the necessary capacities to manage the Fund. Specific measures were also implemented to stimulate demand by Home-Owners Associations, which are the main recipient of the support from the Fund. However, although during the establishment of the Fund, it was agreed that the Government of *Ukraine* would co-finance the programme, in early 2021, the Government still had not fulfilled its commitment.

Tunisia represents an optimistic example of sustainability. An important factor has been the coherent EU engagement in policy dialogue and support to strengthen Env. & CC strategies and legal framework. There has been a great deal of continuity, based on ongoing dialogue with local, national and interventional partner institutions and the outcomes of previous preparatory projects. Strengthened capacity of local stakeholders, as well as support for involvement of civil society in

local governance, also contribute to prospects for sustainability. The level of beneficiary technical and managerial skills is relatively high, which facilitated ownership of EU-funded investment projects. The mix of TA, blending, and BS has also contributed to promoting sustainability of EU support at all levels.

Close policy dialogue is also a factor improving sustainability prospects in *Georgia*. The SSF identifies multiple political risks to the sustainability of EU Env. & CC interventions in *Georgia*; arguing, however, that these can be partly mitigated by enhanced policy dialogue and by greater use of incentive-based mechanisms. At implementation level, stakeholders interviewed perceived no major issues with sustainability of projects in *Georgia*. There are good capacities at the national level supporting the implementation of projects. The challenge for sustainability is the low capacities at the local level.

In *Egypt*, because of the close link between water and agricultural development, Env. & CC policies are embedded in the broad sustainable development plan. Yet, in a long-running EU support in Egypt (EPAP I, II and III) there is another tranche of funding earmarked for EPAP IV despite the fact that this new phase is being formulated without a mid-term review of the previous EPAP III due to institutional inertia in allowing timely security clearance (a requirement of Government). There is no coherent sustainability plan for this ongoing EU funding and no exit strategy. In *Lebanon*, the lack of long-term policies, the often-changing government and its priorities, collapse of the public sector, and ongoing social crisis made consideration of sustainability a practical impossibility. Enforcement capacity was lacking over the review period and capacity, once formed, tended to dissipate quickly through low staff retention.

5 Overall assessment

To judge by spending, Env. & CC has not been a high EU cooperation priority in the regions covered by this evaluation...

EU support to Env. & CC has been consistent with the evolving policy framework for EU external action in the Enlargement region, and in the Neighbourhood countries with an Association Agreement, guided by EU approximation goals. This has led to focus on strengthening legislative frameworks and infrastructure, initially on environmental issues, but increasingly on CC. Overall, however, Env. & CC was, as indicated by the level of spending, not a priority in bilateral programming during the period under review. To some extent, this is because programming for the evaluation period (2014-2020) began well before milestones now taken for granted (e.g., Agenda 2030 and the Paris Agreement; both 2015) were signed. The European Green Deal (2019) calling for net carbon neutrality and circular economy, is only now beginning to translate into programming. As programming for the coming years proceeds, it is to be expected that Env. & CC will assume a stronger role through the NDICI where the climate change target is equivalent to 35 % of the NDICI budget, and the biodiversity target is 7.5 – 10 %. The Green Agenda for the Western Balkans adopted in 2020 is likely to also significantly influence the programming process in the future.

... which can be explained by the fact that Env. & CC was not always ranking high on the political agenda of partner-country

However, the low level of spending reflects the fact that EU support has been constrained by national priorities. Deployment of the IPA and ENI instruments is largely demand-driven, and Env. & CC is low on partner country priority lists. While EU support to Env. & CC was informed by solid context analysis and stakeholder consultations, several actions have been over-ambitious and failed to take into account limited partner ownership and buy-in. The EU has tended to assume that partners shared the same level of concern and urgency as the EU does (particularly in the area of CC). This is by no means always the case, and implementation of EU actions has suffered as a result. Cross-cutting issues such as gender and youth have gained increasing traction in EU Env. & CC strategies, though country-level evidence indicates that interest and results have been patchy.

Mainstreaming is limited and difficult to measure with confidence	Mainstreaming is only now really starting to take shape. Barriers include absence of a clear medium-term strategic vision, low priority attached to Env. & CC by partner governments, competing EU priorities (especially those that arose after the 2015 “refugee crisis”), and EUD capacity constraints. The analysis of mainstreaming is, however, made difficult by inadequacies in the Rio+ Marker system, which leaves scope for subjectivity in scoring the ‘significant’ marker and does not really address the quality of mainstreaming.
CC has grown in importance for the EU, but emphasis has been on infrastructure (CCM), not broader approaches from the resilience agenda	As the urgency of CC has become apparent in the form of extreme global weather events and narrowing scientific uncertainty bands, it appears with hindsight that EU actions have over-focussed limited resources on CCM – which consists mostly of infrastructure investment – and have underestimated needs for support to CCA, which calls for awareness-raising, evidence-based policy formulation, and addressing the resilience agenda at all levels (civil society strengthening, engagement of local authorities, civilian empowerment, dissemination of innovative good practices and technology, etc.). There is naturally a limit to what the EU can do to cover the most pressing needs of partner countries with the financial resources it has available. However, the findings of this evaluation suggest that the logic behind strategic choices to focus EU bilateral cooperation on certain areas and not others is not clear, and was not sufficiently communicated to all stakeholders. The balance between hard and soft support did not respond to a clear rationale, or to clear economic and financial considerations.
There has been strong EU added value, but also some missed opportunities	EU value added arises from a number of sources. One is the volume of EU support and the multiplicity of financing instruments and modalities at its disposal, including those to address issues at different levels within countries (including through its support to CSOs and LAs), problems that are regional or cross-border in nature, and challenges faced in common by localities in different countries. At the same time, it has been difficult to establish strong linkages between traditional large bilateral programmes and these smaller and more innovative approaches. Budget support was rarely applied to support Env. & CC – not being used in the <i>Western Balkans</i> (it was only recently introduced in IPA countries), and covering Env. & CC mostly as a cross-cutting issue in the <i>Neighbourhood region</i> . This reduced opportunities for high-level policy dialogue and, since budget support is a modality that only the EU provides, limited the EU’s ability to exploit its comparative advantage and add value in the process. An opportunity missed given that the EU is a global leader in Env. & CC and has unique leverage via SAA and approximation. It limited, as well, opportunities for complementary TA and the grants that can provide financial underpinning of CSOs in partner countries. Finally, budget support would have lent itself to a whole-of-government approach and a persuasive use of conditionality and incentive-based mechanisms, which has been largely absent from EU support to Env. & CC.
Efforts to form effective national coalitions for progress in Env. & CC have largely fallen short	The effort at national level to form and coordinate policy coalitions with shared ownership, responsibilities for strategic policy development, implementation, and monitoring of progress towards commitments at national level, has been hampered by the multiplicity of actors in the area of Env. & CC. Results vary from country to country. In most cases, existing mechanisms do not achieve their full potential to make an effective contribution to policy monitoring and joint development of strategy and guidance for the implementation of national partners’ commitments in the area of Env. & CC. Partnership could be said to be as strong as the least-committed member, often this appears to be Government, often due to lack of capacity. Contributing to this has been the fact that some EU government counterparts (e.g., Ministries of Environment) have had little political weight or capacity or have been marginalised by the very structure of Government. Responsibility for policies relating to Env. & CC are often spread across many ministries and agencies. CSOs and LAs have received

significant EU support but have been under-represented in the large bilateral programmes that comprise much of EU support. A factor that has limited CSO involvement has sometimes been due to government reluctance.

EU HQ has provided strong support to design and implement support using a wide range of modalities

EU HQ has provided inputs, support and guidance materials for the design and implementation of country-level interventions, such as training and tools. The level of support increased over time; although so did needs for support tailored to, e.g., circular economy and fragile states. EUD staff time to absorb and use such support was, however, limited. A broad set of modalities were used to support Env. & CC – a mix of direct and indirect management in the Enlargement region, needs-driven Twinning and TA in areas identified by partners as in need of strengthening to meet SAA commitments. The relatively new modality of blending has resulted in partnerships between the EU and EFIs with particular significance for infrastructure provision. The basic model is that the EU provides grant support to leverage lending and policy dialogue to complement it. Moreover, differences have emerged between EU's and EFIs' approaches to monitoring and inclusion; the first more oriented towards policy goals and the second towards sound project finance. It can be expected that there will be much closer ties between the EU and EFIs and EU MS through the Team Europe initiatives, conceived by the EU Green Deal.

Political decision makers in partner countries are unenthusiastic about the "Green Growth" paradigm.

EU support has contributed overall to strengthening the policy and legal framework related to the Env. & CC themes in line with Enlargement and Association commitments, but with variable effectiveness in terms of policy implementation. Examples of weak results outnumber examples of strikingly positive ones. Success factors have been found to be country-specific, whereas the constraint of low government interest is practically universal across all countries in both regions. The EU must contend with the fact that national short-term policy priorities are sometimes not aligned with the *acquis* or Association Agreements. Progress in Env. & CC requires allocating resources that could be applied to promoting near-term growth and employment to support policies that will pay off only over the longer term. "Green growth" arguments have not yet found favour with partner country political decision makers, despite the apparent interest by civil society. There are also feasibility issues, especially in the energy field, where dependence on fossil fuels in some countries will, under any reasonable scenario, require decades to scale back.

The EU has attempted to engage the broad range of stakeholders, but with limited success.

Despite substantial investment and positive effects observed in a few cases, the impact of EU contributions to strengthening CSO involvement in policy design and implementation, and stimulating demand from citizens for more effective Env. & CC policies, has remained modest. Awareness raising and increasing access to environmental information have not been core areas of EU bilateral or regional support and positive effects observed remained often limited to a narrow set of actors or a limited geographical area. The picture regarding EU contributions to strengthening LAs' response to Env. & CC has been mixed. Some EU interventions have led to positive effects on capacities of LAs to develop and implement initiatives in the area of Env. & CC. However, evidence points to important persisting LAs' capacity gaps in all countries reviewed. There is evidence of an increasing EU engagement in Env. & CC with the private sector in both partner countries and EU MS, but this is not at a scale commensurate with the EU's ambitions.

EU policy documents have recognised the climate emergency and highlighted the need for

Although some recommendations might be difficult to integrate in the current programming activities, they can still be integrated in the guiding documents and processes that will be developed to support the implementation of the MFF as well as in future policies and updates of programming documents that will be adopted in the coming years.

The recommendations of the evaluation take into account the increasing recognition at international level of the need to accelerate action to respond to current and likely

transformational changes... upcoming CC challenges. Various recent EU policy documents recognised this climate emergency and highlighted the need for transformational changes, a need that also appears in various conclusions of this evaluation.

To build on the lessons from past EU support to Env. & CC and better embrace the transition called for in EU policies and global agreements such as Agenda 2030, the evaluation team recommends: i) better reflection of the expected transformation in the strategic orientations and financial commitments that will underpin EU external action in the Enlargement and Neighbourhood regions; and ii) strengthening the design and monitoring of EU interventions to facilitate the attainment of transformational changes in partner countries.

... but progress identified is nowhere near sufficient to effect the transformational change called for by the EU.

In summary, while examples of EU contribution to progress through both the spending and non-spending sides of cooperation have been identified, these are small in comparison to the scale and are narrow in comparison to the scope of the challenges faced by partner countries. They do not aspire to the responses called for by the EU itself. Progress has been greatest in policy reform and the drafting of new legal frameworks, but low political commitment, the weakness of partner institutions, and the inherently long-term nature of Env. & CC issues have discouraged effective implementation. Legacy effects such as dependence on fossil fuels and deteriorated infrastructure exert a drag on progress, as does the temptation to focus on immediate needs in the economic and social spheres rather than long-term requirements in Env. & CC.

6 Conclusions

Two sets of conclusions For analytical clarity, the conclusions are grouped into three clusters as summarised in Table 3 below.

Table 3 Overview of the conclusions

Cluster	Conclusion related to...	Main related EQs
Framework and strategic entry points	C1. Overall EU institutional and strategic framework	EQs 1, 2 and 3
	C2. Strategic entry points used by the EU	EQs 1 and 2
Implementation	C3. EU's role in the promotion of collaborative efforts	All EQs
	C4. Efficiency of delivery	EQs 1 and 4
Achievements	C5. Effects of EU support on normative frameworks and broader outcomes	EQs 5 and 6
	C6. Learning from past experience	All EQs

6.1 Cluster 1: Framework and strategic entry points

6.1.1 Conclusion 1: Overall EU institutional and strategic framework

EU support to Env. & CC has built on solid foundations at EU policy and institutional level, which partly explains the support's relevance and strong internal and external coherence observed during the period under review. However, Env. & CC have not been a priority in bilateral programming.

This conclusion is based mainly on EQs 1, 2 and 3

EU support has relied on a comprehensive set of EU policies and strategy documents, which have been internally consistent and strongly aligned with global agreements and international frameworks related to Env. & CC. EU support has been guided by EU approximation goals and broad priorities outlined in well-articulated regional strategic frameworks (e.g., EaP). This sound basis,

combined, in several instances, with long-term engagement on specific Env. & CC-related challenges at partner country level, largely explains the **high degree of coherence and relevance** observed in EU support to Env. & CC during the period.

The EU has had a **unique strategic position** in the Env. & CC donor landscape. In addition to its local presence through EUDs, EU support in the *Enlargement and Neighbourhood regions* has benefited from: i) the EU's image as a global leader on Env. & CC; ii) its political influence, especially in the context of the Enlargement process with IPA beneficiaries and the Association Agreements established with Neighbourhood countries; iii) a sound internal institutional framework characterised by good collaboration between relevant EU entities, including an active involvement of line DGs in EU external action; and iv) unique funding capacity, including a diversity of financing instruments.

Despite the EU's unique positioning, its stated policy ambitions and the commitments made in international agreements in the early part of the period under review, **Env. & CC has rarely been a priority area in bilateral programming**. The time lag in implementation (see C4) and the fact that country strategy documents and several large interventions carried out during the period were developed before 2014, when Env. & CC was less prominent in the EU policy framework, partially explains the relatively low volume of financial assistance in this area in 2014-2020. The demand-driven nature of IPA and, to a lesser extent, ENI assistance and the low political will related to Env. & CC in partner countries have been factors that also contributed to the situation.

6.1.2 Conclusion 2: Strategic entry points

The mix of financing instruments used by the EU allowed the provision of support to Env. & CC through multiple 'entry points'. But, the fact that Env. & CC was often not a priority of EU bilateral programming has limited the comprehensiveness of the assistance provided as well as the opportunities to bring the different interventions funded together under a clear medium/long-term vision.

This conclusion is based mainly on EQs 1 and 2

EU-funded interventions have been relevant to the needs and priorities of the partner countries and have covered a **wide range of Env. & CC issues** in the regions reviewed. The instruments used to finance them has largely determined the focus and type of activities carried out. The EU has put **emphasis on supporting the partner countries' policy and legal frameworks** in the area of Env. & CC under its bilateral programming. In several instances, bilateral programming has also covered large interventions focussed on centralised, top-down infrastructure solutions.

Regional and multi-country financing mechanisms (e.g., blending facilities, regional programmes, financial envelopes to finance CBC and macro-regional strategies) offered opportunities to complement bilateral interventions. Some (e.g., multi-country programmes such as EPPA) provided platforms to deal with transnational environmental issues, while others focussed on bottom-up approaches addressing sustainable infrastructure needs at the level of LAs (e.g., CoM-East), and a range of local initiatives, including activities on environmental conservation (e.g., CBC). However, partly because of the limited budget, the **interventions focussing on the local level were scattered** and often narrow in terms of focus. They rarely consisted of an integrated set of actions aimed at creating ecosystems of local governance, consumers, and entrepreneurs to promote a green transition from the bottom up.

Moreover, while the different entry points used reveal a diverse and relevant portfolio of actions and the evaluation has not found any major inconsistency or duplication between interventions, EU support **missed opportunities to link these interventions and support a clear medium/long-term vision**. EU entities involved in regional or cross-border interventions were not always fully familiar with the bilateral support provided in the area of Env. & CC, and vice versa.

The EU has tended to support the same type of interventions over many years with no clear sequencing or clear strategy to anchor the support in broader reforms at national level. The strategic focus of EU support has ended up being largely determined by the demand-driven nature of the IPA

and, to a lesser extent, ENI programming process, the low attention given to Env. & CC by decision makers in partner countries and their tendency to orient spending towards actions that produce immediate and tangible economic and political benefits. Documents related to programming and the design of individual interventions often **lacked discussions on strategic issues** such as the balance to strike and the linkage to build between hard vs. soft support or the attention to give to CCA and CCM in the overall programming process.

The lack of priority given to CC and the lack of clear medium/long-term vision underpinning EU programming translated into a situation where EU interventions have **focused more on addressing sectoral issues than on supporting broader transformational changes**, including actively promoting a broader economy-wide decarbonisation approach and a circular economy. The fact that Env. & CC has not been a top priority in EU programming during the period under review limited the opportunities to engage in more comprehensive and integrated support packages and mainstream Env. & CC in interventions not focussing specifically on this thematic area. Although there are many examples of EU interventions that have included an awareness-raising component on Env. & CC, overall, EU support has not paid systematic attention to raising awareness among the different stakeholders (citizens, private sector, decision makers) despite the important needs in this area.

6.2 Cluster 2: Implementation

6.2.1 Conclusion 3: EU's role in the promotion of collective efforts

The EU has been an active player in policy dialogue and has fostered the engagement of stakeholders in Env. & CC-related initiatives at local, country and regional level. However, it has yet to match its policy ambitions with a higher degree of engagement in political dialogue at national level.

This conclusion is based mainly on EQs 2, 3, 5 and 6

Given the size and complexity of the Env. & CC challenges addressed, collective efforts are key for ensuring smooth implementation of the supported strategies and achieving results. Although this was not done systematically, the EU **has actively promoted the engagement of stakeholders** in Env. & CC-related initiatives at local, country and regional level.

Coordination between the EU and **international partners** has been good. Co-financing often facilitated the collaboration between international partners without diluting EU visibility. EU interventions strongly benefited from the expertise of EU MS and EFIs, but also from IOs' (e.g., UNDP) strong network and well-established partnerships with partner governments. However, joint learning with international partners, incl. EU MS and EFIs, has been limited.

Participatory processes involving local / national stakeholders have been observed in all contexts, including at the local (e.g., EU support to the depollution of Lake Bizerte in *Tunisia*) and central level (e.g., EU support to clean air in *Kosovo*). These cases have highlighted the importance of a long-term engagement and a good understanding of the context to ensure an effective and inclusive design and implementation process, something that the EU has ensured in some, but not all, countries reviewed.

The EU has ensured active involvement of **CSOs** at key points of the programming cycle. The EU also used substantial bilateral and regional envelopes dedicated to CSOs to support their engagement at both national and local levels. However, support to CSOs' involvement in reform processes supported through large bilateral interventions was often limited by the low appetite of partner governments to engage in this area. This led to a situation in which CSOs were often mostly supported through calls for proposal to carry out specific actions disconnected from each other and not always well anchored in reform processes supported by the EU at the central level.

In both the *Enlargement and Neighbourhood regions*, **policy dialogue** has been carried out in a consistent way. Annual meetings (e.g., sub-committees under SAA/association meetings, etc.) took place between the EU and partner countries to discuss national Env. & CC priorities and challenges and how the EU could contribute to addressing them. As illustrated by the case of *Ukraine*, political

support through high-level political commitments such as the European Green Deal has enhanced EU engagement in policy dialogue on Env. & CC in recent years. However, dialogue with central government has often been weakened by weak national coordination mechanisms, the unstable institutional environment of national authorities and the fact that the direct counterparts in line ministries did not have sufficiently political weight to be suitable partners for meaningful policy and political dialogue. 'Strategic dialogue' on Env. & CC with key national decision makers was only observed in very few cases (e.g., *Ukraine*) and only in recent years. This reflects not only weak political will in partner countries, but also limited attention to Env. & CC in programming, which has limited the opportunities to involve higher-level decision makers in such dialogue. The European Green Deal and the increased ambitions of the new MFF offer unique opportunities to step up EU engagement in policy and political dialogue with partner countries.

With the increased importance of Env. & CC in international agenda, countries and their international partners need to navigate an increasingly complex web of actors and funding opportunities. Although the EU has played a positive role in **national coordination mechanisms** and promoted exchanges between stakeholders at national and regional level, it has rarely put this challenge at the centre of its bilateral support. In a context of weak national coordination mechanisms and the lack of a clear medium/long-term vision underpinning EU support to Env. & CC, the multiplicity of financing instruments used by the EU, though valuable (see Conclusion 2), has tended to blur further the picture of who is financing what and where funding needs are the most important.

6.2.2 Conclusion 4: Efficiency of delivery

While, for most interventions, efficiency losses have remained limited during implementation, there has been an important time lag in translating EU strategic objectives into action.

This conclusion is based mainly on EQs 1, 3 and 4

Cost-efficiency considerations have usually been integrated in the design of EU Env. & CC interventions and implementation has not generated unexpectedly high transaction costs. EU interventions have faced frequent **delays**, especially during start-up phases; but, in most cases, delays have not had major negative effects on the attainment of the intended objectives. Major delays have affected implementation only in some cases (e.g., *Kosovo, Tunisia*). Factors affecting timely implementation have been both internal (e.g., difficulties in procurement process, slow mobilisation of TA teams, responsiveness of the national governments in case of regional initiatives) and external factors (e.g., low maturity of infrastructure investment operations, lack of clarity in the institutional set-up / division of roles at partner country level, deterioration of the economic context affecting investment operations, COVID-19). The complexity of some interventions, including the ones involving an infrastructure component, and the need for accompanying such interventions with substantial capacity building, comprehensive participatory processes, and appropriate time for the start and closure phase (incl. a 'capitalisation'/consolidation phase to ensure sustainability) has often been overlooked during the identification and formulation stages, leading to over-ambitious design. Many Env. & CC interventions require more time than a programming period to be fully carried out.

The potential fragmentation in internal resources that could have resulted from the diversity of thematic areas covered (energy, environment, climate, etc. were issues dealt with by different managers) has been limited by specific **institutional set up** (e.g., one staff dedicated full-time to Env. & CC in *Serbia*, one staff in charge of mainstreaming in *North Macedonia*) and overall good internal coordination at EUD level. EU support to Env. & CC has benefitted from well-functioning mechanisms for inter-service collaboration, with contributions from HQ provided at critical moments (e.g., comments on programming documents or Action Documents of new interventions). EU internal resources have been adequate to engage in the Env. & CC areas so far, including in policy dialogue, although a higher degree of **engagement in political dialogue** at national level was

sometimes lacking (see Conclusions 1 and 3) and it is likely that a stronger engagement in Env. & CC in the future will require a corresponding increase in resources.

There is a substantial body of **guidance** available for programming and design of individual interventions in the area of Env. & CC. Training (e.g., on the European Green Deal) has been regularly organised at HQ and regional level and EUD staff have regularly accessed these opportunities. However, the Guidance on Env. & CC mainstreaming does not contain any illustrative good practice from the DG NEAR countries, which has lessened the utility of such material for staff based in DG NEAR countries. There also appears to have been limited opportunities for exchange on lessons from past or ongoing interventions between staff working in the same region.

Slow progress in the development of sector approaches (e.g., *Kosovo, North Macedonia*) has reduced the options to adopt more 'strategic' **implementation modalities** (e.g., BS) in several countries. The delivery of the support through EU MS and UN agencies (e.g., in *Serbia*) has allowed the EU to benefit from dedicated and recognised technical expertise and, in some cases (e.g., *Neighbourhood East*), well established networks in the areas of intervention.

6.3 Cluster 3: Achievements

6.3.1 Conclusion 5: Effects on policy and legal frameworks and broader outcomes

The EU has played a major role in strengthening Env. & CC national policy and legal frameworks in Enlargement and Neighbourhood regions; but, policy implementation lags behind, and, so far, although some EU interventions have contributed to results at local level, EU support has not led to significant changes in partner countries' capacity to respond to Env. & CC challenges and credibly address the commitments they have made.

This conclusion is based mainly on EQs 5 and 6

Although alignment with the EU *acquis* is still work in progress and progress has not been uniform in all countries, the EU Approximation agenda combined with an extensive use of effective short-term TA has contributed to strengthening Env. & CC national policy and legal frameworks in the *Enlargement and Neighbourhood East regions*. Progress in **strengthening national Env & CC frameworks** is also observed in some Neighbourhood South countries.

However, despite much attention given to strengthening enabling frameworks for Env. & CC in EU support, policy **implementation** relating to Env. & CC lagged behind in all regions. Weak political commitment of partner government has been a major obstacle. The limited effectiveness of the capacity building efforts supported, which have tended towards providing short-term responses to institutional challenges, and the limited use of the leverage offered by the use of conditionalities and high-level dialogue have also played a role in the modest effects observed. Such an integrated approach requires a clear vision for the support as a whole, which was often lacking as highlighted in Conclusion 2.

Moreover, while the EU has often had a good understanding of the political economy of national partner institutions, it has equally often failed to apply and capitalise on it. Approaches adopted have sometimes been insufficiently **tailored to the context**. There has also been an insufficient recognition by the EU and its national and international partners of the particular nature of **investment projects**, including the need to invest adequately in upstream analysis such as feasibility studies and context analysis.

Although the scale of the results and the pace of change have been insufficient to deliver the transformational changes required, the evaluation has identified several cases where the EU has contributed to **positive changes** at local level. What the plan of the EU and its partners was to build on these positive results, link them to actions at the national level through bottom-up approaches and achieve transformational changes is less clear.

Cross-cutting issues (including gender and youth) have gained increasing traction in EU Env. & CC strategies, but country-level evidence indicates that interest and results have been meagre. Efforts to mobilise young people through CSOs has not gained critical mass and traction, and linkages

between actions addressing gender equality and the ones focussing on Env. & CC have remained limited.

Sustainability is universally affirmed to be a desired outcome of all interventions and there is evidence that the effects of some of EU interventions will be sustained. However, there has been relatively little systematic assessment of this despite the need for this being routinely identified in many design documents. All too often, formal evaluation is not used even though financial provision is made for such tasks (see also Conclusion 6). Ultimately, sustainability depends on partner government political will and the context in which those governments exercise it.

6.3.2 Conclusion 6: Learning from past experience

The EU has established limited effective learning mechanisms on Env. & CC during the period under review.

This conclusion is based on all EQs

Despite well-functioning mechanisms for inter-service collaboration (see Conclusion 4) and various training activities focussing on Env. & CC being organised by DG NEAR, the overall picture that comes out from this evaluation is that **learning** on Env. & CC has been limited during the period under review. The fact that this thematic area was not a priority in programming has contributed to this.

Efforts to strengthen the **measurement of the effects** of EU support to Env. & CC and learn from past interventions have not been systematic. There have been a few studies carried out to learn from 'cluster' of interventions in the *Neighbourhood* context, but their number has been very limited. The development of results frameworks for investment projects supported through blending and their monitoring by the EU has been particularly weak despite the importance of this type of intervention in the EU portfolio. Ex-post assessments of results achieved and sustainability issues have been very limited across the whole portfolio.

Tracking of spending has faced various challenges, experienced by other donors, including inconsistencies in the application of the policy marker system and inadequacy of the system for information strategic decision making. At the aggregate level, mapping of EU support to better understand the composition of the portfolio, support synergies within it and identify funding gaps, has been limited.

7 Recommendations

This section presents seven recommendations, which emerge from the conclusions presented in the previous section. Figure 9 shows the linkages between EQs (findings), conclusions and recommendations.

Given the fact that the evaluation process ended at the same time as the new MFF started and that the first programming activities for the new MFF are already well advanced, some recommendations might be difficult to integrate in the current programming activities. However, they can still be integrated in the guiding documents and processes that will be developed to support the implementation of the MFF as well as in future policies and updates of programming documents that will be adopted in the coming years.

The recommendations of the evaluation take into account the increasing recognition at international level of the need to accelerate action to respond to current and likely upcoming CC challenges⁹³. Various recent EU policy documents recognised this climate emergency and highlighted the need for transformational changes⁹⁴, a need that also appears in various conclusions of this evaluation.

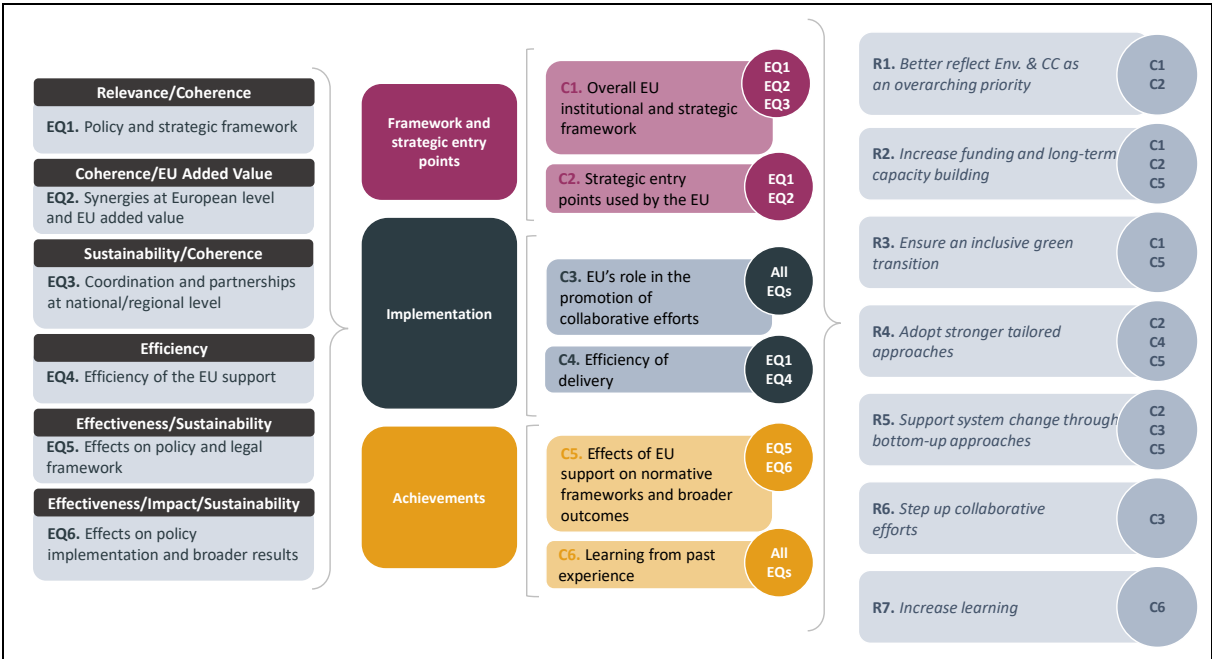
To build on the lessons from past EU support to Env. & CC and better embrace the paradigm shift called for in EU policies and global agreements such as Agenda 2030, the evaluation team recommends: i) better reflection of the expected paradigm shift in the **strategic orientations and financial**

⁹³ <https://www.un.org/en/climatechange/cop26>

⁹⁴ Including the European Green Deal and its translation into a Green Agenda for the Western Balkans.

commitments that will underpin EU external action in the Enlargement and Neighbourhood regions; and ii) strengthening the **design and monitoring of EU interventions** to facilitate the attainment of transformational changes in partner countries.

Figure 9 Linkages between EQs, conclusions and recommendations



Source: Particip GmbH.

7.1 Cluster 1: Recognising the need for a paradigm shift

7.1.1 Recommendation 1: Better reflect Env. & CC as an overarching priority in EU external action in the Enlargement and Neighbourhood regions

The EU should clearly recognise that addressing Env. & CC challenges will require system change⁹⁵ in partner countries and, to help achieve such a change, EU support to Env. & CC will need to be considered as an overarching priority in EU programming and be accompanied by a commensurate engagement in policy and political dialogue.

This recommendation is linked to: Conclusions 1 and 2.

Main actors/EU entities concerned: DG NEAR and EEAS/EUDs (especially senior management and key staff involved in programming) with support from DG CLIMA, DG ENV and other relevant DGs involved in EU external action in the two regions.

To implement this recommendation, the EU will need to take the following actions:

- Engage more systematically in policy and political dialogue on Env. & CC with partner countries, including with the highest level of government and all key decision makers involved in national policy reforms and international cooperation, in particular to achieve greater ownership (see also R6). This should be done building on existing initiatives involving EUDs, line DGs and relevant EU external action services.
- Adopt a whole-of-government and whole-of-economy approach in the support to Env. & CC, including by better integrating Env. & CC in cooperation areas such as economic and financial governance and public administration reform.
- Adopt a clear medium-/long-term vision on Env. & CC at country level, while recognising the need for short-term actions and, some cases, for a phased approach. The vision should ideally cover the following elements: i) identify precisely needs, including in terms of funding, ii) recognise the limited scope of EU

⁹⁵ i.e., changes in the way actors involved in the partner countries' response to Env. & CC challenges operate and interact, covering key actors involved in policy making, implementation and monitoring at the central and local level, as well as key economic actors.

support and explain which needs are not covered by EU support; ii) discuss how the different actions that the EU and its close partners, including European actors, support are linked and support common objectives; iii) present a phased approach with a medium-/long-term horizon, including capacity building plans of key stakeholders, and exit strategies; iv) highlight how the actions foreseen go beyond business-as-usual and support transformational changes.

- Ensure that attention given to environmental-specific issues such as biodiversity/nature protection and restoration in these long-term visions at country level are consistent with the importance given to them in the EU policies such as the European Green Deal; strengthen linkages between IPA and NDICI programming and the Biodiversity Strategy for 2030 by explicitly explaining in programming documents how EU support in the Enlargement and Neighbourhood regions will contribute to the different actions of the Biodiversity Strategy (including action #69 on unlocking funding for biodiversity and increasing investment in nature-based solutions); establish mechanisms (including financial tracking and reporting mechanisms) to hold accountable senior management at EUD and HQ level accountable of the progress achieved in this area.
- Ensure that new cooperation strategies and most new individual interventions are not just sensitive to Env. & CC issues, but include specific objectives related to transformational changes (see also R2). In other words, continue integrating a 'do not harm' approach with respect to Env. & CC in EU programming, but step up efforts to also follow a 'do more good' approach.

7.1.2 Recommendation 2: Increase funding and long-term capacity building

The EU should substantially increase its funding to Env. & CC, including through better recognising the cross-cutting nature of Env. & CC and stepping up efforts to accompany actors such as LAs that are likely to absorb most of upcoming spending on Env. & CC, while at the same time supporting the development of an enabling environment for green private investment.

This recommendation is linked to: Conclusions 1, 2 and 5.

Main actors/EU entities concerned: DG NEAR and EEAS/EUDs (esp. staff involved in programming).

To implement this recommendation, the EU will need to take the following actions:

- In line with recommendation R1, advocate for increased attention to both CC and Environment in bilateral programming among partner country government officials, including by: i) better highlighting the need to support sustainable growth strategies and integrate Env. & CC in sector policies, especially the ones where the main drivers that affect Env. & CC challenges lie; and ii) ensuring that advocacy efforts cover top level officials beyond line ministries.
- Support more systematically partner governments for the integration of Env. & CC in national budget processes, including fostering programme budgeting for better predictability and strategic allocation of resources of financial resources related to Env. & CC; support the involvement of national CSOs in these processes.
- Better link funding and monitoring of infrastructure operations to policy and political dialogue at national level.
- Increase envelopes foreseen for actions focussing on Env. & CC in the new programming cycle, including through the more systematic allocation of resources to components explicitly focussing on Env. & CC in sector interventions (e.g., transport, agriculture/rural development, governance).
- Increase leveraging from other sources of financing by strengthening policy discussions on this topic with international actors involved in regional investment frameworks and continuing support at country level to the strengthening of an enabling environment for green private investment.
- Accompany the increase of funding with increased efforts in long term capacity building of partner country stakeholders, especially of LAs, and ensure that capacity building support strategies at central level address both short-term and long-term needs / especially of LAs; Explore partnerships with national organisations to support long term capacity building instead of one-off TA projects.
- Support national partners to ensure sufficient maturity of investment projects and more carefully assess this dimension during programming/design stage.
- Better monitor Env. & CC spending at EU level (see recommendation 7).

7.1.3 Recommendation 3: Ensure an inclusive green transition

The EU should ensure a stronger integration of gender equality, inclusion and the needs of youth in the design and implementation of its support to Env. & CC.

This recommendation is linked to: Conclusions 1 and 5.

Main actors/EU entities concerned: EEAS/EUDs and, for exchanges with international partners at HQ level, DG NEAR and line DGs.

To implement this recommendation, the EU will need to take the following actions:

- Given their role in EU support to Env. & CC, strengthen exchanges between the EU and close international partners, including EFIs involved in blending and EU MS, on the integration of gender equality, inclusion and the needs of youth in Env. & CC actions; this should include jointly developing learning products with these partners to help staff from the EU and partner organisations to capitalise on existing experience and use concrete examples as a basis for the design of new support.
- Establish systematic linkages between country-level context analyses related to Env. & CC and gender analyses carried out in the context of the GAP III framework to enhance the integration of these issues in programming and the design of new interventions.
- Develop meaningful indicators (relevant to the objectives pursued, measurable and with realistic targets) related to gender equality, inclusion and needs of youth in the design of new interventions, including in results frameworks.
- Increase support to small businesses, including through capacity building, to promote eco-innovations, take advantage of the growing market for environmental goods and services, increase benefits through more efficient production practices and better integrate them in greening processes with partners in the supply chains .
- Increase support to scale-up sustainable consumption and production at country level to expand local funding opportunities and continue current efforts to support demonstrational projects and the sharing of good practice at regional level.

7.2 Cluster 2: Operationalising the paradigm shift

7.2.1 Recommendation 4: Adopt stronger tailored approaches

The EU should ensure that the support provided is tailored to the context of the partner country and to the need of the targeted stakeholders.

This recommendation is linked to: Conclusions 2, 4 and 5.

Main actors/EU entities concerned: EUDs/EEAS with support from DG NEAR.

To implement this recommendation, the EU will need to take the following actions:

- When designing new interventions, identify objectives and timeframe for implementation that reflect well the constraints of the partner country context, including the political economy of the involved national institutions.
- When developing a long-term vision on EU support to Env. & CC at country level (see R1), realistically enumerate and cost (jointly with national partners) the actions needed to support this vision, including (if not already done by the partner country) by broadly identifying the national and international (public and private) sources of funding that could be used to complement this support.
- Develop longer-term programming to encourage partner countries to have investment plans for five to six years and abide by these.
- Give more prominence to a bottom-up approach, particularly at LA level, and use civil society more systematically (see R5).
- Ensure that, especially in the *Enlargement context*, elements supporting the transposition of the EU legal framework to a partner country (including guidance on the application of standards) takes into account the specificities of the national context (including that relevant guidance is available in local languages and reflect the realities of the local institutional environment).
- Better reflect in the design of complex interventions that accompanying capacity building and actions for learning and consolidating investment made (including to ensure sustainability) require time.

7.2.2 Recommendation 5: Support system change through bottom-up approaches

The EU should increase its support channelled through bottom-up approaches and better recognise the role they can play in broader efforts to support system change.

This recommendation is linked to: Conclusions 2, 3 and 5.

Main actors/EU entities concerned: EUDs/EEAS with support from DG NEAR and relevant line DGs.

To implement this recommendation, the EU will need to take the following actions:

- Increase the financing of local initiatives, especially integrated set of actions aimed at creating ecosystems of local governance, consumers, and entrepreneurs to promote a green transition from the bottom up; use the opportunities linked to the circular economy concept to stimulate such bottom-up approaches.
- Systematically link support to national reforms with interventions implemented at the local level, and vice versa (e.g., by adopting a sequencing in the support that adequately promote synergies between the two levels and introducing cross-references in documents supporting the design and implementation of the initiatives implemented at the two levels).
- Ensure, through better internal and external communication (including e.g., the production and dissemination of short notes on EU support to Env. & CC covering all EU financing instruments), that relevant EU staff and government officials involved in policy dialogue at national level are fully informed about EU-funded initiatives at the local or cross-border level.
- Continue investing in strengthening LAs' role in local responses to Env. & CC challenges, and encouraging horizontal partnership and co-production of services between LAs, civil society and the private sector at the local level.
- Develop learning products and guidance material on awareness raising, distinguishing between the different types of actors involved in partner countries' response to Env. & CC challenges and the different objectives pursued⁹⁶; this process should start with: i) a specific study on how Article 12 of the Paris Agreement has been addressed in EU external action; and ii) the development of a compendium of EU-funded actions carried out so far highlighting good practices in this area.
- Ensure that programming, through dedicated regional envelopes and, where conditions allow, through bilateral programmes, pay significant attention to promote awareness-raising activities, especially for citizens to support stronger demand for Env. & CC actions and more focussed initiatives at local level.

7.2.3 Recommendation 6: Step up collaborative efforts

The EU should continue strengthening linkages with its close partners, including EU MS and EFIs, and better accompany partner government in coordinating the increasingly complex landscape of actors involved in supporting responses to Env. & CC.

This recommendation is linked to: Conclusion 3

To implement this recommendation, the EU will need to take the following actions:

⁹⁶ e.g., changes in mindsets at the level of public institutions or private actors, changes in consumption behaviours, stronger demand for Env. & CC actions at the local level.

- Integrate more systematically the Ministry of Economy and Finance and key decision makers at the highest level of government in the programming and implementation of new EU-funded Env. & CC interventions (see also R1).
- Support the partner governments in regularly implementing mapping exercises to help all stakeholders better understand who is funding what in the area of Env. & CC at country and local level, and where funding needs are the most important.
- Increase the promotion of the support provided by EU actors, including EU MS and EFIs, as a collective effort, building on the current Team Europe Initiatives, developing mapping of actions funded by the different actors and fostering joint learning.
- Continue advocating for internal policy developments at the level of international partner organisations, including EFIs, to promote convergence between institutions on topics such as inclusiveness (see R3) and monitoring of development results.
- Step up efforts to exchange with close partners on the most efficient collaborative strategies to support novel cross-sectoral approaches (e.g., circular economy, decarbonisation).
- Communicate on mapping results and learning products (see R7) to close partners, especially EU MS and EFIs.

Main actors/EU entities concerned: EEAS/EUDs and, for exchanges with international partners at HQ level, DG NEAR and line DGs.

7.2.4 Recommendation 7: Increase learning

The EU should increase learning from its support to Env. & CC by strengthening monitoring of its interventions and investing more in knowledge sharing.

This recommendation is linked to: Conclusion 6

To implement this recommendation, the EU will need to take the following actions:

- Ensure stronger monitoring of results achieved and sustainability of actions supported, including through regularly conducting multi-country cluster/portfolio reviews focussing on specific Env. & CC issues and randomly selected ex-post evaluations of EU-funded interventions (incl. investment projects); integrate dedicated financial envelopes for this in upcoming programming.
- Improve monitoring of the EU portfolio related to Env. & CC through:
 - apply more rigorously the Rio marker system and acknowledge that, while the system is suited for tracking progress towards spending targets, it is less so for understanding the composition of the EU portfolio and following orientations adopted in programming;
 - implement regular (at least, yearly) reviews of the quality of Env. & CC mainstreaming in EU external action;
 - carry out regular (at least, yearly) overall mapping exercises (covering the whole EU portfolio) to identify trends in the composition of the portfolio and opportunities to accelerate progress towards funding targets;
 - carry out specific mapping exercises (at least, yearly) to analyse entry points used by the EU and its partners to support Env & CC action in specific areas such as circular economy and the use of nature-based solutions for CCA and CCM;
 - systematically accompany the presentation of quantitative indicators with qualitative information (e.g., discussion of factors potentially explaining observed trends, presentation of illustrative cases) in EU internal and external reporting activities covering issues of funding and results measurement.
- Increasing learning within the EU through:
 - better define knowledge gaps and needs, and better identify knowledge brokers/promoters, including the assignment of clear responsibilities regarding learning on Env. & CC;
 - foster networking between EUDs ('green network' in EUDs);
 - compile and disseminate more systematically knowledge products showing good practice / success stories;
 - commission specific studies and develop knowledge products in areas that have been identified as needing more attention in the future, including awareness raising, inclusive green transition and circular economy.

Main actors/EU entities concerned: DG NEAR and EUDs, with support from line DGs (including JRC)



EVALUATION OF THE EUROPEAN UNION EXTERNAL ACTION

THEMATIC EVALUATION

**EVALUATION OF THE EU'S SUPPORT TO CLIMATE
ACTION AND ENVIRONMENT IN ENLARGEMENT AND
NEIGHBOURHOOD REGIONS
(VOLUME II – CASE STUDIES)**

March 2022

EVIDENCE

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Neighbourhood
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Evaluation of the EU's support to climate action and environment in Enlargement and Neighbourhood regions

The report consists of three volumes:

VOLUME I – MAIN REPORT

1. Introduction
2. Key methodological elements
3. Overview of the EU support to Env. & CC
4. Main findings
5. Overall assessments
6. Conclusions
7. Recommendations

VOLUME II - CASE STUDIES

Country case studies: (IPA) Kosovo, North Macedonia Serbia; (ENI East) Georgia, Ukraine; (ENI South) Egypt, Lebanon, Tunisia

Regional/Macro-regional case studies: (IPA) EUSAIR; (ENI East) EU4Climate; (ENI South) Switch-MED II

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List of Abbreviations and Acronyms

AA	Association Agreement
AAP	Annual Action Plan
ABP	Animal by-products
AD	Action Document
AFD	Agence Française de Développement
AGE	Agency for Gender Equality
ANME	National Energy Management Agency
ANPE	National Environmental Protection Agency
APENA	Support to Ukraine in approximation of the EU environmental acquis
AR	Annual Report
ARLA	Assistance to the Re-Establishment of the Lebanese Administration Programme
BCWUA	Branch Canal Water Users Association
CASE	Climate package for a sustainable economy in Ukraine
CBC	Cross Border Cooperation
CBD	Convention on Biological Diversity
CC	Climate Change
CCA	Climate Change Adaptation
CCAM	Climate Change Adaptation and Mitigation
CCCC	Communities Communicating Climate Change
CCM	Climate Change Mitigation
CCMA	Climate Change Mitigation Adaptation
CEAP	Circular Economy Action Plan
CEDRO	Country Energy Efficiency and Renewable Energy Demonstration Project for the Recovery of Lebanon
CEPA	Comprehensive and Enhanced Partnership Agreement
CFCD	Central Financing and Contracting Department
COP	Conference of the Parties
COTE	Center on Thematic Expertise
COVID-19	Coronavirus pandemic 2019
CRIS	Common External Relations Information System
CSO	Civil Society Organisation
CWW	Cairo Water Week
DCFTA	Deep and Comprehensive Free Trade Area
DEPOLMED	Programme contribuant à la dépollution de la Méditerranée
DG ENV	Directorate-General for Environment
DG NEAR	Directorate-General for European Neighbourhood Policy and Enlargement Negotiations
DRR	Disaster Risk Reduction
EAA	Environment Agency Austria
EAMR	External Assistance Management Report
EaP	Eastern Partnership
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ECB	European Central Bank
ECRAN	Environment and Climate Regional Accession Network
ECS	Energy Community Secretariat
EE	Energy Efficiency
EE4U	EE Support Programme for Ukraine
EEA	European Environmental Agency
EEAS	European External Action Service
EEF	Energy Efficiency Fund
EFI	European Financial Institution
EFSD	European Fund for Sustainable Development
EGD	European Green Deal
EIA	Environmental Impact Assessment

EIB	European Investment Bank
EIP	Economic and Investment Plan
ENI	European Neighbourhood Instrument
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood Policy Instrument
Env. & CC	Environment and Climate Change
EPPA	EU Environment Partnership Programme for Accession
EQ	Evaluation Question
ERA	European Reform Agenda
ERP	Economic Reform Programme
ESI	European Structural and Investment
ESIA	Environmental and Social. Impact Assessment
ESIF	European Structural and Investment Funds
ESMP	Environmental and Social Management Plan
ESPON	European Observation Network for Territorial Development and Cohesion
EU	European Union
EU MS	European Union Member State
EUD	European Union Delegation
EUO	EU Office in Kosovo
EUR	Euro
EUSAIR	EU Strategy for the Adriatic and Ionian Region
EUSDR	EU Strategy for the Danube Region
EUWI	EU Water Initiative
FAO	Food and Agriculture Organisation
FINTECC	Financing Technologies against Climate Change
GB	Governing Board
GDP	Gross Domestic Product
GFCM	General Fisheries Committee for the Mediterranean
GFDRR	Global Facility for Disaster Reduction and Recovery
GHG	Greenhouse Gas
GIZ	Gesellschaft für Internationale Zusammenarbeit
GoK	Government of Kosovo or Government of Ukraine
GoL	Government of Lebanon
HQ	Headquarters
ICZM	Integrated Coastal Zone Management
IDC	Italian Development Cooperation
IFI	International Financial Institution
IMP	Integrated Maritime Policy
INDC	Intended Nationally Determined Contributions
INM	Institut National de Météorologie
IO	International Organisation
IP	Implementation Partners
IPA	Instrument for Pre-Accession Assistance
IRAM	Integrated Risk Assessment Method
ISP	Indicative Strategy Paper
JC	Judgement Criteria
JICA	Japan International Cooperation Agency
JISA	Joint Integrated Sector Approach
JRDP	Joint Rural Development Programme
KFW	Kreditanstalt für Wiederaufbau
LA	Local Authorities
LEDS	Low-Emission Development Strategy
LLWB	League for Women in Business
LT-LEDS	Long-Term Low-Emission Development Strategy
LULUCF	Land Use, Land-Use Change and Forestry
M&E	Monitoring and Evaluation

MAP	Mediterranean Action Plan
MEI	Ministry of European Integration
MEPA	Ministry of Environmental Protection and Agriculture
MESP	Ministry of Environment and Spatial Planning
MIF	Municipal Investment Fund
MoEPP	Ministry of Environment and Physical Planning
MoLD	Ministry of Local Development
MRS	Macro-Regional Strategy
MRV	Monitoring, Reporting and Verification
MSP	Maritime Spatial Planning
MWRI	Ministry of Water Resources and Irrigation
NAMA	National Mitigation Measures
NAO	National Authorising Officer
NAP	National Action Plan
NDC	Nationally Determined Contribution
NDICI	Neighbourhood, Development and International Cooperation Instrument
NDP	National Drainage Programme
NEAP	National Environmental Action Programme
NEEAP	National Energy Efficiency Action Plan
NERP	National Emission Reduction Plan
NFP	National Focal Point
NGO	Non-Governmental Organisation
NIC	National Investment Committee
NIF	Neighbourhood Investment Facility
NIP	Neighbourhood Investment Platform
NIPAC	National IPA Coordinator
NOx	Nitrogen Oxides
NREAP	National Renewable Energy Action Plan
NSWMP	National Solid Waste Management Programme
OECD	Organisation for Economic Co-operation and Development
OECD DAC	OECD Development Assistance Committee
OMSAR	Minister of State for Administrative Reform
OSCE	Organisation for Security and Co-operation in Europe
OTE	Objectif Transition Énergétique
PA	Paris Agreement
PAF	Performance Assessment Framework
PAPS	Programme d'appui aux politiques publiques de gestion des ressources en eau pour le développement rural et agricole
PAR	Public Administration Reform
PBA	Programme Based Approach
PEE	Programme Environnement et Énergie
PGE Gabès	Programme d'appui à la gouvernance environnementale à Gabès
PIP	Public Investment Pipeline
PIU	Project Implementation Unit
PM	Particulate Matter
PRIMEA	Programme de Relance de l'Investissement et de la Modernisation de Exploitations Agricoles
PV	Photo voltaic
PV Tozeur	Centrale Photovoltaïque à Tozeur
RCC	Regional Cooperation Council
RE	Renewable Energy
RECP	Resource Efficient and Cleaner Production
ROM	Results-Oriented Monitoring
RST	Reform Support Team
SAA	Stabilisation and Association Agreement
SAEE	Energy Saving of Ukraine
SAP	Stabilisation and Association Process

SCP	Sustainable Consumption and Production
SCP/RAC	Regional Activity Center for Sustainable Consumption and Production
SCP-NAP	Sustainable Consumption and Production National Action Plan
SDG	Sustainable Development Goal
SDS	Sustainable Development Strategy
SEA	Strategic Environmental Assessment
SEAVIEWS	Sector Adaptive Virtual Early Warning System
SEE	South Eastern Europe
SEIS	Shared Environmental Information System
SEPA	Serbian Environmental Protection Agency
SIGMA	Support for Improvement in Governance and Management
SONEDE	Programme d'Amélioration des performances dans le réseau de la Société Nationale d'Exploitation et de Distribution des Eaux
SOP	Sector Operational Programme
SPA	Specially Protected Areas
SPP	Single Project Pipeline
SSF	Single Support Framework
STPCI	Amélioration du système de stockage, de transfert et de protection contre les inondations en Tunisie
SUNREF	Sustainable Use of Natural Resources and Energy Finance
SWAM	Solid Waste Management Support Programme
SWG	Sector Working Group
SWGEC	Sector Working Group for Environment and Climate
SWM	Solid Waste Management
TA	Technical Assistance
TAIEX	Technical Assistance and Information Exchange
TEST	Transfer of Environmentally Sound Technology
TFP	Technical and Financial Partners
ToR	Terms of Reference
TPP	Thermal Power Plant
TSG	Thematic Steering Group
UfM	Union for the Mediterranean
UN	United Nations
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNIDO	United Nations Industrial Development Organisation
UNOPS	United Nations Office for Project Services
USD	US Dollar
WB	World Bank
WBIF	Western Balkan Investment Framework
WG	Working Group
WWF	Worldwide Fund for Nature
WWTP	Wastewater Treatment Plant

1 Introduction

Purpose of the case studies under this evaluation This Volume presents the evaluation team’s notes for the desk and field case studies performed for eight beneficiaries/partner countries and three macro-/regional- case studies.

The case **study notes do not constitute separate evaluations** of the EU support in the country or its situation with regard to Env. & CC. It presents country-related findings relevant to the overall assessed Evaluation Questions (EQ) /Judgement Criteria (JC) and feeds into the main evaluation report of the Evaluation of the EU’s support to Env. & CC in the Enlargement and Neighbourhood regions.

Temporal scope The temporal scope of this evaluation is **2014-2020**.

Case study selection During the inception phase, the evaluation team has adopted a *purposive sampling strategy* aimed at selecting cases which illustrate well the diversity of EU support in Env. & CC. The final selection reflects consultations with the ISSG. When selecting case studies, the evaluation team considered the following main criteria:

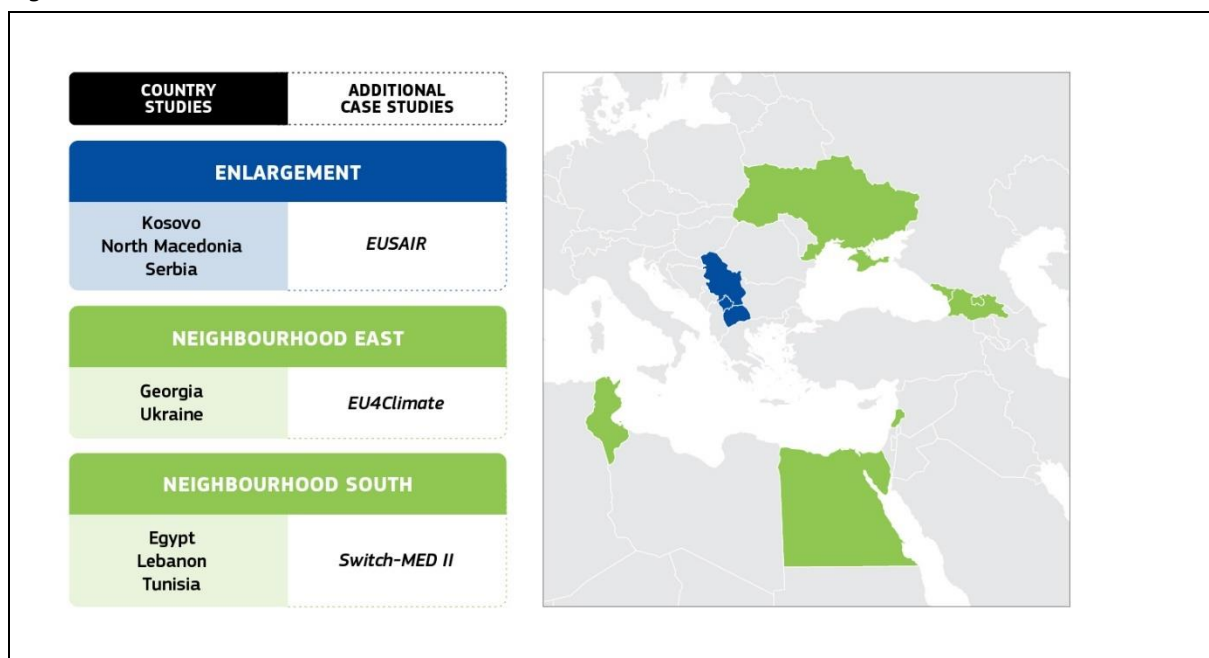
- **Geographical context:** balance between regions and diversity in terms of income status, accession status, etc.;
- **Weight of EU support to Env. & CC (number of interventions, financial allocation):** coverage of countries with large, targeted support to Env. & CC;
- **Focal thematic areas:** the ten thematic focal areas identified in the ToR; and
- **Types of interventions:** diversity in terms of modalities (e.g., blending, budget support) and channels/implementing partners.

The following features were also considered:

- **Evaluability:** Availability of documentary evidence and access to data/key informants;
- **Contemporary relevance:** Coverage of cases with relatively recent EU support relevant to Env. & CC whose design and implementation reflect well EU’s Intervention Logic in the region, and where part of the process of implementation is still within a reasonable ‘recall period’ of those interviewed; and
- **Strategic significance and potential for learning:** Coverage of “good practice” cases or cases with high potential for learning.

Figure 1 gives an overview of the selected case studies.

Figure 1 Selected case studies



Source: Particip GmbH.

2 Country Case Study – Kosovo

2.1 Introduction

2.1.1 Context

2.1.1.1 Main environmental challenges

Key overall policy challenges for Government of Kosovo*¹ (GoK) regarding Environment and Climate Change (Env. & CC) include ensuring alignment with the EU *acquis* and developing the institutional capacities at all levels to enhance policy design and ensure effective implementation of policies. Financial allocations for Env. & CC measures are limited and investment needs are substantial. There are serious management capacities constraints. The sustainability of potential investments is hindered by insufficient revenue collection, management deficiencies and limited budget for maintenance².

In particular, considerable investment is still needed to connect Kosovo's citizens to drinking water, expand wastewater networks, and ensure treatment of the wastewater. In relation to waste management, the existing waste management facilities need to be overhauled and expanded, including development of capacity to separately collect waste streams, reuse and recycle. The Ministry of Environment and Spatial Planning (MESP) has the central role in the drafting policies, strategies, laws regulating waste management and licencing of operators while Municipalities have devolved responsibilities for organizing and financing waste management activities.

Like other countries in the region, Kosovo suffers from inefficient use of energy³ coupled with increase in energy demand and shortfall in electricity generation. The capacity to monitor the implementation of Energy Efficiency (EE) policy remains very limited and there is a need to prioritise EE investments in residential buildings and the private sector⁴. The Ministry of Economic Development is responsible for

¹ Kosovo (*): This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ opinion on the Kosovo declaration of independence.

² Summary based on EC (2016-2020): Kosovo 2016-2020 Progress Reports.

³ This is illustrated by the high energy intensity of the country – 0.46 Ton oil equivalent / 000 US\$ GDP in 2015 (source: International Energy Agency) – compared to EU and OECD countries.

⁴ EC (2020): Kosovo 2020 Enlargement Progress Report

EE policy whereas the Kosovo EE Agency (KEEA) is responsible for implementation. The existing law on EE requires municipalities to prepare EE action plans.

2.1.1.2 The national policy and legal framework

Table 1 summarises the main policy and legislative developments related to Env. & CC in Kosovo over the last two decades. A number of primary and secondary legislation related to environmental protection was passed by the MESP in Kosovo over the last years. In responding to environmental issues, the MESP has been updating the Kosovo Environmental Strategy and the National Environment Action Plan for 2011-2015 and 2013-2022, working with ministries, Non-Governmental Organisation (NGO), and other stakeholders. The strategy and action plans developed for that period identified priorities for air, water, waste, chemicals, biodiversity, and environmental policy.

Although an overall Climate Change (CC) strategy was adopted in 2014, Kosovo has no specific Climate Change Adaptation (CCA) strategy⁵. Overall implementation of the CC strategy is at an early stage. Kosovo is not a signatory party of United Nations Framework Convention on CC (UNFCCC)⁶ and there is no legal basis for drafting Nationally Determined Contributions (NDC), as well as no targets set for 2030 and no regular reporting undertaken. According to the latest Enlargement Progress Report⁷, Kosovo still needs to take important concrete steps in aligning and implementing the EU climate *acquis* and further integrating climate relevant issues into the (sector) development strategies.

Table 1 Main Env. & CC policies and laws adopted before and during the period under review

Sector	Pre-2014	Post-2014
Legal framework	<p>2005: Law No. 02/L-30 on Waste</p> <p>2009: Law No. 03/L-025 on Environmental Protection; Law No. 03/L-043 on Integrated Prevention Pollution Control</p> <p>2010: Law No. 03/L-230 on Strategic Environmental Assessment (SEA); Law No. 03/L-214 on Environmental Impact Assessment (EIA)</p> <p>2013: Law on the Inspectorate of Environment, Waters, Nature, Spatial Planning and Construction</p>	<p>2014: The government approved secondary legislation on the state of the waste catalogue and on the cadastre of environmental pollutants; Law on chemicals; By-laws on substances that deplete the ozone layer and on fluorinated Greenhouse Gas (GHG), and on consumer information on fuel economy and CO2 emissions of new passenger cars were adopted.</p> <p>2015: An inter-ministerial water council chaired by the Prime Minister was set up; The Government adopted a decision to establish the National Council on CC.</p> <p>2016: An amendment on international trade in endangered species of flora and fauna was passed</p> <p>2018: River Basin Authority established (in 2017); Law on EE</p> <p>2020: Member of the International Union for Conservation of Nature</p>
Policy framework	<p>2011: First EE Action Plan, 2010-2012; Kosovo Environmental Strategy 2011-2015</p> <p>2013: Second EE Action Plan 2013-2015; National Renewable Energy (RE) Action Plan 2011-2020; Kosovo Environmental Strategy 2013-2022</p>	<p>2014: Strategy on CC 2014-2024</p> <p>2016: Third National Plan of Action for EE</p> <p>2018: National Emission Reduction Plan (NERP); The 2019 - 2028 National CC Strategy and Action Plan</p> <p>2019: National EE Action Plan 2019-2021; National Water Strategy (2017-2036); Action Plan on Biodiversity (2016-2020); CC Strategy (2019-2028); Action Plan on CC (2019-2021)</p>
UNFCCC process	Not a signatory to UNFCCC	Not a signatory to UNFCCC

Source: Energy Community; Fajardo, T (2015); Revised Indicative Strategy Paper (ISP) for Kosovo* (2014-2020); EU Progress Report on Kosovo (2014-2020).

⁵ EC (2020): Kosovo 2020 Enlargement Progress Report.

⁶ Kosovo is not a member of the UN and consequently not a party of UNFCCC.

⁷ EC (2020): Kosovo 2020 Enlargement Progress Report.

2.1.1.3 EU-Kosovo cooperation framework

The Stabilisation and Association Process (SAP) is the European policy framework for relations between the European Union (EU) and Kosovo until the country's eventual accession to the EU. The SAP promotes stabilisation and the transition to a market economy, regional cooperation and preparation for EU accession of Kosovo, which currently has a status of potential candidate to the EU. The EU-Kosovo **Stabilisation and Association Agreement (SAA)** has been in force since April 2016. The SAA continues the framework for relations between the EU and Kosovo for implementation of the SAP. The SAA establishes a free trade area between the EU and Kosovo, and it identifies common political and economic objectives as well as encourages regional cooperation. In the context of accession to the EU, SAA serves as the basis for implementation of the accession process. **The European Reform Agenda (ERA)** serves as a guide to the implementation of EU-related reforms in the SAA context. It sets priorities or fulfilling obligations under the SAA. In the context of SAA, yearly sub-committee meetings are held to discuss a wide range of policy issues and progress achieved.

The EU prepares Annual Country Reports to assess the readiness of Kosovo to move closer to the EU. In 2008, the European Commission (EC) agreed⁸ that a permanent dialogue between the EU and Civil Society Organisations (CSOs) from the enlargement countries should be established through regular meetings. CSOs play a vital role in the reforms carried out. Their work can prove crucial in determining the pace and quality of the accession process, as well as generating public support for accession. The EU also facilitates the dialogue on the comprehensive normalisation of relations between Kosovo and Serbia.

The EU has strengthened the economic governance exercise with the enlargement countries in 2015 to prepare them for their eventual participation in the European Semester. As of 2015 Kosovo submits annual **Economic Reform Programme (ERP)** to the EC. The ERPs contain medium-term macroeconomic projections, budgetary plans for the next three years and a structural reform agenda. The structural reform agenda includes reforms to boost competitiveness and improve conditions for inclusive growth and job creation in priority areas, including energy.

The European path of Kosovo includes participation in various initiatives such as the Berlin Process⁹, sectoral platforms such as the Energy and Transport Communities¹⁰, and regional actors, such as the Regional Cooperation Council (RCC)¹¹. In October 2020 Kosovo adopted the Green Agenda for the Western Balkans which is part of the EU's Economic and Investment Plan.

Priorities of cooperation are reflected in a number of EU strategies towards the enlargement region (see Box 1).

Box 1 Recent evolution in the Western Balkan Strategy

The Western Balkan Strategy¹² in 2018 confirmed the European future of the region. It specifies the priorities and areas of joint reinforced cooperation, addressing the specific challenges the region

⁸ Conference on Civil Society Development in South-East Europe: Building Europe Together. 17-18 April 2008.

⁹ The **Berlin Process** is an initiative to boost regional cooperation among the Western Balkan (WB) countries and their European integration. Such a multi-level connecting and anchoring agenda allows the Western Balkan countries to progress towards EU following their own pace and institutional capacity by focussing on concrete infrastructure and people-to-people exchanges. Although the Berlin process is not directly linked with supporting environmental infrastructure projects, it supports key enabling reforms to facilitate investments in the region.

¹⁰ The **Energy Community** brings together the EU and its neighbours to create an integrated pan-European energy market. It was founded by a Treaty establishing the Energy Community in force since 2006. Kosovo is a Contracting Party of the Treaty since 2006. As a Contracting Party Kosovo has the obligation to implement the energy acquis in force. Parallel to the adoption of secondary legislation, the implementation of the acquis gives rise to diverse reporting obligations. It includes legislation related to EE, RE, Env. & CC. The **Transport Community** established by the Treaty brings together EU and WB partners working together on the integration of WB transport market into the EU. The Treaty notes the necessity to protect the environment and to combat against CC and that the development of the transport sector needs to be sustainable.

¹¹ The **SEE 2020 Strategy of RCC** was inspired by the Europe 2020 Strategy. Its main objective is to boost prosperity and job creation but also to underline the importance of European perspective of WB economies. The Strategy provides a holistic pattern of development, including pillar on sustainable growth which seeks to improve efficiencies in the use of resources, upgrade infrastructure and promote sustainable development, circular economy, decarbonization and climate neutrality.

¹² EU (2018): A Credible Enlargement Perspective for and Enhanced EU Engagement with the Western Balkans. COM(2018) 65 final.

faces. A credible enlargement perspective requires sustained efforts and irreversible reforms. It launched six flagship initiatives.

In 2020 the EU presented its **Economic and Investment Plan for the Western Balkans**¹³ which aims to spur the long-term economic recovery of the region, support a green and digital transition, foster regional integration and convergence with the EU. It sets out a substantial investment package mobilising up to EUR 9 billion of funding for the region. It sets the priorities for investments in, among others, sustainable transport, clean energy, and greening the Western Balkans.

In 2020 the EC launched **the Green Agenda for the Western Balkans** envisaged by the Green Deal. The EC published Guidelines for the Implementation of the Green Agenda for the Western Balkans. The Leaders from the Western Balkans, including Kosovo, adopted the Green Agenda for the Western Balkans in November 2020. It provides a road map for five main areas i) decarbonisation: climate, energy, mobility; ii) circular economy; iii) depollution: air, water and soil; iv) sustainable food systems and rural areas; and v) biodiversity: protection and restoration of ecosystems.

Table 2 presents a summary of the **Instrument for Pre-Accession Assistance** (IPA) bilateral programming during 2014-2020. EUR 143,8 million (24% of the overall financial allocation for the period 2014-2020) was directly related to Env. & CC.

Table 2 MIP Financial allocations (EUR million) per policy areas and sectors

	Total 2014 - 2017	Total 2018- 2020	Total 2014- 2020	Of which climate change relevant (%)
Democracy and rule of law	168.52	95.00	263.52	
Democracy and governance	113.92	55.50	169.42	
Rule of law and fundamental rights	24.6	39.50	94.10	
Competitiveness and growth	132.35	206.30	338.65	
<u>Env. & CC and energy</u>	48.5	95.30	143.8	40%
Transport	-	-	-	
Competitiveness, innovation, agriculture and rural development	54.85	69.50	124.35	
Education, employment and social policies	29	41.50	70.5	
Total	300.8	301.3	602.10	

Source: Revised ISP for Kosovo* (2014-2020).

Note: Underlined sector of cooperation is the one identified by the team as having the strongest focus on Env. & CC.




2.1.2 Focus of the case study

The case study aims at i) establishing an overall view on how the EU cooperation in the area of Env. & CC has been formulated and implemented in Kosovo (focus on: EQ1, EQ2); ii) based on selected interventions, assessing EU contributions to short-term results, and likely contribution to broader ones, including highlighting the main influencing factors (focus on: EQ3, EQ4, EQ5 and EQ6); and iii) identifying good practice and broader lessons for future EU external action.

Figure 2 presents the three methods have been used to generate evidence for the case study:

¹³ EU (2020): An Economic and Investment Plan for the Western Balkans. COM(2020) 641 final.

Figure 2 Main techniques and tools used in the case study

	Literature review covering documents from EU and EU MS databases (e.g. project description, recent monitoring and progress reports), documents produced by other international and local organisations monitoring the COVID response (e.g. studies published by NGOs/research institutions), sectoral studies published in the key areas of support;
	(Remote) semi-structured interviews with some stakeholders, including: EU/EU MS staff.
	Statistical analysis of trends in context and development outcome indicators in each partner country: the aim is to enrich both the analysis of the strategic relevance of the EU response (EQ1) and the likely effects of the response (EQ5-6).

Although the case study covers the whole of EU support to Env. & CC, the analysis of efficiency and effectiveness/contribution to outcomes puts a specific focus on the areas of i) **Climate Change Mitigation (CCM)** (EE; and RE); and ii) **environmental quality** (e.g., waste and air quality).

To allow for a more detailed analysis of the EU portfolio, the evaluation team did not cover all EU-funded interventions in the country, but put emphasis on the following sample of interventions:

Table 3 Sample of EU Env. & CC interventions reviewed for Kosovo

<i>Programme abbreviation</i>	<i>Full intervention title and CRIS reference</i>
(IPA 2018) Support to Clean Air in Kosovo	EU support to clean air in Kosovo (phase1) (CRIS reference: D-41246) <i>EU contracted amount: EUR 38 million</i>
(IPA 2018) Support to waste management in Kosovo	Upgrading of waste collection system and establishing sustainable waste disposal in municipalities North Mitrovica, Zvecan, Leposavic and Zubin Potok (CRIS reference: C-413041) <i>EU contracted amount: EUR 6 million</i>
(IPA 2017) EU support to the EE Funds	EU support to the EE Fund (CRIS reference: C-403407) <i>EU contracted amount: 10 million</i>
(IPA 2015) Improving district heating in Prishtinë/Priština and Gjakova/Djakovica	Construction of the biomass heating plant with cogeneration technology CHP in Gjakova/Djakovica (CRIS reference: C-404683) <i>EU contracted amount: EUR 14 million</i>
(IPA 2014) 3rd Energy package	Support on implementing the 3rd energy package with focus on EE and RE (CRIS reference: C-376953) <i>EU contracted amount: EUR 1.9 million</i>
(IPA 2013) Improving district heating in Prishtinë/Priština and Gjakova/Djakovica	Rehabilitation of the district heating network in Pristina (CRIS reference: C-347184) <i>EU contracted amount: EUR 1.5 million</i>

2.2 Design

2.2.1 Overview of EU support to Env. & CC

2.2.1.1 Overall environmental and climate change objectives in Kosovo

As further detailed in section 2.2.2.1, a gradual integration of Env. & CC objectives in priorities of EU assistance to Kosovo can be observed.

At the broader EU level, IPA II Regulation lists among priority thematic areas of support to protecting and improving the quality of the environment, contributing to the reduction of GHG emissions, increasing resilience to CC and promoting climate action governance and information. In general, IPA II funding shall promote policies and support the shift towards a resource-efficient, safe and sustainable low-carbon economy. However, **at the level of EU-Kosovo bilateral cooperation**, the ISP¹⁴ from 2014 does not list Env. & CC among the priority areas of IPA bilateral assistance. Neither is there a specific

¹⁴ EC (2014): ISP for Kosovo* for the period 2014-2020.

allocation of funds for this policy area. This reflects the fact that the GoK did not initially identify Env. & CC among its priorities for IPA assistance. The ISP notes that the EU assistance is to be concentrated on the areas where reforms or investments are most needed and tailored to the capacities to meet the need of the country.

In 2016, the **adoption of SAA** with Kosovo marks a new era of EU-Kosovo cooperation in the area of Env. & CC and notes that the Parties of the SAA shall develop and strengthen their cooperation in the environment field. The document clearly indicates the objectives of the cooperation in this area, which include, inter alia: cooperation in the fields of air and water quality, all types of waste management, nature protection, establishing cooperation with the aim of strengthening administrative structures and procedures; cooperation to assist Kosovo to develop its climate policy and mainstream climate considerations in energy, transport, industry, agriculture, education and other relevant policies; support to gradual approximation; support to monitoring, reporting and verification of GHG emissions, supporting development of adequate administrative capacities and coordination and to involve Kosovo in global and regional efforts to mitigate and adapt to CC.

Recent EU-Kosovo cooperation strategy documents clearly identify a focus of the cooperation in the area of Env. & CC. Following the SAA adoption and IPA Midterm review, the **revised ISP** (in 2018)¹⁵ identifies Env. & CC (within the broader sector “Env. & CC and energy”) as a priority area and provides a comprehensive overview of sector needs. As outlined in the 2018 amended ISP, the objectives of IPA assistance in this area are to: i) reduce **pollution and emissions** at source and prevent environmental degradation; ii) support substantial improvement of **environmental infrastructure, including waste**; and iii) support **sustainable institutional structures**. The revised ISP includes a set of improvements within the Env. & CC areas to be achieved with IPA assistance.

2.2.1.2 Description of EU portfolio

EU funding in the area of Env. & CC represents a total of EUR 133 million in Kosovo during the period 2014-2020. Annex 3 provides a list of the main EU interventions in the area of Env. & CC funded under IPA I and II in the country during the period under review.

As illustrated in Figure 3, EU support to Env. & CC in Kosovo became more significant as of 2018, in line with the emphasis put on these themes in bilateral strategy and programming documents.

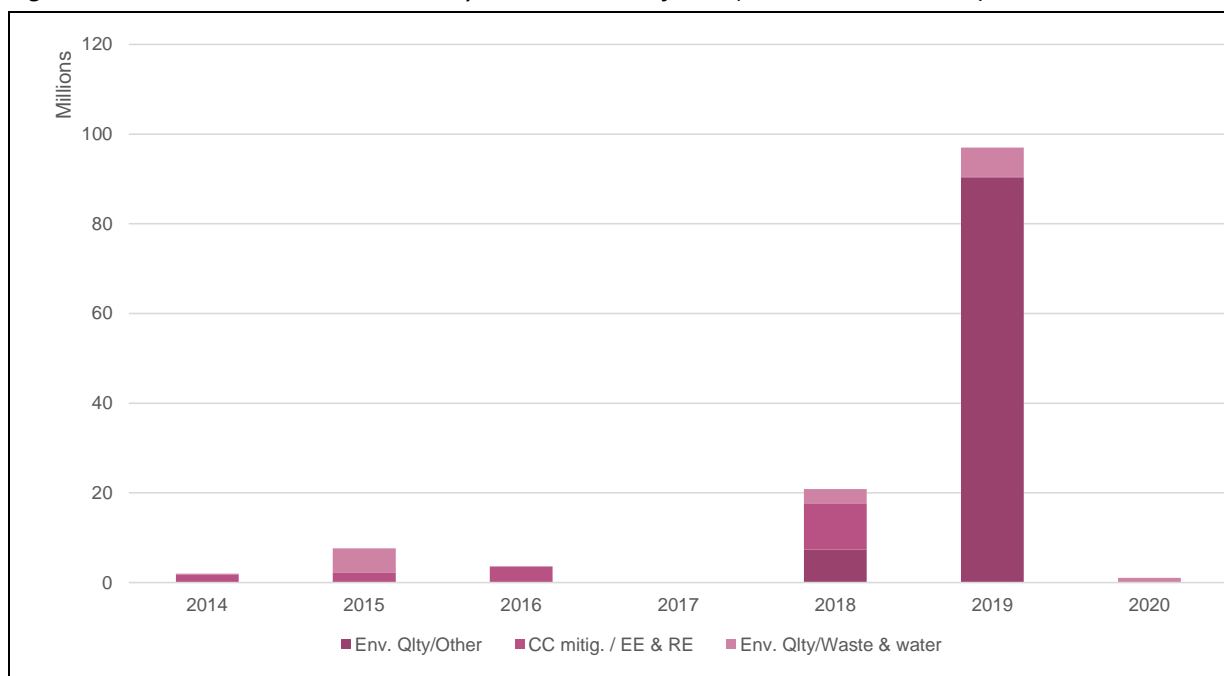
The main thematic areas covered by IPA (bilateral) assistance in Kosovo were: **i) environmental quality (including air quality)**¹⁶, and **ii) CCM (including EE and RE)**¹⁷. Early Action Documents (ADs) were already foreseeing assistance related to energy sector improvements with Env. & CC considerations such as on improvements of district heating networks, support to approximation with the EU EE/RE legislation and support to the EE fund. EU support was focussed on supporting the environmental aspects of the energy sector, in particular by reducing the environmental impact of the largest power plant in Kosovo and support clean air related to the Thermal Power Plant (TPP) improvements. Since 2018, the scope of assistance to environment was enlarged with support to waste management.

¹⁵ EC (2018): Revised ISP for Kosovo* for the period 2014-2020. C(2018) 5031 final.

¹⁶ For instance: 2019 Support to Waste Management in Kosovo (C-413041), 2019 Dust and NOx reduction measures at TPP Kosovo B, Units B1 and B2 (C-411387), 2015 Infrastructure facility for waste storage in Kosovo (C-369086).

¹⁷ For instance: 2018 Trust Fund to Support the Kosovo EE fund (KEEF) (C- 403407), 2016 Support on implementing the 3rd Energy Package with focus on EE and Renewables (C- 376953).

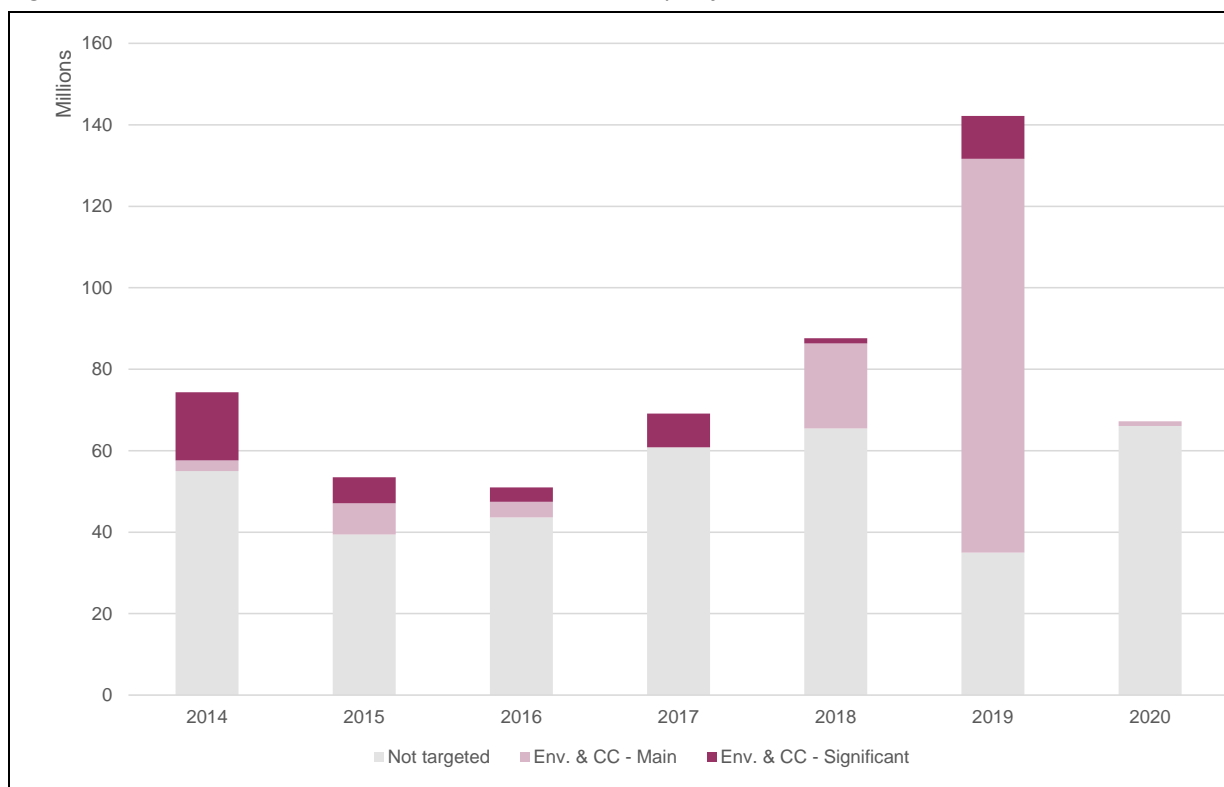
Figure 3 Env. & CC contracts by main thematic focus (contracted amounts)



Source: Particip, based on Common External Relations Information System (CRIS) data

As shown in Figure 4, 67% of the EU assistance to Kosovo was not targeted on Env. & CC, 24% was Env. & CC-targeted (OECD-DAC policy marker ‘main’) and 9% included aspects of Env. & CC (OECD-DAC policy marker ‘significant’). There has been a peak of Env. & CC-targeted contracted amounts in 2019. This is mainly due to one intervention, the 2019 Kosovo Clean Air Programme¹⁸, which absorbed a large share of the funds available for IPA programming toward the end of the period under review.

Figure 4 Env. & CC contracts in the broader EU portfolio in Kosovo (contracted amounts)

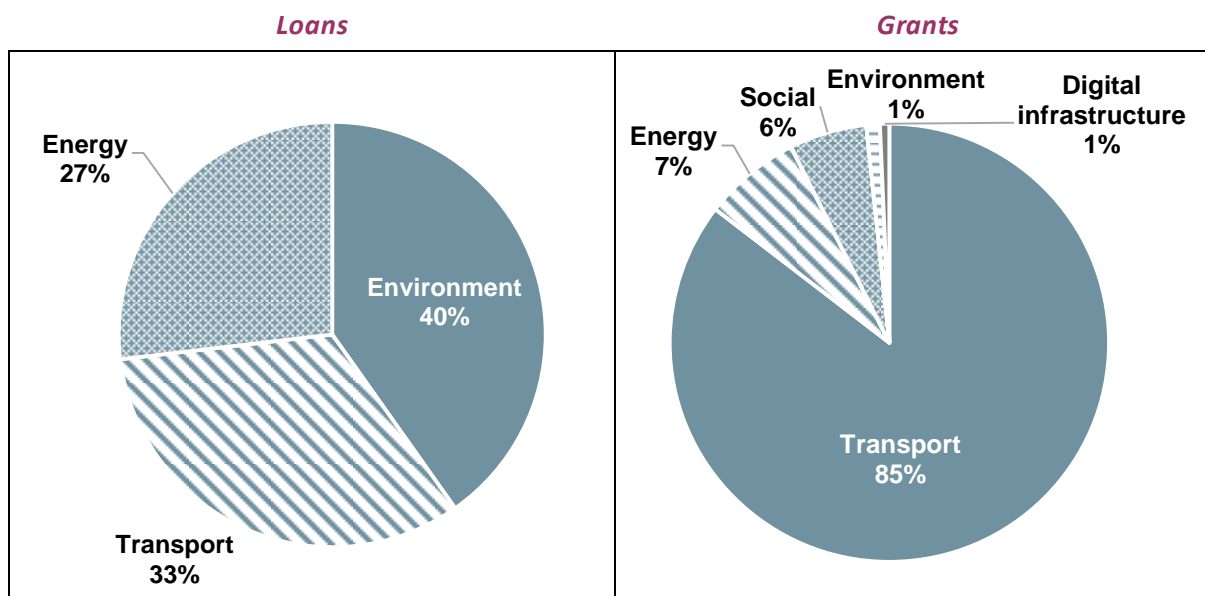


Source: Particip, based on CRIS data

¹⁸ CRIS reference: C-411240. EU contracted amount: EUR 38 million.

Support provided through Western Balkan Investment Framework (WBIF) also had a strong focus on environmental infrastructure, especially investment in waste and wastewater. Figure 5 shows the overall WBIF portfolio (loans and grants) in Kosovo during the period under review. In total, WBIF funds represent EUR 121.8 million of loans and EUR 115.7 million of grants. Env. & CC-related support represents 40% of the loans and 1% of the grants. In the environment sector, there is a clear focus on supporting waste and wastewater investments (80% of funds on the category 'environment')¹⁹ with less significant support to floods protection and marginal support to waste management investments. In the CC sector, WBIF support was dominated by district heating improvements investments, followed by EE measures and limited assistance to gas networks and RE projects.

Figure 5 Overall WBIF portfolio in Kosovo, 2014-2020



Source: Particip, based on WBIF MIS portal data

In relation to **Cross Border Cooperation (CBC) programmes**, there were two CBCs focussing on environment: i) on biodiversity protection and development of natural parks (2011-2013); and ii) improvements of wastewater and sewage systems.

Kosovo also participated in the activities of **regional networks** on Env. & CC (funded under IPA multi-country programmes) such as Environment and Climate Regional Accession Network (ECRAN)²⁰ and lately EU Environment Partnership Programme for Accession (EPPA)²¹.

Policy dialogue was mainly conducted in the form of yearly sub-committee meetings (following SAA adoption) and provided an opportunity to discuss the main priorities and progress with the approximation process.

2.2.2 Design (JC1.1, JC1.2, JC 2.1)

2.2.2.1 Overall design of EU's Env. & CC strategies and interventions

A gradual approach can be observed in terms of spelling out Env. & CC strategies in the IPA documents for Kosovo. When the first ISP was prepared in 2014, the GoK did not note Env. & CC among its priorities for IPA support. Env. & CC priorities are presented mainly in the context of: i) the energy sector assistance to TPP, ii) the need to mainstream Env. & CC into other policies and iii) the insufficient capacities for waste management; and lack of access to drinking water. IPA II planned to focus on supporting the development of policy and legislation in aligning to the EU *acquis*, preparing for the future implementation of SAA and building the necessary capacity to plan, operate and sustain large infrastructure investment. In the area of CC, there was a need for developing a comprehensive climate

¹⁹ Particip, based on WBIF MIS portal data.

²⁰ ECRAN (n.d.). <http://www.ecranetwork.org/>

²¹ EPPA (n.d.): <https://eppanetwork.eu/>

action policy and strategy, and there were noted focus areas for CC mitigation and adaptation. In 2015, the SAA adopted the clearly spelled out objective of Env. & CC cooperation.

IPA Mid-term Review²² conducted in 2017 noted that IPA II beneficiaries **need to establish and implement more ambitious and better coordinated Env. & CC policies**. The actions planned under IPA II should, if properly implemented, contribute to this. ISP from 2018²³ introduced Env. & CC as priority sector with financial allocation of EUR 338.65 million for Env. & CC and energy sectors. The objective of IPA assistance in this area is to reduce pollution and emissions at source and prevent environmental degradation, support substantial improvement of environmental infrastructure, including waste, and support sustainable institutional structures. Since 2018 the scope of assistance to environment was enlarged with support to waste management and continued to be provided to support clean air in Kosovo related to the TPP improvements.

Env. & CC strategies for Kosovo are consistent with the evolution of the broader framework of EU external action. The revised ISP makes a clear reference for IPA to be aligned with EU policy on the transition to a **low carbon, resource efficient and circular economy**. It notes that the switch to circular economy principles and goals will help Kosovo to boost its global competitiveness, foster sustainable economic growth and generate new jobs. It specifies areas where the macro-economic relevance of the circular economy and improved resource efficiency are significant such as green public procurement, investments in waste and water infrastructure, sustainable construction, critical raw materials, biofuels and biochemicals.

There is a mixed view on alignment of Env. & CC strategies with global framework such as the Sustainable Development Goals (SDGs) and the Paris Agreement. On the one hand, the revised ISP from 2018 notes that priorities for IPA support are aligned with the SDGs. Moreover, the ISP introduces the overall target for IPA climate spending (20%). The planned allocation for climate finance is foreseen at the level of 40%²⁴. ISP notes that Kosovo is committed to SDGs, in 2018 a Resolution on the SDGs was endorsed by the Parliament of Kosovo. The priorities of IPA assistance in the field of Env. & CC shall contribute to the reaching of SDG 6 – Ensure availability and sustainable management of water and sanitation. On the other hand, the analysis of the ADs related to Env. & CC provided no evidence that the design of the interventions is directly linked to specific Agenda 2030 goals nor to specific objectives of the Paris commitments. Some more recent ADs make reference to broader frameworks such as South Eastern Europe (SEE) 2020 strategy, EU strategy for the WB, shift towards a low carbon economy.

The expected results of IPA support on Env. & CC are identified explicitly in the revised ISP and they include, inter alia: development of strategic framework for low emissions with climate action mitigation and adaptation measures; improved system of GHG monitoring and reporting; improved waste management; introduction of concepts of circular economy in the strategic planning documents and improvements in the water and air quality²⁵.

There is a good level of alignment between the priorities spelled out in strategy documents and actions supported. Support before introduction of Env. & CC as a priority was focussed on mainstreaming efforts into the energy sector (i.e., decommissioning of TPP Kosovo A, EE and RE *acquis*, support to EE fund). IPA support from 2018 is aligned with principles of reducing pollution and emissions at source (support to clean air in Kosovo) and improvements of the environmental infrastructure (support to waste management).

EU support to Env. & CC has been responsive to the country needs and provided flexibility to the changing context. ISP document from 2014 and revised in 2018 provides a comprehensive overview of the country needs and strategic context. In addition, EU Progress Reports provide annual revisions of the progress and areas of further attention on priorities of action. The annual Sub-committee meetings under SAA provide an opportunity to use the policy dialogue to discuss pressing Env. & CC issues and to discuss progress towards environmental objectives. Furthermore, the EU Office in Kosovo (EUO)

²² EU (2017): External Evaluation of the IPA II (2014-mid 2017).

²³ EC (2018): Revised ISP for Kosovo* for the period 2014-2020. C(2018) 5031 final.

²⁴ The unit of this target mentioned in the ISP will have to be clarified. As it stands, the team is not sure whether the 0.4 means 40%.

²⁵ EC (2018): Revised ISP for Kosovo* for the period 2014-2020. C(2018) 5031 final.

discusses its support with CSO representatives, for instance, regarding EU support to TPP in Kosovo, which has been criticised by CSOs who perceive this as supporting investments in coal. The EU considers this as support to the main energy source of Kosovo, which will be present for the next 20 years and therefore support to reducing pollution and thus improving living conditions of the population. The EU is also trying to “mitigate damaging effects” (i.e., emissions) by having a comprehensive approach with investments in EE, decarbonisation, etc. EU support under IPA II is focussed on hard types of assistance (investments) as the priorities are related to the immediate improving of living conditions of citizens. Soft types of assistance were related to legal drafting.

All stakeholders interviewed confirmed the relevance of the EU support to the national needs. In particular, all projects supported are in line with the SAA and country priorities. The relevance of the EU assistance was highlighted to the district heating system, EE, RE and energy sector (TPP) as well as to the waste sector. Stakeholders also noted the relevance of the assistance in relation to initiating the work on the decarbonisation of Kosovo. There is a good degree of alignment with national policies and strategies. Based on the analysis of the ADs there are clear references to alignment of the action results with the objectives or measures from the national strategic documents.

Table 4 Examples of evidence on alignment with national strategies

<i>Programme</i>	<i>Aligning with national strategies</i>
2020 EU4 Environment, Climate Action and Energy	<ul style="list-style-type: none"> • Strategy for Waste Management in Kosovo (2013-2022) • Obligations of the Energy Community Treaty
2019 Clean air 2	<ul style="list-style-type: none"> • National Energy Strategy • Obligations of the Energy Community Treaty • Kosovo Environmental Strategy • Plan of measures for improving the quality of air and environment condition (2018)
2018 Support to Clean Air in Kosovo	<ul style="list-style-type: none"> • Kosovo Environment Strategy • National Environmental Action Plan 2011-2015 • Plan of measures for improving the quality of air and environment condition (2018) • NERP
2018 Support to waste management in Kosovo	<ul style="list-style-type: none"> • National Programme for the Implementation of the SAA (2016) • Strategy for Waste Management in Kosovo (2013-2022) • Europe 2020 Strategy • National Development Strategy
2017 EU support to the EE Funds	<ul style="list-style-type: none"> • Obligations of the Energy Community Treaty • Law on energy performance in buildings 2016 • Law on EE under drafting • National EE Action Plan 2010-2018
2014 3rd Energy package	<ul style="list-style-type: none"> • Obligations of the Energy Community Treaty • Ongoing reforms of energy sector • Second National EE Midterm Plan for 2013-2015 • National Plan for RE Sources 2011-2020
2013 Improving district heating in Improving district heating in Prishtinë/Priština and Gjakova/Djakovica	<ul style="list-style-type: none"> • Heating strategy 2011-2018 • Obligations of the Energy Community Treaty • Energy Strategy 2009-2013

Source: Particip based on ADs analysis

EU assistance is also seen as a door opener for the country – it brings not only funds, but also know-how and technology transfer. EU assistance is generally well understood by the national partners, but the main problem is with its implementation. A concern was raised on the approach towards maturity of projects for IPA III assistance. IPA III projects selection process prioritises mature projects. This approach might limit the number of projects for IPA support, as many projects are immature.

The EU has provided both hard and soft type of assistance to Kosovo. During the interviews the stakeholders notes that one of the main problems is in relation to the sustainability of capacity building measures. The lesson learnt is that the short-term TA assistance e.g., in relation to strategies drafting and approximation has lower effectiveness and does not lead to clear outputs. It is mainly due to lower

motivation and ownership of the civil servants. A good practice on ensuring long lasting effects was identified for the TA support to development and establishment of the Kosovo EE Fund (KEEF) funded by the EU with implementation entrusted to the World Bank. Project provides initial capital to the KEEF and includes Technical Assistance (TA) to support on preparing, procuring and implementing the EE projects and investments in EE and RE. With initial capital grant from the EU a long-term sustainable solution is being developed. Stakeholders noted that there is a need, in general, for harder (investments) type of assistance. The lesson learnt is that a package of investment support combined with soft assistance provides good effectiveness. It was noted that for example for the flagship EU project on air pollution improvement investments in the TPP, such soft measures to strengthen the TPP operations and capacities of the staff would be needed.

A good degree of integration of cross-cutting issues such as gender equality and youth was noted by the stakeholders at the programming phase. It was noted that IPA III provides stronger opportunity to mainstream such issues in EU assistance. The challenges are with identifying adequate solutions for Env. & CC sectors integration, as often possibilities are limited.

There is evidence on flexibility of responding to the changes in the context of EU strategies. The mid-term review of ISP²⁶ provided an opportunity to revise the priorities and in the case of Kosovo to introduce Env. & CC as priority sectors. It is expected that with the adoption of the Green Agenda for the Western Balkans the understanding of Env. & CC will be further enhanced. The interviews with stakeholders confirmed some level of flexibility in the programming phase of the EU assistance. Yearly ADs take into account newest developments and provide an opportunity to follow the changing policy context. The stakeholders from the national institutions noted that after contracting there is no much room for flexibility.

There is good synergy between regional and national interventions. ECRAN assisted the beneficiaries in exchange of information and experience related to preparation for accession until 2016. Implementation of ECRAN was carried out by TA services together with Technical Assistance and Information Exchange (TAIEX), which provides an example of another type of synergy with other EU funding instrument. Kosovo benefited from ECRAN regional assistance (IPA multi country)²⁷ in the areas related to Env. & CC investments, transposition and implementation of environmental and climate law, compliance and enforcement, local and regional initiatives, climate action, water management, waste management, air quality, industrial emissions, nature protection, EIA/SEA, NGO support and public participation. Results of ECRAN included²⁸ a dozen of regional, thematic networks of environmental and climate professionals and civil servants and CSOs working together on a peer-to-peer basis, the public administrations better equipped with specialised skills and knowledge for continuous transposition and implementation, increased cooperation with the EU institutions. Specific synergies with Kosovo assistance were developed for ECRAN supporting revisions of the Waste Management Strategy for the 2013-2022 and the Waste Management Plan for 2013-2017; a follow up implementation programme of Integrated Risk Assessment Method (IRAM) was carried out and legislation was adopted to allow the compilation of GHG inventory.

The EPPA²⁹ builds on ECRAN work and seeks to be a major driver of reform and development in environmental governance through compliance with the EU environmental *acquis*. It focusses on strengthening the implementation of the EU environmental *acquis* in areas relevant for addressing trans-boundary environmental issues. Evidence shows that there is a good level of understanding on objectives of regional support such as EPPA and their contributions to national efforts³⁰. In the case of Kosovo there are political limitations on the country's full involvement in such regional projects (considering these obstacles Kosovo could benefit more efficiently from bilateral cooperation with smaller countries having more direct contact)³¹.

²⁶ EC (2018): Revised ISP for Kosovo* for the period 2014-2020. C(2018) 5031 final.

²⁷ ECRAN (n.d.): Results Brochure http://www.ecranetwork.org/Files/ECRAN_Results_Brochure.pdf

²⁸ ECRAN (n.d.): Results Brochure http://www.ecranetwork.org/Files/ECRAN_Results_Brochure.pdf

²⁹ EPPA (n.d.): <https://eppanetwork.eu/project/>

³⁰ Interview with EU staff.

³¹ Interview with EU staff.

Many stakeholders noted that the linkages between regional and national levels work well, including the ongoing EPPA assistance. It is also visible under blended projects where SPP is considered to be a good tool for prioritising projects. It was also noted that the EUO is making good efforts to ensure that there is no duplication.

2.2.2.2 Specific findings related to mainstreaming in EU external action

There has been an increasing emphasis on mainstreaming Env. & CC into the cooperation strategy during the period under review. EC key reference documents defining its strategy towards the region at the beginning of the period under review already clearly highlighted the need for increased funding for supporting socio-economic development, including environment sector investments and in the context of adopting *acquis* related to environmental standards under the Energy and Transport Treaties³². The initial EU strategy documents tailored to Kosovo, such as the SAA, noted that all policies and measures to be designed to bring about sustainable economic and social development of Kosovo and to ensure that environmental and climate considerations are also fully incorporated from the outset. The ISP from 2014 notes Env. & CC mainstreaming in the context of agriculture, rural development and energy. It also notes that climate action represents a cross-sector element that applies to most sectors in the ISP, notably transport, energy, agriculture and rural development, not excluding measures in other sectors. The ISP revised in 2018 highlights that mainstreaming of climate related actions within the priorities for IPA II assistance shall be further enhanced and ensured by all relevant stakeholders.

There is good degree of mainstreaming of Env. & CC in IPA reference documents. The IPA II regulation places strong emphasis on ensuring that IPA funds are effectively used to target so-called horizontal issues. These include, among others, Env. & CC. The mid-term review of IPA II³³ concluded that integration of such horizontal themes into programming in-country is hampered, inter alia, by the time available in the programming cycle for consultations with external stakeholders (e.g., CSOs) and their capacities to constructively engage in the process. ISP for IPA II in Kosovo from 2014 notes specifically the need to mainstream Env. & CC issues into other policies such as energy and agriculture. The revised ISP from 2018 notes the need for increasing the resilience to effects of CC in the agriculture sector.

The adoption of the Economic Investment Plan and the Green Agenda for the Western Balkans in 2020 is the most successful example of mainstreaming of Env. & CC issues into other policies. It provided a blueprint for a comprehensive approach towards mainstreaming and showed a clear shift in priorities for Env. & CC objectives. Adopted by the GoK, its success lays in the fact that now everyone is an owner of mainstreaming and therefore the country has to have a comprehensive approach to mainstreaming. At the same time, it has to be noted that, in the case of weak ministries of environment, there is weak mainstreaming happening because they are not able to provide guidance on integration for other ministries³⁴.

EUO plays an active role supporting Env. & CC mainstreaming in EU external action in Kosovo. Mainstreaming starts with internal (EC) coordination. The External Assistance Management Reports (EAMRs) provide an insight on mainstreaming Env. & CC issues from the EUO in Kosovo perspective. Environmental mainstreaming is ensured from the early stages of programming by the Cooperation Section with staff who underwent specific training on cross-cutting issues³⁵. Other examples of EUO activities on mainstreaming include: i) giving presentations on relevant events organised by International Financial Institutions (IFIs) or CSOs; ii) supporting the organisation of Kosovo Sustainable Development Week; and undertaking the Env. & CC promotion campaign in 2018. The 2017 EAMR notes that in the IPA II implementation period it has become evident that environmental and climate standards are becoming to a larger extent mainstreamed into other policies, particularly energy, transport, agriculture and industry. The interviews provided evidence that mainstreaming is present in

³² In particular, IPA II Regulation notes that the beneficiaries need to be better prepared to address global challenges such as sustainable development and CC and align with the Union's efforts to address those issues.

³³ EC (2018): Revised ISP for Kosovo* for the period 2014-2020. C(2018) 5031 final.

³⁴ Interview with EU staff.

³⁵ Based on review of EARM reports – section on mainstreaming.

the IPA projects related or example to district heating and biomass. The interventions selected for further analysis are presented in Table 5.

Table 5 Mainstreaming of Env. & CC: sample of EU interventions

Programme abbreviation	Full intervention title and CRIS reference
(2016 IPA) Cross-border cooperation programme between Kosovo* and the former Yugoslav Republic of Macedonia for the years 2015-2017 - 2016 Allocation	Substantial environmental and health benefits in cross-border area (CRIS reference: C-414180) <i>EU contracted amount: EUR 470,000</i> <ul style="list-style-type: none"> Richness of the natural resources and is considered as a main asset for the whole region A significant part of the border area is covered by either national parks or landscape protection areas on both sides of the border Further protection of natural resources and sustainable exploitation is therefore a key issue for the economic development of the region. It is important to take a more integrated approach – establishment of joint areas, design of joint management procedures and common actions instead of local actions focussing only on an individual side of the area. Environmental issues remain a big concern in the programme area; the risk of floods, and river pollution, waste management.
(2014 IPA) Agriculture and Rural Development programme	Upgrades to milk processing facilities for feta style white cheese utilizing anaerobic digestion technology (CRIS reference: C-384684) <i>EU contracted amount: EUR 459,377</i>
(2014 IPA) Agriculture and Rural Development programme	Investment in the modern line for grape processing into grape juice (CRIS reference: C-384761) <i>EU contracted amount: EUR 499,793</i>
(2014 IPA) Agriculture and Rural Development programme	Irrigation System Upgrade (CRIS reference: C-384734) <i>EU contracted amount: EUR 273,300</i>

The analysis of the programming documents available for chosen interventions shows that there is evidence that i) **Env. & CC issues are mainstreamed in CBC programme** (IPA Cross-border cooperation programme between Kosovo* and the former Yugoslav Republic of Macedonia for the years 2015-2017) where one of the objectives is the support to protecting environment and promoting climate change mitigation and adaptation (CCMA)³⁶ and that ii) **programming documents for Agriculture and Food Safety Programme and for Agriculture and Rural Development Programme include environmental mainstreaming concerns** (e.g., such as minimizing environmental impacts, using EIA tool, supporting environmental standards contributing to the development of sustainable land practices by supporting organic farming and other agro-environmental practices³⁷).

However, the mainstreaming has not translated (yet) into a shift in the integration of Env. & CC issues into IPA programming and implementation. As highlighted in Figure 4, the share of contracted amounts marked as ‘Significant’ has remained low during the period 2014-2020. Contracted amounts related to Env. & CC (i.e., marked as ‘Main’ or ‘Significant’) represent 33% of the total contracted amounts.

This is far above the 20% target set under IPA II,³⁸ but it is more explained by the implementation of a large programme focussing on air quality (Kosovo Clean Air programme) than by an increase in mainstreaming of Env. & CC in EU-funded interventions.

If there is an increasing consideration of Env. & CC issues into the Economic Governance processes of the EC, the changing format of the ERP, EC assessments and joint conclusions (2015-2021) makes it difficult to assess the degree of mainstreaming in a harmonised way. Since 2015, Kosovo submits annual ERP to the EC. The ERPs contain medium-term macroeconomic projects, budgetary plans for the next three years and a structural reform agenda. The structural reform agenda includes reforms to boost competitiveness and improve conditions for inclusive growth and job creation in several sectors. The EC

³⁶ The expected results include i) coordinated and harmonised future interventions to address environmental pollution and ii) improved management of solid waste and wastewater as well as sewage systems.

³⁷ Agriculture and Food Safety Programme and for Agriculture and Rural Development Programme.

³⁸ EU assistance under the IPA II Regulation should contribute to the attainment of the goal of raising the climate-related proportion of the Union budget to at least 20%.

and the European Central Bank (ECB) make assessments of the ERPs that are submitted to the Council of Ministers for direct discussion with the enlargement countries. Further to that Kosovo participates in a multilateral dialogue meeting with the Ministers of Finance of the EU Member States (EU MS), the EC and the ECB on an annual basis. The participants adopt Joint Conclusions with country-specific guidance for each of the countries outlining economic policy priorities for the coming 12 years. The Env. & CC considerations are mainly present in relation to energy sector reforms³⁹. The first ERA40 (2016) for Kosovo noted priorities under energy related to RE and EE. The second ERA (2020) reflects the evolving context and priorities. ERA 2 puts additional focus on reform areas related to green transition. The EC Guidance for preparing ERPs for 2020 notes that structural reforms to foster economic recovery should aim at supporting an economic growth model which is more resource-efficient, less carbon intensive and more resilient towards environmental and health issues. This should imply the progressive mainstreaming of Env. & CC sustainability in all relevant reforms.

Stakeholders noted that the integration of Env. & CC into other sectors is not easily visible or happening. The national authorities noted that the mainstreaming is addressed through measures under WBIF support. The CSOs try to promote integration in the agriculture sector, they also noted that the national authorities need to be pushed more to ensure integration into other sectors.

2.2.3 Linkages with EU MS (JC2.2)

The overall coordination has been good in the area of Env. & CC and the EUO has played an active role in this regard. EUO in Kosovo has been active in the field of donor coordination. The EC progress report notes that it continued to ensure the coordination of donors active in Kosovo by organising – together with the Kosovo Ministry of European Integration – regular donor-coordination meetings. It also notes remaining large dependency on foreign donor assistance. Swiss office is organising donor coordination meetings on water issues. Joint Programming should make aid more coherent and less fragmented⁴¹, as cooperation cuts out gaps and overlaps. It also provides higher impact and better value for money, as EU partners combine their resources.

WBIF provides a successful example of building synergies between the EU, EU MS and development banks. The WBIF is a regional blending facility supporting EU enlargement and socio-economic development including in Kosovo. The bilateral donors contribute financial resources and advice on projects as well as actively participate in WBIF governance. At individual level, the bilateral donors are invited to the National Investment Committees (NICs) meetings in the countries, where projects in need of financial assistance are identified and prioritised according to each beneficiary's development needs and strategies.

A study on Mapping of Sector Strategies⁴² provides an assessment of sector approach readiness of Kosovo. Environment sector was classified as in progress towards the sector approach. The evidence from the interviews showed that the Sector Working Groups (WG) approach is not functional in Kosovo. This is mainly due to the national authorities limited understanding of the process and low administrative capacities.

The value added of the EU support is visible. Stakeholders noted the EU's unique role in supporting the government in the fulfilling the obligations of the Energy Community, supporting initiation of projects in new topics e.g., biomass heating in the district heating. Such projects would not have happened

³⁹ The **EC Guidance note in 2015** notes the need to advance towards securing a reliable energy supply while ensuring the compliance with the EU environmental standards in the production of energy. **EC assessment in 2017** notes that Kosovo only partially implemented policy guidance and there is no mechanism to finance or provide incentives to support EE investments in the private sector and households and that there are no programmes for the renovation of residential buildings. The **2018 assessment** notes that the measures reducing energy consumption through EE measures are not ambitious enough to have the intended impact on competitiveness. The planned measures focus on public buildings and they completely ignore the residential sector which is the largest consumer of energy in Kosovo and neglect the policy guidance from 2017.

⁴⁰ Republic of Kosovo (2016): ERA.

⁴¹ In 2017, the EU adopted the **New Consensus on Development** to align the EU support for development with the goals of the 2030 Agenda for Sustainable Development. The consensus guides the work of EU and EU MS on policy coherence on many issues including Env. & CC. In relation with working on a country level, the Consensus notes the need to enhance Joint Programming to increase the collective impact by bringing together resources and capacities.

⁴² EU (2014): Mapping of Sector Strategies.

without EU support. EU is supporting the overall energy transition and decarbonisation and developing national strategies and regulations.

2.3 Effects of EU support

2.3.1 Evolution of the policy and legal framework (JC5.1)

There has been limited progress in the alignment between Kosovo's policy and legal framework and the EU *acquis*. There was no change in terms of the EU's assessment since 2015 under EU progress reports⁴³. As underlined by the latter, Kosovo remains at an early stage of EU Env. & CC *acquis* approximation.

In 2016 some progress was achieved with the planning of infrastructure projects and significant efforts were needed to implement and enforce legislation in all Env. & CC areas. In 2018 no progress had been achieved and serious problems continued to impact people's livelihoods and health. It was noted that Env. & CC require considerably more political willingness to tackle the growing challenges.

In 2020 limited progress was made with some improvements on environmental reporting and air quality monitoring. It was also noted that stronger political support from national authorities is needed to address environmental degradation and CC challenges.

In the area of **environmental quality**, policy implementation lags behind and air pollution continues to be a major challenge for the country (see section 2.3.2).

Solid waste management systems continue to be unsustainable. While the overall legal framework is in place and partially aligned with the EU *acquis*, a comprehensive secondary legislation is lacking.

In the area of industrial pollution, there are major challenges persisting in terms of law enforcement. Insufficient enforcement of legislation and polluted accountability is hampering progress in setting up a system for preventing industrial and chemical incidents.

In the area of CC, progress in implementing the strategic framework in place since 2014 has been very limited.

In relation to inclusiveness of policy framework, legislation and institutional mechanisms for equality between women and men are in line with international and EU standards. CSOs continue to play a critical role in advocating for women's rights and advancing gender equality. The Agency for Gender Equality (AGE) plays a central role in advancing the principles of gender equality, and in mainstreaming gender in institutions' policies and actions. The Kosovo programme for gender equality (2020-2024) was adopted by the government in May 2020. The Western Balkan Summit in Poznan in July focussed on strengthening regional cooperation on, among others, **youth**. Issues of youth are part of the Action Plan for Increasing Youth employment. Kosovo chaired the Governing Board of the Regional Youth Cooperation Office in 2019.

Policy dialogue conducted with the authorities on annual basis is conducted in the form of a Subcommittee under SAA process. It provides an opportunity to discuss developments over the past year for topics directly relevant for the Kosovo economy as well as the well-being of citizens. It identifies specific conclusions for action for authorities to be conducted in the following year. For example, in 2020 in the area of air quality, it noted that authorities should adopt an air quality plan for Pristina; identify air pollution sources and begin effective implementation of reduction measures; and design the air pollution control measures for Pristina and the other most relevant agglomerations and sensitive zones.

Interviews with stakeholders provided evidence that the EU is best placed to coordinate policy dialogue, also on behalf of other donors. Policy dialogue needs to address the issues of high importance such as the need for an independent regulator, efficiency of public owned utilities and to be reforms-oriented. It was also noted that although many efforts on raising environmental awareness were made, not much had changed.

IPA Monitoring Platforms such as IPA Monitoring Committee review the overall effectiveness, efficiency, quality, coherence, coordination and compliance of the implementation of all actions

⁴³ EC (2014-2020): Kosovo 2020 Progress Report.

towards meeting the objectives set out in the Financing Agreements and the country strategy papers. It is based on the information provided by the sectoral monitoring committees. Sector Monitoring Committee reviews the progress towards the objectives, achieving the planned outputs and results and assesses the impact and sustainability of the ongoing programmes and actions while ensuring coherence with the ongoing policy dialogue and/or regional activities.

2.3.2 Broader effects (JC6.2, 6.4)

2.3.2.1 Capacities to implement environmental and climate change measures

Overall, the capacities to implement Env. & CC measures have to be seen in a broader perspective of improvement of the governance and management capacities. Kosovo cooperates with Support for Improvement in Governance and Management (SIGMA). In 2014 SIGMA developed the Principles of Public Administration to support the EU's reinforced approach to public administration reform (PAR) in the enlargement process. The Principles define what good public governance entails in practice and outline the main requirements to be followed during the EU integration process. Comprehensive assessment of all areas of PAR in 2017 showed that Kosovo had made gradual progress in this area, but that provision of services to citizens and business could be substantially improved if central government initiatives were adequately implemented and better co-ordinated.

EU Progress Reports note several deficiencies in capacities specific for Env. & CC sector including: i) a lack of capacity to maintain and calibrate the monitoring equipment; ii) low capacities of municipalities and waste operators to implement waste management improvements; iii) the process of Natura 2000 designation is at very beginning due to a lack of technical staff capacities in relevant institutions; and iv) in the area of CC, administrative capacity and awareness raising need to be strengthened considerably at all levels.

Interviews with stakeholders provided evidence that **EU assistance had effects on national authorities by building their capacities and preparing strategies and legislation.**

2.3.2.2 Broader outcomes

Overall **air pollution** continues to pose a major threat to health. The authorities failed to adopt and implement measures to improve it, in particular an emission reduction plan. Similarly, the air quality strategy is not enforced. Uncontrolled pollution from outdated TPP, household heating, traffic, industrial emissions and the incineration of waste and other toxic materials call for urgent action. The air monitoring system needs to provide real-time data to the public. Air quality plans are not prepared for zones in which pollutants levels clearly exceeded values.

Implementation is deficient and most **waste** ends up in landfills that are not properly managed, or illegal. Illegal dumpsites proliferate and represent a serious public health risk. The collection rate is 70% and less than 40% of solid waste is disposed of in managed facilities. Municipal waste management plans are not adopted for all municipalities. The 2013-2022 waste management strategy is only partially reflected in local planning documents. The EC report notes that the coal ash deposit lake and the landfill in the village Mirash in the Municipality of Obiliq/Obilić should be urgently and permanently closed and rehabilitated.

Hazardous mine waste, industrial discharges into rivers and industrial dumpsites continue to pose serious threats to soil and water. No location has been established for the future hazardous waste temporary storage facility.

Implementation of the **CC strategy** is still at an early stage. Kosovo relies heavily on coal and is not complying with the emission ceilings established under its NERP. Although Kosovo is not a signatory to the UNFCCC and therefore does not have a NDC under the 2015 Paris Agreement, full implementation of its CC strategy should serve as a guide to achieving the objectives of the Agreement.

ISP from 2018 provides a set of results to be achieved with IPA II assistance (see Table 6).

Table 6 Sets of results to be achieved under IPA II

ISP results	Comments on results achievement ⁴⁴
Developed strategic framework for low-emissions development, with climate action mitigation and adaptation measures	Published CC Strategy 2019-2028 Action Plan on CC 2019-2021 ⁴⁵
Improved system of GHG monitoring and reporting	Law on CC approval postponed for next year. Concept document approved. 2019 – inventory completed (KEPA reports) 2020 – inventory preparations are underway Although compilation of a GHG inventory is progressing, legislation defining national systems for policies, measures and projections has not been adopted yet, therefore there is no full compliance with Regulation (EU) 525/2013.
Waste management improved in line with the EU requirements, including improved physical infrastructure and increased recycling rates	The National Waste Management Strategy with Action plan was adopted in May 2021 and is in implementation. Waste collection service is still 83.9% in 06/2021, an increase of 26.1% compared to the base value of 57.8% in 2016. The number of illegal landfills has decreased from 2,246 in April 2019 to 1,489 in June 2020 to 1,189 in May 2021. The number of municipalities reporting annually on the status of their waste management to KEPA, according to set standards, has increased from 3 municipalities reporting in 2017 to 36 municipalities in 36 municipalities (out of 38 total) in 2020. Equipment, including 8 waste collection trucks, 887 waste containers have been delivered to the Municipalities in the north of Kosovo.
Improved efficiency of waste management institutions and operators	28 municipalities have adopted municipal Solid Waste Management Plans (SWMP) and respective regulations and 22 municipalities have undergone the process of tariff setting and cost calculation, thus significantly contributing to improved provision of basic services. The overall performance of municipalities has increased by 8% (according to the PG criteria) in 2019. Considering the delays in assessing the 'good governance' indicators, the overall assessment in the performance of municipalities for the reporting year of 2020 is still under assessment. In 2020, 15 trainers, four of them women, were trained and certified in waste management topics. Tailored made trainings targeting Informal Resource Collectors on entrepreneurial skills was provided.
Implementation of waste separation and recycling and 'pollution pay's principle'	The expansion of separate collection of recyclables in seven pilot municipalities has increased to 24.9% by the end of 2019. In 2020 and 2021 home-composters were delivered in 7 municipalities to further facilitate the extension of waste separation.
Introduction of concepts of 'circular economy' in the strategic planning documents	The national waste management strategy includes reference to the circular economy in accordance with the EU Green Agenda for the Western Balkans.
Water management and municipal wastewater collection (sewage) and waste-water treatment, including physical infrastructure, in the largest agglomerations improved in line with the EU Directives	Municipal Wastewater treatment plant (WWTP) in Prizren and Peja are completed, nearing completion in Gjakova. Municipal/Regional WWTP for Pristina, Gjilan and Mitrovica are under preparatory phase.
Air quality improved in line with the Ambient Air Quality Directive 2008/50/EC through adoption and implementation of cleaner air plans for all agglomerations.	Air Quality – revised Law has been submitted to the Assembly for approval. First reading completed, expected approval next year. Strategy for Sustainable Development containing cleaner air plans - WG established, expected draft and approval in the next year (Environment, Biodiversity and Air Quality).

Source: EC (2018): Amended ISP for Kosovo* for the period 2014-2020. C(2018) 5031 final. Information provided by EUO

ISP also identifies a number of indicators to be followed for IPA II implementation in the field of Env. & CC, which are indicated in the table below.

⁴⁴ Based on replies received from EUO

⁴⁵ Republic of Kosovo (2018): CC Strategy 2019-2028 Action Plan on CC 2019-2021.

Table 7 Indicators to be followed under IPA II

ISP indicators for Env. & CC support	Comments on the progress with indicators
Operators equipped with permits and funding collected through the 'Polluters Pay' tax on the economic operators	The expansion of separate collection of recyclables in seven pilot municipalities has increased to 24.9% by the end of 2019. In 2020 and 2021 home-composters were delivered in 7 municipalities to further facilitate the extension of waste separation.
Statistics on material consumptions, export of recyclable waste	No information available
Improved water infrastructure, number of wastewater plants in function	Prizren and Skenderaj waste treatment plants are in operation
Common sector indicator: by 2020 CC strategies (a) developed and (b) implemented with EU support	n/a ⁴⁶

Source: EC (2018): Amended ISP for Kosovo* for the period 2014-2020. C(2018) 5031 final. Information on progress received from EUO.

In terms of likely effects, the IPA Mid-term review carried out in 2017 noted that although Kosovo does not have specific allocations to Env. & CC, **the planned investments in the energy sector should have an indirect environmental benefit.**

Based on the selected interventions analysis of ADs, Table 8 presents the **results that are expected to be achieved in these interventions.** It has to be noted that at the time of conducting evaluation many interventions are still ongoing therefore the results and their broader outcomes will be visible only in a few years.

Table 8 Overview of results planned for selected Env. & CC interventions in Kosovo

Programme	Expected results/ effects
2014 3rd Energy package	<ul style="list-style-type: none"> The legal and regulatory framework (including EE and RE) is aligned with the EU acquis Increased capacity of central institutions on EE and RES planning and implementation Improved EE planning at local government level Improved financing modalities and developed Energy Service Company (ESCO) market
2013 Improving district heating in Improving district heating in Prishtinë/Priština and Gjakova/Djakovica	<ul style="list-style-type: none"> Introduction of EE measures in public buildings and in district heating system (from ISP) Fuel switching from mazut fired boilers to biomass based combined heat and power production at Gjakova/Djakovica heating plant. Improved quality of heating supply in Prishtinë/Priština by improving the district heating network conditions. Improved environmental performance of the district heating systems and improved local economy by promoting the use of biomass and employment opportunities created for both women and men.
2017 EU support to the EE Funds	<ul style="list-style-type: none"> Support mechanisms for implementation of EE and environmental measures in public sector and residential (from ISP) The pipeline of EE projects in the public infrastructure is prepared and implemented in agreement with donors contributing to the Fund. Increased energy savings in public infrastructure and improved level of comfort and level of services in the public sector.
2018 Support to Clean Air in Kosovo	<ul style="list-style-type: none"> When completed this action will result in dust emissions of less than 20 mg/Nm³ which currently is estimated at 316 mg/Nm³ on average, and Nitrogen Oxides (NO_x) emissions less than 200 mg/Nm³ which is currently is estimated at 740 mg/Nm³. These results are both in line with the LCP and IE Directives requirements.
2018 Support to waste management in Kosovo	<ul style="list-style-type: none"> The main expected results to be achieved through the implementation of this AD can be summarised as: the development of sustainable waste management system in line with EU practices and policies including appropriate infrastructure for waste management. An enhanced waste management system and the

⁴⁶ The EUO did not provide insights on this indicator.

	<p>promotion of sustainable, qualitative and efficient sanitation activities will ensure better environment protection and reduction of the risks from pollution, especially of surface and ground waters, air and soil, as well as reduction of the risks to human health likely to arise from uncontrolled waste disposal.</p> <ul style="list-style-type: none"> • Sanitary landfilling services in Pejë/Peć/Pec region are operational • The collection and transport of municipal waste in all Kosovo is improved • Projects for the development of appropriate waste infrastructure are designed and implemented in accordance with priorities defined in the revised Kosovo Waste Strategy. • The organisational and institutional capacity of MESP, the municipalities, service providers and other relevant institutions of environment sector is strengthened for the transposition and implementation of the EU acquis
<p>2020 EU4 Environment, Climate Action and Energy</p>	<ul style="list-style-type: none"> • Aims to achieve the expected result from ISP: Waste management improved in line with the EU requirements, including improved physical infrastructure and increased recycling rates. • Improved waste management infrastructure • Institutional development to modernise waste management in Kosovo • The heat production capacity in Termokos is improved to allow for extension of the district heating service to new areas and customers in Pristina with a direct impact on air quality by reduced the consumption of solid fuels, such as wood, coal etc., by final consumers

Source: Various project-level documentation for the EU interventions mentioned above

A number of risks related to reaching the effects of EU support was noted in the ISP, some are reported below:

- The government and other stakeholders show little interest to promote development of the environment and waste sector – in particular waste infrastructure.
- The practice of favouring a centralised approach and political nominations of management boards of public utilities and in decision making institutions is widespread.
- Limited inter-institutional cooperation and cooperation with the Municipalities and public operators, and inefficient monitoring systems and information flow.
- Insufficient support and involvement of the MESP, Ministry of Local Government Administration, Ministry of Economic Development, Ministry of Finance, Ministry of Agriculture, Forestry and Rural Development and other relevant institutions in providing human and financial resources necessary to support the implementation of Strategies and related Action Plans / Master Plan.
- Insufficient donor coordination and duplication of activities among donors.

The interviews with stakeholders noted also the challenges related to insufficient donor coordination. In relation to regional support under **WBIF the achieved results 2009-2019 in the field of Env. & CC in Kosovo** include:

- Implementing EE measures in public buildings throughout the country;
- Rehabilitating the district heating system in Pristina
- Ensuring access to efficient water and wastewater services
- Improving flood protection and mitigation measures.

The results for Kosovo⁴⁷ include: district heating systems for 1.2 million people, improved water/wastewater systems for 1.2 million people.

Interviews with stakeholders highlighted the following areas as showcasing the most significant impacts. It has to be noted that several interventions are still ongoing:

- Impact on reduction of water pollution through WWTP which are under construction;
- impact on large population covered by the improvements of the district heating system;

⁴⁷ WBIF (2020): Country Summary Kosovo

https://www.wbif.eu/storage/app/media/Library/3.%20Beneficiaries/Country_Summary_Kosovo_Nov2020.pdf

- Impact on health by improved provision of clean drinking water.

2.3.3 Sustainability

Evidence shows that there seems to be a lack of political commitment over the last years to ensure the sustainability of EU Env. & CC support in Kosovo (e.g., laws were adopted but not followed in implementation)⁴⁸. There are signs of positive changes in attitude with the new government⁴⁹. Sustainability is a key topic for which Kosovo has a specific interest, as its objective is to make the best use of the available funds for its fast development. Thus, the strong political commitment of Kosovo to implement reforms proven along the past years is an important horizontal factor.

The EC uses some forms of conditionality already at the project design stage to ensure sustainability . For example, the EC is willing to support the development of hazardous waste management infrastructure. However, if no suitable location/ site is found, the EC will not initiate the support. The site has not been found in the last five years and therefore there is no support mobilised in this area. The identification of the site is done in collaboration with the government and was therefore one of the main barriers to progressing on the project.

The main problems related to sustainability relate to financing of maintenance of infrastructure. Regional water companies are considered to be the best organised in the region. Basic functions related to financing are there and are sustainable. The challenge is to move forward beyond basic functions e.g., integrated waste management approach, waste streams, recycling and to ensure their sustainability.

The analysis of ADs suggests that sustainability of provided assistance is still a major challenge. This is mainly due to the fact that for years the government structures depended mainly on support from donor organisations in implementing projects. The main issues related to sustainability on ADs level include: operation and maintenance of the environmental infrastructure; institutional capacities, and awareness raising.

Interviews with stakeholders noted a number of challenges related to sustainability such as the fact that TA is often not sustainable. There is resistance to take sustainability seriously. The implementation at the level of institutions is the main problem and where the EU is facing problems with sustainability. While the overall ambitions on the Env. & CC agenda are increasing e.g., circular economy, the basic functioning of infrastructure is not working. A good example of the EE Fund support was identified. Instead of using the grant money for one-off investment, to focus on developing sustainable financial investments. Such funds continue to operate and evolve to the new needs or scale up investments and focus on other sectors. Another good practice on sustainability was identified to work on business models (i.e., to understand how a particular sector reform can function, not just to assume that the government has a task to implement the reform). There is a need to provide pro-active support to set up the system.

Analysis of the ADs provided a set of approaches to ensure the sustainability of EU Env. & CC interventions in Kosovo. They are presented in the table below.

⁴⁸ Interview with EU staff.

⁴⁹ Interview with EU staff.

Table 9 Sustainability approaches in various sectors

Area	Sustainability approach
Institutional capacities and governance	<p>Sustainability is still a challenge as environmental institutions within the government structures depended mainly on support from donor organisations in implementing projects. Particular attention should be given to strengthening the institutional capacity and governance in order to develop efficient management structures for environmental services and to enhance the ownership. Ensuring proper operation and maintenance of the environment infrastructure remains a challenge; therefore it is important to set a clear conditionality for the government institutions prior to starting the implementation process (such as an agreement on the methodology of tariff setting and the calculation of tariffs). Another important aspect for sustainability is post project implementation monitoring, as in the past this was not systematically taken into account.</p> <p>Particular attention should be given to strengthening the institutional capacity and governance in order to develop efficient management structures for environmental services and to enhance the ownership</p>
Public awareness	<p>A good awareness campaign is essential for the success and sustainability of any environment project. The awareness campaign must be carried out in due time and with very accurate information. Basically, a campaign should be launched at the beginning of a new action and should be continued periodically throughout the entire period of this action.</p>
Stakeholders involvement	<p>The sustainability of actions will be ensured through the involvement of all actors in order to ensure public health protection, the preservation and protection of environment, and implicitly the sustainable development, fair and affordable fees for all the users. It will also contribute to raising public authorities' responsibility towards citizens, and increasing transparency, consultancy and public participation in the decision-making process.</p>
Investment	<p>In order to make sustainable decisions on investment promotion for an integrated waste management system, the interventions should be in line with the policies, sector strategies and SPP approved corroborated with specific local needs. In particular, the actions should contribute to sustainable improvements in regulating, planning, organising, managing, and monitoring the waste management system</p>
Capacity building	<p>Support to clean air and activities to reduce the dust/Particulate Matter (PM) and NOx emissions represents a good basis for creating the right policy for implementing future major energy and environmental projects in Kosovo with the aim of fulfilling the environmental criteria in line with the relevant EU Directives. The implementation of the action in TPP Kosovo B will create an opportunity to adequately plan investments into the improvement of environmental standards and technologies, but also improve management capability of the staff to modernise the organisation and implementation of complex projects, which will essentially improve the stability and security of generated electricity. To ensure sustainability of such important investments supervising team of specialised experts will be put in place and training will be provided to Kosovo Energy Company staff that will manage the installed equipment.</p>
Additional funds	<p>In the area of waste management support additional funds will be needed in order to ensure the sustainability and ownership by the MESP.</p>
EE Fund	<p>The EE fund is designed to be sustainable, should the required legislative changes be enacted. The fund will be a legal entity that will attract funds not only from the Kosovo budget but also from donors. If the fund is established as a revolving fund it will add to sustainability – i.e., the investment by IPA will be 'recycled' as soon as the budget, or the savings, compensate the fund for its investments (on annually staggered basis). For example, if the fund is capitalised by EUR 10 million, it can invest annually EUR 2 million</p>

	(if World Bank's USD 6 million are recycled 2.9 million) in perpetuity. It is envisaged that by 2033 the fund operating in that basis would have invested EUR 46 million and would have a positive balance of EUR 0.5 million.
District heating	District heating improvements are intended for long-term use. Implementation of these projects, as stated above will result in improvement of the service delivery, this means the capacity and opportunity to correct and improve long term maintenance of the facilities. By operating economically enables more opportunities and flexibilities for the management team of the district heating companies to prepare long term plans and implementation of tasks

2.4 Implementation approaches

2.4.1 Efficiency (JC4.1, JC4.2)

Regarding M&E, DG NEAR Guidelines on linking planning/programming, monitoring and evaluation from 2016 improved the process of logical framework implementation and focus on results management. There is evidence⁵⁰ from evaluations conducted in Montenegro that the implementation of DG NEAR Guidelines resulted in improved development of ADs with more coherent indicators and results measurement frameworks.

Direct management is a dominant management mode chosen for ADs supporting Env. & CC interventions. Indirect management mode is used in cooperation with financial institutions and EU MSs including KfW and GIZ as well as with the World Bank.

Table 10 Overview of implementation management modes

Programme	Implementation management mode
2020 EU4 Environment, Climate Action and Energy	Direct and indirect management Indirect management with KfW, GIZ and European Investment Bank (EIB)
2019 Clean air 2	Direct management
2018 Support to Clean Air in Kosovo	Direct management
2018 Support to waste management in Kosovo	Direct and indirect Indirect management through delegation agreement with GIZ
2017 EU support to the EE Funds	Indirect management with World Bank
2014 3rd Energy package	Direct management
2013 Improving district heating in Prishtinë/Priština and Gjakova/Djakovica	Direct management

Source: Particip based on relevant ADs

Establishment of Single Project Pipeline (SPP) and NICs aimed at avoiding ad hoc approach to planning preparation and implementation of infrastructure projects; to enable systematic and timely planning of resources and to meet the necessity for strong project prioritisation as well as to help linking investment planning with programme budgeting.

SPPs were prepared and are updated by all Western Balkan countries since 2015. SPPs include Env. & CC related projects. In view of the Berlin requirements, the GoK established a NIC in 2015. The NIC serves as a political forum through which priority investment projects are prepared and financing plans for each of the steps related to the specific projects from the SPP are discussed and agreed.

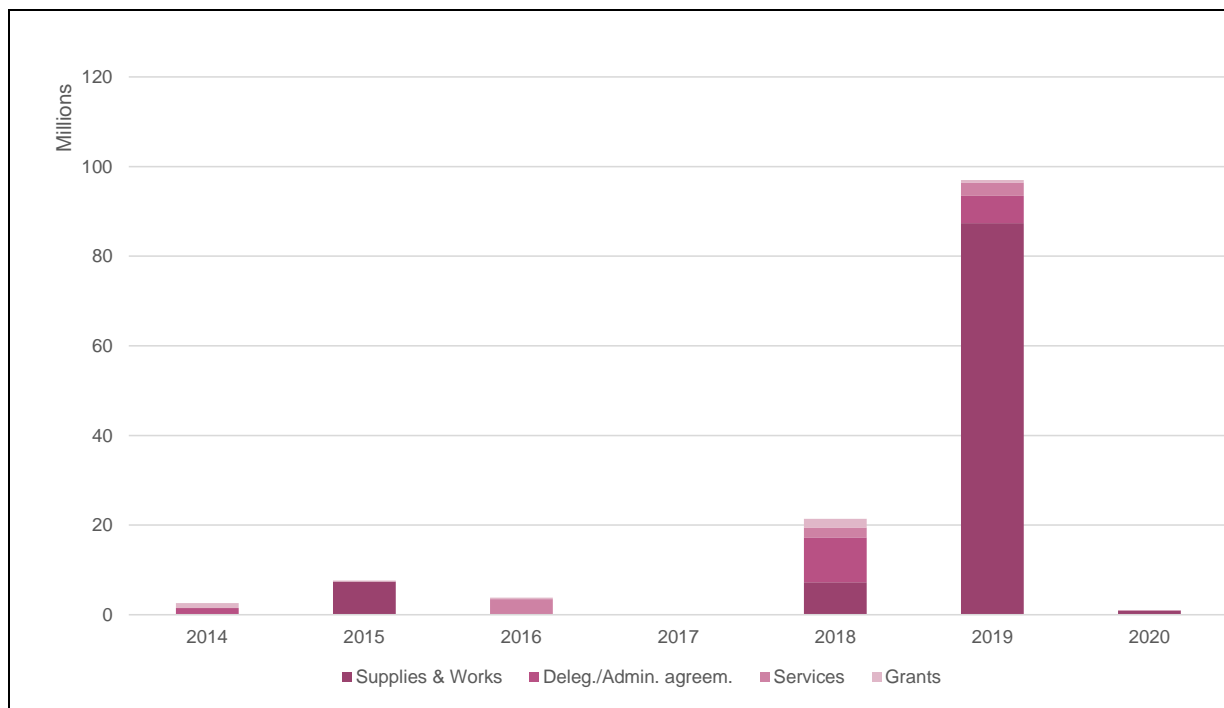
The interview evidence suggests that the effectiveness of SPP/NIC approach is weakened by the fact that it serves mainly as a WBIF projects selection tool and that it lost in importance over the last years. The SPP in Kosovo was developed based on the Methodology for Selection and Prioritisation of Infrastructure Projects. The first SPP included 15 projects in environment sector for an indicative total amount of EUR 1,2 billion. The WBIF report on NICs from 2018 noted that in Kosovo the NIC framework

⁵⁰ Midterm evaluation of Action 2, 13, 15 (IPA 2014) in Montenegro under indirect management (National IPA Coordinator (NIPAC) Office in Montenegro).

was well integrated within central state structures and successfully went through a period of political uncertainty and a change of majority. It noted that the SPPs are perceived as an improvement on the existing Public Investment Pipeline (PIP) framework because clear priorities are set, selected projects are closely aligned with strategies and line ministries have more control on project and priority choices. Since the creation of the NIC framework until 2018, the NIC has met six times and extensive coordination with IFIs and bilateral donors took place through nine sessions.

Figure 6 below presents the main modalities used for Env. & CC contracts in Kosovo since 2014.

Figure 6 Overview of modalities used for Env. & CC contracts, 2014-2020



Source: Particip, based on CRIS data

Twinning instrument is used for institutional cooperation between Public Administration of EU MS and of beneficiary or partner countries. Twinning project supporting SAA implementation in Kosovo, although not focussed on Env. & CC provided important activities improving the overall framework for SAA implementation including; contributing to establishment of an effective and efficient public administration to fulfil obligations of SAA; supporting Kosovo’s administration to effectively and efficiency manage the SAA process by improving policy planning and EU *acquis* adoption, revising horizontal aspects of policy reforms and approximation including inter-institutional coordination, strengthening institutional capacity building process and strengthening public awareness and civil society inclusion in the SAA implementation process. The Evaluation of Sector approach under IPA II⁵¹, later confirmed through interviews⁵², noted that twinning is extensively used to deliver assistance in specific areas linked to the European perspective, where EU MS assistance is considered most effective, and was seen as a primary tool to address issues arising from Kosovo’s SAA commitments.

TAIEX instrument is the TA and Information Exchange instrument of the EC. TAIEX supports public administration with regard to the approximation, application and enforcement of EU legislation as well as facilitating the sharing of EU best practice. The programme is largely needs-driven and delivers appropriate tailor-made expertise to address issues at short notice through workshops, expert missions and study visits. TAIEX support to Env. & CC is provided also via regional EPPA programme. It provided support to all areas covered by environmental legislation. It also covers environment and energy issues linked to production of energy, RE, energy savings etc. The evaluation of TAIEX instrument⁵³ notes that the assistance has been highly relevant in view of existing and emerging international and national

⁵¹ EU (2018): Evaluation of Sector Approach under IPA II.

⁵² Interview with EU staff.

⁵³ EU (2015): Evaluation of TAIEX Instrument.

commitments of IPA country governments, with respect to furthering public administration and governance reforms and in light of the EU accession requirements. The evaluation also concluded that the TAIEX instrument is a short term and rather ad hoc instrument and as such it is very difficult to assess the real impact of the instrument on overall reforms in a given country. The effects of TAIEX can be best considered in conjunction with other forms of EU assistance in general.

The EUO is actively engaged in policy dialogue in Kosovo under the Sub-committee meetings under SAA. The evaluation of sector approach from 2018⁵⁴ notes that there was evidence of significant informal EU-beneficiary policy dialogue including in Kosovo in most of sectors. This informal policy dialogue appeared to fill the gaps left by the often-dysfunctional, sector level forums. The initial interviews suggest that there is a “snowball” effect of Env. & CC discussions under policy dialogue discussions. Five years ago CC was almost not mentioned.

The interviews with stakeholders provided evidence that the choices made are clear for all the parties. The main problems with implementation are related to difficulties with finding appropriate site (location) for infrastructure projects. Lesson was learnt by EU on the project on hazardous waste. The project had to be cancelled as the national authorities did not find a site for the project infrastructure.

2.4.2 Coordination and linkages with other donors (JC3.1, JC3.2)

Coordination in relation to the overall strategic planning process in the sector of Env. & CC was assessed as very transparent and participatory in the evaluation on Mapping sector approach. However, the analysis of the documents showed that the environment sector is not amongst the four key priority sectors referred to in the “Declaration of Medium-Term Policy Priorities 2014-2016”⁵⁵. It is also not addressed in the “National Strategy for European integration, Kosovo ‘2020” (NSEIK)⁵⁶.

In relation to **sector coordination**, it was noted in 2014 that the sector coordination mechanisms at the MESP mainly rely on the establishment of WGs and includes the responsibility for WG composition and implementation.

Overall **donor coordination** in 2014 was assessed as limited to facilitation of donor’s participation in various WG meetings regarding strategic planning. Other activities include few meetings with donors on mostly ad-hoc basis. The initial interviews suggest that the approach of Sector WG for Env. & CC does not function properly. This is mainly due to the low level of understanding of the process and low administrative capacities. The Swiss office is organising donor meetings on water issues which is considered by the EUO as very useful. Interviews with stakeholders also noted that currently there is an ongoing work under the new government to address donor coordination issues. Stakeholders noted that there is no proper donor coordination in place.

Interviews with stakeholders shows that currently there is an ongoing discussion in the new government on coordination with donors and new approaches to donor coordination are planned to be established.

EU contributions to the strengthening of regional coordination mechanisms can be noted for support to EPPA programme and RCC 2020 Strategy implementation.

The biggest complementarity and coordination with EU MS are done under the WBIF blending facility (see section 2.3). Recently conducted evaluation on EU support to **local authorities (LA) in Enlargement and Neighbourhood regions (2010 – 2018)** noted that LAs find it difficult to attract and manage resources through regional programmes for much needed energy and climate resilience (e.g., under the Convention of Mayors). LAs are often also important on the ground (co-) implementors of sector and thematic policies formulated and supported by the EU at central level (e.g., environmental protection, including CC). However, there is only limited formal engagement and consideration of LAs when designing and implementing such policy support programmes.

⁵⁴ EU (2018): Evaluation of Sector Approach under IPA II.

⁵⁵ Republic of Kosovo (2013): Declaration of Medium-Term Policy Priorities 2014-2016.

⁵⁶ Republic of Kosovo (2014): National Strategy for European integration “Kosovo 2020”.

2.5 Annexes

2.5.1 Annex 1: List of persons consulted

Name	Organisation	Position
EU		
VATOVEC, Miran	(EU) EUO in Kosovo	Env. & CC focal person
SELIMI, Gazmend	(EU) EUO in Kosovo	Env. & CC focal person
KASTEL, Jean-Baptiste	(EU) DG NEAR.D.3	Project Assistant
VACHEY, Guillemette	(EU) DG NEAR.D.5.001	Policy Assistant – Env. & CC sector expert
Other Stakeholders		
AZEMI, Visar	Balkan Green Foundation	Director
OBERHUBER, David	GIZ Kosovo	Director
MAGER, Stefan	GIZ Kosovo	Project Manager
ABAZI, Dardan	INDEP	Program Manager
ESCHEMANN, Rene	KfW Kosovo	Director
HURUGLICA, Ganimete	KfW Kosovo	Deputy Director
BAUMAN, Lulzim	MESP	Project Manager
CANOLLI, Florim	MESP	NIPAC Kosovo*
MALSIU, Muhamet	MESP	Director
VELIU, Mimožë	MESP	Senior Officer for Development Assistance
GOETZ, Detlef	Project Team	Team Leader
FERHAD-STAVGINSKI, Sarmina	Project Team	Team Leader
BEGOLLI, Redon	WB	Senior Energy Specialist
LUKAS, Aditya Alexander	WB	Energy Specialist

2.5.2 Annex 2: List of documents

2.5.2.1 EU Strategy Programming

- EC (2018): Revised ISP for Kosovo* for the period 2014-2020. C(2018) 5031 final.
- EC (2014): ISP for Kosovo* for the period 2014-2020.
- EU (2020): An Economic and Investment Plan for the Western Balkans. COM(2020) 641 final.
- EU (2020): Green Agenda for the Western Balkans.
- EU (2018): A Credible Enlargement Perspective for and Enhanced EU Engagement with the Western Balkans. COM(2018) 65 final.
- EU (2015): SAA between the EU and the European Atomic Energy Community, of the one part, and Kosovo*, of the other part.

2.5.2.2 EU Reporting

- EU (2014 to 2020): Progress Reports on Kosovo.
- EUO in Kosovo (2014 to 2020): External Assistance Management Reports (EAMR).
- Energy Community reports on Kosovo (2014-2020): <https://www.energy-community.org/implementation/Kosovo.html>
- Subcommittee on Transport, Environment, Energy and Regional Development (2020 – 2021). Conclusions.

2.5.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the following projects:

- (2020 IPA) EU4 Environment, Climate Action and Energy (CRIS reference: D-42090_04)

- (2019 IPA) EU Support to clean air in Kosovo – Phase 2 (CRIS reference: C-411240)
- (2018 IPA) EU Support to clean air in Kosovo (CRIS reference: D-41246_5)
- (2018 IPA) EU Support to waste management in Kosovo (CRIS reference: C-413041)
- (2017 IPA) EU Support to the EE Fund (CRIS reference: C-403407)
- (2016 IPA) Cross-border cooperation programme between Kosovo* and the former Yugoslav Republic of Macedonia for the years 2015-2017 (CRIS reference: C-414180)
- (2013 IPA) Agriculture and Food Safety Programme (CRIS reference: C-355092)
- (2014 IPA) Agriculture and Rural Development Programme (CRIS reference: C-384761)
- (2014 IPA) Support on Implementing the 3rd Energy Package and EU acquis on EE and Renewables (CRIS reference: C-376953)
- (2013 IPA) Improving district heating in Prishtinë/Pristina and Gjakova/Djakovica (CRIS reference: 402411)

2.5.2.4 Other

- Berlin Process documentations: <https://berlinprocess.info/>
- ERP of Kosovo (2015-2020): https://ec.europa.eu/neighbourhood-enlargement/enlargement-policy/policy-highlights/economic-governance_en
- EC assessments of the ERP and Joint Conclusions (2015-2020)
- EPPA (n.d.): <https://eppanetwork.eu/>.
- Energy and Transport Communities <https://www.energy-community.org/implementation/Kosovo.html>
- ECRAN (n.d.). Available at: <http://www.ecranetwork.org/>
- ECRAN (n.d.). Results Brochure. Available at http://www.ecranetwork.org/Files/ECRAN_Results_Brochure.pdf
- EU (2018): Evaluation of Sector Approach under IPA II.
- EU (2017): External Evaluation of the IPA II (2014-mid 2017).
- EU (2015): Evaluation of TAIEX Instrument.
- EU (2014): Mapping of Sector Strategies.
- European Court of Auditors (2020): Tracking climate spending in the EU budget.
- RCC (n.d.): Available at: <https://www.rcc.int/>.
- Republic of Kosovo (2018): CC Strategy 2019-2028 Action Plan on CC 2019-2021.
- Republic of Kosovo (2016): ERA.
- Republic of Kosovo (2014): National Strategy for European integration “Kosovo 2020”.
- Republic of Kosovo (2013): Declaration of Medium-Term Policy Priorities 2014-2016.

2.5.3 Annex 3: List of main EU-funded interventions in the area of Env. & CC

2.5.3.1 Kosovo

2.5.3.1.1 Inventory based on screenings of Annual Action Plan (AAPs)

Table 11 List of Env. & CC actions decided under IPA since 2011, Kosovo

IPA	Intervention	Started (y/n)
IPA II		
2020	IPA 2020/042090.04/EU 4 Environment, Climate action and Energy	No
2019	IPA 2019/041707.01/EU Support to clean air in Kosovo – phase 2	Yes
2018	IPA 2018/041246.05/EU Support to clean air in Kosovo	Yes
	IPA 2018/041246.06/EU Support to waste management in Kosovo	Yes
2017	IPA 2017/040506.07/KS/ EU Support to the EE Fund	Yes
2016	Nothing explicit on Env. & CC or Energy	-
2015	Improving district heating in Prishtinë/Priština and Gjakova/Djakovica	No
2014	IPA 2014/032355/KS/ 13. 3rd Energy Package	Yes
IPA I		
2013	IPA 2013/024216.09/KS/ Waste Management	Yes
2012	Nothing explicit on Env. & CC or Energy	-
2011	IPA 2011/022939.07/KS/ Energy	Yes

2.5.3.1.2 Inventory based on CRIS and WBIF data

Table 12 List of Env. & CC interventions under IPA since 2011, Kosovo

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
IPA bilateral programming (IPA II)							
EU support to clean air in Kosovo– Phase 2	38,000,000			2019 (Dec. Y)			D-41707
		Dust and NOx reduction measures at TPP Kosovo B, Units B1 and B2	Ongoing	2019	38,000,000	private firm (ENGINEERING DOBERSEK GMBH)	
EU support to clean air in Kosovo	40,000,000			2018 (Dec. Y)			D-41246
		Dust and NOx reduction measures at TPP Kosovo B, Units B1 and B2	Ongoing	2019	35,397,485	private firm (ENGINEERING DOBERSEK GMBH)	

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
		Supervision of the works for Dust and NOx reduction at TPP Kosovo, Units B1 and B2	Ongoing	2019	2,999,910	private firm (VATTENFALL EUROPE POWERCONSULT GMBH)	
EU Support to the EE Fund	10,000,000			2017 (Dec. Y)			D-40506
		Trust Fund to Support the Kosovo EE fund (KEEF)	Ongoing	2018	10,000,000	WB (IBRD)	
IPA bilateral programming (IPA I)							
Waste Management	3,000,000			2013 (Dec. Y)			D-24216
		Infrastructure facility for waste storage in Kosovo	Ongoing	2015	5,247,339	private firm (MINSTROY HOLDING AD)	
		Recycling of Plastic Waste and Manufacturing of Biodegradable Packaging Materials	Closed	2016	141,165	private firm (ELKOS SHPK)	
Relevant contracts related to the Annual Action Programme IPA 2016 for Kosovo - Objective 1	18,500,000			2016 (Dec. Y)			D-39744
<i>Supply of waste collection trucks for four municipalities</i>		Supply of waste collection trucks for four municipalities	Ongoing	2020	369,200	private firm (PRIVREDNO DRUSTVO ZA SPECIJALNU NADGRADNJU KOMUNALNIH VOZILA RESOR DOOGADZIN HAN)	
<i>Supply of waste collection trucks for four municipalities</i>		Supply of waste collection trucks for four municipalities	Ongoing	2020	297,474	private firm (EXCELOR HOLDING GROUP EOOD)	
<i>Closure of the old and design of new landfill in Peja/Pec, and closure of the illegal dumpsite in Istog/Istok</i>		Closure of the old and design of new landfill in Peja/Pec, and closure of the illegal dumpsite in Istog/Istok	Ongoing	2018	279,000	private firm (COWI AS)	
<i>Supply of waste containers for the municipalities in the North of Kosovo</i>		Supply of waste containers for the municipalities in the North of Kosovo	Ongoing	2020	219,976	private firm (SEYKOS SHPK)	
<i>Supervision of works for construction of waste collection points in the north of Kosovo</i>		Supervision of works for construction of waste collection points in the north of Kosovo	Ongoing	2020	39,900	private firm (IC CONSULENTEN ZIVILTECHNIKER GMBH*)	
WBIF		Project code					
WBIF - District Heating Systems in Kosovo		PRJ-KOS-ENE-009			154,160,000	EIB	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
WBIF - WWTP s Kosovo		PRJ-KOS-ENV-002			137,200,000	EU MS (KFW)	
WBIF - Mitrovica and Gjilan WWTP and Sewerage Network Extension and Rehabilitation		PRJ-KOS-ENV-012			57,552,180	EBRD	
WBIF - Fostering and Leveraging Opportunities for Water Security in Kosovo		PRJ-KOS-ENV-018			48,235,000	WB	
WBIF - Pristina District Heating Improvement (Phase 1 & 2)		PRJ-KOS-ENE-001			37,684,971	EU MS (KFW)	
WBIF - Improvement of water supply and protection of water resources of the Regional Water Company (RWC) "Gjakova"		PRJ-KOS-ENV-030			37,395,568	EIB	
WBIF - Pristina Regional Water Supply Project		PRJ-KOS-ENV-006			35,200,000	EU MS (KFW)	
WBIF - EE Measures in Central Public Buildings		PRJ-KOS-ENE-004			28,392,000	WB	
WBIF - Iber Canal Protection		PRJ-KOS-ENV-004			24,980,000	WB	
WBIF - River Basins Drini i Bardhe, Lepenc and Sitnica: Rehabilitation and Construction of Flood Protection Infrastructure		PRJ-KOS-ENV-007			24,601,072	EIB	
WBIF - Pristina Water Supply and Sewerage Network		PRJ-KOS-ENV-001			17,072,500	EU MS (KFW)	
WBIF - Improvement of District Heating Pristina		MW-KOS-ENE-KFW-02			14,000,000	EU MS (KFW)	
WBIF - Rehabilitation of the Water Supply and Sewage Network in Pristina		MW-KOS-ENV-KFW-01			11,000,000	EU MS (KFW)	
WBIF - EE Measures in Public Buildings at Municipality Level		PRJ-KOS-ENE-003			8,000,000	EU MS (KFW)	
WBIF - Kosovo, WWTP and Sewerage Network for Mitrovica		WB-IG05-KOS-ENV-01			5,000,000	EBRD	
WBIF - Kosovo, WWTP and Sewerage Network Extension and Rehabilitation in Gjilan		WB-IG04-KOS-ENV-01			2,500,000	EBRD	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
WBIF - Implementation of EE Measures in Public Buildings at Municipality Level		WB7-KOS-ENE-09			2,500,000	EU MS (KFW)	
WBIF - Kosovo, District Heating Systems: Feasibility Study, ESIA		WB21-KOS-ENE-01			2,000,000	EIB	
WBIF - Project Preparation Feasibility Studies for WWTP s in Kosovo		TA3-KOS-ENV-01			1,750,000	EU MS (KFW)	
WBIF - Iber - Lepenc Canal: Construction of Lepenc Canal and Firaja and Shtime Dams		PRJ-KOS-ENV-005			1,500,000	EBRD	
WBIF - Gas Development Plan and Regulatory Framework Review and Assistance for Kosovo		PRJ-KOS-ENE-011			1,500,000	EBRD	
WBIF - Kosovo, Gas Development Plan and Regulatory Framework Review and Assistance		WB21-KOS-ENE-02			1,500,000	EBRD	
WBIF - Lepenc Canal Feasibility Study		WB14-KOS-ENV-01			1,500,000	EBRD	
WBIF - Kosovo, Mitrovica and Gjilan WWTP s: Tender Dossier, PIU Support		WB20-KOS-ENV-01			1,300,000	EBRD	
WBIF - Kosovo, Construction of the Kremenate Dam: Detailed Design Update, Tender Dossier		WB21-KOS-ENV-02			1,000,000	WB	
WBIF - Gjakova District Heating Rehabilitation: Fuel Switching and System Expansion		PRJ-KOS-ENE-005			900,000	EU MS (KFW)	
WBIF - Kosovo, Water Supply Improvement and Water Resources Protection for Gjakova Regional Water Company: Feasibility Study, ESIA, Detailed Design, Tender Dossier		WB24-KOS-ENV-03			900,000	EIB	
WBIF - Kosovo, River Basins Drini i Bardhe, Lepenc and Sitnica: Preliminary Flood Risk Assessment		WB18-KOS-ENV-01			701,072	EIB	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
WBIF - EE measures in Central Public Buildings		WB7-KOS-ENE-08			700,000	WB	
WBIF - EE Measures in Public Buildings		WB4-KOS-ENE-05			600,000	EU MS (KFW)	
WBIF - Rehabilitation of district heating in Gjakova		WB10-KOS-ENE-01			600,000	EC	
WBIF - Construction and Demolition Waste Management Plan for Kosovo		PRJ-KOS-ENV-016			500,000	EBRD	
WBIF - Kosovo, Sewage and Rainwater Network for Pristina Agglomeration: Feasibility Study/Masterplan		WB21-KOS-ENV-03			500,000	EU MS (KFW)	
WBIF - Feasibility Study for Protection of Iber Canal		WB7-KOS-ENV-06			500,000	WB	
WBIF - Strengthening Waste Management		WB7-KOS-ENV-05			400,000	WB	
WBIF - Strengthening Waste Management		PRJ-KOS-ENV-003			384,615	WB	
WBIF - Improvement of District Heating, Phase 2 - CHP		TA3-KOS-ENE-03			375,000	EU MS (KFW)	
WBIF - Kosovo, Development of a Construction and Demolition Waste (CDW) Management Plan for Kosovo		WB21-KOS-ENV-01			300,000	EBRD	
WBIF - Feasibility Study - Fuel Switching and System Expansion for District Heating in Gjakova		WB8-KOS-ENE-11			300,000	EU MS (KFW)	
WBIF - Regional Water Company Pristina		TA-KOS-01			300,000	EU MS (KFW)	
WBIF - Assessment of the alternatives to deliver utility-scale dispatchable renewable power to Kosovo		PRJ-KOS-ENE-012			150,000	EC	
WBIF - Assessment of the alternatives to deliver utility-scale dispatchable renewable power to Kosovo		WBEC-KOS-ENE-01			150,000	EC	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
Other contracts							
<i>Support on implementing the 3rd Energy Package with focus on EE and Renewables</i>		Support on implementing the 3rd Energy Package with focus on EE and Renewables	Ongoing	2014 (Dec. Y) / 2016 (Ctr. Y)	2,309,461	private firm (GFA CONSULTING GROUP GMBH)	D-32355
<i>Improvement of District Heating in Pristina</i>		Improvement of District Heating in Pristina	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	1,490,000	EU MS (KFW)	D-24737
<i>Completion of the works in WWTPs in Lipjan/Lipljan and Junik/Junik</i>		Completion of the works in WWTPs in Lipjan/Lipljan and Junik/Junik	Ongoing	2014 (Dec. Y) / 2018 (Ctr. Y)	1,479,544	private firm (ALFA.ISHPK)	D-32355
<i>Support to Waste Management in Kosovo</i>		Support to Waste Management in Kosovo	Closed	2013 (Dec. Y) / 2013 (Ctr. Y)	1,398,485	EPEM ENVIRONMENTAL PLANNING ENGINEERING MANAGEMENTAE	D-41246
<i>Upgrading of waste collection system and establishing sustainable waste disposal in municipalities North Mitrovica, Zvecan, Leposavic and Zubin Potok</i>		Upgrading of waste collection system and establishing sustainable waste disposal in municipalities North Mitrovica, Zvecan, Leposavic and Zubin Potok	Ongoing	2014 (Dec. Y) / 2018 (Ctr. Y)	1,056,050	EU MS (GIZ)	D-32353
<i>Europeanization of Kosovo's Environmental Agenda</i>		Europeanization of Kosovo's Environmental Agenda	Ongoing	2017 (Dec. Y) / 2018 (Ctr. Y)	503,878	RRJETI BALLKANIK I GAZETARISE HULUMTUESE UDRUZENJE	D-38961
<i>Closure of the old and design of new landfill in Peja/Pec, and closure of the illegal dumpsite in Istog/Istok</i>		Closure of the old and design of new landfill in Peja/Pec, and closure of the illegal dumpsite in Istog/Istok	Ongoing	2016 (Dec. Y) / 2018 (Ctr. Y)	279,000	private firm (COWI AS)	D-39744
<i>Improvement of water resources management in Gjakova and Bijelo Polje</i>		Improvement of water resources management in Gjakova and Bijelo Polje	Closed	2011 (Dec. Y) / 2015 (Ctr. Y)	236,309	private firm (KOMPANIA RAJONALE E UJITJELLESIT RADONIQI SHA)	D-22949
<i>Cooperative Transboundary Learning for Ecosystem Management and Sustainable Development in the Sharr Mountain region</i>		Cooperative Transboundary Learning for Ecosystem Management and Sustainable Development in the Sharr Mountain region	Ongoing	2012 (Dec. Y) / 2014 (Ctr. Y)	154,932	other (UNIVERSITETI I PRISHTINES)	D-23773

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Upgrading of waste collection system and establishing sustainable waste disposal in municipalities North Mitrovica, Zvecan, Leposavic and Zubin Potok</i>		Upgrading of waste collection system and establishing sustainable waste disposal in municipalities North Mitrovica, Zvecan, Leposavic and Zubin Potok	Ongoing	2015 (Dec. Y) / 2018 (Ctr. Y)	143,950	EU MS (GIZ)	D-38065
<i>'BORN - BORderless Nature. Biodiversity protection and development of Prokletije and Bjeshkët e Nemuna Natural Parks'</i>		'BORN - BORderless Nature. Biodiversity protection and development of Prokletije and Bjeshkët e Nemuna Natural Parks'	Closed	2013 (Dec. Y) / 2016 (Ctr. Y)	142,626	CSO (TRENTINO CON IL KOSSOVO)	D-23543
<i>Environmental Protection and Waste Management</i>		Environmental Protection and Waste Management	Closed	2010 (Dec. Y) / 2014 (Ctr. Y)	142,525	other (ADVOCACY TRAINING AND RESOURCE CENTER)	D-22520
<i>Supply of waste containers for North Mitrovica</i>		Supply of waste containers for North Mitrovica	Closed	2014 (Dec. Y) / 2018 (Ctr. Y)	65,525	private firm (COMPANY FOR TRADE AND SERVICES TEHNIKS SKOPJE DOO)	D-32353
<i>Environmentally Responsible Action (ERA) group</i>		Environmentally Responsible Action (ERA) group	Closed	2015 (Dec. Y) / 2015 (Ctr. Y)	55,594	ENVIRONMENTALLY RESPONSIBLE ACTION GROUP UDRUZENJE	D-37653
<i>Work Programme 2018- ERA</i>		Work Programme 2018- ERA	Closed	2017 (Dec. Y) / 2018 (Ctr. Y)	55,500	ENVIRONMENTALLY RESPONSIBLE ACTION GROUP UDRUZENJE	D-38961
<i>Work Programme 2017- ERA</i>		Work Programme 2017- ERA	Closed	2016 (Dec. Y) / 2017 (Ctr. Y)	54,356	ENVIRONMENTALLY RESPONSIBLE ACTION GROUP UDRUZENJE	D-38960
<i>Geological survey for the location of hazardous waste storage in Kosovo</i>		Geological survey for the location of hazardous waste storage in Kosovo	Ongoing	2015 (Dec. Y) / 2018 (Ctr. Y)	28,300	private firm (N.N.SH., GEOKOSA & A)	D-38066
<i>Supply and maintenance of the application for air quality monitoring on mobile devices</i>		Supply and maintenance of the application for air quality monitoring on mobile devices	Ongoing	2014 (Dec. Y) / 2018 (Ctr. Y)	19,990	private firm (VITECH SHPK)	D-32353

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Green Fest</i>		Green Fest	Closed	2014 (Dec. Y) / 2017 (Ctr. Y)	4,792	other (7 ARTE)	D-32353
<i>Supply of TP link and antennas for eight air quality monitoring stations and provision of internet service for these eight stations</i>		Supply of TP link and antennas for eight air quality monitoring stations and provision of internet service for these eight stations	Ongoing	2014 (Dec. Y) / 2018 (Ctr. Y)	2,080	private firm (QUADRON GROUP SHPK)	D-32353
<i>Increase productivity, waste management and using of RE to Pestova Company</i>		Increase productivity, waste management and using of RE to Pestova Company	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	465,833	private firm (PESTOVA SHPK)	D-24216
<i>'Support EE Implementation and Capacity Building Measures in the Private and Public Sectors in the Region Centre'</i>		'Support EE Implementation and Capacity Building Measures in the Private and Public Sectors in the Region Centre'	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	331,372	CSO (INSTITUTI PER POLITIKA ZHVILLIMORE- INSTITUTE FOR DEVELOPMENT POLICYSHOQATE)	D-24216
<i>Completion of the works for EE measures in schools and hospitals - Lot 2</i>		Completion of the works for EE measures in schools and hospitals - Lot 2	Closed	2009 (Dec. Y) / 2015 (Ctr. Y)	2,155,747	private firm (FITORJA SHPK)	D-21145
<i>Feasibility study for environmental and other measures on Kosovo B TPP</i>		Feasibility study for environmental and other measures on Kosovo B TPP	Closed	2014 (Dec. Y) / 2016 (Ctr. Y)	1,166,000	private firm (EPTISA SERVICIOS DE INGENIERIA SL)	D-32355
<i>Geotechnical research for the construction of a biomass based heating plant in Gjakova/Djakovica, Kosovo.</i>		Geotechnical research for the construction of a biomass based heating plant in Gjakova/Djakovica, Kosovo.	Closed	2014 (Dec. Y) / 2017 (Ctr. Y)	17,500	private firm (GEOKOSA & A O.P)	D-32353
<i>Assessment of biomass potential and supply chain for the district heating and cogeneration plant in Gjakova/Djakovica</i>		Assessment of biomass potential and supply chain for the district heating and cogeneration plant in Gjakova/Djakovica	Closed	2014 (Dec. Y) / 2017 (Ctr. Y)	41,964	private firm (HOLZCLUSTER STEIERMARK GMBH)	D-32353
<i>Supply and maintenance of the application for air quality monitoring on mobile devices</i>		Supply and maintenance of the application for air quality monitoring on mobile devices	Closed	2015 (Dec. Y) / 2018 (Ctr. Y)	5,995	private firm (VITECH SHPK)	D-38065

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Investment into equipment for processing of energy efficient aluminium profiles</i>		Investment into equipment for processing of energy efficient aluminium profiles	Closed	2016 (Dec. Y) / 2018 (Ctr. Y)	211,242	private firm (ART ALUMINIUM SH.P.K.)	D-39745
<i>Rehabilitation of the district heating network in Pristina</i>		Rehabilitation of the district heating network in Pristina	Ongoing	2015 (Dec. Y) / 2018 (Ctr. Y)	5,671,919	Other (BRUNATA OOD)	D-38066
<i>Tender Dossier preparation for implementation of Dust & NOx reduction measures on both Kosovo B1 and B2 units</i>		Tender Dossier preparation for implementation of Dust & NOx reduction measures on both Kosovo B1 and B2 units	Ongoing	2015 (Dec. Y) / 2018 (Ctr. Y)	1,125,100	private firm (VATTENFALL EUROPE POWERCONSULT GMBH)	D-38065
<i>Supervision of works for the waste infrastructure project in north of Kosovo</i>		Supervision of works for the waste infrastructure project in north of Kosovo	Ongoing	2014 (Dec. Y) / 2018 (Ctr. Y)	262,250	private firm (EPEM ENVIRONMENTAL PLANNING ENGINEERING MANAGEMENT AE)	D-32353
<i>Geological survey for the location of hazardous waste storage in Kosovo</i>		Geological survey for the location of hazardous waste storage in Kosovo	Closed	2015 (Dec. Y) / 2018 (Ctr. Y)	29,000	private firm (GEOKOSA & A O.P)	D-38066
<i>Increasing competitiveness and EE of organic blackberry production</i>		Increasing competitiveness and EE of organic blackberry production	Ongoing	2015 (Dec. Y) / 2019 (Ctr. Y)	198,669	private firm (NATURE-GROUP S&V DOO)	D-38066
<i>Construction of the biomass heating plant with cogeneration technology CHP in Gjakova/Djakovica</i>		Construction of the biomass heating plant with cogeneration technology CHP in Gjakova/Djakovica	Ongoing	2015 (Dec. Y) / 2019 (Ctr. Y)	13,978,181	private firm (URBAS MASCHINENFABRIK GESELLSCHAFTM.B.H.)	D-38066

2.5.3.2 IPA Regional

Table 13 List of Env. & CC interventions under IPA since 2014, IPA Regional

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
Other contracts							
<i>Green for Growth Fund (GGF) - Subscription to Shares</i>		Green for Growth Fund (GGF) - Subscription to Shares	Ongoing	2016 (Dec. Y) /	20,000,000	EUROPEAN INVESTMENT FUND	

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
				2017 (Ctr. Y)			
<i>Support in the preparation of Terms of Reference in the area of Waste, CC and Energy</i>		Support in the preparation of Terms of Reference in the area of Waste, CC and Energy	Closed		3,399	Other (SPADEVIC)	D-37391
<i>Innovative practices in Environmental Protection phase II</i>		Innovative practices in Environmental Protection phase II	Closed		364,401	Other (ZDRUZHENIE CENTAR ZA GRAGJANSKA INICIJATIVA PRILEP)	D-38162
<i>Together for Better Climate in Montenegro</i>		Together for Better Climate in Montenegro	Ongoing		242,040	Other (ZELENI DOM-GREEN HOME UDRUZENJE)	D-38960
<i>Action to Increase Energy and Water Efficiency of Water Supply Service</i>		Action to Increase Energy and Water Efficiency of Water Supply Service	Ongoing		259,604	Other (UDRUZENJE CENTAR ZA ENERGIJU, OKOLINU I RESURSE - CENER 21)	D-38214
<i>BEAR in Mind: Bringing environmental actions for the biodiversity protection across the borders</i>		BEAR in Mind: Bringing environmental actions for the biodiversity protection across the borders	Ongoing		369,145	Other (CENTAR ZA ZASTITU I PROUCAVANJE PTICA UDRUZENJE)	D-38213
<i>Flood prevention for environment protection</i>		Flood prevention for environment protection	Ongoing		501,681	Other (ZDRUZHENIE CENTAR ZA GRAGJANSKA INICIJATIVA PRILEP)	D-38163
<i>Strengthening the participation of the Western Balkans in the work of the European Environment Agency 2020-2021</i>		Strengthening the participation of the Western Balkans in the work of the European Environment Agency 2020-2021	Ongoing		12,75,000	EU Other (EUROPEAN ENVIRONMENT AGENCY)	D-40113
<i>Kukes and Gjakova clean water</i>		Kukes and Gjakova clean water	Ongoing		1,200,000	CSO (WOMENS'S BUSINESS ASSOCIATION SHE ERA)	D-38154
<i>Improving Water Supply Management in Urban and Rural Areas of Kolasin and Rogatica municipalities</i>		Improving Water Supply Management in Urban and Rural Areas of Kolasin and Rogatica municipalities	Ongoing		486,661	LocAuth (MUNICIPALITY OF ROGATICA)	D-41460
<i>Y O U t h d r i v e - Program for raising awareness on proper waste management and empowering legislators for taking action</i>		Y O U t h d r i v e - Program for raising awareness on proper waste management and empowering legislators for taking action	Ongoing		232,530	CSO (UDRUGA ZA RAZVOJ OKOLIS I KULTURU EKO ZH)	D-38214
<i>EU4 Energy Transition: Covenant of Mayors in the Western Balkans and Turkey</i>		EU4 Energy Transition: Covenant of Mayors in the Western Balkans and Turkey	Ongoing		800,0000	EU MS (GIZ)	D-40826

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Climate Resilient Agriculture Network</i>		Climate Resilient Agriculture Network	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	321,583	private firm (DOGA KORUMA MERKEZI VAKFI)	D-413513
<i>Building Turkish health sector capacity for environmental & climate engagement</i>		Building Turkish health sector capacity for environmental & climate engagement	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	457,898	private firm (HEALTH AND ANVIROMENT ALLIANCE HEAL AISBL)	D-413521
<i>Climate Network from Local to National</i>		Climate Network from Local to National	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	306,728	private firm (TEMIZ ENERJI VAKFI)	D-413362
<i>Evaluation of Environment Programmes</i>		Evaluation of Environment Programmes	Ongoing	2019 (Dec. Y) / 2020 (Ctr. Y)	224,684	private firm (TRANSPORT & INFRASTRUCTURE EXPERTISE GROUP - TIEG EZHZ)	D-422518
WBIF - REEP Plus (Regional EE Programme for the Western Balkans)		Project code					
WBIF - REEP Plus - Regional EE Programme for the Western Balkans – EBRD Programme Implementation		WB-IG01-REG-ENE-01			23,750,000	EBRD	
WBIF - REEP Plus - Extension to EBRD Programme Implementation		WB-IG04-REG-ENE-01			14,410,769	EBRD	
WBIF - REEP Plus - Extension to KfW Programme Implementation		WB-IG04-REG-ENE-02			14,355,203	EU MS (KfW)	
WBIF - REEP Plus - KfW Programme Implementation		WB-IG01-REG-ENE-02			5,000,000	EU MS (KfW)	
WBIF - REEP Plus - Regional EE Programme for the Western Balkans		WB15-REG-ENE-02			1,800,001	EBRD	
WBIF - REEP Plus - Window 4 Public Buildings: Structural and Energy Audits, Nearly Zero-Energy Buildings Designs		WB21-REG-ENE-04			600,000	EU MS (KfW)	
Other WBIF interventions		Project code					
WBIF - Establishment of a Regional EE Programme for the Western Balkans		WB7-REG-ENE-09			22,416,001	EBRD	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
WBIF - Drina River Basin Water Resources Management		PRJ-MULTI-ENV-001			21,152,000	WB	
WBIF - Sava river basin flood management		WB11-REG-ENV-01			2,000,000	WB	
WBIF - Improvement of Joint Actions in Flood Management in the Sava River Basin		PRJ-MULTI-ENV-003			1,920,000	WB	
WBIF - A Regional Strategy for Sustainable Hydropower in the Western Balkans		WBEC-REG-ENE-01			1,422,589	EC	
WBIF - Support to water resources management in Drina River Basin		WB8-REG-ENV-03			1,200,000	WB	
WBIF - Sector Study on Biomass-based Heating in the Western Balkans		WB9-REG-ENE-SPD-01			875,000	WB	
WBIF - Study for Establishment of the Protection Zones of a "Klokot" Source (Bihać) Intersected by Interstate Boundaries		WB9-REG-ENV-SPD-01			750,000	WB	
WBIF - Establishment of the Protection Zones of a "Klokot" Source (Bihać)		PRJ-MULTI-ENV-002			720,000	WB	
WBIF - Regional Study on RE Potential and EE in the Western Balkans		WBEC-REG-ENE-02			337,750	EC	
WBIF - Gap Analysis/Needs Assessment in the Context of Implementing the EU Floods Directive in the Western Balkans		PRJ-MULTI-ENV-005			330,000	EC	
WBIF - Gap Analysis and Needs Assessment in the Context of Implementing EU Floods Directive in the Western Balkans		WBEC-REG-ENV-02			330,000	EC	
Relevant contracts related to The Civil Society Facility Programme 2011-2013 (Amend 1 - allocation for 2013)	23,836,598			2013 (Dec. Y)			D-24081

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>ENV.net factoring the environmental portfolio for WB and Turkey in the EU Policy Agenda</i>		ENV.net factoring the environmental portfolio for WB and Turkey in the EU Policy Agenda	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	975,000	CSO (CO-PLAN INSTITUTI PER ZHVILLIMIN EHABIITATIT)	
<i>South East European Sustainable Energy Policy (SEE SEP)</i>		South East European Sustainable Energy Policy (SEE SEP)	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	768,504	other (FONDACIJA MREZA ZA PROMJENE JUGOISTOCNE EVROPE)	
<i>Advocacy CSOs networks for sustainable use of energy and natural resources in the Western Balkans and Turkey ċ ETNAR</i>		Advocacy CSOs networks for sustainable use of energy and natural resources in the Western Balkans and Turkey ċ ETNAR	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	553,177	CSO (ZELENA AKCIJA)	
<i>"Development of the ENV.net in West Balkan and Turkey: giving citizens a voice to influence the environmental process reforms for closer EU integration"</i>		"Development of the ENV.net in West Balkan and Turkey: giving citizens a voice to influence the environmental process reforms for closer EU integration"	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	515,813	CSO (FONDAZIONE PUNTO-SUD)	
<i>ESSEDRA - Environmentally Sustainable Socio-Economic Development of Rural Areas</i>		ESSEDRA - Environmentally Sustainable Socio-Economic Development of Rural Areas		2013 (Dec. Y) / 2014 (Ctr. Y)	485,396	CSO (SLOW FOOD ASSOCIAZIONE)	
<i>Preparatory measures for the participation of candidates and potential candidates in Community Agencies: Specific project for the participation of Western Balkan Countries in the work of the European Environment Agency 2014-2015</i>		Preparatory measures for the participation of candidates and potential candidates in Community Agencies: Specific project for the participation of Western Balkan Countries in the work of the European Environment Agency 2014-2015	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	410,417	EU Other (EUROPEAN ENVIRONMENT AGENCY)	
<i>Preparatory measures for the participation of enlargement countries in EMSA's work</i>		Preparatory measures for the participation of enlargement countries in EMSA's work	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	200,000	EU Other (EUROPEAN MARITIME SAFETY AGENCY)	

2.5.4 Annex 4: Complementary information

2.5.4.1 Effects of EU support on the policy and legal framework

In the context of the Enlargement reporting, key recommendations since 2018 are related to establishing air quality and effective water and groundwater monitoring systems; increasing collection coverage of household waste in order to address the issues of illegal dumpsites; enforcing legal provisions on environmental liability, damage and crime, implementing Public Private Partnerships and raising awareness and implementing the strategy on CCA and low emissions development consistent with the EU 2030 framework for climate and energy policies. In 2020 key recommendations included; stepping up ambitions towards a green transition; establishing an effective water monitoring system and publishing data; continuing to increase the waste collection coverage, with the introduction of separation of waste and recycling; introducing circular economy measures and address the issue of illegal dumpsites; enforcing legal provisions on environmental liability, damage and crime; implementing PPP and starting a permanent campaign for raising public awareness; implementing the CC strategy and the AP on CC; preparing a road map for alignment with the EU climate acquis and starting the work on an energy climate plan.

In the area of **nature**, no progress was achieved in alignment since 2015 as assessed in the EU Progress Report. Alignment with the acquis on nature protection, in particular Habitats Directive and Birds Directive has begun. Effective protection for designated protected areas is not in place. There is a need for enforcement of efforts of combatting illegal construction in protected areas. Infrastructure plans need to ensure that nature protection obligations are respected, particularly in areas that could potentially become protected Natura 2000 sites. The process of Natura 2000 is at very early stages of development. In 2020 Kosovo became a member of the International Union for Conservation of Nature and extended protected area status to more of its territory. Kosovo has taken steps to start inventories and mapping of natural habitats and biodiversity. Deforestation and illegal logging remain problematic.

In the area of **water**, the level of alignment is limited. Untreated sewage and discharge remain the main source of pollution. The groundwater monitoring is at early stage. Kosovo has a 2017-2036 water strategy but the level of alignment with EU legislation remains very low. Urgent efforts are needed to ensure that the river basin district authority becomes operational. Some progress was achieved with the planning and construction of WWTP. Water reservoir dam management needs to be improved to meet water demand. The cumulative effects of the construction of numerous small hydroelectric power plants harms the environment.

AGE continues to train civil servants on gender impact analysis, which is increasingly being used during the drafting of legislation and policies. However, coordination with gender equality officers in the ministries and municipalities needs to be strengthened. More coordination and stronger leadership from the government as well as efforts across the institutions are needed to make progress on implementing the Law on Gender Equality. Institutions need to improve their collection, maintenance and transparent reporting of gender-disaggregated data.

2.5.4.2 Implementation approaches (Efficiency)

Implementation of infrastructure projects should contribute to achievement of strategic goals defined in a given sector. Strategic significance of an infrastructure project, its link with the reform processes, i.e., potential to contribute to achievement of strategic objectives, together with its maturity/readiness for implementation (in terms of prepared spatial planning and technical documentation) as well as institutional capacity are pillars of SPP approach based on which projects are assessed and prioritised.

The NIC framework also addresses a number of IMF concerns on Kosovo's public investment planning. According to the Finance Ministry the NIC framework allows a clearer perception of investment needs and of projects than PIP (PIP has more than 10,000 projects in its database) and that decisions are more structured and transparent with limited room left for bilateral discussions. A medium-term planning tool integrating the SPP and budget is missing as their Multiterm Budgetary Planning (MTBP) is not sufficiently detailed, not binding and frequently revised. Lifetime cost planning remains

problematic with frequent underfunding for maintenance. IFIs are positive towards the framework, considering that it includes better clarification of strategic priorities, streamlining of the investment selection process, increased overall transparency and more a structured access to financing. Yet, IFIs raised concerns about Kosovo's weak implementation capacities across the board. Main functional issues are lack of implementation capacity at final beneficiary level for projects that receive finance (PIU/PMU) weakness and need for Grant Application Form preparation support.

3 Country Case Study – North Macedonia

3.1 Introduction

3.1.1 Context

3.1.1.1 Main environmental challenges

A key overall challenge for North Macedonia is to provide a cleaner and safer environment and improved quality of life for citizens⁵⁷. Major environmental issues include nature protection, sustainable use of all-natural resources, air pollution, water and waste management. The latter has been outlined as particularly serious in the bigger towns of North Macedonia and measures need to be taken as a matter of urgency⁵⁸.

The **Paris Agreement** ratified in 2017 by North Macedonia requires a greater role of the state in curbing global warming and reducing climate change impacts. The frequency and intensity of floods in the country has dramatically increased in the recent years and caused many casualties, damages to water and transport infrastructure, to private properties, business and agricultural activities⁵⁹.

The overall alignment with the EU Env. & CC *acquis* requires both legislative measures and substantial financial resources and investment in environmental infrastructure and technology, in particular in the waste and water sectors. The estimated cost of compliance with relevant legislation is EUR 2.3 billion⁶⁰.

According to the Indicative Strategy Paper (ISP), the country's capacity to develop **sustainable investment projects** in Env. & CC is low. The country needs to consider introduction of market-based instruments, promote eco-industries and encourage the development of the green economy as a cost-effective way to address environmental challenges.

3.1.1.2 The national policy and legal framework

North Macedonia has advanced with harmonising its legal framework with the environment *acquis* in recent years, as assessed in the European Commission (EC) Progress Reports⁶¹. Table 14 summarises the main evolution of the national policy and legal framework related to Env. & CC in the country.

Table 14 Main Env. & CC policies and laws adopted before and during the period under review

Sector	Pre-2014	Post-2014
Legal framework	<p>2004: Law on Ambient Air Quality; Law on Drinking Water Supply and Drainage of Urban Wastewater; Law on Nature Protection</p> <p>2005: Law on Environment</p> <p>2008: Law on Fisheries and Aquaculture; Law on Waters</p> <p>2009: Law on Forests</p> <p>2011: Law amending the Law on Fisheries and Aquaculture; Energy Law</p>	<p>2014: Law amending the Energy Law</p> <p>2015: Law amending the Law on Environment; Law amending the Law on Forests</p> <p>2016: Law amending the Law on Waste Management</p> <p>2018: Energy Law</p>
Policy framework	<p>2008: Waste Management Strategy 2008-2020</p> <p>2009: National Environmental Investment Strategy</p> <p>2010: First National Energy Efficiency (EE) Action Plan, 2010-2018</p> <p>2012: Water Strategy 2012-2042</p>	<p>2014: Second EE Action Plan (until 2015); National Strategy for Protection and Rescue (2014-2018); National Strategy for Agriculture and Rural Development (2014-2020)</p> <p>2015: Renewable Energy (RE) Action Plan (until 2025, with vision until 2030); Env. & CC strategy; Fifth National Report to the Convention on Biological Diversity; National Plan to reduce and eliminate persistent organic pollutants</p>

⁵⁷ EU (2018): ISP.

⁵⁸ Ibid.

⁵⁹ Ibid

⁶⁰ Ibid.

⁶¹ EC (2020) : North Macedonia Progress Report.

		<p>2016: National emission reduction plan; Plan for Monitoring the Quality of Heavy Fuel Oil and Gas Oil; Paris Agreement; Roadmap for introduction of Monitoring, reporting and verification; Action Plan for reduction of CO2 emissions from aviation</p> <p>2017: Amendment to National RE Action Plan; National Emission Reduction Plan</p> <p>2018: National Strategy for nature protection 2017-2027; National biodiversity strategy and action plan 2018-2023; National Strategy on Env. & CC; Regional waste management plans; other⁶²</p> <p>2019: New 2018 – 2024 national waste prevention plan; North Macedonia’s first Aarhus Center was set up⁶³; the Kigali amendment to the Montreal protocol was ratified.</p> <p>2020: Energy Development Strategy until 2040; Draft National Energy and Climate Plan of the Republic of North Macedonia</p>
UNFCCC process	<p>2003: First National Communication; Greenhouse Gases (GHG) Inventory</p> <p>2009: Second National Communication</p> <p>2010: Cancun Pledge pre-2020 Target, Climate Change Mitigation; Cancun Pledge pre-2020 Target, Nationally Appropriate Mitigation Measures</p>	<p>2014: Third National Communication; GHG Inventory</p> <p>2015: First Biennial Update Report; Intended Nationally Determined Contribution (NDC)</p> <p>2018: First NDC; Second Biennial Update Report⁶⁴</p>

Source: Grantham Research Institute on Climate Change and the Environment; Energy Community; Climate Watch, Macedonia. EC Progress Reports 2014-2020. Food and Agriculture Organization (FAO), Serbia – Country Profiles.

3.1.1.3 EU-North Macedonia cooperation framework

The **Stabilisation and Association Agreement (SAA)** between the Republic of North Macedonia and the EU entered into force in 2004 and North Macedonia became a candidate country to the EU in 2005. The **Stabilisation and Association Process (SAP)** is the European policy framework for relations between the EU and North Macedonia, The SAP promotes stabilisation and the transition to a market economy, regional cooperation and preparation for EU accession of North Macedonia. Since 2009, the EC has continuously recommended to the European Council to open accession negotiations with North Macedonia. In its June 2018 Conclusions, the Council acknowledged the progress achieved and set out the path towards opening accession negotiations. The EC recommended to open the negotiations in May 2019. In March 2020, the European Council endorsed the **Council’s decision to open accession negotiations** with North Macedonia. In July 2020, a draft negotiating framework was presented to the EU Member States (EU MS). In 2020, the EC published a communication on *Enhancing the accession process – A credible EU perspective for the Western Balkans*. Env. & CC will continue to be negotiated under Chapter 27 under the newly established cluster 4 on ‘Green agenda and sustainable connectivity’.

The EU has strengthened the economic governance exercise⁶⁵ with the enlargement countries in 2015 to prepare them for their eventual participation in the European Semester. As of 2015, North Macedonia submits annual **Economic Reform Programme (ERP)** to the EC. The ERPs contain medium-term macroeconomic projections, budgetary plans for the next three years and a structural reform agenda. The structural reform agenda includes reforms to boost competitiveness and improve conditions for inclusive growth and job creation in priority areas including energy.

⁶² Specific implementation plans for the Urban Wastewater Treatment and Drinking Water Directives; Birds and Habitats Directives; Geographical Information System.

⁶³ and will support public participation on environmental matters.

⁶⁴ In 2021 the enhance NDC and the third biennial report were produced. The law on climate change and long term strategy were approved.

⁶⁵ Annual ERPs.

The European path of North Macedonia is flanked by various initiatives such as the Berlin Process⁶⁶, sectoral platforms such as the Energy⁶⁷ and Transport⁶⁸ Communities, and regional actors, such as the Regional Cooperation Council (RCC)⁶⁹. As part of the Economic and Investment Plan (EIP) for the Western Balkans, the EC developed Guidelines for the Implementation of the Green Agenda for the Western Balkans⁷⁰. During the Western Balkans summit in November 2020, the Western Balkans leaders endorsed Sofia Declaration on the Green Agenda. The Declaration is to support and accelerate changes and processes in the region with the overarching goal of addressing climate change⁷¹.

North Macedonia is also participating in the **EU Strategy for the Adriatic-Ionian Region (EUSAIR)** since April 2020. The EUSAIR under pillar 3 on environmental quality includes the following objectives related to Env. & CC: to ensure a good environmental and ecological status of the marine and coastal environment by 2020; to contribute to the goal of the EU Biodiversity Strategy to halt the loss of biodiversity; and to improve waste management by reducing waste flows to the sea and to reduce nutrient flows and other pollutants to the rivers and the sea.

Priorities of cooperation are reflected in a number of EU strategies towards the Enlargement region - see Box 2.

Box 2 Recent evolution in the EU's strategic framework for the Western Balkans

The **Western Balkan Strategy**⁷² in 2018 confirmed the European future of the region. It specifies the priorities and areas of joint reinforced cooperation, addressing the specific challenges the region faces. A credible enlargement perspective requires sustained efforts and irreversible reforms. It launched six flagship initiatives.

In 2020, the EU presented its **EIP for the Western Balkans**⁷³ which aims to spur the long-term economic recovery of the region, support a green and digital transition, foster regional integration and convergence with the EU. It sets out a substantial investment package mobilising up to EUR 9 billion of funding for the region. It sets the priorities for investments in, among others, sustainable transport, clean energy, and greening the Western Balkans.

In 2020, the EC launched **the Green Agenda for the Western Balkans** envisaged by the Green Deal. The EC published Guidelines for the Implementation of the Green Agenda for the Western Balkans. The leaders from the Western Balkans including North Macedonia, adopted the Green Agenda for the Western Balkans in November 2020. It provides a road map for the main areas: decarbonisation (climate, energy, mobility, circular economy); depollution (air, water and soil); sustainable food systems; and rural areas and biodiversity (protection and restoration of ecosystems).

⁶⁶ The **Berlin Process** is an initiative to boost regional cooperation among the WB countries and their European integration. Such multi-level connecting and anchoring agenda allows the WB countries to progress towards EU following their own pace and institutional capacity by focussing on concrete infrastructure and people-to-people exchanges. Although the Berlin process is not directly linked with supporting environmental infrastructure projects, it supports key enabling reforms to facilitate investments in the region.

⁶⁷ The **Energy Community** brings together the EU and its neighbours to create an integrated pan-European energy market. It was founded by a Treaty establishing the Energy Community in force since 2006. North Macedonia is a Contracting Party of the Treaty since 2006. As a Contracting Party, North Macedonia has the obligation to implement the energy *acquis* into force. Parallel to the adoption of secondary legislation, the implementation of the *acquis* gives rise to diverse reporting obligations. It includes legislation related to EE, RE, Env. & CC.

⁶⁸ The **Transport Community** established by the Treaty brings together EU and WB partners working together on the integration of WB transport market into the EU. The Treaty notes the necessity to protect the environment and to combat against climate change and that the development of the transport sector needs to be sustainable.

⁶⁹ The **SEE 2020 Strategy of RCC** was inspired by the Europe 2020 Strategy. Its main objective is to boost prosperity and job creation but also to underline the importance of European perspective of WB economies. The Strategy provides a holistic pattern of development, including a pillar on sustainable growth which seeks to improve efficiencies in the use of resources, upgrade infrastructure and promote sustainable development, circular economy, decarbonisation and climate neutrality.

⁷⁰ SWD(2020) 223

⁷¹ The Action Plan for the implementation of the Sofia Declaration on the Green Agenda for the Western Balkans 2021-2030 was prepared in 2021.

⁷² EU (2018): A Credible Enlargement Perspective for and Enhanced EU Engagement with the Western Balkans. COM(2018) 65 final.

⁷³ EU (2020): An EIP for the Western Balkans. COM(2020) 641.

Table 15 presents a summary of the Instrument for Pre-Accession Assistance (IPA) bilateral programming during 2014-2020. EUR 123.3 million (20% of the overall financial allocation for the period 2014-2020) was directly related to Env. & CC.

Table 15 Financial allocations (EUR million) per policy areas and sectors

	Total 2014-2020	Of which climate change relevant (%)
Reforms in preparation for EU membership	191.2	
Democracy and governance	133.7	
Rule of law and fundamental rights	57.5	
Competitiveness and growth	441.9	
<u>Environment, climate change and energy</u>	119	100%
Transport	110.9	60%
Competitiveness, innovation, agriculture and rural development	165.3	10%
Education, employment and social policies	46.7	
Total	633⁷⁴	

Source: Revised ISP for the Former Yugoslav Republic of Macedonia (2014-2020)




Note: Underlined sector of cooperation is the one identified by the team as having the strongest focus on Env. & CC.

3.1.2 Focus of the case study

The case study concerns itself with i) establishing an overall view on how the EU cooperation in the area of Env. & CC has been formulated and implemented in North Macedonia (focus on: EQ1, EQ2); ii) based on selected interventions, assessing the EU contributions to short-term results, and likely contribution to broader ones, including the main influencing factors (focus on: EQ3, EQ4, EQ5 and EQ6); and iii) identifying good practice and broader lessons for future EU external action.

Figure 2 presents the three methods that have been used to generate evidence for the case study:

Figure 7 Main techniques and tools used in the case study

	Literature review covering documents from EU and EU MS databases (e.g. project description, recent monitoring and progress reports), documents produced by other international and local organisations monitoring the COVID response (e.g. studies published by NGOs/research institutions), sectoral studies published in the key areas of support;
	(Remote) semi-structured interviews with some stakeholders, including: EU/EU MS staff.
	Statistical analysis of trends in context and development outcome indicators in each partner country: the aim is to enrich both the analysis of the strategic relevance of the EU response (EQ1) and the likely effects of the response (EQ5-6).

Although the case study covers the whole of EU support to Env. & CC, the analysis of efficiency and effectiveness/contribution to outcomes puts a specific focus on the areas of i) **Climate Change Mitigation** (CCM) (EE and RE; and ii) **environmental quality** (e.g., waste and air quality).

To allow for a more detailed analysis of the EU portfolio, the evaluation team did not cover all EU-funded interventions in the country, but it put emphasis on a sample of interventions as summarised in the table below.

⁷⁴ This amount doesn't include the performance award of EUR 50 million that was allocated to North Macedonia in 2017.

Table 16 Sample of EU Env. & CC interventions reviewed for North Macedonia

<i>Intervention's short title</i>	<i>Intervention full title and CRIS reference</i>
(2016 IPA) CCCC	Communities Communicating Climate Change (CRIS reference: C-392528) <i>EU contracted amount: EUR 396,827</i>
(2015 IPA) Construction of small-scale irrigation systems in municipalities of North Macedonia	Construction of small-scale irrigation systems in municipalities of North Macedonia / Lot 1 – Rehabilitation of Chaushica Dam outlet structure and construction of Irrigation Scheme in the Municipality of Bosilovo (CRIS reference: C-411131) <i>EU contracted amount: EUR 376,848</i>
(2014 IPA) SOP for Env. & CC	Sector Operational Programme (SOP) for Environment and Climate action (2014-2020) (CRIS reference: D-37702) <i>EU contracted amount: 117 million</i>
(2014 IPA) Multi-annual country action programme on environment and transport	IPA II 2014-2010 Multi-annual country action programme on environment and transport, the former Yugoslav Republic of Macedonia (CRIS reference: C-383609) <i>EU contracted amount: EUR 225.8 million</i>
(2013 IPA) CBC Protection of the environment through the promotion of biomass for substitution of fossil fuels in heating and power generation	CBC Protection of the environment through the promotion of biomass for substitution of fossil fuels in heating and power generation (CRIS reference: C-359693) <i>EU contracted amount: EUR 107,639</i>
(2013 IPA) CBC Soil degradation assessment and rehabilitation strategies for sustainable land use planning	CBC Soil degradation assessment and rehabilitation strategies for sustainable land use planning (CRIS reference: C-362856) <i>EU contracted amount: EUR 130,335</i>
(2013 IPA) CBC Water protection thematic park actions	CBC Water protection thematic park actions (CRIS reference: C-361064) <i>EU contracted amount: EUR 160,650</i>
(2011 IPA) EU Recovery Programme for Floods Improvement of Flood Prevention and Mitigation Response in Affected Areas	EU Recovery Programme for Floods Improvement of Flood Prevention and Mitigation Response in Affected Areas (CRIS reference: C-374089) <i>EU contracted amount: EUR 6.8 million</i>

3.2 Design

3.2.1 Overview of EU support to Env. & CC

3.2.1.1 Overall environmental and climate change objectives in North Macedonia

The overall objective of IPA assistance in this sector is to prepare the country for EU accession and to support reforms in areas of environment and climate action, which should lead to a cleaner environment and improved quality of life. This will contribute to ensuring sustainable growth and the shift to a low-carbon, climate resilient and resource-efficient economy⁷⁵.

The 2014 **IPA II Regulation** lists among priority thematic areas of support to protecting and improving the quality of the environment, contributing to the reduction of GHG emissions, increasing resilience to climate change and promoting climate action governance. IPA II funding shall promote policies and support the shift towards a resource-efficient, safe and sustainable low-carbon economy.

The **SAA** from 2004 with North Macedonia notes that policies and measures will be designed to bring about the economic and social development of North Macedonia. These policies should ensure the environmental considerations are fully incorporated from the outset and that they are linked to the requirements of harmonious social development. In relation to cooperation on industrial matters, it will be ensured that the environment is protected⁷⁶.

⁷⁵ The ISP 2018 lists Env. & CC among its priority areas for IPA support.

⁷⁶ More specifically, the SAA notes that the cooperation on Env. & CC should focus on the following priorities, inter alia: combating local, regional and cross-border pollution (air, water quality, including wastewater treatment and drinking water pollution and establishing effective monitoring; development of strategies with regard to global and climate issues, efficiency, sustainable energy production and consumption, safety of industrial plants, classification and safe handling of chemicals, waste reduction, recycling and safe disposal, and the implementation of the Basle Convention on the control of transboundary movements of hazardous waste and their disposal, the environmental impact of agriculture: soil erosion and pollution by agricultural chemicals, the protection of forests, the flora and fauna, the conservation of biodiversity, town and

As mentioned above (see Box 2), there has been some important **evolution** in the EU's strategic framework on Env. & CC for the Western Balkans in recent years. In particular, the Green Agenda for the Western Balkans provides a roadmap in the key areas, including decarbonisation and depollution, which are particularly relevant for EU assistance to North Macedonia. The revised ISP from 2018 notes the objectives of the EU support including (1) environment, climate change policies and legislation to be further aligned with EU best practice and effectively implemented (2) legislation to be implemented and administrative capacities strengthened (3) water and waste management improved including infrastructure (4) air quality plans for agglomerations developed (5) Natura 2000 sites identified and selected (6) low emissions to be developed and climate mitigation and adaptation measures introduced (7) resilience to climate change impacts enhanced and (8) to improve environment policy-making.

3.2.1.2 Description of EU portfolio

EU funding in the area of Env. & CC represents a total of EUR 127.6 million in North Macedonia during the period 2014–2020⁷⁷. Annex 3 provides a list of the main EU interventions in the area of Env. & CC funded under IPA I and IPA II in the country during the period under review.

The largest part of EU support to Env. & CC has been provided through the SOP on Env. & CC for 2014–2020, which was signed by the country in 2017⁷⁸. NIPAC has become the physical signatory after authorisation by the Government⁷⁹. SOP objectives were formulated based on specific sector needs as summarised below (based on the information from programming documents):

- *Implementation of the existing legislation* needs to improve significantly, particularly in regard to water and waste management, air quality management, industrial pollution control, nature protection and climate change;
- *Administrative capacity* needs to be strengthened significantly, both at central and local levels;
- *Investment* in the sector needs to increase significantly, especially in the waste and water sectors; an investment pipeline linked to strategic priorities needs to be developed and maintained;
- Implementation of the country's *climate policy* needs significant efforts, particularly for strengthening administrative capacity, transposition of climate *acquis* and providing financial resources for implementation of priority measures.

The overall objective is to contribute to a cleaner environment and improved quality of life through sound management of natural resources and a reduction of pollution. It defines three specific objectives: i) to strengthen multiannual planning, legal reforms and institutional building related to approximation of environmental protection and climate action requirements; ii) to increase access to EU requirements on drinking water and wastewater services and improve regional waste management systems; and iii) to support implementation of pilot measures contributing to sustainable development principles.

country planning, including construction and urban planning, EIA and strategic environmental assessment, continuous approximation of laws and regulations to Community standards, international Conventions in the area of environment, cooperation at regional level and with European Environmental Agency, education, information and awareness on environmental issues.

⁷⁷ This figure comes from the CRIS inventory carried out by the evaluation team.

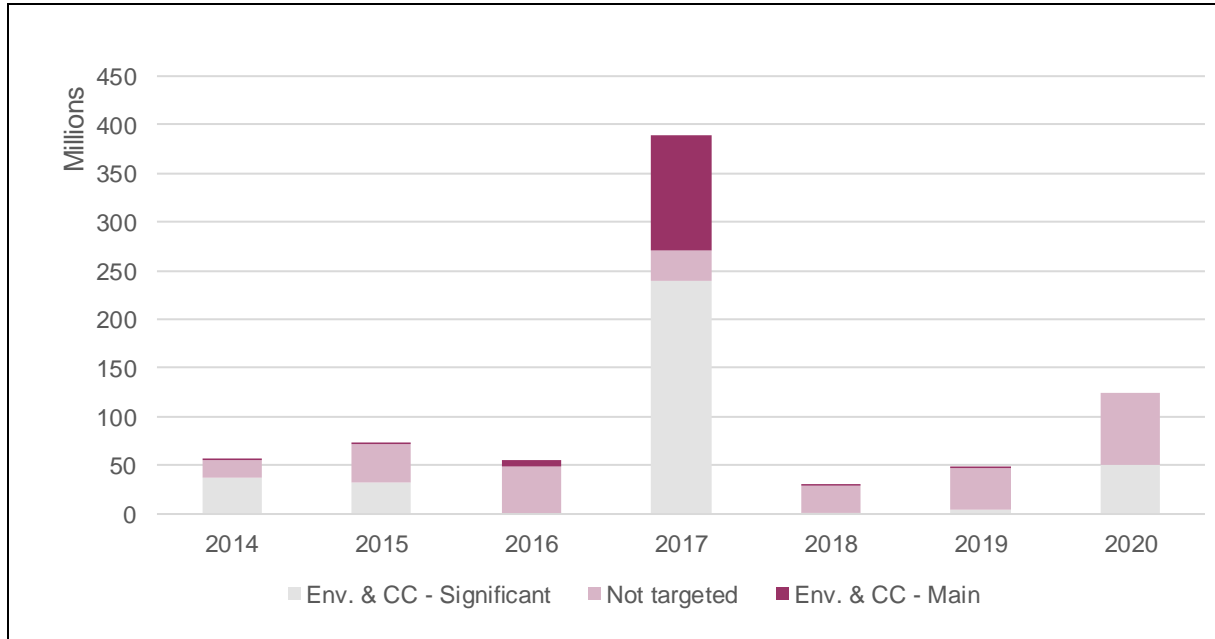
⁷⁸ The SOP for Environment was formally adopted by the EU in 2014. The Financial agreement was signed in 2016 and addenda were signed in 2018 and 2019. The programme is implemented under indirect management by beneficiary country (IMBC) implying accreditation of the national management and control systems by the National Authorising Officer and the European Commission.

⁷⁹ A NIPAC is a high-ranking official appointed by each beneficiary country of the Instrument for Pre-Accession (IPA). The NIPAC ensures the overall coordination of assistance under the IPA Regulation and is being responsible for the coherence and coordination of the IPA programmes; the annual programming for the transition assistance and institution building component at national level; the coordination of the participation of the beneficiary country in the relevant cross-border programmes.

ISP introduced environment as a priority sector under Competitiveness and Growth as Environment, climate action and energy with EUR 119 million allocation. The allocation was planned to be 100% climate relevant.

As shown in Figure 8, only 36% of the EU assistance to North Macedonia didn't include an explicit dimension on Env. & CC. 16% was Env. & CC-targeted (OECD-DAC policy marker 'main') and 47% included aspects of Env. & CC (OECD-DAC policy marker 'significant')⁸⁰.

Figure 8 *Env. & CC contracts in the broader EU portfolio in North Macedonia (contracted amounts)*



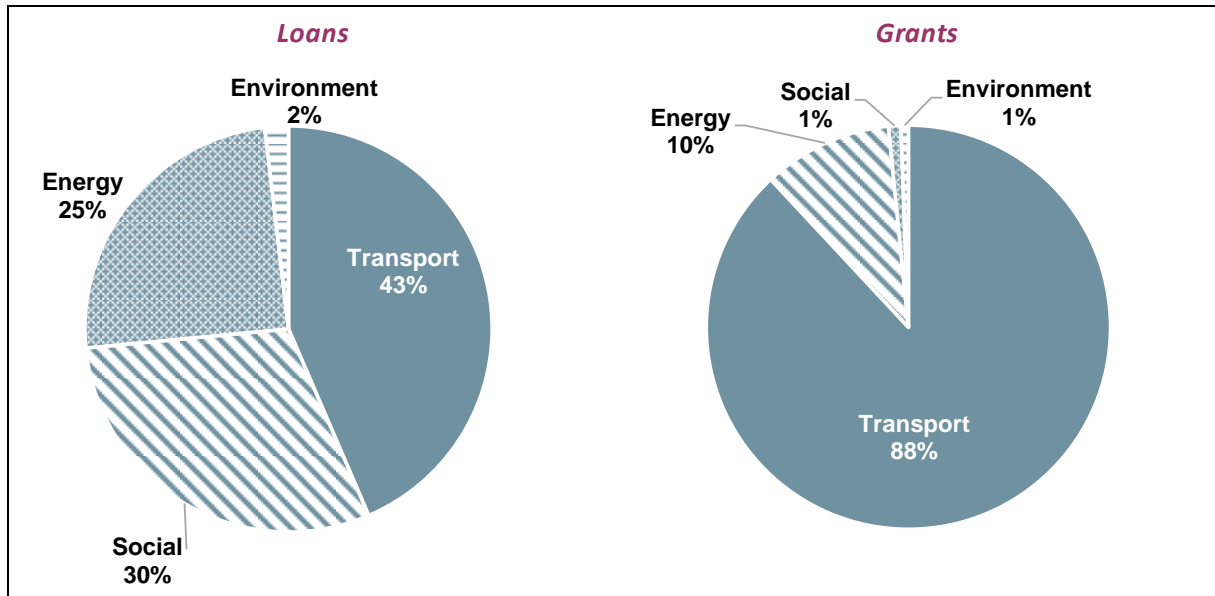
Source: Particip, based on CRIS data

In addition to bilateral assistance, **North Macedonia benefitted from Western Balkans Investment Facility (WBIF) support**. In the environment sector there was a focus on supporting water and wastewater treatment projects. Support also included wind park development and gas interconnectors.

⁸⁰ Organisation for Economic Co-operation and Development Development Assistance Committee.

Figure 9 shows the overall WBIF portfolio (loans and grants) in North Macedonia during the period under review. In total, WBIF funds represent EUR 462.4 million of loans and EUR 148.6 million of Grants. Env. & CC-related programmes represent 2% of the loans and 1% of the grants.

Figure 9 Overall WBIF portfolio in North Macedonia, 2014-2020



Source: Particip, based on WBIF MIS portal data

North Macedonia also participated in the activities of **regional networks** on Env. & CC (funded under IPA multi-country programmes) such as Environment and Climate Regional Accession Network (ECRAN)⁸¹ and lately EU Environment Partnership Programme for Accession (EPPA)⁸².

In relation to **Cross Border Cooperation (CBC) programmes** there were four CBCs interventions focussing on environment: i) water protection thematic park actions; ii) soil degradation assessment and rehabilitation strategies for sustainable land use planning; iii) protection of the environment through the promotion of biomass for substitution of fossil fuels in heating and power generation; and iv) flood prevention for environment protection.

Policy dialogue on IPA Aid to the sectors is concentrated in the IPA Monitoring Committee and sector sub-committees. It provided an opportunity to discuss the main priorities and progress with the approximation process. In addition, the established Sector Working Group on Environment meets regularly. Further to that, the country, with the EU support through the policy dialogued, developed a Results Framework- PAF⁸³ which is based on indicators and targets. The Results Framework⁸⁴ is transposed into IPA III Strategic Response document and hence partially adopted by the Government⁸⁵.

3.2.2 Design (JC1.1, JC1.2, JC 2.1)

3.2.2.1 Findings related to the design of EU's Env. & CC strategies and interventions

Env. & CC objectives of EU support are spelled out in the IPA programming documents for North Macedonia. The ISP lists Env. & CC among its priority areas for IPA support. The overall objective of IPA assistance in this sector is to prepare the country for EU accession and to support reforms in areas of environment and climate action,

Objectives of the EU support are stated in the strategic documents, such as SAA, ISP and SOP for Environment.

All stakeholders interviewed confirmed the relevance of the EU assistance. The highest relevance was noted for the following fields: waste and water sectors, RE and EE, EU assistance provided in the context of EU approximation processes, transposition and legal harmonisation, monitoring systems. The interviewed stakeholders also noted that the EU assistance is based on detailed analysis and

⁸¹ <http://www.ecranetwork.org/>

⁸² <https://eppanetwork.eu/>

⁸³ PAF (pafnorthmacedonia.mk)

⁸⁴ PAF was adopted by the Government in December 2021

⁸⁵ The full adoption (including also responsibilities for update of the indicators and publication of the data online) is pending.

consultations which were done especially at the time of the design of the SOP as well as through Sector Working Group and EU-North Macedonia dialogue on EU aid in the IPA Monitoring Committee and sub-committees.

While linkages to the Sustainable Development Goals (SDGs) have not always been clearly spelled out, programming documents have been aligned with the 2030 Agenda and other global frameworks such as the Paris Agreement. SOP from 2014 and amended SOP in 2017 do not provide references to the SDGs and Paris commitments. The revised ISP from 2018 explicitly notes that priorities for IPA support are aligned with 2030 Agenda and its SDGs. It notes that in 2016, North Macedonia and The UN agreed on the Partnership for Sustainable Development: UN Strategy 2016-2020. The Partnership for Sustainable Development aligns with: i) SDGs and UN frameworks at global level; ii) EU accession at regional level; and iii) the National Sustainable Development Strategy and Action Plan as well as relevant sectoral strategies at the national level.

In the revised ISP, one of the expected results refers to supporting the 2015 Paris Agreement on Climate Change, including through increasing EU climate spending in the country. The ISP also identifies an indicator under the environment sector which is: *“increased investments in environmental sector, particularly climate-related expenditures are in line with the Paris climate agreement”*.

Overall, there has been good alignment between EU support to Env. & CC in North Macedonia and the general EU policy framework for Env. & CC, especially towards the end of the period under review. Although the SOP does not provide explicit references to low carbon, resource efficiency and circular economy, as the concepts were spelled out years after the SOP was prepared and it provides the overall framework, Env. & CC strategies for North Macedonia are consistent with the evolution of the broader framework of the EU external action. For example the revised ISP makes reference for IPA to be aligned with EU policy on the transition to a low carbon, resource efficient and circular economy. It notes that the switch to circular economy principles goals with measures covering the whole cycle: from production and consumption to waste management and the market secondary raw materials will boost its global competitiveness, foster sustainable economic growth and generate new jobs. Macro-economic relevance of the circular economy and improved resource efficiency are particularly significant in the area of green public procurement, investments in waste and water infrastructure, sustainable construction, critical raw materials, biofuels and biochemicals. In addition the Major projects and OIS prepared under SOP framework follow the evolution and alignment.

There is a good level of alignment between the priorities spelled out in key reference documents and actions eventually supported. In particular, SOP priorities are well aligned with the priorities of ISP document.

The interviews with key stakeholders provided evidence that the **EU assistance is in general consistent with the evolutions of the national policy context and the selection of the projects reflects the country situation.** Although there were many changes in government over the last years, EU accession has remained a priority. At the level of project design (within the SOP), there is flexibility in selection and prioritisation of the projects. However, EU assistance is less flexible as compared to other donors. Some stakeholders also noted room for improvement in terms of focussing more on linking assistance with broader administrative reforms and shortening simplifying procedures to ensure that projects remain relevant. A need to promote reforms implementation in order to support projects implementation was also noted.

EU Env. & CC strategies are responsive to the country needs and provide flexibility to the changing context. All stakeholders interviewed confirmed that EU support is in line with the country priorities, and highlighted a high degree of responsiveness to country needs. The ISP document from 2014 and revised in 2018 provides a comprehensive overview of the country needs and strategic context. In addition, EU Progress Reports provide annual reviews of progress and identification of areas for further attention and priorities of action. The annual Sub-committee meetings under SAA provide an opportunity to use the policy dialogue to discuss pressing Env. & CC issues and to discuss progress towards environmental objectives. EU support under IPA II represents a significant component on “hard” assistance (investments) as the priorities are related to immediately improving living

conditions. “Soft” type assistance provided significant contribution and has high impact for future negotiations.

In general, most stakeholders express the view that there is **a good balance between soft and hard assistance**. Some stakeholders (Non-Governmental Organisations (NGOs), United Nations Development Programme (UNDP)) noted that there is a need for more “hard” types of assistance, while others (International Financial Institution (IFI), national authorities) highlighted that more “soft” assistance is needed. In relation to the allocation of **IPA resources between hard and soft assistance**, many stakeholders highlighted the low effectiveness and lack of **sustainability of EU capacity building support**. The main problems are staff retention in the relevant institutions which receive capacity building support and the method of capacity building provision; i.e., short-term assistance implemented via workshops. Good practices were identified, including: i) assistance to capacity building is much more effective when channelled through domestic organisations, which have a long-term mandate to provide capacity building, ii) combining two types of assistance into one project (infrastructure project with capacity building component), iii) matching capacity building support with timing for infrastructure project development and iv) providing long-term capacity building with experts providing advice (being available for a longer and ad hoc support) and working with the beneficiaries.

Based on the interviews **there is good level of understanding of EU strategies by national partners**. The problems identified include low level of professionalism of the administration and lack of procedures for operations (see section 3.4).

Cross-cutting issues such as gender equality in the design of EU support to Env. & CC were somewhat taken into account during implementation. As illustrated in the box below, the design document of the SOP on Environment does include explicit references to gender mainstreaming. But, these references remain quite general. There is no detailed analysis of gender equality issues related to Env. & CC and no precise orientations regarding potential gender-targeted or gender-sensitive actions that could be taken during implementation. The stakeholders noted that according to the experts in gender mainstreaming, it is difficult to “genderise” interventions in environment, as they benefit human beings in general. Reporting on segregated data per gender can be conducted. There is no objective, nor any results indicator related to gender equality.

Box 3 Extracts from the SOP for Env. & CC related to gender mainstreaming

Gender equality constitutes a basic principle of international and regional human rights instruments that the country has signed and ratified. (...) Equal opportunities must include enhanced integration of women in all areas of the workplace including in selection, training and development initiatives. There are several positive developments in this regard, such as the adoption of the National Action Plan on Gender Equality, establishment of a Unit for Gender Equality within the Ministry of Labour and Social Policy and Gender Equality Commissions at local level. In May 2006, the country adopted the Law on Equal Opportunities for Women and Men, with the purpose of promoting the principle of establishing equal opportunities for women and men in the political, economic, social and educational, fields, as well as in other fields of social life. During the implementation of the program, measures will be taken to eliminate barriers of any such discrimination.

Source: 2014 (EU): SOP for Env. & CC 2014-2020.

That said, interviews highlighted that, overall, there was a **good degree of integration of cross-cutting issues** into EU support to Env. & CC. Examples include an IPA-supported draft law on climate that emphasises cross-cutting issues, and micro credits targeting women entrepreneurs.

Stakeholders noted that recent developments assist in introducing gender-based analysis. For example in 2020 an agreement on UN women was reached to support the NIPAC and EUD in gender-focused programming including hard type of assistance⁸⁶. In parallel, the EUD works with SEA, UN Women and other ministries to develop the gender profile of the country.

⁸⁶ Further to that in 2021, SEA’s programming team was sent on a study visit on gender sensitive planning and programming.

Examples on gender sensitive EU actions measures:

- Introduction of sex segregated indicators
- Fighting gender violence targeted measures
- Focusing on the rule of law (framework for protection of the rights of women and children including Istanbul convention)
- Investing in any infrastructure which is gender sensitive (i.e., border crossing points)
- Introducing grants for women-entrepreneurs
- EU4Resilience programme under COVID-19 related action provides loans to companies. All companies managed or owned by women can receive a grant up to 30% of the credit.

There is good synergy between EU regional and national interventions related to Env. & CC. ECRAN assisted the beneficiaries in exchange of information and experience related to preparation for accession until 2016. North Macedonia benefited from ECRAN regional assistance in the areas related to environmental and climate investments, transposition and implementation of environmental and climate law, compliance and enforcement, local and regional initiatives, climate action, water management, waste management, air quality, industrial emissions, nature protection, EIA/SEA, NGO support and public participation. ECRAN aimed at providing a framework to establish, strengthen and improve the capacities to deal with implementation challenges. Implementation of ECRAN was carried out with Technical Assistance and Information Exchange (TAIEX), which provides an example of another type of synergy with a different EU funding instrument. Results of ECRAN included: a dozen of regional, thematic networks of environmental and climate professionals, civil servants and CSOs working together on a peer-to-peer basis; public administrations better equipped with specialised skills and knowledge for continuous transposition and implementation; and increased cooperation with EU institutions.

In North Macedonia ECRAN supported the development of a meta-plan for negotiations of Chapter 27, and trained energy experts on energy modelling and GHG estimates from different economic sectors using the 2006 Intergovernmental Panel on Climate Change Guidelines, including uncertainty analysis. The Environment Partnership Programme for Accession (EPPA) builds on ECRAN work and seeks to be a major driver of reform and development in environmental governance through compliance with the EU environmental *acquis*. It focusses on strengthening the implementation of the EU environmental *acquis* in areas relevant for addressing trans-boundary environmental issues. The evidence⁸⁷ shows that there is a good level of understanding on objectives of regional support such as EPPA and their contributions to national efforts.

Interviews in the field phase revealed that the good synergies are also developed with TAIEX as another regional tool. National authorities bring their project ideas/ draft ToRs and request information on what is missing or how to approach specific elements. The responses are given by EU MS experts (through TAIEX). It results in better finetuning of formulated projects and ToRs. Synergies with EUSAIR regional strategy are at its initial phases as North Macedonia joined the strategy only in 2020.

3.2.2.2 Specific findings related to mainstreaming in EU external action

There has been an increasing emphasis on mainstreaming Env. & CC into the cooperation strategy during the period under review. EC key reference documents defining its strategy towards the region at the beginning of the period under review already highlighted the need for increased funding for supporting socio-economic development, including environment sector investments and in the context of adopting *acquis* related to environmental standards under the Energy and Transport Treaties⁸⁸. The Economic Investment Plan and the Green Agenda for the Western Balkans provide a blueprint for a comprehensive approach towards mainstreaming.

⁸⁷ Interviews with EU staff.

⁸⁸ In particular, IPA II Regulation notes that the beneficiaries need to be better prepared to address global challenges such as sustainable development and CC and align with the Union's efforts to address those issues.

There is good degree of mainstreaming of Env. & CC in IPA reference documents. The IPA II regulation places strong emphasis on ensuring that IPA funds are effectively used to target so-called horizontal issues. This includes, among others, Env. & CC. The mid-term review of IPA II concluded that integration of such horizontal themes into programming in-country is hampered, inter alia, by the time available in the programming cycle for consultations with external stakeholders (e.g., Civil Society Organisation (CSOs)) and their capacities to constructively engage in the process. The ISP revised in 2018 notes the need to address a low carbon and climate resilient development in other sectors reforms such as transport, energy and agriculture.

Climate-relevant expenditure is tracked across the range of IPA II interventions in line with the OECD-DAC statistical markers on climate change mitigation and adaptation. Mainstreaming Env. & CC issues is monitored annually under the External Assistance Management Reports (EAMR). The EU Delegation (EUD) reports on its activities related to mainstreaming.

The EU strategy/programming documents for North Macedonia, such as the SAA, note that all policies and measures shall be designed to bring about sustainable economic and social development of North Macedonia and to ensure that environmental and climate considerations are also fully incorporated from the outset.

The adoption of the Green Agenda for the Western Balkans in 2020 is the most successful example of mainstreaming of Env. & CC issues into other policies. It is adopted by the Government of North Macedonia. Its success lays in the fact that now everyone is an owner of mainstreaming and therefore the country has to have a comprehensive approach to mainstreaming. At the same time, it has to be noted that in the case of weak capacities of the ministries of environment, there is weak mainstreaming happening.

The EUD plays an active role supporting Env. & CC mainstreaming. Mainstreaming starts with internal (EC) coordination. The EAMR reports on mainstreaming Env. & CC issues from the EUD's perspective. In 2016 it was noted that IPA annual programme includes environment-focussed indicators for every envisaged action in order to ensure that the environmental impact will be measured and considered throughout the implementation of the whole programme.

Box 4 Examples of EUD actions reported on mainstreaming under the EAMR reports

In 2014, the EUD established a delegation agreement with the WB to enhance the local and regional competitiveness under IPA 2014 and to ensure proper reporting on the environmental impact of the programme through a number of agreed indicators. In 2017, the EUD launched for the first time a nation-wide campaign that aimed to increase the visibility of EU assistance in different thematic fields linking it with the sector approach of EU assistance. The EUD also organised two demarches to promote the United Nations Framework Convention on Climate Change (UNFCCC) Conference of the Parties (COP) 23 meeting and the ratification of the Paris Agreement by the Government. Additionally, the EUD was actively participating in the National Water Day Conference and Danube Water Conference. In 2018, the EUD launched and participated in many visibility events to promote EU assistance in environment. The EU workshops organised with the participation of Local Authorities (LAs), CSOs and interested parties highlighted the need to mainstream Env. & CC policy in every sector policy. The EUD also participated in several regional conferences in the field of Env. & CC.

Source: EUD to North Macedonia (2014 to 2020): EAMRs

EU Policy Dialogue takes place in the SAA sub-committees and through the mechanism of the Sector Working Groups. as a focus to highlight the needs for mainstreaming into other sectors e.g., energy and transport to authorities and to identify concrete actions for mainstreaming to be conducted by authorities in the following year.

To take the example of the agriculture and rural development sector, the IPA Rural Development Programme⁸⁹ shows that **environmental considerations, including land management and the risks of land abandonment and marginalisation, are prioritised.** It is also noted that intensification of

⁸⁹ IPA Rural Development Programme 2014-2020, Skopje, North Macedonia 2015

agriculture (higher fertiliser and pesticide use, semi-natural grassland conversion to arable land and new irrigation development) is posing a severe threat to biological diversity of the country. Biodiversity loss due to land abandonment leads to the deterioration and eventual disappearance of semi-natural habitats and traditional landscapes. The programme also draws attention to climate change impacts on agriculture production. According to the IPA programme⁹⁰ the most important factors constraining agriculture production are water deficit, aridity, and more drought periods and an increase of regions with an arid climate. It also observes that climate change will have a negative impact in many agricultural regions and it will have impact on crop production, soils and animal production. The programme encompasses actions designed to provide climate change benefits such as climate-smart innovations including low emission slurry spreading, efficient irrigation systems, minimum tillage, tree planting, the protection of riverbanks from erosion and increase use of RE sources. It also prioritises agri-environmental, climate and organic farming measures in the next round of applications for future phases of the programme⁹¹.

The analysis of the Action Documents supporting Rural Development and Agriculture⁹² **show good degree of mainstreaming of Env. & CC issues.**

Box 5 Mainstreaming of Env. & CC in the rural development and agriculture sectors

The Actions foresee the following examples of mainstreaming: activities to improve farmers' responsiveness to climate change, and in particular to episodes of drought, by developing new irrigation schemes as well as by strengthening the capacities of institutions responsible for combatting animal and plant health issues; supporting improvements in water management; strengthening farmers' management capacities to include sustainability issues in their practice and to take advantage of market opportunities while affected by climate change; ensuring implementation is compliant with national standards that approximate EU standards, as well as elements are implemented in an ecologically friendly manner; the construction of a rendering plant for management of animal by-products (ABP) will stop disposal of ABP to the landfills and therefore stop eventual spread of diseases and pollution of the land and water contamination. The rendering⁹³ plant will be also considered as a circular economy investment that makes possible the use of waste to create valuable goods. In addition, the planned early-warning and monitoring systems for weather and climate events and plant diseases, pest surveillance and information management will decrease the use of the pesticides, promote integrated pest management and organic production.

If there is an increasing consideration of Env. & CC issues in the Economic Governance processes of the EC, the changing format of the ERPsR, EC assessments and joint conclusions (2015-2021) makes it difficult to assess the degree of mainstreaming in a harmonised way. Since 2015, North Macedonia submits annual ERPs to the EC. The ERPs contain medium-term macroeconomic projects, budgetary plans for the next three years and a structural reform agenda. The structural reform agenda includes reforms to boost competitiveness and improve conditions for inclusive growth and job creation in several sectors. The EC and the European Central Bank (ECB) make assessments of the ERPs that are submitted to the Council of Ministers for direct discussion with the enlargement countries. Further to that North Macedonia participates in a multilateral dialogue meeting with the Ministers of Finance of the EU MS, the EC and the ECB on an annual basis. The participants adopt Joint Conclusions with country-specific guidance for each of the countries outlining economic policy priorities for the coming 12 years.

Env. & CC issues are integrated into the CBC programmes. An overview of relevant CBC for North Macedonia is presented in the table below.

⁹⁰ IPA Rural Development Programme 2014-2020, Skopje, North Macedonia 2015

⁹¹ IPA Rural Development Programme 2014-2020, Skopje, North Macedonia, p.62

⁹² Agriculture and Rural Development, including Food Safety, Veterinary and Phytosanitary Policy. Annual Action Programme for the former Yugoslav Republic of Macedonia for 2015 EU Supports Rural Development and Competitive Sustainable Agriculture 2019.

⁹³ Rendering is a process that converts waste animal tissue into stable, usable materials.

Table 17 Integration of Env. & CC issues into CBC programmes

CBC Programme	Objectives and Thematic priorities
IPA CBC Programme North Macedonia-Albania 2014-2020	Overall objective: to stimulate a more balanced, inclusive and sustainable socio-economic development in the border area (EUR 11.9 million) Thematic Priority 3: Protecting environment, promoting Climate Change Adaptation And Mitigation (CCAM), risk prevention and management (Budget EUR 3.21 million)
IPA CBC Programme Serbia – North Macedonia 2014-2020	Overall objective: to strengthen good neighbourly relations, establish partnerships and to contribute to the development of a vibrant programme area by connecting its people and resources in a sustainable way. (EUR 3.5 million) No specific TP on environment
IPA CBC Programme Kosovo-North Macedonia 2014-2020	Overall objective: to foster cooperation among institutions and organisations within the cross-border region to support sustainable economic growth and strengthen social cohesion (EUR 8.4 million) Thematic Priority 3: Protecting environment, promoting CCAM, risk prevention and management (EUR 2.35 million)

Source: CBC Action Documents

The evaluation of the CBC programmes⁹⁴ finds that there is a **concentration on three areas and environment is one of them** along tourism and employment. The evaluation noted that IPA CBC is targeted towards the immediate socio-economic needs of the citizens of the border region, but is not particularly effective at the thematic priority level, because funding is too low and fragmented. The thematic focus on the environment sector, despite the fact that applicants have low capacity to develop proposals, has led already to a small number of higher value contracts. It also found that funding is still too small to be effective at the thematic priority level and is losing the spread and diversity needed to address capacity issues in the border region. The evaluation concluded that small-scale infrastructure components have complemented capacity building to deliver practical outcomes, particularly in socio-economic development and environment operations, because the facilities they provide stimulate engagement from local stakeholders. A specific recommendation is made on CBC North Macedonia – Albania that any intervention in the environment sector must contain very clear objectives around enhancing cross-border relations (such as cross border watershed or resource management) or capacity building specific to EU integration, such as related to compliance issues for the environment acquis or capacity building with a direct link to future funding applications.

The interviews provided evidence that there **are actions on mainstreaming into other sectors**. Environmental Impact Assessment (EIA) is considered as the basic tool, but it was noted that it is not used properly in North Macedonia.

The EU support to mainstreaming is most visible for the agriculture and forestry sectors. National authorities noted that they work on integration of Env. & CC issues into agriculture sector. The biggest challenge noted by the stakeholders is to provide practical experience on integration, especially when working for instance with farmers. In relation to climate change integration, the EE and RE projects are planned for education and health facilities. Good practices were identified (1) just transition diagnostics are being conducted on energy transition projects. They include the analysis of the whole supply chain and the associated needs for reskilling (2) a need for closer work between ministries and to coordinate with all ministries the implementation of EU projects which target integration issues. In the future the Green Agenda for the Western Balkans implementation provides good prospects for increased integration opportunities.

3.2.3 Linkages with EU MS (JC2.2)

Over the last decade, the EU has provided the lion's share of donor assistance in North Macedonia⁹⁵ and has been pivotal in ensuring proper coordination with European actors active in the country.

⁹⁴ EU (2021): Mid-term evaluation of CBC programmes between IPA II beneficiaries.

⁹⁵ UNECE (2019): 3rd Environmental Performance Review North Macedonia. Multilateral donors include the Organisation for Security and Co-operation in Europe (OSCE) and the United Nations (UN). The main lenders of

According to the interviews with the EUD and EU HQ staff (DG NEAR), the Sector Working Group (SWG) approach for Env. & CC is working well in North Macedonia. The responsibilities related to sector coordination are mostly concentrated within the Ministry of Environment and Physical Planning (MoEPP)⁹⁶ which is responsible for the establishment of a Sector Working Group for Environment and Climate (SWGEC)⁹⁷.

Assistance under Western Balkan Investment Framework (WBIF) provides a good example of the EU's ability to build synergies with EU MS and international finance institutions. The WBIF is a regional blending facility supporting EU enlargement and socio-economic development, including in North Macedonia. The bilateral donors contribute financial resources and advice on projects and actively participate, as well, in WBIF governance. At individual level, the bilateral donors are invited to the NICs meetings in the countries, where projects in need of financial assistance are identified and prioritised according to each beneficiary's development needs and strategies.

According to interviewees, EU support has added value in the field of Env. & CC and has been essential for the EU approximation and transposition in that sector. EU support has been characterised as essential to the development of the climate law and strategy (without EU support it would not have been possible to develop the strategy in one year's time) and has provided opportunity of learning best examples from the EU MS⁹⁸.

3.3 Effects of EU support

3.3.1 Evolution of the policy and legal framework (JC5.1)

Limited progress with alignment between North Macedonia's policy and legal framework and the EU *acquis* can be observed. The EU's assessment evolved since 2014 and the EU progress report indicates some level of preparation since 2016. The main recommendations for further alignment are presented in Table 18 and include the need to improve inter-sectoral coordination, setting up an integrated regional waste management system, implementing the Paris Agreement etc.

funds for various environment-related projects include the European Bank for Reconstruction and Development (EBRD), the European Investment Bank (EIB) and the WB. In addition, significant bilateral support is provided by a number of EU MS (e.g., Austria, France, Germany, Italy, the Netherlands, Sweden, the United Kingdom and others). Other large bilateral donors include Switzerland and the United States.

⁹⁶ SOP for Environment in 2014.

⁹⁷ The SWGEC aims at i) strengthening inter-institutional cooperation, ii) ensuring efficient coordination of activities related to programming and monitoring of EU funds, other bilateral and multilateral assistance, and iii) proposing relevant measures and activities in the Env. & CC sector.

⁹⁸ Interviews with stakeholders.

Table 18 Main recommendations for further alignment

2014	2016	2018	2020
<ul style="list-style-type: none"> Strengthen administrative capacities in all areas, and the government needs to cooperate more with civil society and other stakeholders Significant efforts are needed to ensure that national legislation is in line with the <i>acquis</i> and that this legislation is implemented The country has to put forward its intended contribution to the 2015 Climate Agreement Overall preparations in the area of environment are at a moderately advanced stage while preparations in the area of climate change at an early stage 	<ul style="list-style-type: none"> Improving the implementation of the national plan for air quality protection; Improving the EIA process to ensure effective protection of national protected areas, areas of high natural value and potential Natura 2000 sites; Ratify and start implementing the Paris Agreement; also by developing a comprehensive strategy on climate-related action consistent with the EU 2030 framework for climate and energy policies. 	<ul style="list-style-type: none"> Improve coordination between the government, central level institutions and municipalities to actively work towards air quality improvement; Intensify the efforts for implementation of adopted regional waste management plans and establishing of integrated regional waste management system; Start implementing the Paris Agreement, also by developing a comprehensive strategy on climate-related action consistent with the EU 2030 framework. 	<ul style="list-style-type: none"> Improve inter-sectoral coordination and increase financial resources for reduction of air pollution at the local and national level; Set up an integrated regional waste management system; Implement the Paris Agreement, including by developing a comprehensive climate strategy and adopting a law, consistent with the EU 2030 framework, and develop a National Energy and Climate Plan, in line with Energy Community obligations.

Source: EU (2014, 2016, 2018 and 2020): Progress reports.

The country is at some level of preparation⁹⁹ in the area of Env. & CC approximation¹⁰⁰. Table 19 presents a summary of the preparedness for the key sub-sectors

Table 19 Evolutions of the policy and legal framework in North Macedonia in various Env. & CC sub-sectors (2014-2020)

Area	Description
Horizontal issues	On horizontal issues, administrative capacity at all levels remains weak and financial resources are still insufficient to implement existing legislation. There is a continuous dialogue with civil society ¹⁰¹ . Further efforts are needed to improve access to information, public participation and consultations in decision-making processes. EIA and strategic environmental assessment procedures need to be further improved. The Law on Environmental Inspection is yet to be adopted. Some progress was made on the INSPIRE Directive and environmental crime directives, but none was made in the area of environmental liability.
Waste management	In the waste management sector, the laws on waste management and special waste streams were adopted.. The process of establishing an integrated regional system for waste management continues to face delays due to insufficient administrative and financial resources, and it suffers from lack of ownership.
Water quality	On water quality , limited progress was made. Further steps were taken to secure funds for the construction of the wastewater treatment plant in Skopje, and work on wastewater collectors is ongoing. Finalisation and implementation of River Basin Management Plan shall be a priority. A system for monitoring quality and quantity of surface and groundwater is needed and more efforts are required to reduce non-revenue water ¹⁰² . The country needs to make significant efforts to implement the EU <i>acquis</i> in this area.

⁹⁹ Based on the EU(2020): Progress Report of North Macedonia.

¹⁰⁰ EU (2020): Progress Report of North Macedonia.

¹⁰¹ Based on the EU(2020): Progress Report of North Macedonia.

¹⁰² Water that has been produced and is lost before it reaches the customer.

Nature protection	On nature protection , a five-year national programme for biodiversity monitoring was developed. The implementation of the Convention on International Trade in Endangered Species of Wild Fauna and Flora is still at an early stage. A national red list was developed for amphibians and reptiles and a conservation status has been determined for all 46 species.
Climate change	In the area of climate change , the alignment of the legal framework with the EU <i>acquis</i> remains at an early stage. The preparation of a climate law and a comprehensive strategy on climate action, consistent with the EU 2030 framework was concluded ¹⁰³ . is ongoing. The preparation of the National Energy and Climate Plans in line with Energy Community obligation is in its final stage. The country is the first contracting party under the Energy Community that integrated the pillars of energy and climate approach into the national energy strategy. Energy Community Treaty report notes in 2020 that implementation of the RE and environment sectors in North Macedonia is well advanced, while implementation of the EE and climate sectors is moderately advanced.
Inclusiveness of policy framework	In relation to inclusiveness of policy framework , some progress was made on equality between women and men. The legal framework is largely in line with the EU <i>acquis</i> but it still needs upgrading following the ratification of the Istanbul Convention. North Macedonia published its first Gender Equality Index in October 2019, which indicated improvements regarding equality in decision making. Yet the gender gap in this field making remains significant.

Source: Based on the EU(2020): Progress Report of North Macedonia.

EU- North Macedonia policy dialogue is working well and is based on mutually agreed dialogue tools.

The Sector Working Group on ENV&CC comprise of 120 authorities, donors and civil society organisations. In its decision-making format – chaired by the Minister -it meets regularly (min once/year) to discuss the sector priorities with the stakeholders and review the implementation of the strategic targets. It also meets often in its technical format as a forum of experts discussing the implementation of priority projects and measures and designing new measures and projects.

Policy dialogue on Env. & CC conducted with the authorities on annual basis is conducted in the form of a Sub-committee under SAA process It provides an opportunity to discuss developments over the past year for topics directly relevant for the North Macedonia economy as well as the well-being of citizens. It identifies specific conclusions for action for authorities to be conducted in the following year.

IPA Monitoring Platforms such as IPA Monitoring Committee reviews the overall effectiveness, efficiency, quality, coherence, coordination and compliance of the implementation of all EU funded actions towards meeting the objectives set out in the Financing Agreements and the country strategy papers. It is based on the information provided by the sectoral monitoring committees. Sector Monitoring Committee reviews the progress towards the objectives, achieving the planned outputs and results and assesses the impact and sustainability of the ongoing IPA programmes and actions while ensuring coherence with the ongoing policy dialogue and/or regional activities.

IPA Annual Reports on Implementation (ARI) prepared by the National IPA Coordinator (NIPAC) are relevant to assess the status of the implementation of the ISP. In the 2019 ARI, the assessment of the input of the IPA support for the implementation of the ISP is provided. Once the National Strategy on Env. & CC was adopted in January 2018, the main challenges within this sector were identified as the following: to improve the implementation and enforcement of water, nature protection and waste legislation in line with the *acquis*; to enhance coordination between the government, central level institutions and municipalities to actively work towards improving air quality; to intensify efforts to implement the adopted regional waste management plans and establish an integrated regional waste management system; and to initiate the implementation of the Paris Agreement also through the development of a comprehensive strategy on climate-related action consistent with the EU 2030 framework. It is also relevant to point out that even if the EU is supporting the MoEPP to address these challenges, the MoEPP is not sufficiently organised to programme all the investments that should be realised¹⁰⁴.

¹⁰³ Adopted in 2021

¹⁰⁴ The operating structure within the MoEPP includes eleven (11) employees from which the designated IPA coordinator that is Head of Coordination and Technical Implementation of IPA; Advisor for technical monitoring of implementation in the framework of IPA that is performing duties of Head of Unit for Programming and Monitoring of Implementation in the framework of IPA and nine (9) employees on positions of advisors, junior and senior associates.

3.3.2 Broader effects (JC 6.1, JC 6.2 and JC 6.4)

3.3.2.1 Capacities to implement environmental and climate change measures

Overall, the capacities to implement Env. & CC measures have to be seen in a broader perspective of improvement of governance and management capacities. North Macedonia cooperates with Support for Improvement in Governance and Management (SIGMA)¹⁰⁵. In 2014 SIGMA developed the Principles of Public Administration to support the EU's reinforced approach to public administration reform (PAR) in the enlargement process. The Principles define what good public governance entails in practice and outline the main requirements to be followed during the EU integration process.

The 2019 SIGMA monitoring report notes that North Macedonia progress in PAR has been impaired by the long-lasting political stalemate and that both the civil service and public procurement areas needed to be improved by the new government (including the administration responsible for Env. & CC).

EU Progress Reports identifies **several deficiencies in capacities specific for Env. & CC sector** including: the administration capacities of the structures on national and local level still remain weak and insufficient; administrative capacities are insufficient to implement all measures required under water related directives etc.

A number of risks related to the effects of EU support were identified in the ISP, they included:

- Stakeholders are not yet sufficiently involved in the decision-making process, which risks limiting the scope of environmental measures and reforms, as well as decreasing the credibility and public support for the governmental environmental policies.
- Steps are needed to strengthen the participatory approach and involve communities, business and civil society in environmental policy making and policy implementation.
- Introduction of the smarter regulation approach is required.
- Insufficient financial resources to implement and co-finance activities need to be dealt with by building the capacity for mid-term budget planning, and by attracting other donors for the Env. & CC sector.
- Domestic political support for the development of the sector should increase.
- Lack of political commitment and of administrative capacities at central and local level are also a risk for the impact and the sustainability of projects and investments.

During the interviews it was also found that the risks related to the administrative capacities create a risk for the impact and sustainability of projects and investments.

ISP from 2018 provides a set of results to be achieved with IPA II assistance implementation (see Table 20).

Table 20 Sets of results to be achieved under IPA II

ISP results	Evaluation comments
Env. & CC policies, and legislation are further aligned with EU standards and best practice and effectively implemented, including to support the 2015 Paris Agreement on Climate Change, also through increasing the EU expenditure dedicated to climate action	Legal framework for climate change prepared, draft law developed, climate change strategy prepared
Energy, Env. & CC legislation implemented, and administrative capacity strengthened	
Water and waste management improved, including the infrastructure, in line with EU requirements	Wastewater treatment plans developed, support to project preparation for waste sector
Air quality plans for all or most agglomerations developed and under implementation, including emergency response plans based on effective traffic solutions	Ongoing process

¹⁰⁵ SIGMA is a joint EC and OECD initiative, principally financed by the EU. Its key objective is to strengthen the foundations for improved public governance, and hence support socio-economic development through building the capacities of the public sector, enhancing horizontal governance and improving the design and implementation of PARs, including proper prioritization, sequencing and budgeting

Natura 2000 sites identified and selected, based on sound scientific data	Project is in procurement stage
Low emissions development and climate mitigation and adaptation measures introduced	Enhanced NDC prepared. Long term climate strategy prepared. Documents contain mitigation and adaptation measures
Resilience to climate change impacts and capacity for disaster risk reduction enhanced.	Climate strategy covers the resilience.
Improved environment policymaking based on raised transparency and accountability and enhanced participation of stakeholders in policy-making	Development of the Single Project Pipeline (SPP) and NIC (National Investment Committees) prioritisation methodology

Source: EU (2018): Revised ISP for North Macedonia for the period 2014-2020

ISP also identifies a number of indicators to be followed for IPA II implementation in the field of Env. & CC (see Table 21).

Table 21 Indicators to be followed under IPA II

ISP indicators for Env. & CC support	Evaluation comments
Progress made towards meeting accession criteria (EC)	The implementation of SOP is in very early stages with 18% contracting rate after 6 years of project implementation. Therefore, as noted by stakeholders, it is too early to provide indicators values.
Increased investments in environmental sector, particularly climate-related expenditures are in line with the Paris climate agreement	
Improved environmental indicators (air/water/industrial pollution)	
Level of CO2 emissions	
Number of climate change strategies (a) developed and/or (b) implemented with EU support	Long term climate strategy prepared.

Source: EU (2018): Revised ISP for North Macedonia for the period 2014-2020

In relation to regional support under **WBIF the achieved results 2009-2019¹⁰⁶ in the field of Env. & CC in North Macedonia** include:

- Piloting the first renewables scheme in the country and provision of 520 megawatts renewable power generation capacity.
- Securing access to efficient water and wastewater services including Skopje wastewater treatment plant.
- Under Regional EE Programme provision of a combination of financing instruments to municipalities, Small and Medium-sized Enterprises and households for the sustainable EE projects.

3.3.2.2 Broader outcomes

In the Environment and Climate change sector, progress was achieved with the preparation of the strategic and legal framework on climate action, encompassing a long-term strategy and an action plan, law on climate action, decree on national inventory system and rulebook on GHG reporting; all to be adopted in 2021¹⁰⁷. In the waste management sub-sector, the works contract for the closure of non-compliant landfills and dumpsites in East and Northeast Regions was signed, and the first batch of trucks for waste collection and transfer were delivered to recipient municipalities. It is calculated that 90% of the works on Skopje wastewater collector were completed. The EU's involvement in mitigating the identified substantial risks and the close monitoring of the implementation, was crucial for the advancement of this project.

A success story was identified on the completion of the EUR 4 million grant scheme established by the EUD¹⁰⁸. This grant scheme has included 25 grants for nature protection that were successfully completed. It improved the management of protected areas, including those proposed as pilot Natura 2000 sites, enhanced the monitoring of habitats and species, and created scalable and replicable

¹⁰⁶ WBIF analysis cover the period 2009 -2019

¹⁰⁷ EUD to North Macedonia (2020): EAMR.

¹⁰⁸ Idem

examples that demonstrate the social and economic benefits from protecting natural resources and developing sustainable economic models.

IPA II has contributed to outcomes in the environmental sector through the implementation of Actions, the implementation of Technical Assistance (TA) projects or through the cooperation between the National Authorities and the EU institutions.

The 2019 IPA ARI indicates that the main impact of IPA II was related to **strategic planning and administrative capacities**: the functional review of the MoEPP, as well as sectoral road map and indicators were prepared with assistance of the on-going project "Support for the management of the EU funds" mainly implemented through SEA. TA has been provided through the EUD's centralized framework contract "External independent observers for supply and works tender evaluations in the area of Environment and support to the IPA operating structure during tendering".

In general, **the effects of the EU support are overshadowed by delays in the tendering procedures** for many projects (as explained in section 4.1). The interviews with the stakeholders noted that SOP contracting rate is 18% after 7 years of implementation, therefore it is too early to note the effects of EU support for the whole programme.

Table 22 presents some of the expected and achieved results for a variety of EU interventions in North Macedonia.

Table 22 Expected and achieved results in the Env. & CC sector in North Macedonia

<i>Contract title (status)</i>	<i>Expected result</i>	<i>Achieved result</i>	<i>Remarks</i>
Supervision of the implementation of the works contract for Improvement of the Wastewater Collection Infrastructure in the City of Skopje (Ongoing)	To improve city wastewater collection infrastructure in compliance with the directive 91/271/EEC through supervision of construction of 3 sections of wastewater collection system.	Work Plan for supervision (Inception phase) (prepared); Manual for supervision (Inception phase) (prepared); Inspection reports during the Implementation period prepared; Construction works supervision and checking in accordance with FIDIC ¹⁰⁹ Conditions of contract; Verification and checking of all necessary documents prepared by the Contractor Inception Report First (6 months) Interim Report Second (6 months) Interim Report Third (6 months) Interim Repo	There has been a delay in the project activities due to the delay of the works contract activities i.e., construction activities.
Improvement of the Wastewater Collection Infrastructure in the City of Skopje (Ongoing)	To improve city wastewater collection infrastructure in compliance with the directive 91/271/EEC through construction of the wastewater collection infrastructure (3 Sections).	At the end of November 2019 (last Monthly Brief received up to date, time elapsed is 39,6% (289 days of 730 in total)	There is a delay in implementation of the project.
Development of Environmental Monitoring and Information System (Ongoing)	To strengthen capacities for monitoring, data collection, data management and reporting through establishment of national environmental information system and monitoring network structure.	The Contract was signed on 10.03.2019	
Preparation of Long-term Strategy and Law	To support the country in achieving the long-term goals of climate action: full	The Contract was signed on 15.02.2019	. Contract completed

¹⁰⁹ The international federation of consulting engineers.

on Climate Action (Ongoing)	transposition/implementation of the EU acquis, achieving a low emissions and climate resilient development		
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Source: AR on the Implementation of the Assistance under IPA page 65-66 on main achievements (February 2020) NIPAC

The 2019 IPA ARI provides an overview of **progress with performance indicators for the sector**. The indicators are presented in the annex 4. Out of 18 indicators, there is progress reported for 10. The progress has been achieved in the following areas:

- Number of pilot measures for sustainable use of natural resources prepared: 20 under finalisation in May 2020 (target 20)
- Availability of information to public, decision making and reporting: good in 2019 (target: very advanced in 2025)
- Institutions responsible for approximation of environmental legislation in priority areas capable to undertake approximation tasks: Improved but still at early stage (target: very advanced in 2025)
- % of Natura 2000 territories identified: 9 (3.99% of the territory) in 2019 (target: 70 in 2025)
- Number of laws, by-laws and implementing acts in compliance with EU legislation developed (new or amended): 36 till 2018 and 10 under development (target 200 in 2025)
- Km rehabilitated and extended sewage network: 4.7 km (target 96 in 2025)
- % of households connected to the wastewater treatment plants for agglomerations above 10,000 p.e.: > 15% (target 25% in 2025)

Field phase interviews provided evidence on the areas where broader effects can be observed, although SOP is still at the early stages of implementation. It includes the following areas:

- **Reforms on water tariffs regulations** (the cost of water is regulated) paves the way to further development of the wastewater treatment systems.
- **Nature and biodiversity**: Support to Natura 2000 became a strong engine to convince people and institutions that nature protection is needed, nature protection assistance pushed the process of planning of new protected areas.
- **The quality of surface water is improving**: as a result of introduction of waste water treatment
- **EE and RE support**: EE gains of public buildings.
- **Vision for climate action until 2050**; based on the EU assistance the country has its coherent vision on climate action supported by the strategy and legal acts drafted.

3.3.3 Sustainability (JC 1.2 and JC 6.1-6.5)

There is a growing awareness among national authorities of the importance of ensuring the sustainability of projects undertaken in the field of Env. & CC. The Guidelines for sustainability developed by the MoEPP illustrate well this growing concern to ensure the integration of sustainability into the early design of interventions. National authorities also tried to promote the long-term impact of Env. & CC interventions by making sure that projects implemented under IPA I were continued under IPA II (e.g., Technical audit of existing wastewater collection and treatment plants systems in North Macedonia and preparation of necessary documentation for Supply of Water Equipment for Municipalities of Radovish, Kichevo, Strumica, Prilep, Berovo, Kumanovo, Bitola and Tetovo).

National authorities mentioned during the interviews the difficulty to ensure the sustainability of supply contracts. There are cases where the equipment is not used in an appropriate way (in the place and for the purpose prescribed), is being used by other parties or transferred to other departments. The monitoring and on-site checks and audits provide opportunity for early identification of such cases.

The interviews provided insights into some other challenges related to sustainability dimensions. Some of the stakeholders expressed the view that it is too early to talk about sustainability, as only a few projects are being implemented.

In addition, the prospects for sustainability of some implemented projects (e.g., on climate strategy) are low (e.g. lack of staff working on climate change and the sustainability of the climate change strategy is affected).

There is also a growing understanding that i) there is a need to ensure administrative reforms to support sustainability efforts and ii) it is important to look at the solutions within existing systems that can contribute to continuation after project support ends.

Box 6 Integration of sustainability in the SOP in North Macedonia

An analysis of the SOP provides the following findings regarding sustainability:

- Public Utility Companies' economic setup has to be improved to ensure cost recovery and sustainability of operations, including improved tariff setting practices, increased revenue collection rate, etc.
- Implementation of tariff system guaranteeing sustainability of waste management operations has to be ensured.
- In order to achieve sustainability, it is recommended to establish a regulatory Body for Communal Activities which would be responsible for regulating water and waste management tariffs in the public sector.
- Sectoral Monitoring Committee is the forum to discuss the impact and sustainability of the assistance provided.

3.4 Implementation approaches

3.4.1 Efficiency (JC4.1, JC4.2)

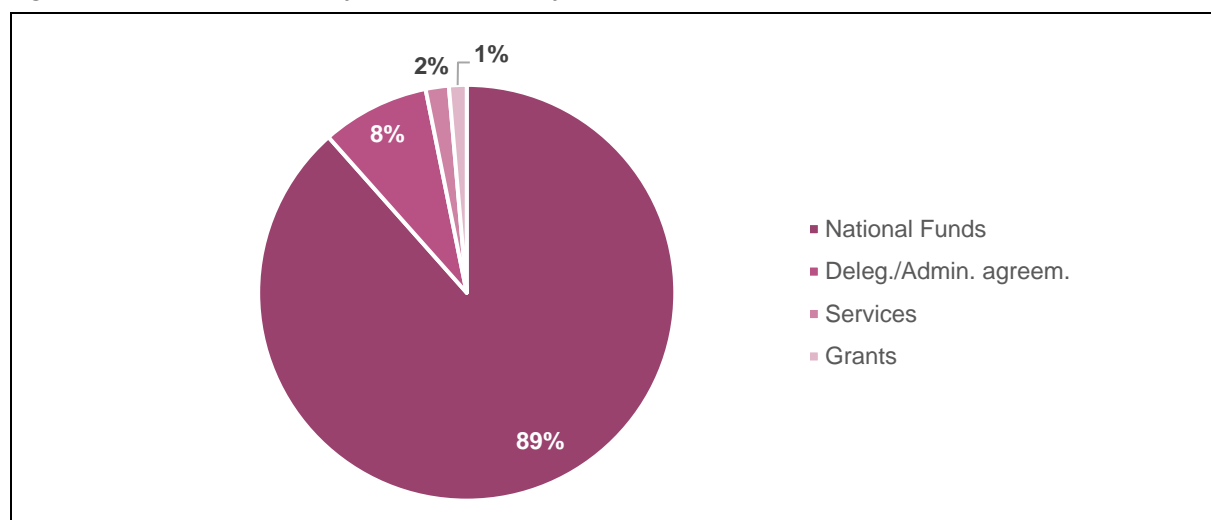
DG NEAR Guidelines on linking planning/programming, monitoring and evaluation from 2016 improved the process of logical framework and focus on results management. There is evidence from evaluations conducted in Montenegro¹¹⁰, that the implementation of DG NEAR Guidelines from 2016 resulted in improved development of Action Documents with more coherent indicators and results measurement frameworks.

The interviews suggest that there is a “snowball” effect of Env. & CC topics under various policy dialogue discussions. Five years ago, climate change was rarely mentioned. The interviewees also confirmed that there are good working relations between the EUD and national authorities, including on a technical level.

Figure 10 presents the main modalities used for Env. & CC contracts in North Macedonia since 2014.

¹¹⁰ Midterm evaluation of Action 2, 13, 15 (IPA 2014) in Montenegro under indirect management (NIPAC Office in Montenegro).

Figure 10 Overview of modalities used for Env. & CC contracts, 2014-2020



Source: Particip, based on CRIS data

The SOP for environment is implemented under indirect management. Delays in implementation seem to be due to insufficient capacities of the administration to manage the SOP¹¹¹. Currently the SOP is at 18% of contracting rate, being in the 6th year of its implementation¹¹². The main factors for delays include: the Coronavirus pandemic 2019 (COVID-19), low maturity of projects (it takes one to two years for major projects to become mature), quality of tendering documents – cancellations of tender procedures, capacities in the ministry to prepare ToRs and tender documentations, big turnover of the staff (lack of motivation and lack of sustainable retention policies), long time lags for technical documentation and the need for their reviews e.g., EIA is invalid after two years, lack of effective and efficient delegation system of tasks from the minister to the technical level, implementation of indirect programme modality under which there are no strict deadlines for contracting (although there are payment and de-commitment deadlines).

The EUD is closely monitoring the progress and is taking mitigating measures, such as 1). organising monthly progress review meetings with the IPA institutions (NIPAC office, National Authorising Officer (NAO), CFCD and the line ministries and other bodies) where issues are discussed and prioritized, 2), providing additional technical assistance for both the management and operating structures and for the preparation of specific projects. At policy level, DG NEAR management has also been involved by discussing the issues with and sending letters to high level officials in the country expressing concern over the slow of progress and requesting immediate remedial actions.

The efficiency of programme implementation was hampered in the first two years of implementation by the lack of mutually agreed procedures on projects selection and prioritisation under SOP. The procedures were developed in 2016¹¹³ as an additional tool (agreed by national authorities and European Commission DG NEAR) for selecting both non-major and major projects and allowed for assessment of the Operational Identification Sheets prepared under SOP.

In addition, considering that the accredited structures remained to operate in IPA II as in IPA I, the focus of the SOP preparation was the preparation of the project pipeline, ensuring their maturity and relevance, as well as finalising the procedures for implementation of the SOP.

The Annual IPA Implementation report on 2019 notes the EUD operational conclusions for further implementation of IPA in Env. & CC sector. It notes serious delays in the tender procedures for many projects and it noted that the priority shall be given to the contracting of the major projects in the coming period. It urges the national authorities at all managerial levels to take action to rapidly strengthen their capacities to generate, implement and monitor projects by solving the issues of lack of sufficient staff, lack of political commitment, inadequate accountability in decision making process

¹¹¹ Interview with EU staff.

¹¹² Interviews with stakeholders. EARM 2019 records 17% contracting rate.

¹¹³ Interviews with National Authorities.

and absence of staff retention policy. It also urges the national authorities to enhance the sector coordination dynamics and ensure that the established SWGs operate smoothly and effectively.

According to the stakeholders interviewed, the efficiency on project level is also hampered by inflexibility of the Terms of Reference (ToR) to adapt to policy changes; e.g., legal acts to be transposed in the ToR are no longer valid. It was also noted by stakeholders that the implementation of the ToRs starts years after their preparation and there is an unavoidable risk of them becoming obsolete.

Furthermore, project teams experience difficulties to introduce changes and the full risk of implementation is placed on the contractor, who must cope with slow EU procedures (e.g., on approval of project extensions, approvals of new/ replacements of the key experts). Other stakeholders noted that there are delays from the authorities to initiate such procedures.

Establishment of SPP and NICs brought better communication, coordination and transparency to the process of prioritising strategic infrastructure projects. The ISP notes that a single sector project pipeline was established identifying priority projects in the environmental area for over EUR 510 million. SPPs were established to avoid an ad hoc approach to planning preparation and implementation of infrastructure projects, to enable systematic and timely planning of resources and to meet the need for strong project prioritisation as well as to help linking investment planning with programme budgeting¹¹⁴. The pipeline focusses primarily on water and waste management. The implementation of these projects requires enhanced donor coordination and smart use of state resources. SPPs were prepared and are updated by all Western Balkan countries since 2015 including Env&CC projects. SPPs.

Stakeholders¹¹⁵ generally agree that the NIC framework implementation brought better communication and coordination across as well as improved transparency in defining priorities and selection of projects.

The WBIF report on NICs from 2018 stated that in North Macedonia NIC was introduced at three levels. It has become fully functional and serves as programming basis for all available financing sources, including IPA national, donors and national budget. The NIC framework in North Macedonia covers almost all projects. The political crises in 2016-2017 restricted operations and prevented SPP revision. NIC framework has generated additional interest from bilateral donors, including non-WBIF donors like China and Japan, who participate in NIC meetings. There is, however, little progress so far in terms of financing. IFIs also welcomed the implementation of the NIC/SPP system. Concerns relate to the mismatch of the number of projects included in the SPP and the fiscal and implementation capacities. Main functional issues are: staff turnover at all levels, lack of capacity at technical level and final beneficiary level (maturity assessment, project documents' quality assessment and language skills); limited awareness at decentralised levels (mostly municipalities and for the environmental sector); and need for rationalisation/integration of monitoring systems for TA and Projects.

The twinning instrument is extensively used to deliver assistance in specific areas linked to the European perspective, where EU MS assistance is considered most effective, and was seen as a primary tool to address issues arising from North Macedonia SAA commitments¹¹⁶. For example, it is planned to launch twinning for the support in the implementation of the waste management legislation and extended producer responsibility schemes and strengthening capacity for enforcement of Env. & CC legislation¹¹⁷. The twinning instrument is used for institutional cooperation between Public Administration of EU MS and of beneficiary or partner countries.

3.4.2 Coordination and linkages with other donors (JC3.1, JC3.2)

North Macedonia opted for a single coordination mechanism – Sector working Groups, encompassing donors, civil society and authorities. The multi-lateral approach is still in development phase.

¹¹⁴ The WBIF report on NICs from 2018.

¹¹⁵ The WBIF report on NICs from 2018.

¹¹⁶ EU (2017): Evaluation of Sector approach under IPA II.

¹¹⁷ DG NEAR (2021): Pipeline for IPA twinning. https://ec.europa.eu/neighbourhood-enlargement/sites/default/files/pipeline_ipa_june_2021.pdf.

The interviews provided evidence of **mixed views on the coordination mechanisms**. Most interviewees noted that coordination is not working as it should. Donor coordination is project-specific, not giving the overall overview. All stakeholders were clear that the national government has the role to lead the coordination mechanisms. There is a lot of informal coordination between the donors.

ISP notes that donor coordination remains important, even though donor assistance is likely to decrease in volume and scope. Donors active in the Env. & CC sector include Italy, Switzerland, UNDP, Kreditanstalt für Wiederaufbau (KfW) and the World Bank. IPA ARI 2019 provides an overview of programmes financed by the other donors. They include projects in nature protection, water sector, air quality sector and climate change.

One of the main horizontal challenges for all sectors is to progress towards achieving the targets established by their roadmaps and the achievement of a fully-fledged Sector Approach at the same time. The environment sector is one of the sectors that is lagging behind in terms of developing a fully-fledged sector approach¹¹⁸. During 2019, most of the meetings of the SWG related to the accomplishment of the Sector Approach criteria were organised for the Performance Assessment Framework (PAF). SWG meetings focussed on the structure of the PAF and draft indicators for the environment sector with 42 participants, and donor and CSOs representatives.

The set of indicators have been agreed at the SWG level for the sectors active under IPA II and will be applied under IPA III. IPA ARI 2019 notes the progress towards a fully-fledged sector approach.

EU contributions to the strengthening of regional coordination mechanisms can be noted for support to EPPA programme and RCC 2020 Strategy implementation.

Most coordination with EU MS is done under the WBIF blending facility. Also the EU MS are members of the SWG and attend the IPA Committee/ Sub-committees.

Recently conducted evaluation on EU support to **LAs in enlargement** and neighbourhood regions (2010 – 2018) noted that LAs find it difficult to attract and manage resources through regional programmes for much needed energy and climate resilience (e.g., under the Convent of Mayors). LAs are often also important on the ground (co-) implementors of sector and thematic policies formulated and supported by the EU at central level (e.g., environmental protection, including climate change). However, there is only limited formal engagement and consideration of LAs when designing and implementing such policy support programmes.

¹¹⁸ EU (2019): IPA AR.

3.5 Annexes

3.5.1 Annex 1: List of persons consulted

Name	Organisation	Position
EU		
BERTOLINI, Nicola	(EU) EUD to North Macedonia	Head of Cooperation
BIXIO, Davide	(EU) EUD to North Macedonia	Programme Manager (Environment and Climate Action)
BOGDANOVSKA-ZENDELSKA, Maja	(EU) EUD to North Macedonia	Programme Manager, Env. & CC
HUDOLIN, Steffen	(EU) EUD to North Macedonia	Head of OPS 2 Section
KASTEL, Jean-Baptiste	(EU) DG NEAR.D.3	Project Assistant
KUS IVANOVA, Katerina	(EU) EUD to North Macedonia	Programme Manager
MICU, Adriana	(EU) EUD to North Macedonia	Programme Manager, Env. & CC
VACHEY, Guillemette	(EU) DG NEAR.D.5.001	Policy Assistant - Env. & CC sector expert
Other Stakeholders		
PERISIC, Dusica	Association of the Units of Local Self Government (ZELS)	Executive Director
ARANITAS, Andi	EBRD	Head of EBRD Office in North Macedonia
DODEVA, Stanislava	Embassy of Switzerland in North Macedonia/Swiss Cooperation Office	National Programme Officer
BRAJANOVSKA, Robertina	Macedonian Ecological Society	Project Manager
BEGINOVA, Tanja	Ministry of Finance	Assistant Head of IPA Funds Management Department
FIDA, Emira	Ministry of Finance	Head of the Operating Structure CFCD
KALINOVCIC, Tatjana	Ministry of Finance	Head of department
KARANFILOVA-MAZNEVSKA, Ana	Ministry of Environment	Head of Waste Department
INDOVA-TOCHKO, Vesna	Ministry of Environment	IPA Coordinator
BOJKU, Lira	SEA	Programming Unit, WBIF issues
GERASIMOVA, Ljubica	SEA	Coordinator of the Chapter 32. Financial Control, 33. Financial and Budgetary Provisions
KIRKOVSKI, Evgenija	SEA	Head of Unit
KODZOMAN, Anita	UNDP	Programme Officer/Head of Energy, Environment and Disaster Risk Management Unit

3.5.2 Annex 2: List of documents

3.5.2.1 EU Strategy Programming

- EU (2020): An EIP for the Western Balkans. COM(2020) 641 final.
- EU (2020): Green Agenda for the Western Balkans.
- EU (2018): A Credible Enlargement Perspective for and Enhanced EU Engagement with the Western Balkans. COM(2018) 65 final.
- EU (2018): Revised ISP for the Former Yugoslav Republic of Macedonia (2014-2020).
- EU (2014): ISP for the Former Yugoslav Republic of Macedonia (2014-2020).
- EU (2001): SAA between the European Communities and their Member States, of the one part, and the former Yugoslav Republic of Macedonia, of the other part.

3.5.2.2 EU Reporting

- EUD to North Macedonia (2014 to 2020): External Assistance Management Reports (EAMR).
- EU (2015-2020): the former Yugoslav Republic of Macedonia Progress Reports.
- NIPAC (2019): AR on the Implementation of the Assistance under IPA.

3.5.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the following projects:

- (IPA 2016) CCCC (CRIS reference: C-392528)
- (IPA 2015) Construction of small-scale irrigation systems in municipalities of North Macedonia / Lot 1 – Rehabilitation of Chaushica Dam outlet structure and construction of Irrigation Scheme in the Municipality of Bosilovo (CRIS reference: C-411131)
- (IPA 2015) Agricultural Standards and Certifications, Capacity Building for Absorption of Funds and Marketing Strategies to support Economic growth and Trade (CRIS reference: C-390464)
- (IPA 2014) IPA II 2014-2019 Multi-annual country action programme on environment and transport, the former Yugoslav Republic of Macedonia (CRIS reference: C-383609)
- (IPA 2014) SOP for Environment and Climate action (2014-2020) (CRIS reference: D-37702)
- (IPA 2013) CBC Protection of the environment through the promotion of biomass for substitution of fossil fuels in heating and power generation (CRIS reference: C-359693)
- (IPA 2013) CBC Soil degradation assessment and rehabilitation strategies for sustainable land use planning (CRIS reference: C-362856)
- (IPA 2013) CBC Water protection thematic park actions (CRIS reference: C-361064)
- (IPA 2013) EC-IPA Rural Investment Trust Fund Description (CRIS reference: C-351477)
- (IPA 2011) EU Recovery Programme for Floods (CRIS reference: D-22988)

3.5.2.4 Other

- Berlin Process documentations.
- EU (2018): Evaluation of Sector Approach under IPA II.
- EU (2017): External Evaluation of the IPA II (2014-mid 2017).
- ECRAN and EPPA websites
- ECRAN Results Brochure. Available at http://www.ecranetwork.org/Files/ECRAN_Results_Brochure.pdf
- Food and Agriculture Organization (FAO). Serbia – Country Profiles. FAOLEX Database. Available at <http://www.fao.org/faolex/country-profiles/general-profile/en/?iso3=SRB>

3.5.3 Annex 3: List of main EU-funded interventions in the area of Env. & CC

3.5.3.1 North Macedonia

3.5.3.1.1 Inventory based on screenings of Annual Action Plans (AAPs)

Table 23 List of Env. & CC actions decided under IPA since 2011, North Macedonia

IPA	Intervention	Started (y/n)
IPA II		
2020	Nothing explicit on Env. & CC or Energy Potentially relevant action document: EU for Municipalities	-
2019	Nothing explicit on Env. & CC or Energy	-
2018	Nothing explicit on Env. & CC or Energy	-
2017	Nothing explicit on Env. & CC or Energy	-
2016	Nothing explicit on Env. & CC or Energy	-
2015	Nothing explicit on Env. & CC or Energy	-
2014	IPA 2014_037702_Sector Operational Programme for Environment and Climate Action 2014-2020	Yes
IPA I		
2013	IPA 2013_024109.8 the former Yugoslav Republic of Macedonia Environment	No
2012	IPA 2012_022989 the former Yugoslav Republic of Macedonia Environment	No
	IPA 2012_022989 the former Yugoslav Republic of Macedonia Floods recovery programme	Yes
2011	IPA 2011/022988.11/ Floods recovery programme	Yes

3.5.3.1.2 Inventory based on CRIS and WBIF data

Table 24 List of Env. & CC interventions under IPA since 2011, North Macedonia

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
IPA bilateral programming (IPA II)							
SOP for Environment and Climate action (2014-2020)				2014 (Dec. Y)			D-37702
		IPA II 2014-2019 Multi-annual country action programme on environment and transport, the former Yugoslav Republic of Macedonia	Ongoing	2017	225,872,202	GoMacedonia	
		Improving the Management of Protected Areas	Ongoing	2017	4,000,000	UNDP	
IPA bilateral programming (IPA I)							
EU Recovery Programme for Floods	9,831,761			2011 (Dec. Y)			D-22988
		EU Recovery Programme for Floods Improvement of Flood Prevention and Mitigation Response in Affected Areas	Ongoing	2016	6,819,261	UNDP	
		EU Recovery Programme for Floods Improvement of Flood Prevention and Mitigation Response in Affected Areas	n/a	2016	n/a	n/a	
WBIF		Project code					
WBIF - Skopje Wastewater Treatment Plant		PRJ-MKD-ENV-002			141,610,000	EIB	
WBIF - Water and Sewerage Programme		PRJ-MKD-ENV-001			18,399,376	EU MS (KFW)	
WBIF - Project of Mutual Interest: North Macedonia – Greece Gas Interconnector		WB-IG04-MKD-ENE-01			12,425,000	EIB	
WBIF - Feasibility Study and ESIA for the Electricity Production and Irrigation Components of the Zletovica Project		WB4BIS-MKD-ENE-03			1,000,000	EIB	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
WBIF - North Macedonia, Skopje Wastewater Treatment Plant: Project Implementation Consultant		WB19-MKD-ENV-01			485,000	EIB	
WBIF - Water and Sewerage Programme		WB10-MKD-ENV-01			400,000	EU MS (KFW)	
WBIF - Pilot Project – Windpark Development		TA-MKD-02			400,000	EU MS (KFW)	
Other contracts							
<i>Small-scale, low-cost, environment friendly irrigation schemes: sites selection and preparation of full work tender dossier</i>		Small-scale, low-cost, environment friendly irrigation schemes: sites selection and preparation of full work tender dossier	Ongoing	2013 (Dec. Y) / 2017 (Ctr. Y)	1,630,000	private firm (EPTISA SOUTHEAST EUROPE DRUSTVO SAOGRANICENOM ODGOVORNOSCU BEOGRAD (VRACAR))	D-24972
<i>Communities Communicating Climate Change (CCCC)</i>		Communities Communicating Climate Change (CCCC)	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	396,827	CSO (EKO-SVEST)	D-38960
<i>Building capacities of environmental CSOs to increase democratic processes in Macedonia</i>		Building capacities of environmental CSOs to increase democratic processes in Macedonia	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	371,076	Other (ASSOCIATION FOR SUSTAINABLE DEVELOPMENT MILIEUKONTAKT MACEDONIA)	D-38960
<i>Ecosystem protection of the Ohrid-Prespa transboundary region</i>		Ecosystem protection of the Ohrid-Prespa transboundary region	Ongoing	2015 (Dec. Y) / 2017 (Ctr. Y)	350,594	CSO (FONDACIONI SHQIPTAR PER ZHVILLIMINE KAPACITETVE LOKALE)	D-38162
<i>External independent observers for supply and works tender evaluations in the area of Environment and support to the IPA operating structure during tendering</i>		External independent observers for supply and works tender evaluations in the area of Environment and support to the IPA operating structure during tendering	Ongoing	2015 (Dec. Y) / 2018 (Ctr. Y)	185,600	PLANET AE	D-37906
<i>Innovative practices in Environmental Protection phase II</i>		Innovative practices in Environmental Protection phase II	Closed	2011 (Dec. Y) / 2014 (Ctr. Y)	144,259	CSO (COMITATO DI COORDINAMENTO DELLE ORGANIZZAZIONI PER IL SERVIZIO VOLONTARIO)	D-22404
<i>Evaluation of the impact of IPA funds on fostering the reforms in the sector of environment and energy</i>		Evaluation of the impact of IPA funds on fostering the reforms in the sector of environment and energy	Closed	2015 (Dec. Y) / 2016 (Ctr. Y)	99,480	private firm (DT GLOBAL IDEV EUROPE S.L)	D-31764

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Cooperative Transboundary Learning for Ecosystem Management and Sustainable Development in the Sharr Mountain region</i>		Cooperative Transboundary Learning for Ecosystem Management and Sustainable Development in the Sharr Mountain region	Closed	2012 (Dec. Y) / 2015 (Ctr. Y)	90,491	Other (UNIVERZITET VO TETOVO)	D-23656
<i>Water protection thematic park actions / water.net</i>		Water protection thematic park actions / water.net	Closed	2013 (Dec. Y) / 2015 (Ctr. Y)	160,650	LocAuth (MUNICIPALITY OF OHRID)	D-23658
<i>Soil degradation assessment and rehabilitation strategies for sustainable land use planning / terra med</i>		Soil degradation assessment and rehabilitation strategies for sustainable land use planning / terra med	Closed	2013 (Dec. Y) / 2015 (Ctr. Y)	130,335	CSO (UNIVERSITY ST KLIMENT OHRIDSKI BITOLA)	D-23658
<i>Protection of the environment through the promotion of biomass for substitution of fossil fuels in heating and power generation/biofoss</i>		Protection of the environment through the promotion of biomass for substitution of fossil fuels in heating and power generation/biofoss	Closed	2013 (Dec. Y) / 2015 (Ctr. Y)	107,639	LocAuth (MUNICIPALITY OF BITOLA)	D-23658
<i>Post Disaster Needs Assessment (PDNA) Short Term Expertise in Water and Sanitation</i>		Post Disaster Needs Assessment (PDNA) Short Term Expertise in Water and Sanitation	Closed	n/a	2,000	Other (GROZDEV)	n/a
<i>External independent observers for supply and works tender evaluations in the area of Environment (Waste Management)</i>		External independent observers for supply and works tender evaluations in the area of Environment (Waste Management)	Closed	n/a	59,947	private firm (SAFEGE)	n/a
<i>Review of forestry sector in North Macedonia and preparation of 2019 IPA project for forestry</i>		Review of forestry sector in North Macedonia and preparation of 2019 IPA project for forestry	Closed	2017 (Dec. Y) / 2019 (Ctr. Y)	102,200	private firm (AGRICONSULTING EUROPE SA)	D-40200

3.5.3.2 IPA Regional

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
Other contracts							
<i>Green for Growth Fund (GGF) - Subscription to Shares</i>		Green for Growth Fund (GGF) - Subscription to Shares	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	20,000,000	EUROPEAN INVESTMENT FUND	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Support in the preparation of Terms of Reference in the area of Waste, Climate Change and Energy</i>		Support in the preparation of Terms of Reference in the area of Waste, Climate Change and Energy	Closed		3,399	Other (SPALEVIC)	D-37391
<i>Innovative practices in Environmental Protection phase II</i>		Innovative practices in Environmental Protection phase II	Closed		364,401	Other (ZDRUZHENIE CENTAR ZA GRAGJANSKA INICIJATIVA PRILEP)	D-38162
<i>Together for Better Climate in Montenegro</i>		Together for Better Climate in Montenegro	Ongoing		242,040	Other (ZELENI DOM-GREEN HOME UDRUZENJE)	D-38960
<i>Action to Increase Energy and Water Efficiency of Water Supply Service</i>		Action to Increase Energy and Water Efficiency of Water Supply Service	Ongoing		259,604	Other (UDRUZENJE CENTAR ZA ENERGIJU, OKOLINU I RESURSE - CENER 21)	D-38214
<i>BEAR in Mind: Bringing environmental actions for the biodiversity protection across the borders</i>		BEAR in Mind: Bringing environmental actions for the biodiversity protection across the borders	Ongoing		369,145	Other (CENTAR ZA ZASTITU I PROUCAVANJE PTICA UDRUZENJE)	D-38213
<i>Flood prevention for environment protection</i>		Flood prevention for environment protection	Ongoing		501,681	Other (ZDRUZHENIE CENTAR ZA GRAGJANSKA INICIJATIVA PRILEP)	D-38163
<i>Strengthening the participation of the Western Balkans in the work of the European Environment Agency 2020-2021</i>		Strengthening the participation of the Western Balkans in the work of the European Environment Agency 2020-2021	Ongoing		12,75,000	EU Other (EUROPEAN ENVIRONMENT AGENCY)	D-40113
<i>Kukes and Gjakova clean water</i>		Kukes and Gjakova clean water	Ongoing		1,200,000	CSO (WOMENS'S BUSINESS ASSOCIATION SHE ERA)	D-38154
<i>Improving Water Supply Management in Urban and Rural Areas of Kolasin and Rogatica municipalities</i>		Improving Water Supply Management in Urban and Rural Areas of Kolasin and Rogatica municipalities	Ongoing		486,661	LocAuth (MUNICIPALITY OF ROGATICA)	D-41460
<i>Y O U t h d r i v e - Program for raising awareness on proper waste management and empowering legislators for taking action</i>		Y O U t h d r i v e - Program for raising awareness on proper waste management and empowering legislators for taking action	Ongoing		232,530	CSO (UDRUGA ZA RAZVOJ OKOLIS I KULTURU EKO ZH)	D-38214
<i>EU4 Energy Transition: Covenant of Mayors in the Western Balkans and Turkey</i>		EU4 Energy Transition: Covenant of Mayors in the Western Balkans and Turkey	Ongoing		800,0000	EU MS (GIZ)	D-40826
<i>Climate Resilient Agriculture Network</i>		Climate Resilient Agriculture Network	Ongoing	2018 (Dec. Y) /	321,583	private firm (DOGA KORUMA MERKEZI VAKFI)	D-413513

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
				2019 (Ctr. Y)			
<i>Building Turkish health sector capacity for environmental & climate engagement</i>		Building Turkish health sector capacity for environmental & climate engagement	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	457,898	private firm (HEALTH AND ANVIRONMENT ALLIANCE HEAL AISBL)	D-413521
<i>Climate Network from Local to National</i>		Climate Network from Local to National	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	306,728	private firm (TEMIZ ENERJI VAKFI)	D-413362
<i>Evaluation of Environment Programmes</i>		Evaluation of Environment Programmes	Ongoing	2019 (Dec. Y) / 2020 (Ctr. Y)	224,684	private firm (TRANSPORT & INFRASTRUCTURE EXPERTISE GROUP -TIEG EZHZ)	D-422518
WBIF - REEP Plus (Regional EE Programme for the Western Balkans)		Project code					
WBIF - REEP Plus - Regional EE Programme for the Western Balkans – EBRD Programme Implementation		WB-IG01-REG-ENE-01			23,750,000	EBRD	
WBIF - REEP Plus - Extension to EBRD Programme Implementation		WB-IG04-REG-ENE-01			14,410,769	EBRD	
WBIF - REEP Plus - Extension to KfW Programme Implementation		WB-IG04-REG-ENE-02			14,355,203	EU MS (KfW)	
WBIF - REEP Plus - KfW Programme Implementation		WB-IG01-REG-ENE-02			5,000,000	EU MS (KfW)	
WBIF - REEP Plus - Regional EE Programme for the Western Balkans		WB15-REG-ENE-02			1,800,001	EBRD	
WBIF - REEP Plus - Window 4 Public Buildings: Structural and Energy Audits, Nearly Zero-Energy Buildings Designs		WB21-REG-ENE-04			600,000	EU MS (KfW)	
Other WBIF interventions		Project code					
WBIF - Establishment of a Regional EE Programme for the Western Balkans		WB7-REG-ENE-09			22,416,001	EBRD	
WBIF - Drina River Basin Water Resources Management		PRJ-MULTI-ENV-001			21,152,000	WB	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
WBIF - Sava river basin flood management		WB11-REG-ENV-01			2,000,000	WB	
WBIF - Improvement of Joint Actions in Flood Management in the Sava River Basin		PRJ-MULTI-ENV-003			1,920,000	WB	
WBIF - A Regional Strategy for Sustainable Hydropower in the Western Balkans		WBEC-REG-ENE-01			1,422,589	EC	
WBIF - Support to water resources management in Drina River Basin		WB8-REG-ENV-03			1,200,000	WB	
WBIF - Sector Study on Biomass-based Heating in the Western Balkans		WB9-REG-ENE-SPD-01			875,000	WB	
WBIF - Study for Establishment of the Protection Zones of a "Klokot" Source (Bihać) Intersected by Interstate Boundaries		WB9-REG-ENV-SPD-01			750,000	WB	
WBIF - Establishment of the Protection Zones of a "Klokot" Source (Bihać)		PRJ-MULTI-ENV-002			720,000	WB	
WBIF - Regional Study on RE Potential and EE in the Western Balkans		WBEC-REG-ENE-02			337,750	EC	
WBIF - Gap Analysis/Needs Assessment in the Context of Implementing the EU Floods Directive in the Western Balkans		PRJ-MULTI-ENV-005			330,000	EC	
WBIF - Gap Analysis and Needs Assessment in the Context of Implementing EU Floods Directive in the Western Balkans		WBEC-REG-ENV-02			330,000	EC	
Relevant contracts related to The Civil Society Facility Programme 2011-2013 (Amend 1 - allocation for 2013)	23,836,598			2013 (Dec. Y)			D-24081
<i>ENV.net factoring the environmental portfolio for WB and Turkey in the EU Policy Agenda</i>		ENV.net factoring the environmental portfolio for WB and Turkey in the EU Policy Agenda	Ongoing	2016 (Dec/ Y) /	975,000	CSO (CO-PLAN INSTITUTI PER ZHVILLIMIN EHABIITATIT)	

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
				2017 (Ctr. Y)			
<i>South East European Sustainable Energy Policy (SEE SEP)</i>		South East European Sustainable Energy Policy (SEE SEP)	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	768,504	other (FONDACIJA MREZA ZA PROMJENE JUGOISTOCNE EVROPE)	
<i>Advocacy CSOs networks for sustainable use of energy and natural resources in the Western Balkans and Turkey Ć ETNAR</i>		Advocacy CSOs networks for sustainable use of energy and natural resources in the Western Balkans and Turkey Ć ETNAR	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	553,177	CSO (ZELENA AKCIJA)	
<i>"Development of the ENV.net in West Balkan and Turkey: giving citizens a voice to influence the environmental process reforms for closer EU integration"</i>		"Development of the ENV.net in West Balkan and Turkey: giving citizens a voice to influence the environmental process reforms for closer EU integration"	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	515,813	CSO (FONDAZIONE PUNTO-SUD)	
<i>ESSEDRA - Environmentally Sustainable Socio-Economic Development of Rural Areas</i>		ESSEDRA - Environmentally Sustainable Socio-Economic Development of Rural Areas		2013 (Dec. Y) / 2014 (Ctr. Y)	485,396	CSO (SLOW FOOD ASSOCIAZIONE)	
<i>Preparatory measures for the participation of candidates and potential candidates in Community Agencies: Specific project for the participation of Western Balkan Countries in the work of the European Environment Agency 2014-2015</i>		Preparatory measures for the participation of candidates and potential candidates in Community Agencies: Specific project for the participation of Western Balkan Countries in the work of the European Environment Agency 2014-2015	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	410,417	EU Other (EUROPEAN ENVIRONMENT AGENCY)	
<i>Preparatory measures for the participation of enlargement countries in EMSA's work</i>		Preparatory measures for the participation of enlargement countries in EMSA's work	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	200,000	EU Other (EUROPEAN MARITIME SAFETY AGENCY)	

3.5.4 Annex 4: Complementary information

3.5.4.1 Effects of EU support

3.5.4.2 Capacities to implement Env. & CC measures and broader outcomes (JC6.x, JC6.x, JC6.x)

Table 25 highlights some of the main achievements reported in the field of Env. & CC in North Macedonia during the period under review.

Table 25 Performance indicators in the Env. & CC sector covering both direct and indirect management

Indicators ²⁰ per programme												
Financing Agreement/Programme reference ²¹	Indicator for sector Environment and Climate Action	Source	Baseline	Milestone (2017)	Target (2020)	Final target (Year)	Value (2014 ²²)	Value (2015)	Value (2016)	Value (2017)	Value (2018)	Value (2019)
CSP indicator	Quality of energy supply (WEF) 1 = Not reliable and 7 = Fully Reliable	World Economic Forum	4.60 (2010)				4.95	4.90			No longer available for MK	No longer available for MK
IPA/2014/037702.3	2. No of pilot measures for sustainable use of natural resources prepared.	IPA Report	0 (2015)	0	20	20 (2025)	0	0	0	0	Circa 20 under finalisation (in may)	20 under finalisation (in may)
IPA/2014/037702.3	1. No of pilot measures for climate change and energy efficiency prepared.	IPA Report	0 (2015)	0	20	20 (2025)	0	0	0	0	0	0
IPA/2014/037702.1	9. Completion of sector based approach conditions/framework	EUD Regular assessment	0 (2014)	80	100	100 (2020)					In time	In time
IPA/2014/037702.1	8. Availability of information to public, decision making and reporting	European Institutions	Basic (2015)	Advancing	Advanced	Very Advanced (2025)	Basic	Basic	Good	Good	Good	Good
IPA/2014/037702.1	7. Institutions responsible for approximation of environmental legislation in priority areas capable to undertake approximation tasks	EU Progress report	Early stage (2015)	Early stage	Advanced	Very Advanced (2025)	Early stage	Early stage	Early stage	Improved but still at early stage	Improved but still at early stage	Improved still at early stage
IPA/2014/037702.1	6. Completion of environmental statistics framework	SSO	20 (2015)	20	80	80 (2022)	20	20	20	20	20	20
IPA/2014/037702.1	5. % of actions completed/implemented in the strategic framework	Ministry of Environment	0 (2015)	10	80	80 (2025)	10	13	15	20	20	
IPA/2014/037702.1	4. % of natura 2000 territories identified	MoEPP Report	0 (2010)	25	70	70 (2025)	0	0	9 3,99 %	9 3,99 %	9 3,99 %	9 3,99 %
IPA/2014/037702.1	3. Number of laws, by-laws and implementing acts in compliance with EU legislation developed (new or amended)	MoEPP	0 (2010)	126	200	200 (2025)	24	28	32	36	36	36 till 2 plus 10 develop

Financing Agreement/Programme reference ²¹	Indicator for sector Environment and Climate Action	Source	Baseline	Milestone (2017)	Target (2020)	Final target (Year)	Value (2014 ²²)	Value (2015)	Value (2016)	Value (2017)	Value (2018)	Value (2019)
IPA/2014/037702.1	2. Number of planning documents developed	MoEPP	0 (2010)	8	13	13 (2025)	2	2	4	8	8	
IPA/2014/037702.1	1. Level of transposition of environmental legislation	EC	69 (2014)	70	85	85 (2025)	69	69	69	69	69	69
IPA/2014/037702.2	6. Number of new constructed landfills in East and North-East Regions	MoEPP	0 (2012)	0	1	1 (2025)	0	0	0	0	0	0
IPA/2014/037702.2	5. Km rehabilitated and extended of sewerage network	MoEPP and PUC	0 (2012)	69	96	96 (2025)	0	0	0	0	0	4,7
IPA/2014/037702.2	4. WWTPs meeting the EC required criteria constructed	MoEPP and PUC	0 (2012)	0	0	2 (2025)	0	0	0	0		0
IPA/2014/037702.2	3. % of household served with waste collection service	MoEPP and SSO	70 (2012)	70	80	85 (2025)				0	0	0
IPA/2014/037702.2	2. % of households connected to the wastewater treatment plants for agglomerations above 10 000 p.e.	MoEPP and SSO	12.5 (2012)	24.5	31	25 (2025)				15% (including WWTPs in Strumica and Gevgelija)	15% (including WWTPs in Strumica and Gevgelija)	> 15% (including Kocani)
IPA/2014/037702.2	1. % of household connected to sewerage systems	MoEPP and SSO	65 (2012)	70.8	75	80 (2025)	65	65				0

Source: AR on the Implementation of the Assistance under IPA (February 2020) NIPAC

4 Country Case Study – Serbia

4.1 Introduction

4.1.1 Context

4.1.1.1 Main environmental challenges

Important **environmental challenges** in Serbia include¹¹⁹: deteriorating trends in water, sanitation, waste management, air pollution, energy inefficiency, industrial pollution, and forestry management. The key challenge in addressing **Climate Change** (CC) is the absence of an implemented national strategy for Climate change Mitigation and Adaptation (CCMA).

Transposition of European Union (EU) legislation in the **water** management sector in Serbia is reasonably advanced, but some fine-tuning of the legislation is required to ensure efficient implementation and full compliance with the *acquis*.

Air quality is generally poor, mainly due to outdated technology, lack of pollution abatement installations, low Energy Efficiency (EE) in existing industry and energy facilities, as well as poor quality of heating fuel used for households. Serbia will need to consolidate integration and geographical coverage of its ambient air quality monitoring systems and adopt and implement cleaner air plans in its conurbations.

Serbia has significant **forest** resources that are threatened by overharvesting, illegal logging, forest fires, and pest infestations. Promotion of sustainable management of forests by strengthening forest institutions, increasing wood extraction fees to cover costs, and harmonising standards and regulations within the country and internationally is needed. Excessive cutting of trees in the mountainous parts of Serbia is in part responsible for increased erosion and flood occurrence. As regards **biodiversity's** protection, the institutional framework Natura 2000 network is progressing.

In May 2014, severe **floods** affected 51 municipalities in Serbia resulting in EUR 1.7 billion of loss and damage.¹²⁰ According to the recovery needs assessment, Serbia had limited data on the impact of past disaster events. Despite Serbia's recurrent experience with adverse natural events, the total fiscal and economic impact of these events had not been systematically assessed.

4.1.1.2 The national policy and legal framework

Table 26 summarises the main evolution of the national **policy and legal framework** related to Env. & CC in the last decades. In general, Serbia has advanced with harmonising its legal framework with the environment *acquis* in recent years, though further substantial efforts are needed, especially in the areas of waste management, water management and wastewater treatment, nature protection, industrial pollution control and risk management, and air quality. Moreover, Serbia needs to continue to align with climate legislation¹²¹. The 2014 floods disaster also indicated the limitations in national and local response and prevention activities.

Table 26 *Main Env. & CC policies and laws adopted before and during the period under review*

Sector	Pre-2014	Post-2014
Legal framework	2010: Forest Law; Water Law; Plant Protection Law; Law on the ratification of the Protocol on Strategic Assessment of the environmental impact assessment (EIA) of the Convention on Environmental Impact in a Transboundary Context; Law amending the Law on waste	2014: Law on Energy; Law on the ratification of the Agreement between the Government of the Republic of Serbia and UNESCO in connection with the establishment of Water Centre for sustainable development and adaptation to CC; Law on protection and sustainable use of fish stocks.

¹¹⁹ Coalition 27 (2018): Chapter 27 in Serbia: No-Progress Report

¹²⁰ In regard to individual sectors of economic and social activity, the most affected sector that required recovery and reconstruction financing was the one of mining/energy (EUR 494 million and 32% of the total), followed by housing (EUR 231 million and 15%), agriculture (EUR 228 million and 15%), trade (EUR 225 million and 15%) and transport (EUR 167 million EUR and 11%).

¹²¹ IPA II (2014-2020): AAP for Serbia for the year 2017. EU Support to the Environment Sector.

	<p>management. Law amending the Nature Protection Law. Law amending the Law on Strategic EIA; Law on the confirmation of the Convention on the protection and use of transboundary watercourses and international lakes.</p> <p>2011: Energy Law; Law amending the Law on the Fund for Environmental Protection.</p> <p>2012: Law on Ratification of the Persistent Organic Pollutants from the Convention on Transboundary Air Pollution on long distances; Law on Ratification of the Protocol on Heavy Metals from the Convention on Transboundary Air Pollution on long distances; Law amending the Law on Chemicals.</p> <p>2013: Law on Efficiency Use of Energy; Law amending the Air protection Law.</p>	<p>2015: Law amending the Law on integrated prevention and control of environmental pollution; Law amending the Law on fire protection; Law amending the Forest Law; Law on soil protection.</p> <p>2016: Law amending the Law on waste management; Law amending the Nature Protection Law.</p> <p>2018: Law on Disaster Risk Reduction (DRR) and emergency situation management; Law on Packaging and Packaging Waste; Law amending the Water Law; Law on Wild Animals and Hunting.</p>
Policy framework	<p>2006: Forestry Development Strategy for the Republic of Serbia</p> <p>2008: National sustainable development strategy of the Republic of Serbia</p> <p>2010: First EE Plan of Serbia, 2010-2012; Waste management strategy for the period 2010-2019; National Strategy on Inclusion of the Republic of Serbia into Clean Development Mechanism of the Kyoto Protocol for the Waste Management Sectors, Agriculture and Forestry.</p> <p>2011: Biodiversity Strategy; National strategy for protection and rescue in emergency situations.</p> <p>2012: Fire protection strategy</p> <p>2013: National Renewable Energy (RE) Action Plan, 2013-2020; Second EE Plan of Serbia, 2013-2015</p>	<p>2014: River basin management plan for the Danube river basin in Serbia; National Agriculture and Rural Development Strategy</p> <p>2016: Third National EE Action Plan, 2016-2018</p> <p>2017: Water management strategy of the territory of the Republic of Serbia until 2034</p> <p>2019: Sustainable urban development Strategy of the Republic of Serbia until 2030; Air quality control Programme for 2021-2021; Noise level measurement Programme for 2020-2021; Surface water quality control Programme for 2020-2021; Groundwater quality control Programme for 2020-2021; Soil pollution testing Programme 2020-2021.</p> <p>2020: National plan to reduce emissions of major pollutants from old large combustion plants; Roadmap for the circular economy in Serbia</p>
UNFCCC process	<p>2010: First National Communication</p>	<p>2015: Intended Nationally Determined Contributions (INDC) and Addendum</p> <p>2016: First Biennial Update Report</p> <p>2017: First Nationally Determined Contribution (NDC); Second National Communication</p>

Source: Grantham Research Institute on CC and the Environment; Energy Community; Revised Indicative Strategy Paper for Serbia 2014-2020; Climate Watch, Serbia; FAO, Serbia – Country Profiles.

For the Paris Conference of the Parties (COP), Serbia submitted an INDC and Addendum which was developed into the First **NDC** in 2017. During the period under review, Serbia also submitted to the United Nations Framework Convention on Climate Change (UNFCCC) its First Biennial Update Report and its Second National Communication.

More effort is needed¹²² to make progress in the areas of Env. & CC such as strategic planning, developing greater administrative capacity and making substantial investments linked to strategic priorities in order to further align with EU policies in areas of environment, climate action and civil protection. An effective and permanent financing system for environment and climate action is also needed¹²³. Serbia needs to enhance its ambitions towards a green transition¹²⁴.

A **pipeline of investment priorities** was developed in May 2014¹²⁵. The methodology for this was undertaken by an EU-funded project: Project Preparation Facility 5. Efforts are under way to strengthen inspection, and enforcement needs to be accompanied by the removal of inconsistencies and gaps in legislation that prevent effective enforcement.

¹²² IPA II (2014-2020): AAP for Serbia for the year 2017. EU Support to the Environment Sector.

¹²³ Ibid.

¹²⁴ Ibid.

¹²⁵ Interview with National Authorities.

The United Nations (UN) and its partners in Serbia are working towards achieving the Sustainable Development Goals (SDGs). In Serbia, 19 agencies, funds and programmes work together through the implementation of the Development Partnership Framework (2016-2020) to support the country's progress in advancing national development priorities fully aligned with the Agenda 2030 and with EU reform processes.

4.1.1.3 EU-Serbia cooperation framework

EU-Serbia cooperation is guided by the **EU Enlargement process**, and, in the area of Env. & CC, by the related **EU environmental and climate *acquis* approximation**.

In 2008, a **European Partnership for Serbia** was adopted, setting out priorities for the country's membership application, and in 2009 it formally applied. In 2010, the process to ratify the Stabilisation and Association Agreement began, and in March 2012 Serbia was granted EU candidate status. At the 2013 June European Summit, Serbia was granted opening of the accession negotiations.

EU-Serbia cooperation is also associated with various initiatives such as the **Berlin Process**¹²⁶, sectoral platforms such as the **Energy and Transport Communities**¹²⁷, and with regional actors, such as the **Regional Cooperation Council**.

Looking to the future, a major step forward is the adoption of the **Economic and Investment Plan** for the Western Balkans and follow up adoption of the **Green Agenda for the Western Balkans** as part of the plan and EU Green Deal reflection¹²⁸.

Table 27 presents a summary of the Instrument for Pre-Accession Assistance (IPA) **bilateral programming** during 2014-2020. EUR 321,8 million (21% of the overall financial allocations for the period 2014-2020) was directly related to Env. & CC.

Table 27 *IPA bilateral financial allocations per policy areas and sectors (EUR million)*

	<i>Total 2014 -2017</i>	<i>Total 2018-2020</i>	<i>Total 2014-2020</i>
Democracy and rule of law	439,4	253,2	692,6
Democracy and governance	265,7	180,7	446,4
Rule of law and fundamental rights	173,7	72,5	246,2
Competitiveness and growth	377,8	469	846,8
<u>Env. & CC and energy</u>	152,9	168,9	321,8
Transport	64,8	0,0	64,8
Competitiveness, innovation, agriculture and rural development	113,7	222,8	336,5
Education, employment and social policies	46,4	77,3	123,7
Total	817,2	722,2	1.539,1

Source: EU (2018): Revised Indicative Strategy Paper for Serbia (2014-2020).

Note: Underlined sector of cooperation is the one with the strongest focus on Env. & CC

4.1.2 Focus of the case study

The case study concerns itself with i) establishing an overall view on how the EU cooperation in the area of Env. & CC has been formulated and implemented in Serbia (focus on Evaluation Questions EQ1 and EQ2); ii) consideration of selected interventions, assessment of the EU contributions to short-term results, and likely contribution to broader ones, and the main influencing factors (focus on Evaluation

¹²⁶ The Berlin Process is an initiative to boost regional cooperation among the WB countries and their European integration. Such multi-level connecting, and anchoring agenda allows the Western Balkan countries to progress towards EU following their own pace and institutional capacity by focussing on concrete infrastructure and people to people exchanges. Although the Berlin process is not directly linked with supporting environmental infrastructure projects, it supports key enabling reforms to facilitate investments in the region.

¹²⁷ In particular, the Energy Community brings together the EU and its direct neighbours to create an integrated pan-European energy market. It was founded by a Treaty establishing the Energy Community in force since 2006. Serbia is a Contracting Party of the Treaty since 2006. As a Contracting Party, it has the obligation to implement the energy *acquis* in force.

¹²⁸ Sofia Declaration on the Green Agenda for the Western Balkans (November, 2020).

Questions EQ3, EQ4, EQ5 and EQ6); and iii) identifying good practice and broader lessons for future EU external action.

Figure 2 presents the three main methods that have been used to generate evidence for the case study:

Figure 11 Main techniques and tools used in the case study

	Literature review covering documents from EU and EU MS databases (e.g. project description, recent monitoring and progress reports), documents produced by other international and local organisations monitoring the COVID response (e.g. studies published by NGOs/research institutions), sectoral studies published in the key areas of support;
	(Remote) semi-structured interviews with some stakeholders, including: EU/EU MS staff.
	Statistical analysis of trends in context and development outcome indicators in each partner country: the aim is to enrich both the analysis of the strategic relevance of the EU response (EQ1) and the likely effects of the response (EQ5-6).

Although the case study covers the whole of EU support to Env. & CC, the analysis of outcomes puts a specific focus on the areas of i) **climate change mitigation**; ii) **environmental quality** and iii) **civil protection**.

To allow for a more detailed analysis of the EU portfolio, the evaluation team did not cover all EU-funded interventions in the country, but put emphasis on the following sample of interventions:

Table 28 Sample of EU Env. & CC interventions reviewed for Serbia

Full intervention title and CRIS reference
2019 EU Support to civil protection and disaster resilience strengthening in the Republic of Serbia (CRIS reference: C-415529) <i>EU contracted amount: EUR 14 million</i>
2018 EU Climate Strategy and Action Plan (CRIS reference: C-375531) <i>EU contracted amount: EUR 1.3 million</i>
2018 EU for Environment and Climate Action (CRIS reference: P-41527.5) <i>EU contracted amount: EUR 53.9 million</i>
2017 EU Support to the Environment Sector (CRIS reference: P-40499.5) <i>EU contracted amount: EUR 28.6 million</i>
2016 EU for Serbia – Continued support to implementation of Chapter 27 in the area of nature protection (NATURA 2000) (CRIS reference: C-406420) <i>EU contracted amount: EUR 1.6 million</i>
2015 EU Development of the Transport Sector (CRIS reference: P- 38442.7) <i>EU contracted amount: EUR 60.7 million</i>
2014 Climate Strategy and Action Plan for the Republic of Serbia (CRIS reference: C-375531) <i>EU contracted amount: EUR 1.3 million</i>
2014 EU Reconstruction of Electrostatic Precipitators for Emission Reduction from TPP Morava – Re-launch in the republic of Serbia (CRIS reference: C-376240) <i>EU contracted amount: EUR 152,796</i>
2014 EU Support for the Reconstruction of the Road Structures affected by the Floods in Serbia Project (CRIS reference: C-371849) <i>EU contracted amount: EUR 10.2 million</i>
2014 EU–World Bank/Global Facility for Disaster Reduction and Recovery (WB-GFDRR) Serbia National Disaster Risk Management Programme (CRIS reference: C-369875) <i>EU contracted amount: EUR 6.15 million</i>
2013 Twinning Support to Waste Management Policy
2013 Water supply, wastewater collection & treatment construction project for the city of Raška
2010 Technical Assistance for the Hazardous Waste Management Facility (CRIS reference: C-250482)

4.2 Design

4.2.1 Overview of EU support to Env. & CC

4.2.1.1 Overall environmental and climate change objectives in Serbia

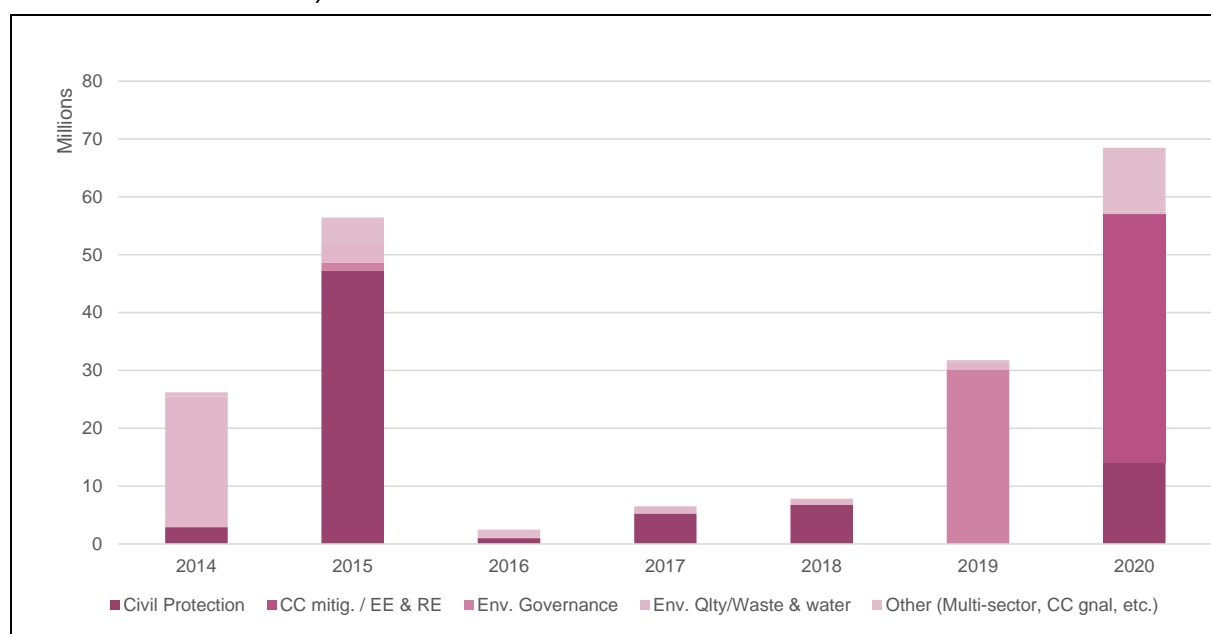
EU support has had a clear focus on supporting Serbia in **harmonising** its legal framework with the EU environment and climate *acquis*¹²⁹. Further objectives included: i) to develop and improve **environmental infrastructure**, especially in the areas of urban wastewater treatment, water management and waste management; ii) to enhance resilience to CC impacts and improve capacity for DRR, especially **floods prevention**; iii) to help Serbia reduce Greenhouse Gas (GHG) emissions, especially through the introduction of **low carbon approaches** (increasing EE and developing RE sources); and iv) to decrease **pollution** impacting air, water and soil quality, especially pollution from the energy sector.

4.2.1.2 Description of EU portfolio

EU funding (contracted amounts) in the area of Env. & CC represents a total of EUR 200 million in Serbia during the period 2014-2020. Annex 3 provides a list of the main EU interventions in the area of Env. & CC funded under IPA I and II in the country during the period under review.

As indicated in Figure 12, the main topics covered by the EU national IPA support in Serbia were civil protection,¹³⁰ CCM (EE and RE),¹³¹ environmental governance¹³² and environmental quality (including waste and water)¹³³.

Figure 12 Env. & CC contracts by main thematic focus (IPA bilateral funding, contracted amounts)



Source: Particip, based on Common External Relations Information System (CRIS) data.

¹²⁹ EC (2018): Indicative Strategy Paper for Serbia for the period 2014-2020, (p.29). C(2018) 5064 final

¹³⁰ Funds were mostly contracted in 2015 – e.g.: Rehabilitation of Flood Protection Infrastructure (C-371240). Some amounts were contracted in 2020: EU for Serbia: Support to civil protection and disaster resilience strengthening in the Republic of Serbia (C-415529).

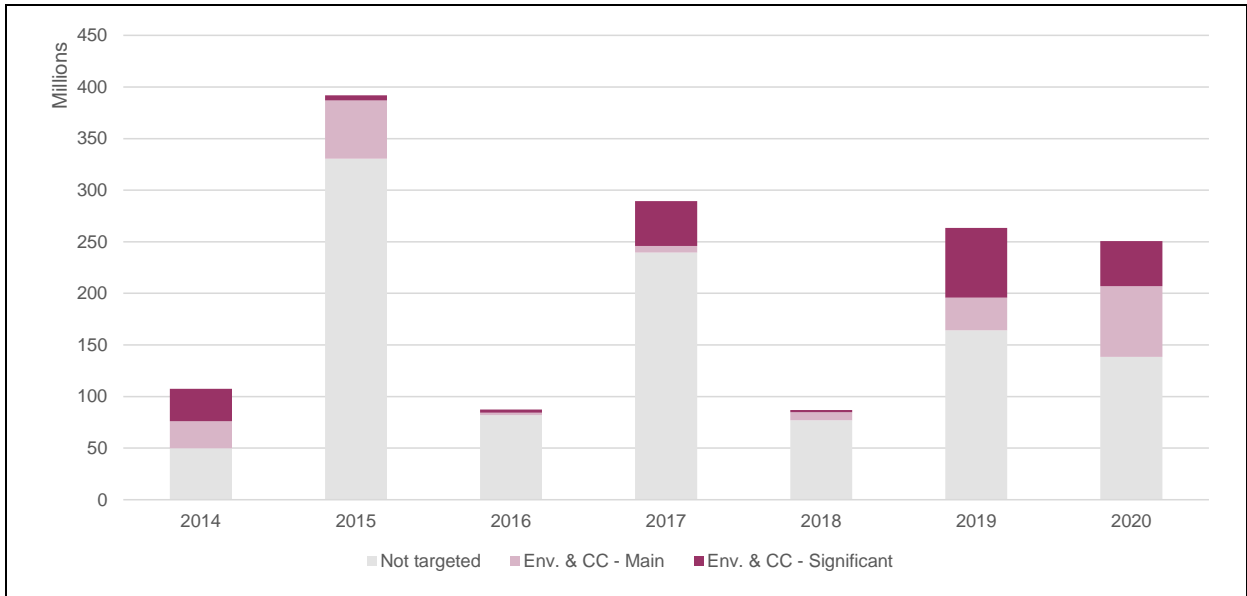
¹³¹ Funds were mostly contracted in 2020 – e.g.: AAP 2018 Serbia - Objective 2 - Environment, energy and climate action (C-414240)

¹³² For instance: 2019 Country Action Programme Serbia IPA 2017 – Environment (C-404667), 2019 EU for Serbia – Continued support to implementation of Chapter 27 in the area of nature protection (NATURA 2000) (C-406420).

¹³³ For instance: 2014 Construction of the Regional Waste Management Center for Subotica District (C-347344) and 2015 Construction of Transfer Stations, including supply of equipment and transport fleets - Regional Waste Management Center Subotica (C-371587).

Figure 13 shows that 55% of the EU assistance to Serbia did not integrate an explicit dimension on Env. & CC. 27% was Env. & CC-targeted and 17% included Env. & CC aspects.

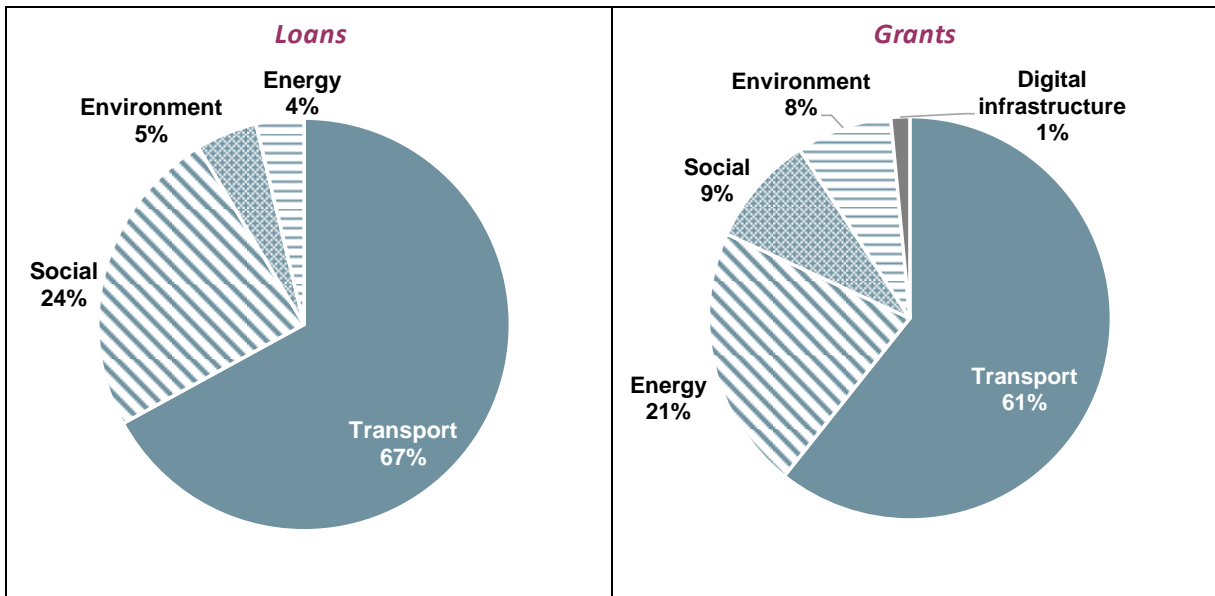
Figure 13 Env. & CC contracts in the broader EU portfolio in Serbia (contracted amounts)



Source: Particip, based on CRIS data

Serbia benefitted from Western Balkans Investment Framework (WBIF) support. Figure 14 shows the overall WBIF portfolio (loans and grants) in the country during the period under review. In total, WBIF funds represent EUR 2 billion of loans and EUR 112 million of grants. Env. & CC-related programmes represent between 5% and 10% of the overall funds. In the environment sector there is a clear focus on supporting waste and water management. In the CC sector WBIF support to Serbia was dominated by adaptation measures investments such as flood risk management and post-earthquake housing reconstruction, with some marginal support to EE.

Figure 14 Overall WBIF portfolio in Serbia, 2014-2020



Source: Particip, based on WBIF MIS portal data

There were five **Cross Border Cooperation (CBC) programmes** focussing on environment: i) two programmes focussed on strengthening the capacity of the sector for emergency management in the field of unexploded ordnance and other hazardous material; ii) two programmes focussed on joint forest fire monitoring; and iii) one on civil protection.

4.2.2 Design (JC1.1, JC1.2, JC 2.1)

4.2.2.1 Overall design of EU's Env. & CC strategies and interventions

The EU Env. & CC strategies in Serbia (objectives, approaches, choices in terms of the thematic focus) are clearly spelled out in the IPA key reference documents, although programming in the different areas of Env. & CC has been overshadowed somewhat by the floods of 2014¹³⁴. The Indicative Strategy Paper (ISP) 2014-2020¹³⁵ sets as the objective of EU assistance the alignment of Serbian legislation with the EU Env. & CC *acquis* and strengthening of institutional capacities for its implementation and enforcement. A further objective was to develop and improve environmental infrastructure, especially in the areas of urban wastewater treatment, water management and waste management. Protection against floods is another area of cooperation identified in programming documents.

There is some alignment of the Env. & CC strategies with global Env. & CC frameworks such as the SDGs and the Paris commitments. The EU adopted the 2030 Climate and Energy Framework which targets a Europe-wide GHG reduction of 40% by 2030 as a key step in meeting the goals set out in the EU 2050 low-carbon road map. In advance of the Paris Agreement, Serbia submitted its INDC in which it pledged to reduce GHGs by 9.8% by 2030 in comparison to 1990. To realise these intentions and obligations¹³⁶ Serbia needs to establish both a national strategic and policy framework for implementing them, including structures for decision-making on future objectives, targets, and priority policies and measures for mitigation. The importance of such a strategic and policy framework was underpinned in general by the EU Climate Strategy and Action Plan, Republic of Serbia¹³⁷.

There is alignment of implemented EU support (volume of financial assistance in the different thematic areas, focus of policy dialogue) with the priorities identified in Env. & CC strategies. In particular, some documents defining the EU Env. & CC strategies in Serbia highlight the priority area of wastewater infrastructure. During the period under review, this area received substantial funding, including through the WBIF.

EU Env. & CC strategies derive from an up-to-date and detailed context analysis^{138 139} of economic growth, employment and trade. For instance, programming documents recognise the agriculture sector¹⁴⁰ as key to economic growth, employment and trade, and that¹⁴¹ climate smart agriculture contributes to the reduction of vulnerability to disasters and increases the country's resilience to CC¹⁴². In the area of **horizontal legislation**, Serbia has a high level of alignment with the EU *acquis*¹⁴³, although, there are areas where improvements in the legislation are required to ensure efficient implementation and full compliance with the *acquis*. Overall, Serbia needs to improve its administrative capacities at central and local level, including inspectorates, to draft legislation, give adequate time for legislative consultations and carry out qualitative public consultations, particularly at local level. Legislation on EIA needs to be further aligned and its implementation strengthened. The non-compliance of EIA legislation with other laws, especially with the law on planning and construction according to which EIA is undertaken, needs to be urgently addressed. Strategic environmental assessments need to be carried out for plans and programmes from all relevant policy areas, not only for the environment.

¹³⁴ As indicated in EC Evaluation of contracts implemented and financed by IPA under the Flood Recovery and Prevention Action Project: 2018/402233 Final Report 2019.

¹³⁵ EC (2018): EU for Environment and Climate Action: Action Document, p.10.

¹³⁶ EC & GFA Consulting (2016): Climate Strategy and Action Plan, Inception Report, p.1.

¹³⁷ EuropeAid/1365966/DH/SER/RS Service Contract No: 2016/375-531, Adaptation options, Result 5.

¹³⁸ EC (2014): EU - Climate and Energy Policy Framework.

¹³⁹ EC (2018): Commission Implementing Decision amending Commission Decision C(2014)5872 of 19.8.2014 adopting the Indicative Strategy Paper for Serbia for the period 2014-2020

¹⁴⁰ EC (2014): Indicative Strategy Paper for Serbia for the period 2014-2020, p.4.

¹⁴¹ It accounts for around 10 % of Gross Domestic Product (GDP), employs about half a million people (20 % of total employment), and generates significant foreign trade surpluses.

¹⁴² EC (2021): EU for Civil Protection and Disaster Resilience Strengthening in the Republic of Serbia 6 April 2020 – 25 February 2021

¹⁴³ EUD to Serbia (2018): External Assistance Management Report, p.10.

4.2.2.2 Specific findings related to Env. & CC mainstreaming in EU external action

A sample of non-environmental or CC interventions from the EU portfolio in Serbia was examined:

- Development of the Transport Sector (CRIS reference: P-38442.7);
- EU–WB/GFDRR Serbia National Disaster Risk Management Programme (CRIS reference: C-369875);
- Implementation of the National Judicial Reform Strategy for the period 2013-2018.

Despite the emphasis on mainstreaming within EU Support, EU–WB/GFDRR Serbia **National Disaster Risk Management Programme** (TF072528) Annual Progress Report December 2019 - December 2020 was silent on Env. & CC mainstreaming. The **Development of the Transport Sector** Action which benefits the railway, intermodal and road infrastructure modernisation and construction, acknowledges the “cross-cutting” issues of Env. & CC, yet no objectives are set for either. The mainstreaming is restricted to gender. The Implementation of the **National Judicial Reform Strategy** for the period 2013-2018 is silent on Env. & CC mainstreaming.

4.2.3 Linkages with EU MS (JC2.2)

There is good evidence¹⁴⁴ of linkages and complementarity between the interventions of European actors focussing on Env. & CC. There is only a small number of EU Member States (EU MS) in the sector¹⁴⁵ e.g., Italy and Sweden among others, so retaining an overview of the sector in the European donor community is quite straightforward. There is also good coordination between European actors (EU MS and European Financial Institutions) in the context of the WBIF.

EU support has provided benefits that would have not existed if other European actors had provided support on their own. All European Financial Institutions (EFIs) made it clear that having the convening power of the EU (in the form of the Delegation) was a benefit to the development partner community. Serbia has potential to become an EU Member State and is systematically aligning itself with EU requirements, so this is also a good basis for EFI work.

From the previous period (2007-13)¹⁴⁶, the funding of nearly EUR 150 million to the transport sector was used as an example of the benefit of EU funding for the following programming period (2014-2020). These IPA funds were committed to the transport sector, mainly for harmonisation of legislation with the *acquis*, implementation of the European Circular Construction Alliance agreement, construction and supervisory works (in connection to International Financial Institution – IFI – loans) on Corridor X and on development of river information services and river training and dredging on Corridor VII.

Serbia also benefited from WBIF funding and IFI loans from the European Investment Bank (EIB) (around EUR 905 million), and EBRD (around EUR 430 million). From bilateral donors, especially the Hellenic Plan, the Czech Republic also provided support in this sector.

4.3 Effects of EU support

4.3.1 Evolution of the policy and legal framework (JC5.1)

In general, Serbia is beginning to align with the EU intentions and priorities as indicated above (see section 4.1.1 and 4.2.1), with its national development/growth strategy, environment policies, CC strategy and NDC.

Overall, Serbia has made significant progress in the alignment with the EU *acquis*. As detailed in Box 7, Serbia has advanced with harmonising its legal framework with the **environment *acquis*** in recent years. According to the latest annual EC Progress Report¹⁴⁷, Serbia achieved a good level of alignment with the EU’s horizontal environmental legislation, waste and water management. However, the

¹⁴⁴ Interview with EU staff.

¹⁴⁵ Ibid.

¹⁴⁶ EC (2018): Revised Indicative Strategy Paper for Serbia for the period 2014-2020, p.39.

¹⁴⁷ EC (2020): 2020 Communication on EU Enlargement Policy, Serbia 2020 Report.

country faces big challenges in implementing and enforcing the EU Env. & CC *acquis*. Considerable efforts are required in strengthening the administrative capacities and enhancing cooperation between relevant line ministries. Efforts are needed regarding the design of modern, financially sustainable interventions in the areas of waste management, water management and wastewater treatment systems, nature protection, industrial pollution control and risk management, and air quality.

Alignment with EU **climate *acquis*** still needs to be improved, while efforts are required on awareness-raising on challenges of climate actions. Fundamental to this was the adoption of a comprehensive climate law consistent with the EU 2030 framework for climate and energy policies. This law now needs to be integrated into all relevant sectors, together with the developing National Energy and Climate Plan in line with Energy Community obligations. The country also needs to develop updated targets for the NDC¹⁴⁸.

A key outcome of EU support is in terms of environmental approximation, as illustrated by the effects of the ‘Further Implementation of Environmental Approximation Strategy’ intervention¹⁴⁹. This intervention developed Directive Specific Implementation Plans which are a direct link and input to Serbia’s negotiations with the EU.

Policy dialogue played a role in the above as did the technical interventions. The effectiveness of EU support was not specifically limited. The current status of alignment is a visible element of EU support.

Box 7 Serbia’s progress in a variety of Env. & CC sub-sectors

In the field of **air quality**, Serbia has a good level of alignment with the EU *acquis*. However, Serbia needs to enhance implementation of legislation and air quality plans. While an air quality monitoring network is in place and is being extended, and real-time data are available, the monitoring of air quality still needs to be considerably strengthened¹⁵⁰. Serbia’s annual air quality report for 2018 lists 11 hotspots with air quality failing to meet standards: Belgrade, Subotica, Pančevo, Užice, Smederevo, Kosjeric, Valjevo, Kraljevo, Sremska Mitrovica, Kragujevac and Niš. Five of these cities do not have air quality management plans in place. Pollution induced by the Kostolac B thermal power plant needs to be addressed as a priority. Alignment with EU legislation on volatile organic compound emissions needs to continue¹⁵¹.

Regarding **waste management**, Serbia has a good level of alignment with the EU *acquis*, however the implementation remains at an early stage. In 2019, Serbia adopted a number of regulations and rulebooks, for example, on pharmaceutical and medical waste. Serbia also developed a national waste management strategy and a national sludge management strategy. The by-law on treatment of the equipment and waste containing polychlorinated biphenyl (PCB), will fully transpose the relevant EU directive. Serbia proceeded with the permanent disposal of historical hazardous waste. Additional economic instruments for special waste streams need to be developed.

The level of alignment with the EU *acquis* on **water quality** is moderate¹⁵² and work on an action plan for implementing the water management strategy has not progressed. Untreated sewage and wastewater are still the main sources of water pollution. Work on the river basin management plan is progressing slowly. Improving local governance, in particular for operating and maintaining water and wastewater facilities, remains a priority. Work on adequate water fees and tariffs is at an early stage. Lack of human and financial resources and data availability hinder the development of flood hazard and flood risk maps for all relevant areas.

Alignment with the EU *acquis* in the field of **nature protection**, in particular with the Habitats and Birds Directive, remains moderate¹⁵³. Serbia has not addressed gaps in transposition, allowing

¹⁴⁸ EC (2020): Annual Report for Serbia, SWD(2020) 352 final, p.108.

¹⁴⁹ Source: <https://www.eptisasee.com/further-implementation-of-environmental-approximation-strategy-republic-of-serbia/>

¹⁵⁰ EC (2018): Revised Indicative Strategy Paper for Serbia for the period 2014-2020,p.29.

¹⁵¹ EC (2020): 2020 Communication on EU Enlargement Policy, Serbia 2020 Report.

¹⁵² Ibid.

¹⁵³ Ibid.

hunting of non-huntable birds, especially the goshawk and the turtle dove. Serbia needs to fully incorporate EU standards on prohibited means of capturing and killing wild animals throughout its entire legislation, including in legislation on hunting.

As regards **industrial pollution** and **risk management**, alignment with most of the EU *acquis* is at an early stage, including on the Industrial Emissions Directive. In January 2020, Serbia adopted its national emission reduction plan. Serbia also established a database strengthening the monitoring on Seveso III operators. However, persistent administrative capacity constraints continue to hamper progress in implementation across the industrial sector.

Serbia has a high level of alignment with the EU *acquis* on **chemicals**. In 2019, Serbia opened an online platform for registering biocidal products. During the reporting period, there was neither progress on REACH and CLP Regulations¹⁵⁴, nor on the alignment with the *acquis* on animal experiments, asbestos or biocides.

Serbia's level of alignment with EU rules on **noise** is good, though implementation remains at an early stage. Serbia needs to build administrative capacity for drafting strategic noise maps and action plans.

Serbia has some degree of preparation on **CC**, though implementation is at a very early stage. Developments during the reporting period largely came to a standstill, reflecting a lack of political consensus about the urgency to act. Serbia has adopted the climate law. The adoption and implementation of a climate strategy and action plan, which is consistent with the EU 2030 framework for climate and energy policies and which addresses adaptation to CC, is essential for Serbia's future low carbon development. Serbia needs to do more to integrate climate action into all other sectors.

Work on improving GHG inventories and updating Serbia's NDC to the Paris Agreement is progressing. However, the alignment of legislation on monitoring, reporting and verification of GHG emissions in line with the EU emissions trading system and Effort Sharing Regulation is pending. Serbia needs to considerably strengthen its administrative and technical capacity, in particular so it can implement, monitor and report on climate *acquis*. Awareness-raising activities need to be improved and Serbia needs to invest much more into the transition towards green energy, including upgrading outdated infrastructure in order to reduce pollution.

Serbia's Green Fund has yet to become fully operational. Its 2019 financial allocations were not fully used. Its 2020 budget was reduced by 25% to address needs arising from the COVID-19 crisis. Income generated from environmental fees was not earmarked for environmental purposes. This resulted in a diversion of funds for other purposes. Serbia still needs an effective institutional set-up to manage environmental investments. Investment decisions need to be based on feasibility studies and technical designs in line with EU best practice and transparent competitive procurement procedures, ensuring best value for money.

Strengthening the capacities of the judiciary and the **environmental inspectorate**¹⁵⁵ and establishing a track record on implementing the Environmental Crime Directive remain priorities. Some progress can be reported on the implementation of the INSPIRE Directive. Serbia needs to improve the implementation of the polluter pays principle, for example by strengthening capacities at local level to collect environmental fees.

There is some degree of progress in strengthening the policy and legal framework in the areas of **nature protection, environmental quality and industrial processes**¹⁵⁶. Alignment with the EU *acquis* in the field of nature protection, in particular with the Habitats and Birds Directive, remains moderate. In air quality, Serbia has a good level of alignment with the EU *acquis*. However, Serbia needs to enhance implementation of legislation and air quality plans. Regarding waste

¹⁵⁴ REACH is Regulation (EC) No 1907/2006 of the European Parliament and of the Council of 18 December 2006 concerning the Registration, Evaluation, Authorisation and Restriction of Chemicals. ... CLP stands for Regulation (EC) No 1272/2008 on the Classification, Labelling and Packaging of substances and mixtures.

¹⁵⁵ EC (2020): 2020 Communication on EU Enlargement Policy, Serbia 2020 Report.

¹⁵⁶ EC (2020): Annual Report for Serbia. SWD(2020) 352 final, p. 107-109.

management, Serbia has a good level of alignment with the EU *acquis*, though implementation remains at an early stage. The level of alignment with the EU *acquis* on water quality is moderate. Regarding industrial pollution and risk management, alignment with most of the EU *acquis* is at an early stage, including on the Industrial Emissions Directive. Useful interventions have been made¹⁵⁷.

The degree to which cross-cutting issues such as gender equality and youth participation have been integrated into joint EU Env. & CC strategies is variable, partly reflecting the nature of policy dialogue whereby it is difficult to involve civil society politically. Even where there is legislation in place for public consultation e.g., in EIA participation in such consultation can be quite difficult. Even where the impact of the project may be on rural households which rely mainly on agriculture and which may affect women differentially and could be prioritised for mitigation measures.

4.3.2 Broader effects (JC6.2 (environmental quality), JC6.5 (CC Adaptation and civil protection))

4.3.2.1 Capacities to implement environmental and climate change measures

Overall, Serbia has made some progress during the period, mainly on strategic planning.¹⁵⁸ However, as mentioned above, the administrative and financial capacities of the public central and local administration authorities, in particular the Environmental Protection Agency and environmental inspectorates, need to be strengthened. One option is to earmark and utilise income from environmental fees for environmental purposes, building an effective institutional set-up to manage environmental investments and further improving inter-institutional coordination.

In the area of **environmental quality**, non-compliance with water quality standards remains a big concern in some areas, such as the limit for arsenic. The proportion of recycled waste in overall waste management is still low; e.g., 3% for municipal waste. Serbia needs to increase efforts to close its non-compliant landfills and invest in waste reduction, separation and recycling. The remediation of the Belgrade landfill and the construction of a waste-to-energy facility were expected to start in 2020.

Serbia is moderately prepared regarding civil protection¹⁵⁹. Serbia has a strategic framework in place, which is in line with the Sendai Framework for DRR. It consists of a law on DRR and emergency management and a national disaster risk management programme and action plan for 2017-2020. Serbia lacks a strategy for DRR. Some progress was made in the water sector¹⁶⁰ which focussed on capacity development and strengthening of the Serbian water sector institutions under the Ministry of Agriculture, Forestry and Water Management in flood risk mapping.

The capacities of other national stakeholders still require improvement through enhanced contributions to Env. & CC challenges, including public participation (including the role of civil society) in the decision-making process. For instance,¹⁶¹ to increase general environmental and CC awareness and to improve civil responsibility in these areas, support is to be provided for awareness-raising activities and other measures with relevant stakeholders such as energy sector and business communities, agriculture and other interest organisations, schools, municipalities and Civil Society Organisations (CSOs).

The Support to civil protection and disaster resilience strengthening in the Republic of Serbia¹⁶² has an overall objective to contribute to the reduction of vulnerability to disasters and increase the country's resilience to CC. The overall objective is based on the identified gaps in the DRR sector, namely the limited technical capacities and weak cooperation between different stakeholders. The specific objective of the Action is to put in place capacities for emergency management and disaster resilience

¹⁵⁷ EC (2017): EU Reconstruction of Electrostatic Precipitators for Emission Reduction from TPP MORAVA.

¹⁵⁸ EC (2020): Guidelines for the Implementation of the Green Agenda for the Western Balkans.

¹⁵⁹ EC (2020): Support to civil protection and disaster resilience strengthening in the Republic of Serbia: Description of the Action, p.27.

¹⁶⁰ EC (2021): EU-WB/GFDRR Serbia National Disaster Risk Management Programme (TF072528) Annual Progress Report December 2019 - December 2020.

¹⁶¹ EC (2018): Revised Indicative Strategy Paper for Serbia for the period 2014-2020, C(2018) 5064 final, p.34.

¹⁶² EC (2020): Support to civil protection and disaster resilience strengthening in the Republic of Serbia: Description of the Action: p.4.

at national and local level. Flood relief interventions demonstrated good working arrangements¹⁶³ ¹⁶⁴ between the implementing partners, the local municipalities and the local farming communities.

Although the ability to be able to participate in public consultation may have improved, the opportunities to participate have not been made available, e.g., during EIA public consultation. This is partly, during last year, due to COVID-19 constraints. Though how far such constraints have affected participation is not clear¹⁶⁵.

Regarding climate policies, although a comprehensive **cross-sectoral CC strategy and action plan**¹⁶⁶ has been prepared, it is still necessary for the national and local public sector capacities to be developed for policy implementation (including monitoring)¹⁶⁷. National and local public sector capacities need to be developed for policy implementation (including monitoring, particularly in the case for the implementation of the NDC commitments). Specific shortfalls in capacity could include personnel turnover.

4.3.2.2 Broader outcomes

As mentioned above, while there has been some progress in the field of CC with the development and adoption of the NDC 2017, challenges in terms of national and local public sector capacities for policy implementation (including monitoring) are likely to continue, impeding the contributions of supported initiatives to broader outcomes in this area. It is particularly disappointing, given the investment and leadership by the EU in the overall context of **climate change** in Serbia, that an updated NDC has not been prepared by Serbia, especially as COP 26 draws near.

Regarding **Environmental quality**, important challenges persist. Air quality remains generally poor, mainly due to outdated technology, lack of pollution abatement installations, and low EE in existing industry and energy facilities, as well as poor quality of heating fuel used for households. Serbia will need to consolidate integration and geographical coverage of its ambient air quality monitoring systems and adopt and implement cleaner air plans in its conurbations¹⁶⁸. The degree of monitoring, in some aspects, is good¹⁶⁹. The Serbian Environmental Protection Agency (SEPA) collects a lot of data and this is uploaded to their web site, which is easily accessible¹⁷⁰.

Regarding the general processes for **SDG** implementation, the 2020 SDG status suggest that it is on track in only one SDG (1) and either stagnating or moderately improving in most of the others¹⁷¹ ¹⁷². Table 29 below presents trends and an assessment of relevant SDGs.

¹⁶³ EC & ADA (2021): ADA, EU Assistance for Flood relief in Serbia, Rehabilitation of Flood Protection Infrastructure, Semi-Annual Report, June – December 2020.

¹⁶⁴ EC (2020): EU Serbia Floods Rehabilitation Support Final Report 2020.

¹⁶⁵ Interview with EU staff.

¹⁶⁶ EC & GFA Consulting (2016): Climate Strategy and Action Plan, Inception Report, p.1.

¹⁶⁷ Interview with EU staff.

¹⁶⁸ EC (2018): Indicative Strategy Paper for Serbia for the period 2014-2020, (p.30). C(2018) 5064 final.

¹⁶⁹ Interview with EU staff.

¹⁷⁰ Republic of Serbia, Environmental Protection Agency (n.d.). source: <http://www.sepa.gov.rs/>

¹⁷¹ Sustainable Development Solutions Network & Institute for European Environmental Policy (2020): Europe Sustainable Development Report 2020.

¹⁷² It is to be noted that the 2021 SDG status indicates that Serbia is now on track in SDG (1) and SDG (4).

Table 29 SDG assessment and trends in Serbia, 2020

SDG	Rating	Trend*
SDG 7 – Affordable and clean energy	Challenges remain	Moderately improving
SDG 11 – Sustainable cities and communities	Significant challenges remain	Stagnating
SDG 12 – Responsible consumption and production	Significant challenges remain	Trend information unavailable
SDG 13 – Climate action	Challenges remain	Stagnating
SDG 14 – Life below water	Information unavailable	Trend information unavailable
SDG 15 – Life on land	Significant challenges remain	Stagnating

Source: Sustainable Development Report 2020, Country Profiles; * Stagnating = Score stagnating or increasing at less than 50% of required rate; Moderately improving = Score moderately improving, insufficient to attain goal.

4.3.3 Sustainability (JC1.2 and JC6.1- JC6.5)

Typically, sustainability of effects is not integrated into the design of EU interventions. Instead, it is integrated where and as far as possible into processes in the beneficiary ministries so they can continue to support outcomes. Ideally, ex-post evaluations should be undertaken to assess the success of these integrations, but such evaluations seem not to be undertaken routinely¹⁷³. After a project finishes, ex-post Results-Oriented Monitoring (ROM) or “regular” ex-post evaluation can be undertaken, but it is not done systematically. While the selection of projects undertaking ex-post assessments is based on specific criteria for ROM (e.g., whether it is problematic and in what way etc.¹⁷⁴), the reasons for a project to be ultimately subject to such an assessment vary from one case to another. Value also appears to matter. All projects in excess of EUR 5 million are considered for evaluation. There were no obvious examples where ex-post evaluations had been undertaken jointly by the EU Delegation (EUD) and the implementing party. For instance, the EU portfolio is the largest for United Nations Development Programme (UNDP) in Serbia. There has been one project during the period of interest on the migration crisis which finished last year, 2020. No ex-post evaluation is planned, though there was a Final Evaluation¹⁷⁵. It seems that there is an informal look at the project over subsequent years to see how well the outcomes have been sustained. Nothing formally is evaluated, beyond Final Evaluation. The lack of formal process and criteria to assess sustainability has been found to be an overarching issue across EU interventions in Serbia. In contrast, the National IPA Coordinator (NIPAC) Secretariat is in charge of indirect management interventions and an evaluation is undertaken at least one year after all interventions have been implemented and may do it for up to three years afterwards if necessary. NIPAC stated that there are a lot of issues with EU-funded interventions (WWT, potable water plant, landfill) regarding sustainability.

From IPA I (2008 and 2010), it was understood (lesson learned) that projects must be ready for implementation when funding is available (to avoid problems related to land availability, permit delays due to bureaucracy, also weak institutional capacity, coordination within ministries and between municipalities; all of which led to problems of sustainability. Plants were over-sized; funds to operate plants not available when needed. Measures to overcome these were not easy due to their systemic nature and in 2014 a methodology was defined to develop a project pipeline so it could be assessed as it approached maturity, and so when financing would be needed.

NIPAC established a National Investment Committee for planning all investment projects in Environment and Energy. It did not programme IPA funds in 2015 or 2016 to allow it time in order to solve these problems. Programming recommenced in 2017 and there is now better capacity, cooperation/coordination between different levels of Government with the latter having better ownership of those projects now that they fall under indirect management.

¹⁷³ Ibid.

¹⁷⁴ An example of an “ex post” ROM was provided by the EUD (though for a completely different sector, i.e., Health) which provided evidence of poor initial design affecting overall sustainability.

¹⁷⁵ Interview with UN agencies.

4.4 Implementation approaches

4.4.1 Efficiency (JC4.1, JC4.2)

Internal resources mobilised by the EU have been adequate to implement the foreseen assistance in the area of Env. & CC, including to engage in policy dialogue on Env. & CC and to assist Serbia in meeting its *acquis* aspirations¹⁷⁶. There have been no obvious efficiency losses due to duplications between IPA-funded interventions.

Transaction costs, as perceived by various groups of stakeholders (especially national partners), did not seem to be of any major concern. It was felt to be a normal consequence of undertaking the work. Although not tested directly, the more efficient interventions were those where Government used a mix of different resources and financing sources to meet public policy objectives. This varied from sector to sector, though it also depended on whether or not the purpose of the intervention was well matched to the capacity of the beneficiary.

However, there was a wide range of reasons for observed inefficiencies e.g., i) some interventions were inefficient because small amounts of financial assistance were overwhelmed by much larger, hidden, administrative costs; ii) poor quality of TA provided; iii) the length of the procurement processes; iv) high turnover of consultants; v) repetition of activities due to failures in achieving initial objectives; vi) failures to match international assistance interventions with national priorities¹⁷⁷.

The EU has provided accessible operational guidance and useful training/coaching on Env. & CC for its staff. It has been very active in policy and political dialogue related to Env. & CC since 2014, especially since the 2014 Floods. It has had the capacity to substantially influence country/regional level dialogue related to Env. & CC. It was able to bring the municipal authorities and national government into an effective implementation team. EU MS expect the EU (esp. the EUD) to be in front. What is clear is that during the evaluation period the central and local administrations' initial lack of capacity for strategic design, planning, permitting, inspection, enforcement, monitoring, and project management of large investment projects has been improving. Whilst in the past this has resulted in delays with procurement and implementation of EU-funded investment projects, the situation has now improved. However, it is still necessary to allocate substantial assistance for project preparation facilities by the central and local government to prepare investment projects, especially in environment, transport and energy sectors¹⁷⁸.

The mix of modalities used in Serbia has adequate to pursue the objectives of the assistance strategy in the area of Env. & CC. Figure 15 presents the main modalities used for Env. & CC contracts in Serbia since 2014.

However, overall, implementation of IPA programming has been very slow. The Ministry of European Integration (MEI) is the official counterpart (yet appears to be the least pro-EU entity in Government) so MEI captures the process and slows it down by not informing line ministries and selecting some targets that they want financed. It appears not to be a systematic process¹⁷⁹. The WBIF process is also very slow reflecting capacity constraints on the side of Government (state company or municipality) and also because of the rules that have to be followed¹⁸⁰.

¹⁷⁶ Interview with EU staff.

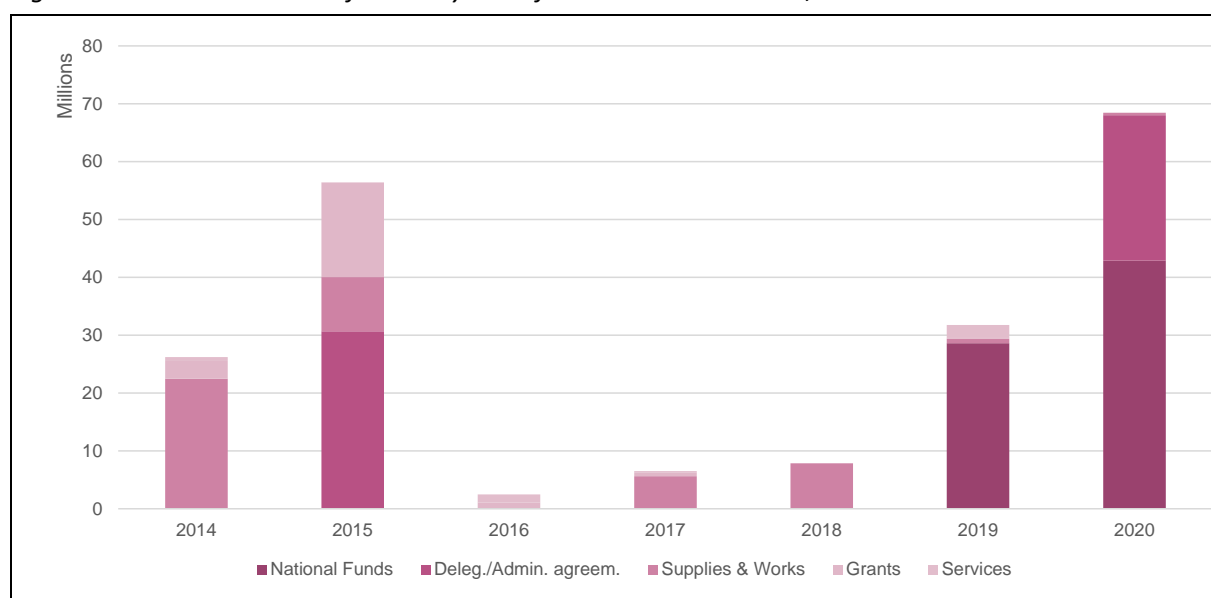
¹⁷⁷ Interview with beneficiary. Strategic, country-level evaluation of the EU's cooperation with Serbia over the period 2012-2018.

¹⁷⁸ EC (2014): Indicative Strategy Paper for Serbia for the period 2014-2020, p.14.

¹⁷⁹ Interview with donor.

¹⁸⁰ Ibid.

Figure 15 Overview of modality used for Env. & CC contracts, 2014-2020



Source: Particip, based on CRIS data

4.4.2 Coordination and linkages with other donors (JC3.1, JC3.2)

There is good coordination and linkage with other donors, particularly FAO and UNDP, though even they consider that the EUD is too bureaucratic in approach, language and procedures which does not help when newcomers (such as Agence Française de Développement (AFD)) are trying to understand the bureaucracy. In the media, EUD refers to Chapter 27 but no one understands this; this does not promote values of EU. The situation is improving but still needs to be more people-oriented when outward facing.

EU support that has been delivered through international organisations has not resulted in loss of EU visibility¹⁸¹. The strategy has been to push visibility more to recognise EU contribution (KfW and EBRD have taken some prestige away from the EU in the media in the past). Visibility could be higher especially when finance is from the WBIF. The EU Information Centre also plays a role (though not always implemented when via WBIF)¹⁸².

Generally, coordination is more effective when donor project managers have direct contact with counterparts in EUD. During the programming phase the coordination is not as good though, as the process is not open and too focussed on bureaucratic goals e.g., consultation as an obligation that has to be done rather than being a genuine exchange of ideas or views¹⁸³. The donor coordination by MEI needs further EU leadership as it is rather cumbersome and slow. There is nothing systematic, though this may change now with the Team Europe approach. However, this is up to the EUD to undertake this¹⁸⁴.

The EUD could provide more leadership but the challenge is that neither donors nor the EU is in charge of the Sector Working Groups (SWG) which are not overly effective since they are convened by ministries. It is hoped this will be addressed by MEI in the future. Additionally, more leadership is needed on EU Better Together, although this is complicated by the political landscape and impending elections. The EU needs to step up “on this good opportunity”¹⁸⁵.

A good example is the SWG convened by MEI for the energy sector. It was established to further strengthen inter-institutional cooperation and is responsible to ensure efficient coordination of activities related to programming of EU funds and to propose relevant measures and activities in the

¹⁸¹ Interview with EU staff.

¹⁸² Ibid.

¹⁸³ Ibid.

¹⁸⁴ Interview with EU MS/EFIs.

¹⁸⁵ Interview with EU MS/EFIs.

energy sector. The SWG for the energy sector includes the following institutions: Ministry in charge of Energy as lead national institution, MEI as coordinator of international development assistance, ministries in charge of Environment, Finance, Construction, transport and infrastructure, and the Standing Conference of Towns and Municipalities. Apart from the national authorities, the members of the SWG are representatives of the international development community with KfW (Germany) as the lead (supporting) donor, the EUD, other donors and IFIs, as well as CSO representatives as required¹⁸⁶.

¹⁸⁶ Interview with EU staff.

4.5 Annexes

4.5.1 Annex 1: List of persons consulted

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
EU		
AVIGNON, Antoine	(EU) EUD Serbia	Programme Manager (Environment and Climate Action)
VUCKOVIC-KRCMAR, Maja	(EU) EUD Serbia	Medical Advisor – Programme Officer – EU policies / Horizontal coordination and Health – DMO
CADILLA, Jordi	(EU) EUD Serbia	Programme Manager (Environment)
AFENTOULIDIS, Spyros	(EU) EUD Serbia	Project Manager (Civil Protection and DRR)
ILJEVSKI, Boris	(EU) EUD Serbia	Project Manager (Energy)
ZIVADINOVIC, Bojan	(EU) EUD Serbia	Evaluation Coordinator EU policies / Horizontal coordination
SAGER, Ingrid	(EU) DG NEAR.D.2	Desk Officer (for Chapter 27)
NOHEJL, Marek	(EU) DG NEAR.D.2	Desk Officer (for IPA II for Serbia)
Other Stakeholders		
LEBOVICS Maxime	AFD	Deputy Director and Programme Manager
CEPERKOVIC, Jelena	EBRD	Associate Director, Senior Banker
HICKEY, Paul	EIB	Economist
REUTERSWÄRD, Ida	Embassy of Sweden	First Secretary Development Cooperation
DIMOVSKI, Mihail	Environment Partnership Programme for Accession	Team Leader
LUCZYNSKI, Tomasz	Environment Partnership Programme for Accession	Project Manager
MENTOV, Aleksandar	FAO	National Programme Coordinator
KOZHUHAROVA, Gordana	FAO	Regional Officer (responsible for Western Balkans)
STARR, Carolina	FAO	Agricultural Officer (Regional also DRR and EU Programming)
HERRANZ, Magali	FAO	Programme Management and Resource Mobilisation Specialist
HARTMANN, Ruediger	KfW	Country Manager
MILIĆ, Nataša	Ministry of Agriculture, Forestry and Water Management	Acting Director
DOKIC, Sandra	Ministry of Environment	Assistant Minister
MEHANDZIC, Dragana	Ministry of Environment	Senior Advisor, Group for implementation and monitoring of EU funded projects
SPASIC, Tijana	Ministry of Environment	Adviser
GOJKOVIĆ, Dejan	Ministry of European Integration	Head of Division for Monitoring and Reporting on EU Funds and Development
PETROVIĆ, Tanja	Young Researchers of Serbia	Executive Director
GVOZDENOVIĆ, Milka	Young Researchers of Serbia	Coordinator for Environmental Projects
JACOB, Françoise	UNDP	UN Resident Coordinator in Serbia
PICKUP, Francine	UNDP	Programme Manager
TADIC, Miroslav	UNDP	Programme Manager

4.5.2 Annex 2: List of documents

4.5.2.1 EU Strategy Programming

- EC (2020): Guidelines for the Implementation of the Green Agenda for the Western Balkans.
- EC (2018): Revised Indicative Strategy Paper for Serbia for the period 2014-2020. C(2014)5872.

- EC (2016): Climate Strategy and Action Plan, Republic of Serbia
- EC (2014): Indicative Strategy Paper for Serbia for the period 2014-2020. C(2014)5872.
- EC (2013): Implementation of the National Judicial Reform Strategy for the period 2013-2018
- EU (2019): COM(2019)640 The European Green Deal.
- EU (2018): New European Consensus on Development - 'Our world, our dignity, our future'.

4.5.2.2 EU Reporting

- EC (2020): Annual Report for Serbia. SWD (2020) 352 final.
- EC (2020): 2020 Communication on EU Enlargement Policy, Serbia 2020 Report.
- EC (2014): Serbia Progress Report.
- EUD to Serbia (2014 to 2020): External Assistance Management Reports (EAMR).

4.5.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the following projects:

- (2019 IPA) EU Support to civil protection and disaster resilience strengthening in the Republic of Serbia (CRIS reference: C-415529)
- (2018 IPA) EU Climate Strategy and Action Plan (CRIS reference: C-375531)
- (2018 IPA) EU for Environment and Climate Action (CRIS reference: P-41527.5)
- (2017 IPA) EU Support to the Environment Sector (CRIS reference: P-40499.5)
- (2016 IPA) EU for Serbia – Continued support to implementation of Chapter 27 in the area of nature protection (NATURA 2000) (CRIS reference: C-406420)
- (2015 IPA) EU Development of the Transport Sector (CRIS reference: P- 38442.7)
- (2014 IPA) EU Reconstruction of Electrostatic Precipitators for Emission Reduction from TPP Morava – Re-launch in the republic of Serbia (CRIS reference: C-376240)
- (2014 IPA) EU Support for the Reconstruction of the Road Structures affected by the Floods in Serbia Project (CRIS reference: C-371849)
- (2014 IPA) EU–WB/GFDRR Serbia National Disaster Risk Management Programme (CRIS reference: C-369875)
- (2013 IPA) Twinning Support to Waste Management Policy
- (2013 IPA) Water supply, wastewater collection & treatment construction project for the city of Raška¹⁸⁷
- (2010 IPA) Technical Assistance for the Hazardous Waste Management Facility (CRIS reference: C-250482)

4.5.3.1 Other

- Climate Watch (n.d.): Serbia. <https://www.climatewatchdata.org/countries/SRB>
- Energy Community (n.d.): Contracting Parties' reports. <https://www.energy-community.org/documents/parties.html>
- FAO (n.d.). Serbia – Country Profiles. FOALEX Database. <http://www.fao.org/faolex/country-profiles/general-profile/en/?iso3=SRB>

¹⁸⁷ The intervention was initially not included in the selection that was made by the team for this case study because the contract year of the intervention was before 2014. However, after consultation with the EUD and taking into account the actual start date and implementation period of the intervention (which are fully within the period under review for this evaluation), it was decided to include this intervention in the case study.

- Grantham Research Institute on CC and the Environment (n.d.): Laws and policies, Serbia. https://climate-laws.org/legislation_and_policies?geography%5B%5D=157
- Republic of Serbia (2017): INDC of the Republic of Serbia.
- Republic of Serbia (2013): The Second EE Action Plan of the Republic of Serbia for the Period from 2013 to 2015
- Republic of Serbia (2010): The First EE Plan of the Republic of Serbia for the Period from 2010 to 2012
- Republic of Serbia, Ministry of Agriculture and Environmental Protection (2016): First Biennial Update Report of the Republic of Serbia under the United Nations Framework Convention on CC.
- Republic of Serbia, Ministry of Environmental Protection (2017): Second National Communication of the Republic of Serbia under the United Nations Framework Convention on CC.
- Republic of Serbia, Ministry of Environment and Spatial Planning (2013): Biodiversity Strategy of the Republic of Serbia for the Period 2011-2018.
- Republic of Serbia, Ministry of Environment and Spatial Planning (2010): Initial National Communication of the Republic of Serbia under the United Nations Framework Convention on CC.
- Sustainable Development Solutions Network & Institute for European Environmental Policy (2020): Europe Sustainable Development Report 2020.
- Sustainable Development Report (2021): Serbia, SDG Dashboards and Trends. <https://dashboards.sdgindex.org/profiles/serbia>

4.5.4 Annex 3: List of main EU-funded interventions in the area of Env. & CC

4.5.4.1 Serbia

4.5.4.1.1 Inventory based on screening of Annual Action Programme (AAPs)

Table 30 List of Env. & CC actions decided under IPA I and II AAP since 2011, Serbia

IPA	Intervention	Started (y/n)
IPA II		
2020	Nothing explicit on Env. & CC or Energy	-
2019	IPA 2019/042-259 & 042-261/4/EU for Civil Protection	No
2018	IPA 2018/041-280/5/Serbia/EU for Environment and Climate Action	No
2017	IPA 2017/040497.05/RS/EU support to the Environment Sector IPA 2017/040497.06/RS/EU support to the Energy Sector	Yes
2016	Nothing explicit on Env. & CC or Energy	-
2015	Nothing explicit on Env. & CC or Energy	-
2014	IPA 2014/032799.06/RS/ Support to the Energy sector	No
IPA I		
2013	IPA 2013/023621.09/RS/ Environment and Climate Change IPA 2013/023621.10/RS/ Energy	No No
2012	IPA 2012/022967.08/RS/ Strengthening system of Environmental Protection and Climate Change IPA 2012/022967.09/RS/ Support to improvement of EE	Yes Yes (but mostly out of scope)
2011	IPA 2011/022585.16/RS/ Construction of Waste Water Treatment Facilities IPA 2011/022585.17/RS/ Municipal Environmental Grant loan Investment programme IPA 2011/022585.19/RS/ Capacity Building for the Energy Agency	Yes Yes Yes (but mostly out of scope)

4.5.4.1.2 Inventory based on CRIS and WBIF data

Table 31 List of Env. & CC interventions under IPA since 2011, Serbia

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment (CRIS reference)
IPA bilateral programming (IPA II)							
EU for Civil Protection and Disaster Resilience Strengthening	10,000,000			2019 (Dec. Y)			D-42261
		EU for Serbia: Support to civil protection and disaster resilience strengthening in the Republic of Serbia	Ongoing	2020	9,869,997	UNDP	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment (CRIS reference)</i>
EU for Environment and Climate Action (IPA 2018)	61,915,000			2018 (Dec. Y)			D-41280
		<i>(no contract yet)</i>	N/A				
EU Support to the Environment Sector (IPA 2017)	28,600,000			2017 (Dec. Y)			D-40499
		Country Action Programme Serbia IPA 2017 - Environment	Ongoing	2019	28,600,000	GoSerbia	
Special measure for the floods - Serbia part	72,000,000			2014 (Dec. Y)			D-37788
		Rehabilitation of Flood Protection Infrastructure (RFPI)	Ongoing	2015	19,000,000	EU MS (Austrian Development Agency)	
		EU Support for the Reconstruction of the Road Structures affected by the Floods in Serbia	Ongoing	2015	10,474,947	UNOPS	
		Serbian National Disaster Risk Management Program Single-Donor Trust Fund	Ongoing	2015	6,150,000	WB (IBRD)	
		Serbia Floods Rehabilitation Support - Emergency works project - Flood Protection System - Macvač LOT2 - West Zone	Ongoing	2018	4,287,434	private firm (Drava Vodnogospodarsko Podjetje Ptuj D.D.)	
		Serbia Floods Rehabilitation Support - Emergency works project - Flood Protection System - Macvač	Ongoing	2017	4,918,999	private firm (Water Management Company Jugokop-Podrinje Doo Sabac)	
		Supporting Recovery of Households and Local Economies in Serbia affected by severe floods in May and September 2014	Ongoing	2015	3,487,278	CSO (Danski Flygtningehjælp Forening)	
		EU Assistance on flood relief in Serbia, phase II	Closed	2015	2,677,479	CSO (Help - Hilfe zur Selbsthilfe)	
		EU assistance on flood relief in Serbia - phase II	Closed	2015	747,470	UNOPS	
		Mobile drinking water treatment plants	Ongoing	2018	310,988	private firm (Emwg SRL)	
		Mobile drinking water treatment plants: LOT 2 Vehicles	Ongoing	2018	159,200	private firm (Unit Export Ltd.)	
		Equipment and vehicles for the sector of emergency management -lot1	Closed	2017	145,712	Other (PREDUZECE ZA TRGOVINU I USLUGE HITAUTO DOO)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment (CRIS reference)</i>
		Agriculture and Food Security Emergency assistance to flood affected small-scale farmers in Serbia	Closed		1,454,787	UN agencies (FAO)	
		Continuous support in housing reconstruction and economic revitalisation of flood-affected areas in Serbia	Closed		3,266,212	private firm (ARBEITER-SAMARITER-BUND DEUTSCHLAND EV)	
IPA bilateral programming (IPA I post 2011)							
Strengthening system of Environmental Protection and CC	55,150,000			2012 (Dec. Y)			D-22967
		Construction of the Regional Waste Management Center for Subotica District	Ongoing	2014	14,891,168	private firm (IBI IDROBIOIMPIANTI SPA)	
		Improvement of air quality through reduction in dust emissions from Thermal Power Plant Morava - RE-LAUNCH	Closed	2015	4,383,782	private firm (RAFAKO SA)	
		Construction of Transfer Stations, including supply of equipment and transport fleets - Regional Waste Management Center Subotica	Closed	2015	3,390,431	private firm (MONTAZNO-PROIZVODNO PREDUZECE JEDINSTVO ZA IZRADU I MONTAZU TERMO I HIDRO INSTALACIJA I POSTROJENJA AKCIONARSKO DRUSTVO SEVOJNO)	
		Establishment of an integrated environmental monitoring system for air and water quality - Lot 2	Closed	2014	1,484,661	private firm (GLOBE CORPORATION BV)	
		Establishment of an integrated environmental monitoring system for air and water quality- Lot 1- Supply of ICT Equipment and Software for Air Quality Monitoring System	Closed	2014	103,800	MIZMA IGBOS DOO BELGRADE (SAVSKI VENAC)	
		Establishment of an integrated environmental monitoring system for water quality - 12SER01/08/41	Closed	2015	16,100	SLOBODNIK	
		Supplies for Implementation of Natura 2000 and CITES-Lot 2: Natura 2000 GIS software	Closed	2015	193,650	private firm (DRUSTVO ZA KONSALTING INZENJERING I ZASTUPANJE U OBLASTI GEOGRAFSKIH INFORMACIONIH SISTEMA GDI GISDATA DOO BEOGRAD)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment (CRIS reference)</i>
		Supplies for Implementation of Natura 2000 and Cites. Lot 1: Natura 2000 ICT Equipment. 12SER01/08/22	Closed	2015	96,100	private firm (LADKANI OFFICE SOLUTIONS SAL)	
		Services for the Preparation of Technical Specifications for Supply contract "Joint Forest fire monitoring and suppression in Western Serbia"	Closed	2015	30,924	private firm (DAI GLOBAL UK LTD)	
		Payment of compensation and interest of contract 2010/255-662	Closed	2019	321,528	Other (VROMANS)	
		<i>Various contracts related to capacity building and monitoring</i>			>300,000		
Municipal Environmental Grant-Loan Investment Programme	19,100,000			2011 (Dec. Y)			D-22585
		Addendum 3 - Technical assistance for the municipal infrastructure support programme	Closed	2014	700,000	private firm (EPTISA SERVICIOS DE INGENIERIA SL)	
Construction of Waste Water Treatment Facilities	15,000,000			2011 (Dec. Y)			D-22585
		Construction of Waste Water Treatment Facilities in TPP Nikola Tesla A, Serbia	Closed	2014	5,994,341	other (ESOTECH DRUZBA ZA RAZVOJ IN IZVAJANJE EKOLOSKIH IN ENERGETSKIH PROJEKTOV DD)	
WBIF		Project code					
WBIF - Flood Risk Management Programme for Central Serbia		PRJ-SRB-ENV-018			250,000,000	EBRD	
WBIF - West Morava and Tamis Sub-River Basins Infrastructure Programme for Integrated Water Management		PRJ-SRB-ENV-009			112,900,000	EIB	
WBIF - Water Supply and Waste Water Treatment in Medium-Sized Municipalities in Serbia VI		PRJ-SRB-ENV-007			100,275,000	EU MS (KFW)	
WBIF - Novi Sad Wastewater Treatment Plant (WWTP)		PRJ-SRB-ENV-004			61,300,000	EIB	
WBIF - Batajnica Wastewater Facilities		PRJ-SRB-ENV-005			57,816,000	EBRD	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment (CRIS reference)</i>
WBIF - Wastewater Collection and Treatment for the Municipalities of Vranje and Uzice		PRJ-SRB-ENV-001			48,900,000	EU MS (KFW)	
WBIF - Medium-sized Towns Water Supply and Sewerage Systems in Serbia		PRJ-SRB-ENV-002			48,500,000	EU MS (KFW)	
WBIF - Water supply, wastewater collection and sludge management in Subotica		PRJ-SRB-ENV-003			24,640,000	EBRD	
WBIF - Struganik dam on river Ribnica for territory of Mionica		PRJ-SRB-ENV-016			22,500,000	EBRD	
WBIF - Upgrade of Makis Water and Wastewater Treatment Facilities		PRJ-SRB-ENV-006			19,390,865	EBRD	
WBIF - Development and Implementation of Integrated Torrential Floods and Erosion Protection Measures, Works and Structures Based on a Green Solution in Krupanj Pilot Area, Jadar River Basin		PRJ-SRB-ENV-023			12,670,000	EU MS (AFD)	
WBIF - Serbia, Greening the Public Sector - Rehabilitation of the VMA Hospital: Technical Assistance for Project Preparation and Implementation		WB23-SRB-SOC-01			5,000,000	EU MS (KFW)	
WBIF - Medium-sized Towns Water Supply and Sewerage Systems		MW-SER-ENV-CEB;KFW-01			3,000,000	EU MS (KFW)	
WBIF - Upgrade of Makis Water and Wastewater Treatment Facilities		WB-IG02-SRB-ENV-01			2,940,865	EBRD	
WBIF - Serbia, Water Supply and Wastewater Treatment in Medium-sized Municipalities VI: Feasibility Studies, EIAs, Detailed Designs, Tender Dossiers		WB18-SRB-ENV-01			2,400,000	EU MS (KFW)	
WBIF - Construction of collectors II & VII and water well in Subotica and preparation of tech.docs. for sludge management		WB6-SER-ENV-03			2,040,000	EBRD	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment (CRIS reference)</i>
WBIF - Serbia, Flood Risk Management Programme for Central Serbia: Flood Risk Management Plan, Strategic Environmental Assessment		WB21-SRB-ENV-03			1,300,000	EBRD	
WBIF - EE Programme in public buildings – Serbia EEP		WB8-SER-ENE-11			1,300,000	EU MS (KFW)	
WBIF - Serbia, West Morava and Tamiš Sub-river Basins, Infrastructure Programme for Integrated Water Management: Pre-feasibility Studies, Conceptual Designs		WB18-SRB-ENV-02			1,200,000	EIB	
WBIF - Central Wastewater Treatment Facility in Novi Sad		WB15-SRB-ENV-01			1,000,000	EIB	
WBIF - Post-earthquake housing reconstruction in Kraljevo		WB10-SER-SOC-01			880,000	CEB	
WBIF - Preparation of technical documentation for the major Batajnica sewerage system facilities with WWTP		WB13-SER-ENV-01			850,000	EBRD	
WBIF - Serbia, Construction of the Struganik Dam: Feasibility Study, ESIA, Preliminary Design		WB21-SRB-ENV-02			800,000	EBRD	
WBIF - EE in Public Buildings - Education Facilities: Extended TA Support for the Implementation and Management of the Project		WB17-SRB-ENE-02			800,000	EU MS (KFW)	
WBIF - Serbia, Development and Implementation of Integrated Torrential Floods and Erosion Protection Measures, Works and Structures Based on a Green Solution in Krupanj Pilot Area, Jadar River Basin: Conceptual Solution, Feasibility Study, ESIA, Preliminary Design		WB23-SRB-ENV-01			770,000	EU MS (AFD)	
WBIF - Subotica Biomass-fired Cogeneration Plant		WB10-SER-ENE-01			600,000	EU MS (KFW)	
WBIF - Feasibility Study for Collection and Treatment of Wastewater in the Municipality of Vranje and Uzice		TA-SER-17			500,000	EU MS (KFW)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment (CRIS reference)</i>
WBIF - Post-earthquake Housing Reconstruction in Kraljevo		WB15-SRB-SOC-01			300,000	CEB	
WBIF - Serbia, EE Renovation Programme of Central Government Buildings: PIU Support		WB21-SRB-ENE-02			300,000	CEB	
WBIF - Municipal Water - Novi Sad Municipality		TA3-SER-ENV-01			300,000	EIB	
Other contracts							
<i>AAP 2018 Serbia - Objective 2 - Environment, energy and climate action</i>		AAP 2018 Serbia - Objective 2 - Environment, energy and climate action	Ongoing	2020	42,915,000	GoSerbia	D-41527
<i>EU for Serbia Ć Continued support to implementation of Chapter 27 in the area of nature protection (NATURA 2000)</i>		EU for Serbia Ć Continued support to implementation of Chapter 27 in the area of nature protection (NATURA 2000)	Ongoing	2016 (Dec. Y) / 2019 (Ctr. Y)	1,589,100	private firm (EPTISA SOUTHEAST EUROPE DRUSTVO SAOGRANICENOM ODGOVORNOSCU BEOGRAD (VRACAR))	D-39801
<i>Climate Strategy and Action Plan for the Republic of Serbia (EuropeAid/135966/DS/SER/RS)</i>		Climate Strategy and Action Plan for the Republic of Serbia (EuropeAid/135966/DS/SER/RS)	Ongoing	2014 (Dec. Y) / 2016 (Ctr. Y)	1,301,892	private firm (GFA CONSULTING GROUP GMBH)	D-37840;40497
<i>Strengthening the capacity of the sector for emergency management in the field of unexploded ordnance (UXO) and other hazardous materials</i>		Strengthening the capacity of the sector for emergency management in the field of unexploded ordnance (UXO) and other hazardous materials	Closed	2011 (Dec. Y) / 2015 (Ctr. Y)	793,240	DRUSTVO ZA PROIZVODNJU, TRGOVINU IPRUZANJE USLUGA ADVERTOUT DOO BEOGRAD (PALILULA)	D-22431
<i>Extension of Wastewater treatment and sewage collection project Veliki Backi Kanal Ć Kula and Vrbas municipalities. Central Waste Water Treatment Plant (CWWTP) Water Line</i>		Extension of Wastewater treatment and sewage collection project Veliki Backi Kanal Ć Kula and Vrbas municipalities. Central Waste Water Treatment Plant (CWWTP) Water Line	Ongoing	2016 (Dec. Y) / 2018 (Ctr. Y)	565,529	private firm (OTV FRANCE SNC)	D-39801
<i>Addendum Nr 8 to Works contract CRIS 2010/257-591 & addenda (Construction of Vrbas-Kula CWWTP - Water Line)</i>		Addendum Nr 8 to Works contract CRIS 2010/257-591 & addenda (Construction of Vrbas-Kula CWWTP - Water Line)	Ongoing	2020	329,519	private firm (OTV FRANCE SNC*)	D- 39801
<i>Joint forest fire monitoring and suPpression in Western Serbia, Serbia. Lot 2 : Fire fighting vehicle (Fire Truck)</i>		Joint forest fire monitoring and suPpression in Western Serbia, Serbia. Lot 2 : Fire fighting vehicle (Fire Truck)	Closed	2011 (Dec. Y) / 2015 (Ctr. Y)	247,764	private firm (AVTO ENGINEERING HOLDING GROUP OOD)	D-22393

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment (CRIS reference)</i>
<i>Addendum 2 to 257-591 Waste water treatment and sewage collection project Veliki Backi Kanal Ć Kula and Vrbas municipalities. Central Waste Water Treatment Plant (CWWTP)</i>		Addendum 2 to 257-591 Waste water treatment and sewage collection project Veliki Backi Kanal Ć Kula and Vrbas municipalities. Central Waste Water Treatment Plant (CWWTP)	Ongoing	2015 (Dec. Y) / 2017 (Ctr. Y)	239,108	private firm (OTV FRANCE SNC)	D-38441
<i>Addendum 3 to 281-538 Waste Water Treatment Project - Sabac</i>		Addendum 3 to 281-538 Waste Water Treatment Project - Sabac	Closed	2015 (Dec. Y) / 2017 (Ctr. Y)	187,895	private firm (HOCHTIEF SOLUTIONS AG)	D-38441
<i>Supervision of Construction of Subotica regional waste management center</i>		Supervision of Construction of Subotica regional waste management center	Ongoing	2014 (Dec. Y) / 2017 (Ctr. Y)	180,279	private firm (CONSULGAL - CONSULTORES DE ENGENHARIA E GESTAO SA)	D-37840
<i>Supervising Engineer for construction of WWTP Nikola Tesla A</i>		Supervising Engineer for construction of WWTP Nikola Tesla A	Closed	2014 (Dec. Y) / 2016 (Ctr. Y)	152,796	private firm (APPLICATION EUROPEENNE DE TECHNOLOGIES ET DE SERVICES)	D-37840
<i>Simple, innovative and environmental desirable solutions for flood protection in 5 Municipalities linked by common problems and joint vision - SAFE & GREEN</i>		Simple, innovative and environmental desirable solutions for flood protection in 5 Municipalities linked by common problems and joint vision - SAFE & GREEN	Ongoing	2013 (Dec. Y) / 2017 (Ctr. Y)	108,751	LocAuth. (OPSTINA POZEGA)	D-23622
<i>Disaster Resilience Strengthening</i>		Disaster Resilience Strengthening	Closed	2015 (Dec. Y) / 2017 (Ctr. Y)	82,339	private firm (DT GLOBAL IDEV EUROPE S.L)	D-38441
<i>Addendum Nr 6 to WWTP Vbras-Kula - Sludge Line (CRIS 2012/285-529 & 2017/389-620 & 2018/397-746 & 2019/413-210)</i>		Addendum Nr 6 to WWTP Vbras-Kula - Sludge Line (CRIS 2012/285-529 & 2017/389-620 & 2018/397-746 & 2019/413-210)	Ongoing	2020	70,000	private firm (AKTOR TECHNICAL AE*)	D-39801
<i>Addendum Nr 3 to contract 2018/397-693 [& 2019/410-118]</i>		Addendum Nr 3 to contract 2018/397-693 [& 2019/410-118]	Ongoing	2020	53,810	private firm (EPTISA SERVICIOS DE INGENIERIA SL*)	D- 39801
<i>Technical Assistance for preparation of ToR for the project " Continued support to implementation of chapter 27 in the area of Nature Protection"(Natura 2000 II)</i>		Technical Assistance for preparation of ToR for the project " Continued support to implementation of chapter 27 in the area of Nature Protection"(Natura 2000 II)	Closed	2014 (Dec. Y) / 2017 (Ctr, Y)	41,632	private firm (DT GLOBAL IDEV EUROPE S.L)	D-37840

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment (CRIS reference)</i>
<i>Strengthening the capacity of the sector for emergency management in the field of unexploded ordnance (UXO) and other hazardous materials. Lot 2 Clothing, Personnel Protective equipment, Miscellaneous.</i>		Strengthening the capacity of the sector for emergency management in the field of unexploded ordnance (UXO) and other hazardous materials. Lot 2 Clothing, Personnel Protective equipment, Miscellaneous.	Closed	2011 (Dec. Y) / 2015 (Ctr. Y)	39,077	DRUSTVO ZA PROIZVODNJU, TRGOVINU IPRUZANJE USLUGA ADVERTOUT DOO BEOGRAD (PALILULA)	D-22431
<i>Engineering Technical Assistance to the EU Delegation to Serbia in the Environmental Infrastructure (wastewater treatment) sector</i>		Engineering Technical Assistance to the EU Delegation to Serbia in the Environmental Infrastructure (wastewater treatment) sector	Ongoing	2020	14,960	Personal Data	Not available
<i>Joint forest fire monitoring and suppression in Western Serbia, Serbia. Lot 3 : Specialised equipment and hand tools</i>		Joint forest fire monitoring and suppression in Western Serbia, Serbia. Lot 3 : Specialised equipment and hand tools	Closed	2011 (Dec. Y) / 2015 (Ctr. Y)	14,105	private firm (PRIVREDNO DRUSTVO ZA PROIZVODNJU INZENJERING I MARKETING BEXING DRUSTVO SA OGRANICENOM ODGOVORNOSCU, RUSANJ)	D-22393
<i>Addendum Nr 5 to contract 2018/397-693 [& 2019/410-118 & 2020/416-234]</i>		Addendum Nr 5 to contract 2018/397-693 [& 2019/410-118 & 2020/416-234]	Ongoing	2020	12,834	private firm (EPTISA SERVICIOS DE INGENIERIA SL*)	D-40497
<i>Services for the Preparation of Technical Specifications for Supply contract "Joint Forest fire monitoring and suppression in Western Serbia"</i>		Services for the Preparation of Technical Specifications for Supply contract "Joint Forest fire monitoring and suppression in Western Serbia"	Ongoing	2015 (Dec. Y) / 2017 (Ctr. Y)	5,000	LANEVE	D-38441
Other contracts							
<i>Provision of housing reconstruction and economic revitalisation to most vulnerable flood-affected families in Serbia</i>		Provision of housing reconstruction and economic revitalisation to most vulnerable flood-affected families in Serbia	Closed	2012 (Dec. Y) / 2014 (Ctr. Y)	2,903,442	private firm (ARBEITER-SAMARITER-BUND DEUTSCHLAND EV)	D-346964
<i>Emergency Response – NOW (ERNOW)</i>		Emergency Response – NOW (ERNOW)	Closed	2012 (Dec. Y) / 2016 (Ctr. Y)	449,636	private firm (OPSTINA SID)	D-377732
<i>Flood protection infrastructure restoration and development of cross-border system for protecting people and natural assets from floods - ForestFlow</i>		Flood protection infrastructure restoration and development of cross-border system for protecting people and natural assets from floods - ForestFlow	Closed	2012 (Dec. Y) / 2016 (Ctr. Y)	588,871	private firm (JAVNO PREDUZACE VOJVODINASUME, PRETROVARADIN)	D-376802

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment (CRIS reference)</i>
<i>Flood Defence System in Cross Border Area Serbia-Bosnia and Herzegovina</i>		Flood Defence System in Cross Border Area Serbia-Bosnia and Herzegovina	Ongoing	2013 (Dec. Y) / 2017 (Ctr. Y)	487,218	LocAuth (CITY OF UZICE)	D-387271
<i>Addendum 3 to 257-591 Waste water treatment and sewage collection project Veliki Backi Kanal – Kula and Vrbas municipalities. Central Waste Water Treatment Plant (CWWTP)</i>		Addendum 3 to 257-591 Waste water treatment and sewage collection project Veliki Backi Kanal – Kula and Vrbas municipalities. Central Waste Water Treatment Plant (CWWTP)	Ongoing	2014 (Dec. Y) / 2017 (Ctr. Y)	618,971	private firm (OTV FRANCE SNC)	D-388407
<i>Extended Supervision of Vrbas-Kula Waste Water Treatment Plant (Addendum Nr 1 to contract 2018/397-693)</i>		Extended Supervision of Vrbas-Kula Waste Water Treatment Plant (Addendum Nr 1 to contract 2018/397-693)	Ongoing	2017 (Dec. Y) / 2019 (Ctr. Y)	149,676	private firm (EPTISA SERVICIOS DE INGENIERIA SL)	D-410118
<i>Addendum 5 to WWTP Vbras-Kula - Sludge Line (CRIS 2012/285-529 & 2017/389-620 & 2018/397-746)</i>		Addendum 5 to WWTP Vbras-Kula - Sludge Line (CRIS 2012/285-529 & 2017/389-620 & 2018/397-746)	Ongoing	2017 (Dec. Y) / 2019 (Ctr. Y)	325,000	private firm (AKTOR TECHNICAL AE)	D-413210
<i>Addendum Nr 7 to Works contract CRIS 2010/257-591 & addenda (Construction of Vrbas-Kula CWWTP - Water Line)</i>		Addendum Nr 7 to Works contract CRIS 2010/257-591 & addenda (Construction of Vrbas-Kula CWWTP - Water Line)	Ongoing	2017 (Dec. Y) / 2019 (Ctr. Y)	425,000	private firm (OTV FRANCE SNC)	D-413167
<i>Supervision services for Handing-over and Defect Liability Period of Subotica Regional Waste Management Center (RWMC)</i>		Supervision services for Handing-over and Defect Liability Period of Subotica Regional Waste Management Center (RWMC)	Ongoing	2016 (Dec. Y) / 2019 (Ctr. Y)	53,780	private firm (CONSULGAL - CONSULTORES DE ENGENHARIA E GESTAO SA)	D-408115

4.5.4.2 IPA Regional

Table 32 List of Env. & CC interventions under IPA since 2014, IPA Regional

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
Other contracts							
<i>Green for Growth Fund (GGF) - Subscription to Shares</i>		Green for Growth Fund (GGF) - Subscription to Shares	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	20,000,000	EUROPEAN INVESTMENT FUND	
<i>Support in the preparation of Terms of Reference in the area of Waste, CC and Energy</i>		Support in the preparation of Terms of Reference in the area of Waste, CC and Energy	Closed		3,399	Other (SPADEVIC)	D-37391

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
<i>Innovative practices in Environmental Protection phase II</i>		Innovative practices in Environmental Protection phase II	Closed		364,401	Other (ZDRUZHENIE CENTAR ZA GRAGJANSKA INICIJATIVA PRILEP)	D-38162
<i>Together for Better Climate in Montenegro</i>		Together for Better Climate in Montenegro	Ongoing		242,040	Other (ZELENI DOM-GREEN HOME UDRUZENJE)	D-38960
<i>Action to Increase Energy and Water Efficiency of Water Supply Service</i>		Action to Increase Energy and Water Efficiency of Water Supply Service	Ongoing		259,604	Other (UDRUZENJE CENTAR ZA ENERGIJU, OKOLINU I RESURSE - CENER 21)	D-38214
<i>BEAR in Mind: Bringing environmental actions for the biodiversity protection across the borders</i>		BEAR in Mind: Bringing environmental actions for the biodiversity protection across the borders	Ongoing		369,145	Other (CENTAR ZA ZASTITU I PROUCAVANJE PTICA UDRUZENJE)	D-38213
<i>Flood prevention for environment protection</i>		Flood prevention for environment protection	Ongoing		501,681	Other (ZDRUZHENIE CENTAR ZA GRAGJANSKA INICIJATIVA PRILEP)	D-38163
<i>Strengthening the participation of the Western Balkans in the work of the European Environment Agency 2020-2021</i>		Strengthening the participation of the Western Balkans in the work of the European Environment Agency 2020-2021	Ongoing		12,75,000	EU Other (EUROPEAN ENVIRONMENT AGENCY)	D-40113
<i>Kukes and Gjakova clean water</i>		Kukes and Gjakova clean water	Ongoing		1,200,000	CSO (WOMENS'S BUSINESS ASSOCIATION SHE ERA)	D-38154
<i>Improving Water Supply Management in Urban and Rural Areas of Kolasin and Rogatica municipalities</i>		Improving Water Supply Management in Urban and Rural Areas of Kolasin and Rogatica municipalities	Ongoing		486,661	LocAuth (MUNICIPALITY OF ROGATICA)	D-41460
<i>Y O U t h d r i v e - Program for raising awareness on proper waste management and empowering legislators for taking action</i>		Y O U t h d r i v e - Program for raising awareness on proper waste management and empowering legislators for taking action	Ongoing		232,530	CSO (UDRUGA ZA RAZVOJ OKOLIS I KULTURU EKO ZH)	D-38214
<i>EU4 Energy Transition: Covenant of Mayors in the Western Balkans and Turkey</i>		EU4 Energy Transition: Covenant of Mayors in the Western Balkans and Turkey	Ongoing		800,0000	EU MS (GIZ)	D-40826
<i>Climate Resilient Agriculture Network</i>		Climate Resilient Agriculture Network	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	321,583	private firm (DOGA KORUMA MERKEZI VAKFI)	D-413513
<i>Building Turkish health sector capacity for environmental & climate engagement</i>		Building Turkish health sector capacity for environmental & climate engagement	Ongoing	2018 (Dec. Y) /	457,898	private firm (HEALTH AND ANVIRONMENT ALLIANCE HEAL AISBL)	D-413521

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
				2019 (Ctr. Y)			
<i>Climate Network from Local to National</i>		Climate Network from Local to National	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	306,728	private firm (TEMIZ ENERJI VAKFI)	D-413362
<i>Evaluation of Environment Programmes</i>		Evaluation of Environment Programmes	Ongoing	2019 (Dec. Y) / 2020 (Ctr. Y)	224,684	private firm (TRANSPORT & INFRASTRUCTURE EXPERTISE GROUP -TIEG EZHZ)	D-422518
WBIF - REEP Plus (Regional EE Programme for the Western Balkans)		Project code					
WBIF - REEP Plus - Regional EE Programme for the Western Balkans – EBRD Programme Implementation		WB-IG01-REG-ENE-01			23,750,000	EBRD	
WBIF - REEP Plus - Extension to EBRD Programme Implementation		WB-IG04-REG-ENE-01			14,410,769	EBRD	
WBIF - REEP Plus - Extension to KfW Programme Implementation		WB-IG04-REG-ENE-02			14,355,203	EU MS (KfW)	
WBIF - REEP Plus - KfW Programme Implementation		WB-IG01-REG-ENE-02			5,000,000	EU MS (KfW)	
WBIF - REEP Plus - Regional EE Programme for the Western Balkans		WB15-REG-ENE-02			1,800,001	EBRD	
WBIF - REEP Plus - Window 4 Public Buildings: Structural and Energy Audits, Nearly Zero-Energy Buildings Designs		WB21-REG-ENE-04			600,000	EU MS (KfW)	
Other WBIF interventions		Project code					
WBIF - Establishment of a Regional EE Programme for the Western Balkans		WB7-REG-ENE-09			22,416,001	EBRD	
WBIF - Drina River Basin Water Resources Management		PRJ-MULTI-ENV-001			21,152,000	WB	
WBIF - Sava river basin flood management		WB11-REG-ENV-01			2,000,000	WB	
WBIF - Improvement of Joint Actions in Flood Management in the Sava River Basin		PRJ-MULTI-ENV-003			1,920,000	WB	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
WBIF - A Regional Strategy for Sustainable Hydropower in the Western Balkans		WBEC-REG-ENE-01			1,422,589	EC	
WBIF - Support to water resources management in Drina River Basin		WB8-REG-ENV-03			1,200,000	WB	
WBIF - Sector Study on Biomass-based Heating in the Western Balkans		WB9-REG-ENE-SPD-01			875,000	WB	
WBIF - Study for Establishment of the Protection Zones of a "Klokot" Source (Bihać) Intersected by Interstate Boundaries		WB9-REG-ENV-SPD-01			750,000	WB	
WBIF - Establishment of the Protection Zones of a "Klokot" Source (Bihać)		PRJ-MULTI-ENV-002			720,000	WB	
WBIF - Regional Study on RE Potential and EE in the Western Balkans		WBEC-REG-ENE-02			337,750	EC	
WBIF - Gap Analysis/Needs Assessment in the Context of Implementing the EU Floods Directive in the Western Balkans		PRJ-MULTI-ENV-005			330,000	EC	
WBIF - Gap Analysis and Needs Assessment in the Context of Implementing EU Floods Directive in the Western Balkans		WBEC-REG-ENV-02			330,000	EC	
Relevant contracts related to The Civil Society Facility Programme 2011-2013 (Amend 1 - allocation for 2013)	23,836,598			2013 (Dec. Y)			D-24081
<i>ENV.net factoring the environmental portfolio for WB and Turkey in the EU Policy Agenda</i>		ENV.net factoring the environmental portfolio for WB and Turkey in the EU Policy Agenda	Ongoing	2016 (Dec/ Y) / 2017 (Ctr. Y)	975,000	CSO (CO-PLAN INSTITUTI PER ZHVILLIMIN EHABIITATIT)	
<i>South East European Sustainable Energy Policy (SEE SEP)</i>		South East European Sustainable Energy Policy (SEE SEP)	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	768,504	other (FONDACIJA MREZA ZA PROMJENE JUGOISTOCNE EVROPE)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Advocacy CSOs networks for sustainable use of energy and natural resources in the Western Balkans and Turkey Ć ETNAR</i>		Advocacy CSOs networks for sustainable use of energy and natural resources in the Western Balkans and Turkey Ć ETNAR	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	553,177	CSO (ZELENA AKCIJA)	
<i>"Development of the ENV.net in West Balkan and Turkey: giving citizens a voice to influence the environmental process reforms for closer EU integration"</i>		"Development of the ENV.net in West Balkan and Turkey: giving citizens a voice to influence the environmental process reforms for closer EU integration"	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	515,813	CSO (FONDAZIONE PUNTO-SUD)	
<i>ESSEDRA - Environmentally Sustainable Socio-Economic Development of Rural Areas</i>		ESSEDRA - Environmentally Sustainable Socio-Economic Development of Rural Areas		2013 (Dec. Y) / 2014 (Ctr. Y)	485,396	CSO (SLOW FOOD ASSOCIAZIONE))	
<i>Preparatory measures for the participation of candidates and potential candidates in Community Agencies: Specific project for the participation of Western Balkan Countries in the work of the European Environment Agency 2014-2015</i>		Preparatory measures for the participation of candidates and potential candidates in Community Agencies: Specific project for the participation of Western Balkan Countries in the work of the European Environment Agency 2014-2015	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	410,417	EU Other (EUROPEAN ENVIRONMENT AGENCY)	
<i>Preparatory measures for the participation of enlargement countries in EMSA's work</i>		Preparatory measures for the participation of enlargement countries in EMSA's work	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	200,000	EU Other (EUROPEAN MARITIME SAFETY AGENCY)	

4.5.5 Annex 4: Complementary information on the EU response in the area of Civil Protection

This annex presents some strategic elements of the EU response in the area of Civil Protection.

Civil protection is addressed under Chapter 2 of the Multi Country Indicative Strategy Paper 2014-2020: Regional structures and network within the environment and climate action priority. Under Chapter 2.1 (Needs and capacities) it is stated that regional capacity building programmes based on cooperation with the Mechanism should ensure countries' preparedness to join the Mechanism and their future integration. Chapter 2.2 – Objectives, results, actions and indicators sets the objective that as regards civil protection, support will be considered to implement the EU legislation and to integrate the countries into the Union Civil Protection Mechanism (the Mechanism).

In addition, the 2014 Communication on enlargement strategy stipulates the following: *“The Western Balkans and Turkey are exposed to a wide range of hazards and it is expected that the impact of CC, accompanied by changes in land-use patterns, will increase disaster risk in the coming years. Disasters already have a significant impact on the economic standing of the region. Disaster damage and loss affect countries’ capacity to achieve a long-term sustainable development and diminish their potential for economic growth. Most countries continue to have difficulties integrating risk reduction into public investment planning, urban development, spatial planning and management, and social protection. Without significant efforts to ensure the integration of effective disaster risk management policy into the economic policies countries will not mitigate the risk of losing further productive capacities or having unsustainable investments.”*

EU Danube Strategy is an internal strategy for the Member States to address the problems of the Danube region, but it also involves non-EU members from the Western Balkan – Bosnia and Herzegovina, Montenegro and Serbia. The objectives of priority axis 5 "Environmental risks" of the EU Danube Strategy are mainly related to developing a flood management plan for the whole river basin, CC related impacts on risks, further strengthening of the early warning tools, strengthening operational cooperation among civil protection authorities in the Danube countries, etc. The Strategy aims at aligning existing funding to its objectives and has no additional dedicated funding mechanisms created for its implementation.

SEERISK is a transnational project called "Joint Disaster Management risk assessment and preparedness in the Danube macro-region." The project is co-funded by the EU and the consortium comprises 20 project partners representing nine countries, namely Austria, Slovakia, Hungary, Croatia, Serbia, Romania, Bulgaria, Slovenia and Bosnia and Herzegovina. The consortium is coordinated by the National Directorate General for Disaster Management (NDGDM) from Hungary. One of the main aims of SEERISK is developing and testing a Common Risk Assessment Methodology for the region of which the most tangible outcomes are risk assessments and maps for six pilot areas.

The International Sava River Basin Commission (ISRBC) has been established with the objective to boost transboundary cooperation for sustainable development of the region and involves Bosnia and Herzegovina, Croatia, Serbia and Slovenia. Among others ISRBC aims at establishing sustainable water management, which would provide for protection against detrimental effects of water (flooding, excessive groundwater, erosion and ice hazards).

Both the SEERISK and ISRBC are in process or have already produced local flood risk assessments and maps which should be integrated in the work of the current Action Programme

5 Country Case Study – Georgia

5.1 Introduction

5.1.1 Context

5.1.1.1 Main environmental challenges

Sustainable management of natural resources is underdeveloped in Georgia, but there is considerable potential to move towards a low-emission and climate-resilient economy, more sustainable production and consumption, as well as better waste management in line with circular economy principles¹⁸⁸. While the Government is in the process of adopting EU standards with work on waste, environmental and biodiversity protection, forest management, Energy Efficiency (EE) and water management legislation underway or mapped out, Georgia remains heavily reliant on energy imports, lacks solid and comprehensive regulatory frameworks for energy, environment and climate protection, and has a neglected water and waste infrastructure¹⁸⁹. Georgia’s pursuit of economic reforms which led to impressive economic growth, capital inflow and investments did not result in improved environmental governance or better management of natural resources¹⁹⁰. Current policies and instruments lack the rigor to effectively reduce pressures on natural assets and protect public health from poor environmental quality. Georgia does not have a comprehensive assessment of the cost of inaction to environmental degradation linking it to economic growth, poverty, and shared prosperity¹⁹¹.

In recent years, environmental protection and its impact on health have become an increasing priority for the Georgian population and the Government and a second National Environment and Health Action Plan was approved in 2018.

Georgia is playing its role within the global fight against CC. The **Paris Agreement** on CC was signed by Georgia in 2016 and ratified in 2017. In 2015, prior to the adoption of the Paris Agreement, Georgia submitted its **Intended Nationally Determined Contribution (NDC)** to the **United Nations Framework Convention on CC (UNFCCC)**, committing to unconditionally reduce its Greenhouse Gas (GHG) emissions by 15% below the Business as Usual scenario by 2030. In 2018, CO² emissions per capita for Georgia was 2.79 metric tons. A significant reduction in emissions had been caused by the collapse of the centrally planned economy in the early 1990s. But, for numerous years now emissions have been growing in line with the the economic growth of the country.

5.1.1.2 The national policy and legal framework

Table 33 summarises the main policy and legislative developments related to Env. & CC in Georgia over the last two decades.

Table 33 Main Env. & CC policies and laws adopted before and during the period under review

Sector	Pre-2014	Post-2014
Legal framework	<p>1994: Law No. 490–IIS on Soil Protection</p> <p>1996: Law No. 519-IS on Environmental Protection; Air Code No. 462-IS; Law No. 540-RS on Wildlife; Law No. 136-IIS on System of Protected Areas</p> <p>1999: Law No. 2116-IIS on Ambient Air Protection</p>	<p>2014: Waste Management Code of Georgia No. 2994-RS</p> <p>2015: Law of Georgia Waste Management Code</p> <p>2017: Law on Environmental Assessment Code; Rules on land-based fuels</p> <p>2018: Law No. 5486-IIS on Status of Protected Areas</p>

¹⁸⁸ EU+ Joint Approach to Programming in Georgia 2017.

¹⁸⁹ EU+ Joint Approach to Programming in Georgia 2017.

¹⁹⁰ WB (2015): Georgia Country Environmental Analysis : Institutional, Economic, and Poverty Aspects of Georgia’s Road to Environmental Sustainability. Environment and natural resources global practice country environmental analysis. <https://openknowledge.worldbank.org/handle/10986/22287>

¹⁹¹ Idem

	<p>2003: Law No. 2260-IIS on Soil Conservation and Restoration-Improvement of Soil Fertility; Law No. 2356-IIS on "Red List" and "Red Book"</p> <p>2005: Decree on diesel fuel consumption norms, analysis methods and their introduction</p> <p>2010: Law No. 3345-RS on Management of Forest Fund</p>	<p>2019: Law on Energy and Water Supply; Law on Energy Labelling; Law on Promoting the Production and Use of Energy from Renewable Sources</p> <p>2020: Law on EE; Law on Energy Performance of Buildings; Forest Code No. 5949-SS</p>
Policy framework	<p>2003: First National Action Programme to Combat Desertification</p> <p>2005: National Biodiversity Strategy and Action Plan of Georgia</p> <p>2011: Persistent Organic Pollutants National Implementation Plan of Georgia</p> <p>2012: Second National Environmental Action Programme (NEAP) of Georgia 2012-2016</p>	<p>2014: Second National Action Programme to Combat Desertification; National Biodiversity Strategy and Action Plan of Georgia 2014 – 2020; Regional Development Programme of Georgia 2015-2017; National Forest Concept for Georgia.</p> <p>2015: Policy Planning System Reform Strategy 2015-2017; Strategy for Agricultural Development in Georgia 2015-2020; Waste management Strategy and Action Plan</p> <p>2016: Rural Development Strategy 2017-2020</p> <p>2017: National Disaster Risk Reduction Strategy of Georgia 2017-2020 and its Action Plan</p> <p>2018: Third NEAP of Georgia 2017-2021; Regional Development Programme of Georgia 2018-2021; National EE Action Plan (2019–2020)</p> <p>2019: National EE Action Plan; National Strategy for the Development of Official Statistics of Georgia 2020-2023</p> <p>2020: Secondary act introducing a feed-in premium (FiP) for hydropower plants with installed capacity higher than 5 MW State Firewood Program and Action Plan</p>
UNFCCC process	<p>1999: First National Communication</p> <p>2009: Second National Communication</p> <p>2010: Cancun Pledge pre-2020 Target</p>	<p>2015: Intended NDC Submission</p> <p>2016: Third National Communication; First Biennial Update Report</p> <p>2017: First NDC</p> <p>2019: Second Biennial Update Report</p>

Source: Grantham Research Institute on CC & the Env.; Climate Watch, Georgia; Energy Community, Georgia; Food and Agriculture Organization, Georgia.

5.1.1.3 The EU-Georgia cooperation framework

The EU cooperates with Georgia in the framework of the **European Neighbourhood Policy (ENP)** and its eastern regional dimension, **the Eastern Partnership (EaP), launched in 2009.**

The **ENP**¹⁹² governs the EU's relations with Georgia¹⁹³. The review of the ENP in 2015 notes that the EU will support a resource-efficient economy by addressing environmental challenges such as degradation of and competition for natural resources. In relation to CC, the EU committed to i) strengthening its energy dialogue with Neighbourhood countries in, among other areas, promotion of sustainable energy and ii) sharing best practice, including on the phasing out of subsidies for fossil fuels, introducing robust emissions monitoring, reporting and verification frameworks., as well as undertaking joint research.

The **EaP** is a strategic and ambitious partnership that works towards greater mobility of citizens and stronger collaboration in a number of sectors, such as transport, energy and environment. The Joint Communication on the **Eastern Partnership policy beyond 2020- reinforcing Resilience** – and Eastern Partnership that delivers for all¹⁹⁴ notes that EaP helps the partner countries in achieving the twin ecological and digital transformation. It notes Env. & CC objectives related to the newest policy developments such as Green Deal.

¹⁹² The ENP was developed in 2004 and further reviewed in 2011 and 2015.

¹⁹³ The ENP was developed in 2004 and further reviewed in 2011 and 2015.

¹⁹⁴ JOIN(2020) 7 Eastern Partnership policy beyond 2020. Reinforcing Resilience – an Eastern partnership that delivers for all.

Bilateral relations between the EU and Georgia are based on the EU-Georgia Association Agreement (AA)¹⁹⁵ including a Deep and Comprehensive Free Trade Area (DCFTA) since 2016. The Agreement aims to help pivot the countries' economic, political and development trajectories towards prosperity and stability by promoting **legal approximation** to the EU acquis. Georgia is a contracting party to the Energy Community since 2017.

The European Neighbourhood Instrument (ENI) was the main financial instrument for implementing the ENP in the evaluation time. Climate action and disaster resilience are among the six ENI targets, while CC action and energy cooperation are among the priority areas. The ENI regulation specifies that environment is one of the cross-cutting objectives in all actions undertaken under the regulation. During the period under review, a large part of the EU support to Env. & CC was channelled through the **Neighbourhood Investment Platform (NIP)**, formerly known as the Neighbourhood Investment Facility (NIF) and established in December 2007.

The EU's frameworks for cooperation with Georgia are the multiannual programming documents **Single Support Framework (SSF) 2014-2017 and 2017-2020**. They are based on the Eastern Partnership priorities to achieve stronger economy, governance, connectivity and society. As shown in Table 34, they include priority sector 3: Connectivity, **EE, Env. & CC** (with indicative 15% of total budget). They also commit to mainstream cross-cutting issues, notably environmental protection and CC, in the priority sectors.

Table 34 Financial allocations (EUR million) per policy areas and sectors

Total 2014 -2017		Total 2017-2020		Total 2014-2020
Sector	Allocation	Sector	Allocation	
1. Public Administration Reform	83.8-102.3	1. Economic development and market opportunities	148.4-181.2	
2. <u>Agriculture and Rural Development</u>	100.5-123.0	2. Strengthening institutions and good governance	74.2-90.6	
3. Justice Sector Reform	83.8-102.5	3. <u>Connectivity, EE, Env. & CC</u>	55.7-68.0	
Complementary support for capacity development, institution building and other agreement-related support	50.3-61.5	4. Mobility and people-to-people contacts	37.1-45.3	
Complementary support to Civil Society Organisations	16.8-20.5	Complementary support for capacity development /institution building	18.6-22.7	
		Complementary support for civil society development	18.6-22.7	
		Complementary support for strategic communication	18.6-22.7	
Total	335.0-410.0		371.0-453.0	610.0-745.0

Source: SSF for EU support to Georgia 2014-2017 and 2017-2020.

Note: Underlined sector of cooperation is the one identified by the team as having the strongest focus on Env. & CC.

The main EU policies and strategies shaping the EU-Georgia cooperation in the review period include:

- In 2018, the Commission set out its vision for a climate-neutral EU considering all the key sectors and exploring pathways for the transition. The vision covers most EU policies and is in line with the Paris Agreement objective to keep the global temperature increase to well below 2°C and pursue efforts to keep it to 1.5°C. In 2020, as part of the **European Green Deal (EGD)**, the Commission proposed the first European Climate Law to enshrine the 2050 climate-neutrality target into law.

¹⁹⁵ EU (2014): AA between the EU and Georgia.

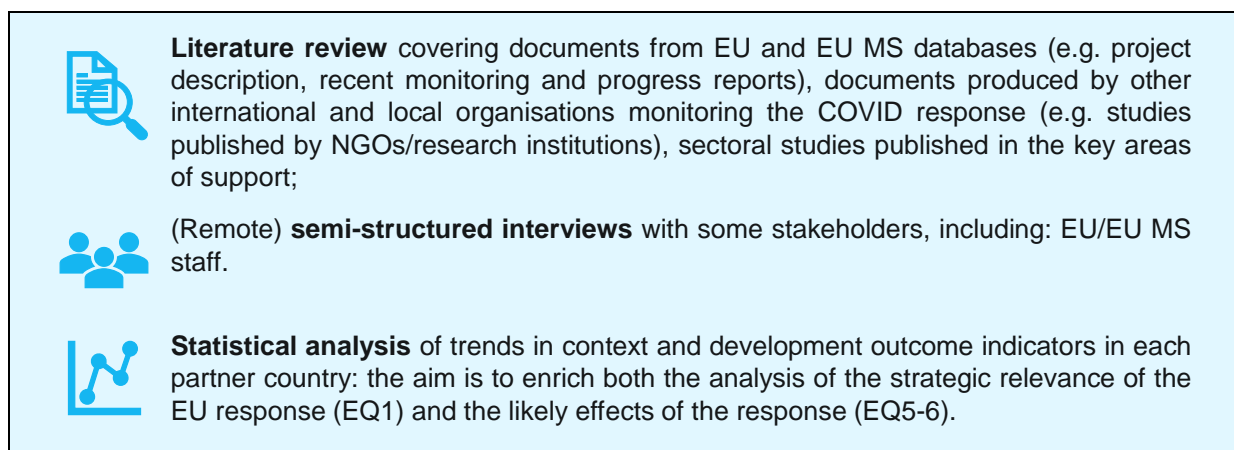
- The European Council in 2014, took stock of progress on the **2030 Climate and Energy Framework** and supported the immediate implementation of a set of urgent measures to strengthen Europe's resilience and increase its energy security, welcoming the Commission's European Energy Security Strategy. In particular, it confirmed the aim to expand the EU Energy *acquis* to the Enlargement and Neighbourhood countries. The 2030 Climate and Energy Framework (2014) includes EU-wide targets and policy objectives for the period from 2021 to 2030.¹⁹⁶ Of note, is that **spending targets** were established to dedicate at least 20% of its 2014-2020 budget (including the part related to external action) to climate-related actions, a target that has been increased to 25% in the 2021-2027 Multi-annual Financial Framework.
- **A Strategic Approach to Resilience in the EU's external action**¹⁹⁷. It provides a new framework in response to the changing global environment. This new framework comprises multilateral goals such as the 2030 Agenda for Sustainable Development, the Paris Agreement on CC and the Sendai Framework for Disaster Risk Reduction and the Commitments to Action taken at the World Humanitarian Summit, as well as the EU's own major reviews of the European Neighbourhood Policy, of its relations with African, Caribbean and Pacific countries, the European Consensus on Development, and the establishment of a new level of ambition for the EU's security and defence policy.

5.1.2 Focus of the case study

The case study concerns itself with i) establishing an overall view on how the EU cooperation in the area of Env. & CC has been formulated and implemented in Georgia (focus on: EQ1, EQ2); ii) consideration of selected interventions, assessment of the EU contributions to short-term results, and likely contribution to broader ones, and the main influencing factors (focus on: EQ3, EQ4, EQ5 and EQ6); and iii) identifying good practice and broader lessons for future EU external action.

Figure 2 presents the three methods have been used to generate evidence for the case study:

Figure 16 *Main techniques and tools used in the case study*



Although the case study covers the whole of EU support to Env. & CC, the analysis of efficiency and contribution to outcomes puts a specific focus on the areas of i) **Climate Change Mitigation (CCM)** (e.g., EE and renewable energy), ii) **climate change adaptation**, iii) **environmental quality** (e.g., waste and water) and iv) **environmental governance**.

¹⁹⁶ The key targets for 2030 are: i) at least 40% cuts in GHGs (from 1990 levels); ii) at least 32% share for RE; and iii) at least 32.5% improvement in EE. The 40% GHG emission target is implemented by the EU Emissions Trading System, the Effort Sharing Regulation with EU MS emission-reduction targets and the Land Use, Land Use Change and Forestry Regulation. In this way, all sectors would contribute to the achievement of the 40% target by both reducing emissions and increasing removals. The Commission is to produce an implementation proposal of at least 55% net GHG emission reduction by June 2021.

¹⁹⁷ EU (2017): A Strategic Approach to Resilience in the EU's external action. SWD(2017) 226.

To allow for a more detailed analysis of the EU portfolio, the evaluation team did not cover all EU-funded interventions in the country, but put emphasis on the following sample of interventions:

Table 35 Sample of EU Env. & CC interventions reviewed for Georgia

Programme abbreviation	Full intervention title and CRIS reference
(2018 ENI) EE in Public Buildings in Georgia	EE in Public Buildings in Georgia (CRIS reference: C-412866 and C-412869) EU contracted amount: EUR 25.8 million
(2018 ENI) EU4Environment	EU4Environment (CRIS reference: D-40314) EU contracted amount: EUR 19.5 million
(2017 ENI) EU4Climate	EU4Climate (CRIS reference: C-387538) EU contracted amount: EUR 8 million
(2015 ENI/NIF) E5P Projects – Tbilisi Bus	E5P Eastern Europe EE and Environment Partnership – Tbilisi Bus (see https://e5p.eu/georgia/projects) EU contracted amount: EUR 10,2 million

5.2 Design

5.2.1 Overview of EU support to Env. & CC

5.2.1.1 Overall environmental and climate change objectives in Georgia

The adoption of the AA between the EU and Georgia in 2014 (entered into force in 2016) marks a new era of EU-Georgia relations¹⁹⁸ and emphasises the commitment to respecting the principles of sustainable development, to protecting the environment and mitigating CC and to continuous improvement of environmental governance and meeting environmental needs, including cross-border cooperation and implementation of multilateral international agreements. Env. & CC objectives are noted in relation to organisation of energy markets, trade and sustainable development, multilateral environmental governance and agreements, biological diversity, sustainable management of forests and trade in forest products. **The EU-Georgia AA contains very broad chapters on Env. & CC action.** The AA covers almost all aspects of environmental protection such as implementation of Multilateral Environmental Agreements (MEAs), environmental governance, air quality protection, marine environment, water quality and water resources management, waste management, nature protection, industrial pollution and industrial hazards, chemicals management, climate action and forestry. The Revised Agenda on the EU-Georgia Association Agenda (2017-2020) provides clear Env. & CC objectives for short- and medium-term action for both environment sector and Climate Change (CC) sector.

The review of the ENP in 2015 notes that EU will support a resource-efficient economy by addressing environmental challenges such as degradation of and competition for natural resources. The CC objectives include the EU commitment to strengthen its energy dialogue and the promotion of sustainable energy, increased cooperation on EE, renewable energy sources on demand management and on action to mitigate and adapt to CC as well as the promotion of the full implementation of the Paris Climate Agreement. Env. & CC objectives are highlighted in the **Eastern Partnership strategic documents. The EaP 20 deliverables for 2020**¹⁹⁹ under stronger connectivity notes the European Commission (EC) priorities with the partner countries such as the need of boosting energy resilience through EE and the use of renewable energy to reduce GHG emissions. There are two deliverables related to Env. & CC objectives: (15) enhance EE and the use of renewable energy and (16) support to environment and adaptation to CC.

In 2016, the **Declaration on Cooperation on Env. & CC** in the Eastern Partnership²⁰⁰ stressed that Env. & CC challenges are transboundary and interdependent by nature, and therefore require a holistic approach to be properly addressed. It declares to pursue regional cooperation on environment, climate action and sustainable development under the Eastern Partnership framework and strengthen,

¹⁹⁸ EU (2014): AA between the EU and Georgia.

¹⁹⁹ EaP (n.d.): 20 Deliverables for 2020: Bringing tangible results for citizens.

²⁰⁰ EU (2016): Declaration on Cooperation on Env. & CC in the Eastern Partnership.

where relevant, the implementation of environmental chapters of the bilateral agreements between the EU and EaP countries.

The Revised Agenda on the EU-Georgia Association Agenda (2017-2020)²⁰¹ presents Env. & CC objectives under the priority on connectivity, EE, climate action and civil protection. In the field of environment, the objective is for the Parties i) to adopt the 3rd NEAP of Georgia (2017-2021) (short-term priorities) and ii) to implement the National waste management strategy and measures foreseen in the 2016-2020 action plan (medium-term) priorities). In the field of CC, the objective is for the Parties i) to cooperate on the finalisation and adoption of a Low Emission Development Strategy (LEDS) of Georgia (short-term priorities) and ii) to consolidate the approximation of the Georgian legislation to the EU *acquis* and international instruments as envisaged by the AA (medium-term priorities).

The Recommendations of the Council²⁰² additionally stress the need to enhance approximation with the EU *acquis* in environmental governance by adopting and implementing new legislation on Environmental Impact Assessment (EIA), Strategic Environmental Assessment (SEA), on environmental liability; by ensuring public access to environmental information and public participation in decision-making, by involving all interested stakeholders, as well as by integrating environment into other policy areas and by improving environmental information sharing.

Finally, as indicated in Table 34, the 2017-2020 SSF for EU Support to Georgia²⁰³ presents Env. & CC objectives under Sector 3: connectivity, EE, environment and CC.

5.2.1.2 Description of EU portfolio

EU funding in the area of Env. & CC represent a total of EUR 90 million in Georgia during the period 2014-2020. Annex 3 provides a list of the main EU interventions in the area of Env. & CC funded in the country during the period under review.

As illustrated in Figure 3, the main thematic areas covered by the EU bilateral support in Georgia were i) **CCM (including EE and renewable energy)**²⁰⁴ and i) **environmental quality (including waste and water)**²⁰⁵. These themes, whilst creating a good legal and policy framework for management of the environment sector, also allow the development of investment projects (usually at municipal level). In turn this allows the inherited legacy infrastructure of Water and Wastewater Treatment and Public Buildings to be modernised.

²⁰¹ EU (2017): Recommendation No 1/2017 of the Eu-Georgia Association Council of 20 November 2017 on the EU-Georgia Association Agenda [2017/2445].

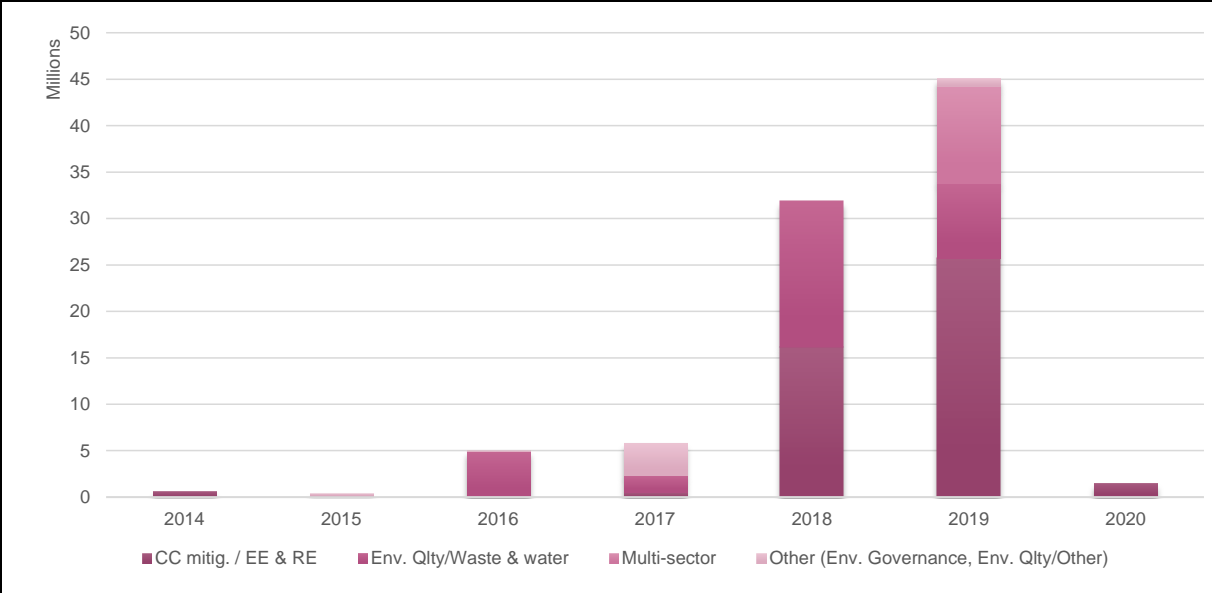
²⁰² Ibid.

²⁰³ EU (2017-2020): Programming of the ENI 2017-2020 SSF for EU to Georgia.

²⁰⁴ For instance, 2019 Programme for EE in Public Buildings in Georgia – KfW part (C-412866), 2018 Georgian Energy Sector Reform (C-404204).

²⁰⁵ For instance, 2018 Georgia Hazardous Waste (C-403777), 2019 Khashuri Water supply and sanitation (C-413158).

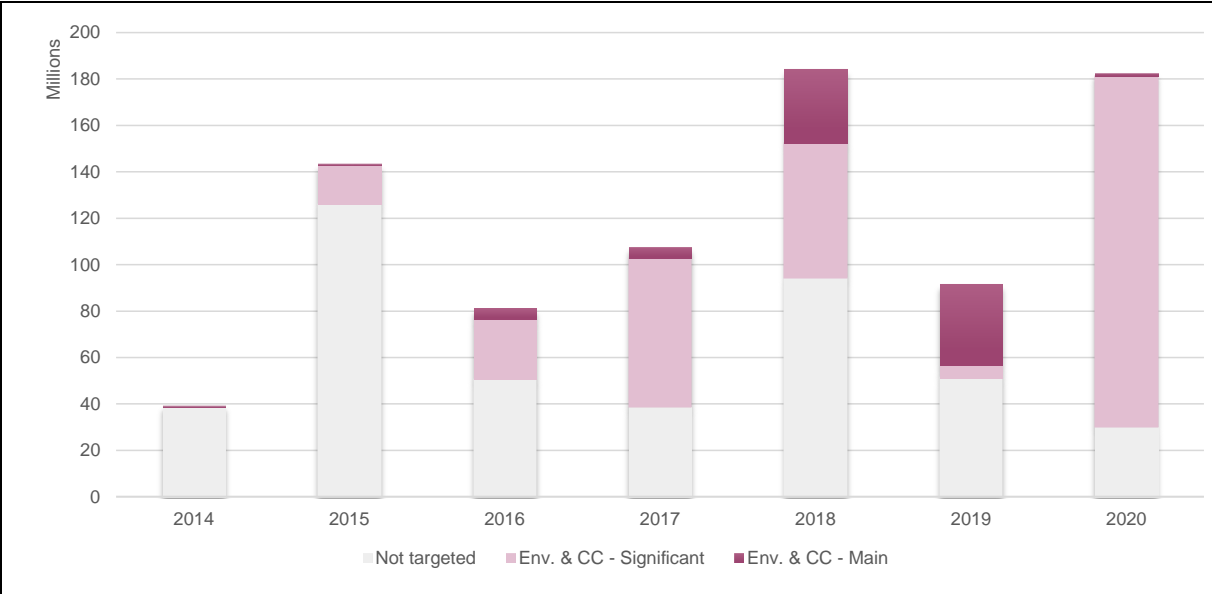
Figure 17 Env. & CC contracts by main thematic focus (contracted amounts)



Source: Particip, based on Common External Relations Information System (CRIS) data

As shown in Figure 4, 51% of the EU assistance to Georgia did not include an explicit dimension related to Env. & CC. 39% was Env. & CC-targeted (OECD-DAC policy marker ‘main’) and 10% included significant aspects related to Env. & CC (OECD-DAC policy marker ‘significant’).

Figure 18 Env. & CC contracts in the broader EU portfolio in Georgia (contracted amounts)



Source: Particip, based on CRIS data

5.2.2 Design (JC1.1, JC1.2, JC 2.1)

5.2.2.1 Overall design of EU’s Env. & CC strategies and interventions

EU Env. & CC objectives in Georgia are spelled out in the key strategic documents of the ENI and EaP. The importance of the Env. & CC is further strengthened by EaP policy beyond 2020 – reinforcing resilience that aims at achieving the twin ecological and digital transition and delivery of policy objectives under Agenda 2030 and Paris Agreement. If the first SSF (2014-2017) does not list environment among priority sectors of intervention, ensuring sustainable development through the protection of the environment and CCM is a key objective of the AA between the EU and Georgia (see section 5.2.1.1 for more information). The **SSF 2017-2020** specified the overall objectives in energy and transport, environmental and energy governance, sustainable development of infrastructures and

management of resources and support for circular economy. The specific objectives include to achieve reduced levels of air pollution, better inclusion of CC impact in policy making, improved monitoring, collection, management and sharing of environmental data, improved water and wastewater municipal infrastructure, introduction of upgrade of waste collection systems (including hazardous and medical waste) and better valorisation and minimalization of waste, including improved recycling.

EU Env. & CC strategies in Georgia are well aligned with global Env. & CC frameworks such as Sustainable Development Goals (SDGs) and the Paris commitments and have evolved with the developments of broader frameworks. The EU-Georgia Association Agenda provides specific priorities to start implementing the Paris Climate Agreement. The SSF makes an explicit focus on the joint EU-Georgia programming exercise which developed a Joint Strategy focussing on the key global policy goals set by the UN 2030 SDGs²⁰⁶ and the Paris Agreement on CC²⁰⁷. At the Action Documents level, the AD for the EU Resilience Facility for Georgia²⁰⁸ presents its alignment with relevant SDGs and Rio markers for CC. The EaP strategy beyond 2020 is also aligned with the EU new growth strategy, the EGD. The Action Document on EU Resilience facility²⁰⁹ provides reference to the EGD target of making the EU the first climate-neutral continent by 2050 and the EU's goal to support the transition to green economy in its response to the COVID-19 outbreak.

EU Env. & CC strategies in Georgia have been described as relevant and context-sensitive by interviewees. EU assistance is considered most relevant when it supports i) the financing of infrastructure and ii) the development of policies and reforms. The most relevant areas of EU assistance were noted as assistance to EE, environmental awareness, waste management, regional projects such as EU4environment and EU4 climate and floods programmes. The flexibility and adaptiveness of the EU to the changing conditions, along with the EU's capacities to monitor progress in the country, were identified as major enabling factors of the overall relevance of the EU assistance in the country.

There is also evidence that the SSF derives from an up-to date context analysis. The priority sectors of SSF reflect the revised ENP and Association Agenda and are coherent with the Eastern Partnership priorities set in the "20 Deliverables for 2020". The priorities are in line with the Georgian Governments 4 Point Action plans strategic objectives that include Economic Development; Spatial Planning; Good Governance and Education. The choice of priority sectors was guided by the Joint EU-MS Programming exercise, and recently embodies into a Joint Strategy on six sectors as well as with the key global policy goals set by Agenda 2030 and the Paris Agreement on CC. In addition, lessons learned from the ENP Instrument (ENPI) 2007-2013 were taken into account such as the need to programme assistance within the framework of clear national sector strategies, supported by costed Action Plans and evidence of ownership by the Government; the importance of a sustained policy dialogue, the importance of mainstreaming cross-cutting issues – Env. & CC.

Cross-cutting issues such as gender equality and youth are integrated into the strategic documents. For example, the Action Document on the EU Resilience Facility states that all activities under the AD will be designed and implemented in accordance with principles of gender equality. This was further confirmed by interviewees, who indicated that gender equality and other cross-cutting issues were well integrated in their projects (e.g., the project on buses in Tbilisi provided support to encourage female bus drivers and their number increased by the end of the project from 1 to 22). Identifying meaningful ways to properly incorporate cross-cutting issues into programming was identified as quite challenging by some interviewees, especially in the field of CC, as the demonstration practices are

²⁰⁶ The reviewed ENP and the New European Consensus on Development from 2017 also support the 2030 Agenda objectives. Moreover, the EC adopted a number of tools to strengthen the measurements and reporting on the SDGs commitments (e.g., the EU Results Framework, the templates of the annual action programmes and Action documents require identification of relevant SDGs, CRIS and OPSYS tools integrated SDGs reporting since 2019, EU aid explorer or annual report on external aid).

²⁰⁷ EU (2017-2020): Programming of the ENI 2017-2020 SSF for EU to Georgia.

²⁰⁸ EU (2020): Action Document for EU Resilience Facility for Georgia: Economy, Environment, Health and Migration management.

²⁰⁹ Idem.

missing. For some interventions, dedicated gender experts are hired to specifically address such needs (e.g., the EU4Climate regional programme).

In relation to the **allocations of ENI financial resources between “hard” and “soft” support**, interviewees mentioned the need to work more on reforms and investments simultaneously (e.g., implementing sustainable transport mode to test introduced regulatory framework) and to ensure the complementarity between soft and hard assistance. In addition, some interviewees mentioned the need for hard assistance to be provided along soft measures. It is important to showcase EU assistance with investment projects. More investments would be needed to move along with the AA implementation. A good example of hard and soft measures combined is the E5P programme.

5.2.2.2 Specific findings related to mainstreaming in EU external action

The importance of mainstreaming Env. & CC considerations is mentioned in most of the ENI strategic documents. For instance, the SSF (2017-2020) takes stock of the lessons learned from the previous programming framework and specifically mentions the importance of mainstreaming cross-cutting issues such as Env. & CC. The Recommendations on the EU-Georgia Agreement of the Association Council flag the need to enhance approximation with the EU environmental *acquis* by integrating environment into other policy areas²¹⁰. Consequently, the revised EU-Georgia Association Agenda identifies a medium-term priority to mainstream climate action in sectoral policies and measures to strengthen the capacity of different authorities to implement climate action across sectors. The Eastern Partnership policy beyond 2020²¹¹ notes the need to work on new policy priorities (e.g., ecological transformation) and to mainstream these issues into all policy objectives.

EU has developed a comprehensive approach to ensuring the mainstreaming of Env. & CC issues in its programmes. The main elements of this approach include: i) reviewing the programming documents and project documents, ii) communication and awareness raising, iii) developing and reinforcing the capacities, tools and guidance materials, iv) help desk,²¹² v) financial tracking of progress made on achievements and set targets. In 2016 the EC developed the Guidelines for the Integration of Env. & CC in Development Cooperation.

The interviews showed that the EU Delegation (EUD) also greatly benefitted from the guidance of the Green Facility and DG NEAR Center on Thematic Expertise (CoTE) on how to properly mainstream Env. & CC throughout the programming cycle²¹³. There is evidence that the EU is conducting mainstreaming in its programmes (e.g., the EU4Energy and ENPARD programmes). The mainstreaming aspects are also integrated in the work of national authorities including integration EE in the strategic documents and operations of the inter-ministerial council on CC.

Regional programmes such as EU4Environment and EU4Climate²¹⁴ supports Eastern partner countries to implement their climate policies by contributing to low emission and climate resilient development and helping them to meet their commitments under the Paris Agreement. For instance, **EU4Environment** supports the development of a green economy in Georgia and integrates a single strategic framework initiatives to achieve greener decision making, sustainable economy and green growth – smart environmental regulation, ecosystem protection and knowledge sharing²¹⁵. **EU4Climate** supports the development and implementation of climate-related policies in Georgia (e.g., by supporting Georgia’s commitment to update and enhance the country’s NDC in 2020). The main tool

²¹⁰ EU (2017): Recommendation No 1/2017 of the EU-Georgia Association Council of 20 November 2017 on the EU-Georgia Association Agenda [2017/2445].

²¹¹ EC (2020): Eastern Partnership policy beyond 2020. Reinforcing Resilience – an Eastern partnership that delivers for all. JOIN(2020) 7 Final.

²¹² The EC is supported by the Env. & CC mainstreaming Facility which is used also by the EUD in Georgia.

²¹³ Interview with EU staff.

²¹⁴ EC (2020): Association Implementation Report on Georgia. SWD(2020) 30 final.

²¹⁵ In addition, EU4Environment is helping Georgia to facilitate national policy dialogues on green economy, further legal reforms on SEA and EIA laws, promote the introduction of Resource Efficient and Cleaner Production practices in small and medium size enterprises, provide advisory services to establish Sustainable Public Procurement (SPP) and eco-labelling policies, develop waste management strategy, etc.

for the successful implementation of the Georgian NDC is to elaborate its long-term LEDS and mainstream CC in the sectoral strategies. A robust domestic emissions monitoring, reporting and verification system will be established, to inform the government and the international community on the progress of its NDC implementation. The EU4Climate project's substantial activities started in Georgia in the second half of 2019 and laid the footing for systematic implementation of the requirements of the Paris Agreement and the commitments of Georgia under it.

The field phase interviews confirmed that the good linkages between regional and national interventions are in place including in the areas of floods management, FLEGT assistance on forestry. It was also noted that, in some cases of regional level assistance, the interest of other countries has to be also taken into account, while national priorities are not that visible as opposite to the national level assistance.

5.2.3 Linkages with EU MS (JC2.2)

There is a good degree of coordination and complementarity in the field of Env. & CC in Georgia. The EU+ Joint Approach to Programming in Georgia provides shared vision for the development partnership between Georgia and its EU+ partners based on the national development strategy Georgia 2020²¹⁶. It is a response of the EU Heads of Mission and Switzerland (EU+) to Georgia to have a programme in place for the 2017-2020 period to both better coordinate their aid and to improve the efficiencies and effectiveness of programming. The thematic sector **“Sustainable Use of Natural Resources”** considers potential to move towards a low-emission and climate-resilient economy, more sustainable production and consumption, as well as better waste management in line with circular economy principles. A thematic Group on Sustainable Use of Natural Resources²¹⁷ is in place in Georgia within the framework of Joint Programming and the overall cooperation between the EUD and EU Member States (EU MS). A coordinating structure among donors of this sector also exists under the leadership of the Ministry of Environmental Protection and Agriculture (MEPA).

The NIP is another example of a mechanism illustrating coordination and aimed at mobilising additional funding to finance capital-intensive infrastructure projects in the counties covered by ENI in the sectors such as transport, energy, environment and social development. NIP is pooling grant resources from the EU budget and the EU MS and is using them to leverage loans from the European Financial Institutions as well as contributions from the ENP partner countries themselves. The interview with the EUD in Georgia suggested that coordination between the EU and other donors/IFIs had become more difficult during the previous year due to the lack of face-to-face meetings, and coordination had been hard to reinstate yet.

Stakeholders interviewed identified insights on the **biggest value added of the EU support**: policy level support requesting reforms and on co-financing of infrastructure projects which are not financially viable; e.g., closure of old landfills. The EU assistance has also added value to available capital grants to introduce new technologies and know-how. Value added was also noted for the implementation of the AA. At the same time, it was noted that more efforts are needed to monitor the progress with AA implementation, that other donors can see where the gaps are and could complement with their assistance.

5.3 Effects of EU support

5.3.1 Evolution of the policy and legal framework (JC5.2)

Overall, Georgia is progressing well in the policy and legal approximation process for the Env. & CC under the AA. In the **environment sector** much of the Technical Assistance (TA) has been organised to put in place the legal and policy framework needed in significant areas of pollution and destruction of

²¹⁶ The Joint Strategy is structured along the Government's six thematic sectors which are presented as sector fiches setting out joint analysis of development gaps and reform bottlenecks, common goals for EU+ assistance in the respective areas and areas where there is particular interest and potential for coordinated policy dialogue. These areas include, among others, sustainable and inclusive growth and sustainable use of human resources with EIA legislation and EE.

²¹⁷ http://gov.ge/index.php?lang_id=ENG&sec_id=198&info_id=61200

the natural environment (e.g., hazardous waste planning, water and sanitation, waste management, as well as forestry management). These areas overlap with CC issues of drought, river and sea basin management as well as fire and flood control. The development of the policy and legal framework (see Table 33) shows an acceleration following the AA drafted in 2014 and coming into force in 2016 and the accession to the Energy Community Treaty in 2017.

Progress has been noted across most sectors of cooperation related to the green transition, despite the significant impact of the COVID-19 crisis²¹⁸. Table 36 compares the progress reported in 2015 and 2019 in the sectors of **Env. & CC** and **Energy** in Georgia.

In the area of **environmental governance**, Georgia has advanced with harmonising its legal framework with the environment *acquis* in recent years, though further substantial efforts are needed to improve resources and capacities for enforcement (e.g., through the adoption of a new Law on Environmental Liability). Georgia has made positive steps forwards in terms of adopting of relevant legislation and Action plans/strategy in the area of **air quality²¹⁹, nature protection and biodiversity, water²²⁰, waste management and chemicals**. Work to assure progress in alignment with the EU legislation is ongoing in all environmental policy areas,.

In the **energy sector**, a major achievement has been the long-awaited Energy Law transposing EU Third Energy Package in electricity and gas, the Law on EE, the Energy Labelling Law and the Law on Energy Performance of Buildings which form the cornerstone of CCM, as 40% of all energy is used in buildings²²¹. Overall, connectivity, including transport and energy, was mentioned as a key common priority at the 6th EU-Georgia Subcommittee Meeting. The **Energy Community Secretariat** (ECS) itself provides important services to Georgia, through legal drafting services, as well as through the regular meetings of Coordination Groups, enabling the sharing of experience between Contracting Parties²²². The ECS manages TA services through the **EU4Energy** projects (stages I and II²²³), and acts as a partner in the **EU4Climate** project providing gap analysis²²⁴ on missing Energy and Climate *acquis* and a Roadmap. While the ECS has an expanding mandate in the field of Climate and Energy (see the requirement for National Energy and Climate Action Plans), its remit is rather limited²²⁵ in the field of environment.

The EU is also providing ongoing support through the EU4Climate programme in the development of a LEDS and Monitoring Reporting Verification (MRV), as Georgia produced its NDC without support. UNDP is helping to support negotiations between stakeholders and public consultation.

The EU has advocated for the inclusion of various actors in the ongoing policy dialogue with the GoG in the field of Env. & CC.

²¹⁸ EU (2020): 6th EU-Georgia Subcommittee Meeting on Transport, Energy cooperation, Environment, Climate Action & Civil Protection.

²¹⁹ Progress on the alignment with the EU air-related legislation and directives was reported.

²²⁰ On water quality, the development of the integrated water management system in Georgia was considered as a major priority. A draft law aiming to transpose the Water Framework Directive was submitted to the GoG for approval and will be submitted to the Parliament end 2020. A draft national marine strategy was also elaborated with the support of EU-funded project (see section 5.3.2.1 for more information).

²²¹ EU (2020): 6th EU-Georgia Subcommittee Meeting on Transport, Energy cooperation, Environment, Climate Action & Civil Protection.

²²² e.g., EE Coordination Group meeting, follow-up meeting on methane emissions in the gas sector, Technical Working Group on Energy and Climate, Energy Community Just Transition Forum, Workshop on gender equality, Workshop on lessons learned from the draft Energy Community National Energy and Climate Plans.

²²³ 2016-2020 and 2021-2024 respectively

²²⁴ Some of the major gaps identified relate to i) the non-transposition of EU regulations on ODS and F-gases into Georgian domestic legislation and ii) although EnC Recommendations on National Energy and Climate Plan and GHG monitoring and reporting jointly do not establish legally binding nature, it is in the best endeavour of Georgia to implement these pieces of legislation into national content. A list of missing secondary legislation is maintained, covering EE, renewable energy, environment. More information is available on the website: Energy Community (n.d.): National secondary legislation in Georgia. <https://www.energy-community.org/implementation/Georgia/secondary.html>.

²²⁵ Only a few Directives on Environment are included within the Treaty remit: e.g., Directives on Biodiversity, Industrial Pollution, and EIA.

Table 36 Progress in Env. & CC and Energy Sector relevant to CC Mitigation

Sector	2015 Georgia Progress Report	2019 Georgia Progress Report	Developments relating to ECT commitments since 2019 where available ²²⁶
Env. & CC	<p>There is still no comprehensive policy to prevent and mitigate CC in Georgia. EU expert support in this area is provided through the regional Clima East project, in particular to strengthen the capacity of policy makers and develops mitigation policies.</p> <p>There was only limited progress on environment policy. The draft Law on Biodiversity was finalised and the framework Law on Waste Management was adopted in parliament in January 2015. An EU twinning project to strengthen the capacities of the Ministry of Environment Protection and Natural Resources (MENRP) in waste management, which ended in June 2014 helped to prepare the new waste management code. The modernisation of water sector infrastructure is supported through the EU NIF.</p>	<p>Georgia is in the process of updating its NDC to curb global carbon emissions upon ratification of the Paris Agreement on CC. The degree of new commitments will largely depend on the availability of external financial support. Despite its low level of emissions per capita, Georgia still lacks a legal framework on CC, defining institutional mandates and coordination and implementing the commitments under the various strategies and plans currently in preparation.</p> <p>On environment, Georgia adopted its 3rd National Environment Action Programme (2017-2021) in May 2018, which represents the country's main strategic document in the field of environment and natural resources protection and defines the long-term priorities and plans for the sector. Georgia is progressing in the legal approximation process for environment and climate action under the AA. Among the most advanced sectors, waste management continues to receive adequate resources for expansion and modernisation of services as well as TA for the implementation of municipal plans and preparation of strategies for the adoption of Extended Producer Responsibility and Recycling regulations. Water supply and wastewater treatment infrastructure continues being slowly improved. Following the adoption of the new Environmental Assessment Code in June 2017, the Government is in the process of improving resources and capacities for enforcement, including the need to adopt a new Law on Environmental Liability. Furthermore, Georgia has also developed a new Forest Code, still to be adopted, and a new regulation on plastic bags.</p>	<p>Georgia, unlike other Contracting Parties, is not subject to a binding renewable energy target for 2020. A renewable energy law was adopted together with the Law on Energy at the end of 2019. An EE law is currently pending in Parliament.</p> <p>In the area of environment, Georgia has not yet transposed the Energy Community rules related to emissions into the air, despite operating four large combustion plants. Work on the National Energy and Climate Plan is under way and draft chapters of the plan have been submitted to the Secretariat for informal review.</p> <p>Georgia's Environmental Assessment Code is in force since January 2018. It complies with the provisions of the Directives on EIAs and SEAs. Secondary legislation related to the implementation of the Environmental Assessment Code were also adopted. Draft amendments to the Environmental Assessment Code, aimed at improving procedural issues, were prepared during the latest reporting period. However, their adoption was postponed due to the Covid-19 situation.</p> <p>The requirements and thresholds of the Sulphur in Fuels Directive for heavy fuel oil and gas oil have been transposed by the Government Order on the establishment of sulphur content limit values into national law. Amendments on sampling and analysis and marine fuels are planned for the first half of 2021.</p> <p>With regard to large combustion plants, Georgia has four gas-fired installations falling under the scope of the Directive, the emissions of which are in line with the Directive. Georgia complied with its reporting obligations under the Large Combustion Plants Directive in April 2020 by submitting its emissions data to the European Environment Agency for the reporting year 2019. The adoption of the draft Law on Industrial Emissions and a by-law on special provisions for combustion plants was postponed to 2021 due to the</p>

²²⁶ Energy Community (2020): Georgia Annual Implementation Report. Updates in 2020 and 2021. <https://www.energy-community.org/>.

Sector	2015 Georgia Progress Report	2019 Georgia Progress Report	Developments relating to ECT commitments since 2019 where available ²²⁶
			<p>Covid-19 situation. The drafts were developed in line with the provisions of the Industrial Emissions Directive.</p> <p>With regard to nature protection, the draft Law on Biodiversity is in its final development stage, with the provisions related to the protection and preservation of wild birds being one of the most essential elements of the draft. The draft law initiates a new approach of “<i>protected and strictly protected species</i>”. The submission of the draft law to the Government is planned by the end of 2020.</p>
Energy	<p>Negotiations of the terms of Georgia's accession to the Energy Community Treaty were launched in February 2014, but the process was not completed in 2014 and the relevant actions were not prioritised in Georgia's Action Plan on the implementation of its AA/DCFTA. Nevertheless, at high-level meetings towards the end of the year, Georgia confirmed its readiness to resume negotiations in 2015. There was no tangible development with regard to the adoption of legislation on EE and renewable energy. A new project to interconnect electricity grids with Armenia was approved for support through the NIF. The new electricity interconnection between Georgia and Turkey became technically operational, with the first exports recorded in July 2014. However, these stopped the following month due to an increase in domestic demand.</p>	<p>Regarding energy, Georgia became a Contracting Party to the Energy Community in July 2017. The protocol of accession provides a timeframe for the implementation of key energy market reforms agreed under the AA, including in the areas of electricity and gas markets, EE, renewable energy and energy-related environment. In September 2018, the ECS estimated Georgia's overall level of implementation of the energy acquis at 23%. The expansion of the South Caucasus pipeline, part of the Southern Gas Corridor, has been completed. Although Georgia still lacks an EE policy framework, several donor-led actions have been implemented in cooperation with the Gov., incl. the drafting of the first EE Action Plan. Building the legal and institutional framework enabling EE investments in the country is of outmost importance for implementing and promoting EE in the building sector, which is one of Georgia's commitments within the AA and the Energy Community Treaty accession protocol. The Government continues to promote the construction of new hydro power infrastructure and the first wind park in the region has expanded the renewable energy mix.</p>	<p>The adoption of the Law on Energy and Water Supply at the end of 2019 paved the way for the liberalization of the electricity and gas markets in the country. The Law provides the basis for unbundling of the transmission and the distribution systems in both sectors, as well as for market opening at both wholesale and retail level.</p> <p>Georgia started to adopt secondary legislation in line with the set timetable. Adoption of an electricity market model concept in April 2020 and the electricity market rules, which will enter into force in July 2021, provide a framework for the gradual opening of the wholesale and retail markets. Day-ahead and balancing markets, which are to be launched in July 2021, are in the testing phase. Georgia made giant strides in the transposition of the EE acquis. It transposed the Directives on energy labelling, EE and the energy performance of buildings, as well as the National EE Action Plan. Georgia's focus now needs to turn to the adoption of a very large number of by-laws in order to implement the three Laws adopted during the latest reporting period. Until then, Georgia will remain non-compliant in many areas of the EE acquis. Currently, there is no national fund for EE, but large EU and IFI grants and lending programmes for EE in buildings are being implemented. Adequate engagement of the private sector requires the further development of the ESCO market.</p>

Source: EU (2015 and 2019): Georgia Progress Reports.

5.3.2 Broader Effects (JC6.1, 6.2, 6.4 and 6.5)

5.3.2.1 Capacities to implement environmental and climate change measures

There is evidence that EU support contributed to increasing the capacities of Georgian national authorities in the field of Env. & CC. The EU has been active through the Working Group on **Environmental Liability** that supported Georgia's environmental liability system by providing text proposals for by-laws and delivering environmental liability training^{227 228}. Through the intervention on Supporting the reform in the Waste Management Sector supports Georgia, the EU also supported the creation of a legislative and political framework, strengthened capabilities at both central and local levels and increased public awareness, which will subsequently lead to the re-use of resources and recycling of **waste**²²⁹. The EU also supported capacity building in the **water sector** through its Water Initiative Plus for the Eastern Partnership (EU Water Initiative (EUWI)+ 4 EaP) which brought Georgia's legislation closer to EU policy on water management-related issues²³⁰. According to interviews, the most significant changes were by the transposition of the EIA and SEA legislation which impacted many sectors operations. There was also significant impact on agriculture through food safety measures. The national authorities are keen to work on food safety to enable food exports to the EU.

Box 8 Results of the EU4Climate programme

The **EU4Climate programme** has yielded some very interesting results in Georgia, namely:

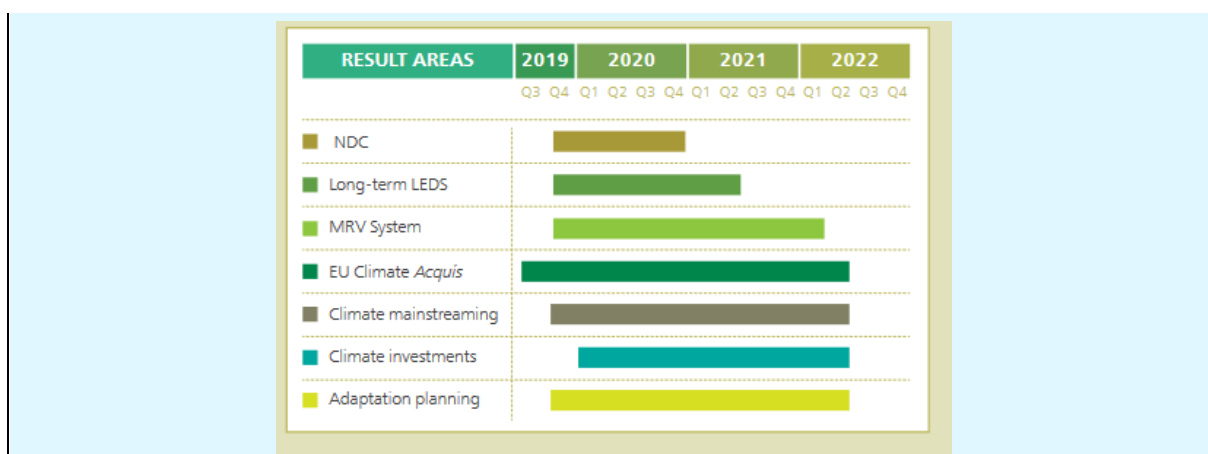
- A series of regional and national events enhanced capacities of seventy policy makers to plan and update the **NDC**.
- A regional workshop enhanced capacities of sixty policy makers from EaP countries on long-term low-emission development strategies leading to the process of **LEDS** development.
- Cooperation and partnerships were established with the EU institutions and programmes in support of the robust national **MRV** system (Environment Agency Austria)
- Georgian national **CC legislation** was analysed against the EU climate *Acquis* (gap analysis developed by the programme). Technical regulations, sub-legal act on fluorinated gases are under development as the next step.
- Two regional workshops increased **capacity** of sixty EaP government officials on mainstreaming of climate policies, adaptation planning, and mainstreaming of climate risks into national and sectoral planning processes. A regional workshop enhanced capacities of sixty-nine EaP government officials for national **adaptation planning**, with special focus on adoption and, when necessary, development of adaptation plans (national and sectoral).

²²⁷ This Working Group was created in the context of the "Support to implementation of the Environmental provisions of the EU-Georgia AA" intervention.

²²⁸ Through this intervention, the EU has also i) supported the drafting of a proposal for a Marine Strategy and Action Programme aiming at a process of improving the quality of the marine environment, ii) trained Inspectors and National Environmental Agency staff on enforcement of requirements under the VOEs Directive and iii) done some capacity-building of the Ministry staff to implement new regulations and requirements of European directives.

²²⁹ The objective of this intervention was to support circular economy, waste prevention, reuse, recovery and recycling. It was aiming to i) help the relevant agencies to introduce the extended producer responsibility system and assist stakeholders in practical application of the system, ii) create a National Integrated Waste Management System – an electronic registry system to register producers and individual schemes and iii) promote capacity-building needs of stakeholders identified.

²³⁰ This intervention helped i) supporting the development and implementation of pilot river basin management plans, ii) building on the improved policy framework and iii) ensuring a strong participation of local stakeholders. The project supported the preparation of country and regional training plan and organisation of trainings, coaching and training of trainers.



Source: <https://eu4climate.eu/georgia/>

According to interviews and the documents reviewed, many of the challenges identified in 2017 (see box 2) are still present. They include challenges on strengthening of the institutional, financial and technical capacities at both national and local level in Georgia, in particular in the environment and energy sectors²³¹. Creating the institutional framework for implementation is a challenging process that requires the necessary political leadership, policy planning and administrative capacity. In the case of Georgia, the lack of internal institutional cooperation structure within the Government with regard to European integration²³² render processes more volatile and susceptible to changes in legislation and institutions. Such vagaries have in the past weakened the roles and functions of the agencies responsible for protecting the environment in the country²³³. The national environmental monitoring system does not have the capacity to effectively address data information gaps, support policy and decision making and curb pollution, which results in unsustainable operations and weak enforcement. In addition, frequent Georgia's current policies and instruments still face limited resources and capacities for effective enforcement to effectively reduce pressure on the environment and to protect public health²³⁴.

Box 9 Env. & CC challenges related to capacities in Georgia

The EU tailored its support to best assist the GoG in overcoming the challenges during the period under review. According to the SSF (2017-2020) and EU+ Joint Analysis developed in 2017, the major needs and challenges in the field of Env. & CC in Georgia were:

- There is a need to strengthen **institutional, financial and technical capacities** at national and local level to implement comprehensive environmental reforms and improve energy standards. The pursuit of economic reforms has led to the weakening of existing **environmental governance** systems and budgetary resources to reverse the resulting environmental degradation fall short.
- There is a need to establish **enforcement mechanisms**. The limited capacity of the national environmental monitoring system has resulted in unsustainable **operations and weak law enforcement**, while frequent changes in legislation and institutions have weakened the roles and functions of the agencies responsible for protecting the environment.
- There is a strategic necessity for increasing **energy** independence, which can be supported through energy sector reforms in line with the EU integration process, the promotion of EE improvements, the use of untapped renewable energy sources, and boosting investments in low emission technologies. Specific needs *are reducing seasonal dependence on energy imports and strengthening national energy security*.
- There is a **lack of EE policies and measures** due to most buildings in Georgia, constructed during the Soviet era, not being compatible with energy performance standards.
- Under-performance continues to plague the sustainable management of **natural resources** and **circular economy** in Georgia.

²³¹ EU (2017): EU+ Joint Approach to Programming in Georgia.

²³² EP (2018): The Development of an Institutional Framework for the Implementation of the AA in Georgia, Moldova and Ukraine: a comparative perspective.

²³³ EU (2017): EU+ Joint Approach to Programming in Georgia.

²³⁴ Ibid.

- **Water, sanitation and waste management** remain challenges, with issues of low water quality and water cuts continuing to affect access to safe drinking water. Surface water is being polluted by untreated municipal wastewater from the industrial sectors, unsanitary landfills, illegal dumpsites and agricultural activities.
- Georgia suffers from a high mortality rate related to **air pollution**, mainly as a result of the transport and industry sectors; standards for fuel quality are lacking.
- Georgia's forests are threatened by unsustainable logging, overgrazing and a lack of sustainable forest management practices. Efforts to increase energy from renewable sources should not lead to overexploitation or degradation of forests.
- There is insufficient consideration of **biodiversity conservation and nature protection** due to insufficient cross-sectoral cooperation.
- Georgia is sensitive to **natural disasters** that severely affect the national economy, there is a need to improve capacities to limit and avoid them.
- Georgia has failed to ensure a compliant **legal framework**, by missing deadlines for the transposition of EU Regulation (EU) 347/2013, Article 4(2) of the Wild Birds Directive and Directive 2009/28/EC.

Source: EU (2017): SSF (2017-2020) and EU (2017): EU+ Joint Approach to Programming in Georgia

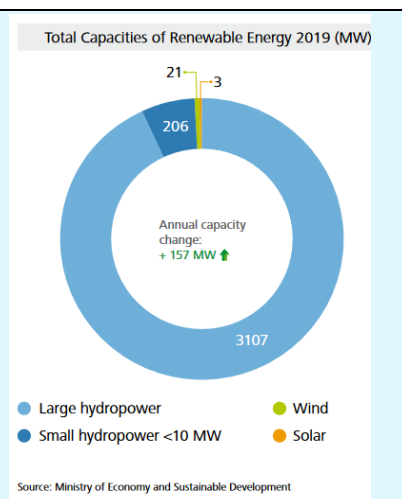
5.3.2.2 Broader outcomes

A variety of indicators have been established in the SSF (2017-2020) to monitor the achievements of EU Env. & CC support in Georgia²³⁵. Two main results were identified in the SSF (2017-2020), namely, i) increased supply of energy from renewable sources, enhanced EE in the country and ii) reduced levels of air pollution, better inclusion of CC impact in policy making, improved monitoring, collection, management and sharing of environmental data, improved water and wastewater municipal infrastructure, introduction or upgrade of waste collection systems and better valorisation and minimisation of waste, including improved recycling.

In relation to the first result the evidence shows²³⁶ that there was an increased supply of energy from renewable sources as presented in Box 10.

Box 10 Georgian renewable power portfolio

The Georgian renewable power portfolio is mostly based on hydropower. Although without a binding target for 2020, the country is putting efforts to diversify production and promote the use of renewable energy. Georgia is working on the preparation of a first solar PV auction, however without the necessary legal framework in place yet. Besides more than 3.000 MW of large hydropower plants and more than 200 MN of small hydropower, Georgia has in operation one wind park (Gori, 20,7 MW) and 2.5 MW of mostly solar rooftop installations. **The annual capacity change was plus 157 MW.**



Source: Georgia. Annual Implementation Report. November 2020. Energy Community.

²³⁵ The indicators developed are interested in the: i) share of renewable energy in total energy supply, ii) EE ratio, iii) percentage reduction of the values from core air pollutants in selected urban agglomerations (including primary particulate matter, SO₂, Nitrogen Oxides), iv) number of projects implemented under the LEDS, v) number of population with improved access to reliable water supply, sanitation and waste management services, waste recycling rate, number of actions implemented towards circular economy, improved environmental data and reporting.

²³⁶ Energy Community Treaty

Raising awareness was a major component of the EU support in Georgia during the period under review and yielded tangible results. The EUD remains concerned about the reluctance displayed by the Georgian population to consider the benefits that investments in the Env. & CC sector can bring in the fight against CC. This lack of awareness within the wider population is seen as a major threat to the potential progress and impact of the EU assistance in the sector. Yet, a recent EU-UNDP study published in 2021 showed that Georgians now consider CC as a top-three challenge for humanity²³⁷, thereby highlighting the positive results of the awareness-raising campaigns carried out by the EU in coordination with the national authorities (see section 5.3.5 for more information).

Box 11 What Georgians know about CC

UNDP carried out a survey in the context of the EU4Climate regional programme to collect data on the perceptions and knowledge of Georgians on CC. Face-to-face interviews were carried with 1,100 respondents in urban and rural areas across the country between August and September 2020. Some of the key findings of the survey are presented below:

- **97.6%** of respondents have heard about CC.
- **91.35%** think that CC is real and poses threats to humanity.
- **25.9%** of Georgia’s population believe that international organizations will be able to manage the consequences of CC.
- The majority of respondents think that CC is **more important than** international terrorism and armed conflicts (57.9%).
- **36.19%** believe they can do nothing to tackle CC (among them, women: 41.4% men: 30.1%).
- **Global warming and draughts** (96.11%), **disasters** (92.84%), **melting glaciers** and **warming ocean** (91.83%) are considered as negative effects of CC.
- **86.7%** of Georgia’s population are aware that EE measures can reduce their monthly expenses, and 7.9% believes that EE measures do not affect their monthly expenses.

Source: EU-UNDP (2021): What the Georgian population knows about CC.

Overall, the difficulty to measure the broader impacts in the Env. & CC sector was noted by all stakeholders interviewed. The interviews provided further insights into changes occurred or expected to be occurred (e.g., through replication/demonstration effects) thanks to EU assistance. For example, the **waste management** strategy for Tbilisi will provide a blueprint for other cities on how to organise waste management. Many municipalities in the country benefited from the **EE improvements** – impact was significant with country-wide coverage. Significant impact was noted for **agriculture sector** and on E5P programme. Support under the AA on transposition of the SEA and EIA provided significant impacts on other sectors. A significant progress in the area of food safety was noted, as the authorities are keen to learn in order to enable exports of food to the EU. Good impact is also seen from the air protection projects with improving the air monitoring network and raising environmental awareness. In the **water and wastewater sector**, the EU mostly worked with agencies that had important staff turnover, rendering the cooperation difficult at times.

Regarding the general processes for SDG implementation, the 2020 SDG status suggest that Georgia is either stagnating or moderately improving in most of them (see Table 37)²³⁸.

Table 37 Sustainable Development Goal (SDG) assessment and trends

SDG	Rating	Trend*
SDG 7 – Affordable and clean energy	Challenges remain	On track or maintaining SDG achievement
SDG 11 – Sustainable cities and communities	Significant challenges remain	Stagnating
SDG 12 – Responsible consumption and production	Challenges remain	Trend information unavailable
SDG 13 – Climate action	Challenges remain	Moderately improving
SDG 14 – Life below water	Significant challenges remain	Stagnating
SDG 15 – Life on land	Challenges remain	Stagnating

²³⁷ EU-UNDP (2021) : What the Georgian population knows about CC.

²³⁸ It is to be noted that the 2021 SDG status indicates that Georgia is now on track in SDG (4).

*Source: Sustainable Development Report 2020, Country Profiles; * Stagnating = Score stagnating or increasing at less than 50% of required rate; Moderately improving = Score moderately improving, insufficient to attain goal.*

Stakeholders also shared their experience in relation to implementation of successful projects in Georgia. They noted the need to combine TA with support to the reforms. Projects developed have to be workable and feasible – good example of the EU Ambassador participating in the clean-up campaigns. It was also noted that to make a project successful a detailed exploration of demands of the projects is needed and having strong partners on board.

5.3.3 Sustainability (JC1.2 and JC6.1- JC6.5)

The SFF notes that the deterioration of political circumstances in the region as well as with the breakaway regions, continued polarisation, potential constitutional changes facilitated by general election results, strong opposition of the judiciary to the reform process represent major risks to the sustainability of EU Env. & CC interventions in Georgia. SFF notes that this can be partly mitigated by enhanced policy dialogue and by greater use of incentive-based mechanisms.

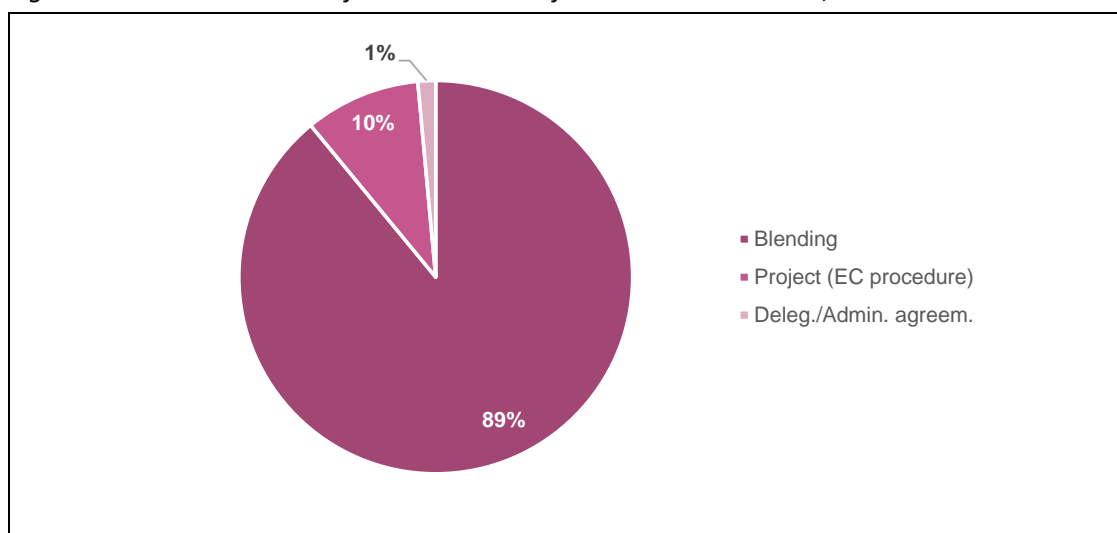
There is evidence that the AD template used by the EUD does not require to provide specific information on sustainability and exit strategies of the proposed interventions, rendering information on sustainability rather scattered throughout programming documents. The 2020 AD on EU4Environment notes as one of the assumptions that partner governments take full responsibility and act to ensure results sustainability and mentions that the overall action is design to maximise the capacity building impact and ensuring sustainability of results. The EU4Climate Action and EU4Environment (2017) documents note that horizontally all planned measures will adopt an approach intended to maximise the capacity building effect **and ensure sustainability of results**. However, the AD on “EU Resilience Facility for Georgia” does not provide any information on how it will ensure its sustainability and long-term impact.

Field phase interviews provided insights into sustainability issues at the implementation level. In general stakeholders noted that there are no major issues with sustainability of projects in Georgia (on the contrary to other countries in the region). There are good capacities at the national level supporting the implementation of projects. The challenge and a big issue for sustainability is the low capacities at the local level. In the projects providing supplies of equipment, the projects are accompanied with training on how to use the equipment. A good practice is to continue to monitor project for its full life time, for example in transport sector such monitoring should last for 10-15 years after project completion. Implementation approaches

5.3.4 Efficiency (JC4.1, JC4.2)

The EU Env. & CC assistance in Georgia is mostly provided through policy dialogue, budget support (incl. blending of grants and loans) and increasingly through indirect management with various development agencies active in the country (e.g., AFD, KfW, etc.). As indicated in Figure 6, around 90% of EU Env. & CC assistance for Env. & CC in Georgia has been channelled through blending between 2014-2020.

Figure 19 Overview of modalities used for Env. & CC contracts, 2014-2020



Source: Particip, based on CRIS data

Interviewed stakeholders noted that in general there are no big problems with delays on implementation. There are some delay experiences in regional programmes, there are also delays due to COVID related to specific actions. Delays which occur are mainly due to the low capacities of the beneficiaries. Results-oriented monitoring and evaluation is gradually improving at national level. The expected level of scheduled resources the projects will be able to use before the end of the project (overall performance) is within the benchmarks²³⁹.

5.3.5 Coordination and linkages with other donors (JC3.1, JC3.2)

There is a good degree of coordination between the EU and the GoG, as well as a good degree of alignment of the EU support with national policies. EU and Georgia are working together²⁴⁰ to promoting decisions which respect both people and the environment. The **EU+ Joint Approach to Programming in Georgia** provides detailed analysis of the context, national policy objectives and alignment of the EU+ joint approach²⁴¹. **Policy dialogue is taking place in various formats**, both government- and donor-led, varying according to the thematic area. Interviewees mentioned that there is a unit in the Office of the Prime Minister specifically dedicated to promoting greater donor coordination through the organisation of high-level meetings, as well as more regular coordination meetings under AA. Indeed, directly related with the AA, important fora of discussion include the Association Committee and the specific sub-committees, which provided an opportunity to strengthen policy dialogue. In addition, for Green Economy and Sustainable Management of Resources, there are two donor coordination groups. There is also the Caucasus Biodiversity Council, which is discussed through a Regional/transboundary coordination platform supported by the Worldwide Fund for Nature.

The interviews with stakeholders noted the existence of an established donor coordination process and mentioned the ability of donors to self-organise and promote informal exchanges on topics such as protected areas, climate, waste sector. There are many donors in Georgia (e.g., Germany, Sweden, EBRD, World Bank (WB), etc.) and it was noted during the interviews that some topics are “crowded” with the assistance available (e.g., EE). There is a need to build synergies and cooperate. The EU is playing a coordination role and organises smaller coordination meetings in the sector. The UN supports

²³⁹ EUD to Georgia (2020): External Assistance Management Report (EAMR).

²⁴⁰ EU (2020): Factsheet EaP - Together for environment.

²⁴¹ For example, it lists the following national policy objectives: NEAP II targets in 11 areas disasters, CC, waste and chemical substances, nuclear and radiation safety, water resources, ambient air, Black Sea biodiversity and protected areas, land resources, forestry and mineral resources. Waste Management Code and National Waste Management Strategy (2016-2030) and Action Plan (2016-2020) is structured around relevant issues and touches upon hazardous and non-hazardous waste collection, transportation, recovery and disposal issues, as well as obligations on waste management planning, accounting issuance of permits, registrations and control issues.

the implementation of 6 thematic groups, including one on the protection of natural resources that is co-led by Germany and Sweden. One of the Team Europe initiatives is a green initiative.

No issues related to the visibility of EU Env. & CC assistance in Georgia have been identified. Interviewed stakeholders noted that the EU interventions have followed EU visibility guidelines implementing them effectively. EU representatives were consistently present at key events and success stories were shared widely in and with media. One of the large mainstream media campaigns undertaken by the EUD was on environment.

5.4 Annexes

5.4.1 Annex 1: List of persons consulted

Name	Organisation	Position
EU		
FRENDIN, Joakim	(EU) DG NEAR A1.C.2	Project Assistant (Energy security and CC)
GODTER, Lilian	(EU) DG NEAR	International Aid / Cooperation Assistant (incl. Agriculture, rural and regional development, connectivity, EE, environment, NIF)
BARTOSIEWICZ, Andrej	(EU) EUD Georgia	Programme Manager
BRETTEL, Sigrid	(EU) EUD Georgia	Head of Cooperation
DARRAS, Alexandre	(EU) EUD Georgia	Team Leader (Connectivity, Energy, Env. & CC)
KHUTSISHVILI, Ketevan	(EU) EUD Georgia	Programme Manager (Rural Development, Civil Protection and Crisis Management)
Other Stakeholders		
CALLAMAND, Berengere	AFD	Deputy Head of Office Tbilisi
CHIKHRADZE, Sophiko	EBRD	Principal Banker
MELIKADZE, Tea	EBRD	Associate Banker
KOPAC, Janez	EnC Secretariat	Director
LAZZERINI, Irina	EnC Secretariat	Sustainable Energy Expert
HASEL, Bernd	KfW	Principal Project Manager
INAURI, Lasha	MEPA	Heads of the Department of the International Relations and European Integration Department
LATSABIDZE, Nino	MEPA	Deputy Head of the International Relations and European Integration Department
TSKHVARADZE, Maia	MEPA	Head of CC Division
KAPANADZE, Darejan	WB	Senior Environment Specialist

5.4.2 Annex 2: List of documents

5.4.2.1 EU Strategy Programming

- EaP (2017): 20 Deliverables for 2020: Bringing tangible results for citizens.
- EC (2020): Eastern Partnership policy beyond 2020. Reinforcing Resilience – an Eastern partnership that delivers for all. JOIN(2020) 7 final.
- EU (2020): 6th EU-Georgia Subcommittee Meeting on Transport, Energy cooperation, Environment, Climate Action & Civil Protection.
- EU (2018): Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing the Neighbourhood, Development and International Cooperation Instrument. SWD(2018)337 final.
- EU (2017-2020): Programming of the ENI 2017-2020 SSF for EU to Georgia.
- EU (2017-2020): SSF for EU support to Georgia (2017-2020)
- EU (2017): A Strategic Approach to Resilience in the EU's external action. SWD(2017) 226.
- EU (2017): EU+ Joint Approach to Programming in Georgia.
- EU (2017): Recommendation No 1/2017 of the Eu-Georgia Association Council of 20 November 2017 on the EU-Georgia Association Agenda [2017/2445].
- EU (2017): Report on the Implementation of the ENP Review.
- EU (2017): The New European Consensus On Development 'Our World, Our Dignity, Our Future'.
- EU (2016): Declaration On Cooperation On Environment And CC In The Eastern Partnership.
- EU (2015): Review of the European Neighbourhood Policy. JOIN (2015) 50 final.
- EU (2014): AA between the EU and Georgia.

- EU (2014): Programming document for EU support to ENI Cross-Border Cooperation (2014-2020).
- EU (2014): ENI 2014-2020 – SSF for EU Support to Georgia (2014-2017)).
- NIF (2014): Strategic Orientations 2014-2020

5.4.2.2 EU Reporting

- EC (2020): Association Implementation Report on Georgia. SWD(2020) 30 final.
- ECS (2020): Georgia Annual Implementation Report.
- EU (2015): Implementation of the ENP in Georgia. SWD(2015) 66 final.
- EUD to Georgia (2014 to 2020): External Assistance Management Report (EAMR).

5.4.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the following projects:

- (ENI 2018) EE in Public Buildings in Georgia (CRIS reference: C-412866 and C-412869)
- (ENI 2018) EU4Environment (CRIS reference: D-40314)
- (ENI 2017) EU4Climate (CRIS reference: C-387538)
- (2015 ENI/NIF) E5P - Eastern Europe EE and Environment Partnership

5.4.2.4 Other

- EP (2020): Report on the implementation of the EU AA with Georgia (2019/2200).
- EP (2018): The Development of an Institutional Framework for the Implementation of the AA in Georgia, Moldova and Ukraine: a comparative perspective.
- EU-UNDP (2021): What the Georgian population knows about CC.
- EU (2018): Takeaways of the High-Level Meeting between Members of the Commission and of the Government of Georgia.
- Government of Georgia (2021): Georgia's Updated NDC.
- Government of Georgia (2014): Socio-economic Development Strategy of Georgia, "GEORGIA 2020".
- Ministry of Economy and Sustainable Development of Georgia (2016): Green Growth Policy Paper.

5.4.3 Annex 3: List of main EU-funded interventions in the area of Env. & CC

5.4.3.1 Georgia

Table 38 List of Env. & CC interventions under ENI since 2014, Georgia

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
ENI bilateral programming							
EU Resilience Facility for Georgia: Economy, Environment, Health and Migration Management	12,700,000			2020 (Dec. Y)			D-42545
		(No contract signed so far)					
Relevant contracts related to the Framework Programme in Support of EU-Georgia's Agreements				2014 (Dec. Y)			D-37375
<i>TA for the improvement of Waste management systems in Georgia</i>		TA for the improvement of Waste management systems in Georgia	Ongoing	2017	1,387,000	private firm (ENVIROPLAN CONSULTING DEVELOPMENT CONSULTANTS)	
<i>Strengthening the administrative capacities of the Ministry of Environment and Natural Resources Protection of Georgia for approximation and implementation of the EU environmental 'acquis' in the fields of industrial pollution and industrial hazards</i>		Strengthening the administrative capacities of the Ministry of Environment and Natural Resources Protection of Georgia for approximation and implementation of the EU environmental 'acquis' in the fields of industrial pollution and industrial hazards	Ongoing	2017	1,000,000	CSO (FUNDACION INTERNACIONAL Y PARA IBEROAMERICA DE ADMINISTRACION Y POLITICAS PUBLICAS)	
<i>TA for awareness, information and communication to improve waste management practices in Georgia and the visibility of EU support to the sector</i>		TA for awareness, information and communication to improve waste management practices in Georgia and the visibility of EU support to the sector	Ongoing	2017	397,710	private firm (PARTICIP GMBH)	
<i>Support to the Approximation in various fields as part of the environmental provisions under the EU-Georgia AA</i>		Support to the Approximation in various fields as part of the environmental provisions under the EU-Georgia AA	Closed	2015	195,378	private firm (PARTICIP GMBH)	

Relevant contracts related to the TCF				2015 (Dec. Y)			D-37862
<i>Institutional Strengthening of Environmental Health System of Georgia</i>		Institutional Strengthening of Environmental Health System of Georgia	Ongoing	2017	1,300,000	CSO (FONDAZIONE MINOPRIO ISTITUTO TECNICO SUPERIORE PER LE NUOVE TECNOLOGIE PER LA VITA)	
<i>Support to reform in the Waste Management sector</i>		Support to reform in the Waste Management sector	Ongoing	2019	529,755	private firm (NIRAS AS)	
<i>Support to implementation of the Environmental provisions of the EU-Georgia AA</i>		Support to implementation of the Environmental provisions of the EU-Georgia AA	Ongoing	2019	885,437	private firm (TRANSTEC)	
<i>Support to the Georgian government for the elaboration of the 3rd NEAP</i>		Support to the Georgian government for the elaboration of the 3rd NEAP	Closed	2016	101,339	private firm (DT GLOBAL IDEV EUROPE S.L)	
NIP				Various			
<i>GGF - Green for Growth - Shares for Georgia: Promoting Green Local Currency Lending</i>		GGF - Green for Growth - Shares for Georgia: Promoting Green Local Currency Lending	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	10,355,000	EU MS (KFW)	D-41163
<i>Programme for EE in Public Buildings in Georgia – EBRD Part</i>		Programme for EE in Public Buildings in Georgia – EBRD Part	Committed	2018 (Dec. Y) / 2019 (Ctr. Y)	13,150,000	EBRD	D-41163
<i>Programme for EE in Public Buildings in Georgia – KfW part</i>		Programme for EE in Public Buildings in Georgia – KfW part	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	12,650,000	EU MS (KFW)	D-41163
<i>Khashuri Water supply and sanitation</i>		Khashuri Water supply and sanitation	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	7,550,000	EU MS (AFD)	D-41163
<i>Water Supply and Sanitation in Rural and Semi Urban Communities of Adjara</i>		Water Supply and Sanitation in Rural and Semi Urban Communities of Adjara	Ongoing	2018 (Dec. Y) / 2018 (Ctr. Y)	7,360,000	EU MS (KFW)	D-41163
<i>GESR - Georgian Energy Sector Reform</i>		Georgian Energy Sector Reform (GESR)	Ongoing	2018 (Dec. Y)	8,800,000	EU MS (KFW)	D-41163

				/ 2018 (Ctr. Y)			
<i>Water Supply and Sanitation in Rural and Semi Urban Communities of Adjara</i>		Water Supply and Sanitation in Rural and Semi Urban Communities of Adjara	Ongoing	2018 (Dec. Y) / 2018 (Ctr. Y)	7,360,000	EU MS (KFW)	D-41163
<i>Georgia Hazardous Waste</i>		Georgia Hazardous Waste	Ongoing	2017 (Dec. Y) / 2018 (Ctr. Y)	8,340,000	EBRD	D-40444
<i>Enguri Hydro Power Plant Rehabilitation Project: Climate Resilience Upgrade</i>		Enguri Hydro Power Plant Rehabilitation Project: Climate Resilience Upgrade	Ongoing	2017 (Dec. Y) / 2018 (Ctr. Y)	7,350,700	EBRD	D-40444
<i>Investment Support to the Kutaisi Waste Water Project (KWWP)</i>		Investment Support to the Kutaisi Waste Water Project (KWWP)	Ongoing	2015 (Dec. Y) / 2016 (Ctr. Y)	4,950,000	EIB	D-38314
Relevant contracts related to the regional Flagship Initiative on Sustainable Municipal Development				2016 (Dec. Y)			D-38286
<i>Biomass Energy and Energy Efficient Technologies as a Sustainable Energy Solutions for Georgian CoM signatories</i>		Biomass Energy and Energy Efficient Technologies as a Sustainable Energy Solutions for Georgian CoM signatories	Ongoing	2017	598,913	private firm (ENERGOEPEKTUROBIS TSENTRI SAKARTVELO)	
Relevant contracts related to the Sustainable Urban Demonstration Projects (SUDeP)				2013			D-24746
<i>Retrofitting 3 kindergartens in Rustavi City in order to achieve high EE standards and greenhouse emission reduction</i>		Retrofitting 3 kindergartens in Rustavi City in order to achieve high EE standards and greenhouse emission reduction	Closed	2014	623,538	CSO (SUSTAINABLE DEVELOPMENT AND POLICY(SDAP)CENTRE)	
Other contracts							
<i>Development of Network Tariff Setting Methodologies, EE and Renewable Energy Regulatory Strategy and Creating Regulatory</i>		Development of Network Tariff Setting Methodologies, EE and Renewable Energy Regulatory Strategy and	Ongoing	2016 (Dec Y) / 2020 (Ctr Y)	1,500,000	private firm (ENERGIE-CONTROL GMBH)	D-39337

<i>Framework for Enabling Demand Side Involvement</i>		Creating Regulatory Framework for Enabling Demand Side Involvement					
<i>Strengthening Sustainable Management of Forests in Georgia</i>		Strengthening Sustainable Management of Forests in Georgia	Ongoing	2012 (Dec. Y) / 2017 (Ctr. Y)	840,000	private firm (PARTICIP GMBH)	D-23281
<i>Assessment of social and economic cost of under-heating in Georgia</i>		Assessment of social and economic cost of under-heating in Georgia	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	495,000	WB (IBRD)	D-38775;40615
<i>Development of Legislation for Waste Management as part of the Implementation of the EU-Georgia AA</i>		Development of Legislation for Waste Management as part of the Implementation of the EU-Georgia AA	Closed	2013 (Dec. Y) / 2015 (Ctr. Year)	242,760	GoLithuania	D-24706

Relevant intervention signed before the evaluation time scope but relevant:

- Integrated Solid Waste Management in the Southern Caucasus (Georgia, Azerbaijan, Armenia) (C-330133)

Relevant interventions financed through DCI-THEMA

- Georgia Climate Action Project (GEO-CAP): Promoting Civil Society Engagement in CC Policy Design and Implementation (D-42155)

Relevant interventions financed through NEAR-TS:

- Georgia Climate Action Project (GEO-CAP): Promoting Civil Society Engagement in CC Policy Design and Implementation (EUR 1,000,000) (C-421207)

5.4.3.2 ENI East Regional

Table 39 List of Env. & CC interventions under ENI since 2014, ENI East Regional

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
ENI regional programming							
EU4Climate	8,000,000			2017 (Dec. Y)			D-40348;40633
		EU4Climate	Ongoing	2017	8,000,000	UNDP	
EU4Environment	19,500,000			Various			D-40315 (2019) D-40314 (2018/2017)
		Result 4 - Ecosystem services and livelihoods	Ongoing	2020	6,000,000	WB (IBRD)	
		Mainstreaming and Circular Economy - Results 1 and 2	Ongoing	2018 (Dec. Y) / 2018 (Ctr. Y)	9,700,000	UNIDO	
		Governance and Regional Dialogue - Results 3 and 5	Ongoing	2017 (Dec. Y) / 2018 (Ctr. Y)	3,800,000	OECD	
EUWI+ 4 EaP - European Water Initiative Plus for Eastern Partnership	23,500,000			2015 (Dec. Y)			D-38109;38300
		Results 2 and 3 - River management	Ongoing	2016	16,500,000	private firm (UMWELTBUNDESAMT GESELLSCHAFT MIT BESCHRANKTER HAFTUNG (UBA GMBH))	
		Result 1 - Legal Support - OECD share	Ongoing	2016	3,850,000	OECD	
		Result 1 - UNECE share	Ongoing	2016	3,150,000	UNECE	
EU4Energy 2	9,000,000			2019 (Dec. Y)			D-42180
		Promoting the Clean Energy Transition in the Eastern Partnership	Ongoing	2020	3,700,000	Other (INTERNATIONAL ENERGY AGENCY)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		countries: EU4Energy Phase II - Components 3 - 6					
		Promoting the Clean Energy Transition in the Eastern Partnership countries: EU4Energy Phase II - Component 1	Ongoing	2020	1,800,000	Other (ENERGY COMMUNITY)	
		Promoting the Clean Energy Transition in the Eastern Partnership countries: EU4Energy Phase II - Components 2, 7 & 8	Ongoing	2020	3,000,000	EU other (COUNCIL OF EUROPEAN ENERGY REGULATORS ASBL)	
EU4Energy	14,708,173 (for 2015) 5,291,827 (for 2016)						
		EU4Energy - Improving Energy Sector Statistics and Policy Development in countries of Eastern Partnership and Central Asia	Ongoing	2015 (Dec. Y) / 2016 (Ctr. Y)	12,100,000	Other (INTERNATIONAL ENERGY AGENCY)	D-38141;38613
		EU4Energy. Component 3	Ongoing	2015 (Dec. Y) / 2016 (Ctr. Y)	5,377,363	Other (ENERGY COMMUNITY)	D-38141;38613
		EU4Energy Programme Component 3-Legislative and Regulatory Environment and Key Energy Infrastructure	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	1,122,637	Other (ENERGY CHARTER)	D-38613
SEIS East	6,600,000			2014 (Dec. Y)			D-36898
		Implementation of the Shared Environmental Information System principles and practices in the Eastern Partnership countries (SEIS East)	Ongoing	2015	6,600,000	EU other (European Economic Area)	
EPIRB - Environmental Protection of International River Basins	946,516			2015 (Dec. Y)			D-38296

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		Environmental Protection of International River Basins - addendum	Closed	2015	946,516	private firm (HULLA & CO HUMAN DYNAMICS KG)	
EMBLAS Plus	1,554,738			2017 (Dec. Y)			D-40350;40651
		Improving Environmental Monitoring in the Black Sea - Selected Measures (EMBLAS Plus)	Ongoing	2018	1,554,738	UNDP	
Maritime safety, security and marine environmental protection in the Black and Caspian Sea Regions	4,000,000			2016 (Dec. Y)			D-39351
		Maritime safety, security and marine environmental protection in the Black and Caspian Sea Regions	Ongoing	2016	4,000,000	EU other (EUROPEAN MARITIME SAFETY AGENCY)	
Country-specific Investment Climate Reviews and Action Plans for EaP countries	2,000,000			2017 (Dec. Y)			D-40613
		EU-EBRD Country-specific Investment Climate Reviews and Action Plans for Eastern partnership (EaP) countries.	Ongoing	2018	2,000,000	EBRD	
Relevant contracts related to CoMDeP (Covenant of Mayors – Demonstration Projects)				2013 (Dec. Y)			D-24746;40757
<i>Covenant of Mayors – Demonstration Projects – Support Mechanism</i>		Covenant of Mayors – Demonstration Projects – Support Mechanism	Ongoing	2014	6,179,850	private firm (KOMMUNALKREDIT PUBLIC CONSULTING GMBH)	
Relevant contracts related to the Eastern Partnership Flagship Initiative on Sustainable Municipal Development				2015 (Dec. Y)			D-38113
<i>CoM East II - Eastern Partnership Covenant of Mayors East II</i>		CoM East II - Eastern Partnership Covenant of Mayors East II	Ongoing	2016	4,284,600	CSO (ENERGY CITIES/ENERGIE-CITIES ASSOCIATION)	
(selected contracts under ENPI CSF 2013)				2013 (Dec. Y)			D-24437
<i>Climate Forum East II</i>		Climate Forum East II	Closed	2014	1,000,000	CSO (OSTERREICHISCHES ROTES KREUZ)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>CLEEN - Civil society Local EE Network</i>		CLEEN - Civil society Local EE Network	Closed	2014	992,906	CSO (STICHTING WOMEN ENGAGE FOR ACOMMON FUTURE - INTERNATIONAL)	
NIP				Various			
<i>FINTECC - Finance and technology transfer centre for CC - EU4CLIMATE window</i>		FINTECC - Finance and technology transfer centre for CC - EU4CLIMATE window	Ongoing	2019 (Dec. Y) / 2020 (Ctr. Y)	15,400,000	EBRD	D-41997
<i>GfG - Green for Growth: Extension to Neighbourhood East II</i>		GfG - Green for Growth: Extension to Neighbourhood East II	Ongoing	2018 (Dec. Y) / 2018 (Ctr. Y)	5,162,849	EU MS (KFW)	D-41163
<i>GfG - Green for Growth: Extension to Neighbourhood East II</i>		GfG - Green for Growth: Extension to Neighbourhood East II	Ongoing	2017 (Dec. Y) / 2018 (Ctr. Y)	6,157,151	EU MS (KFW)	D-40444
Other contracts							
<i>Scoping Mission to evaluate the feasibility of a project on Integrated Maritime Policy in the Black Sea</i>		Scoping Mission to evaluate the feasibility of a project on Integrated Maritime Policy in the Black Sea	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	297,805	CSO (APPLICATION EUROPEENNE DE TECHNOLOGIES ET DE SERVICES)	D-24905
<i>Scoping Mission to evaluate the feasibility of a project on Integrated Maritime Policy in the Black Sea</i>		Scoping Mission to evaluate the feasibility of a project on Integrated Maritime Policy in the Black Sea	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	297,805	CSO (APPLICATION EUROPEENNE DE TECHNOLOGIES ET DE SERVICES)	D-24905
<i>Global assessment of the EU support provided at regional level in the fields of environmental governance and green economy, water management, and CC in the Eastern Partnership countries (2007-2013)</i>		Global assessment of the EU support provided at regional level in the fields of environmental governance and green economy, water management, and CC in the Eastern Partnership countries (2007-2013)	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	207,080	private firm (SAFEGE)	D-24905
<i>Municipal Finance Study Energy, Environment and Climate in EaP countries</i>		Municipal Finance Study Energy, Environment and Climate in EaP countries	Ongoing	2015 (Dec. Y) / 2019 (Ctr. Y)	162,132	private firm (LANDELL MILLS INTERNATIONAL LIMITED)	D-40652

Old interventions (not fully in temporal scope, but relevant for the analysis):

- CLIMA East: Supporting Climate Change Mitigation and Adaptation in ENP East countries and Russia
- E5P - Eastern Europe EE and Environment Partnership
- Greening Economies in the Eastern Neighbourhood (EaP-GREEN)

Other interventions (not in scope, but relevant for the analysis):

- Supporting Participation of Eastern Partnership and Central Asian Cities in the Covenant of Mayors (D-38424)

6 Country Case Study – Ukraine

6.1 Introduction

6.1.1 Context

6.1.1.1 Main environmental challenges

Ukraine is a lower middle-income country. It is home to 43 million people of a variety of ethnic and linguistic backgrounds. Although it achieved independence in August 1991 upon the dissolution of the Soviet Union, it is still struggling to consolidate democracy and a functioning free market economy.

Ukraine faces a number of **environmental challenges**, including issues with air pollution, water quality and water supply shortages, solid waste management, land degradation, biodiversity loss, vulnerability to Climate Change (CC) and human health issues associated with environmental risk factors. The unbalanced exploitation of natural resources and low political priority placed on environmental issues have made it difficult for the country to achieve sustainable economic development. The country has inherited from its Soviet past poor environmental practices and an overall disastrous environmental situation. Stress on the environment and natural resources is very high, particularly in the most industrialized and populated areas such as in Kyiv and other large cities where air/water pollution and inefficient waste management are increasing concerns²⁴².

Trans-boundary environmental issues have included the use and protection of shared waters – in particular the River Danube and the Black Sea. The Danube is a heavily utilised resource, which supports drinking water supply, irrigation, industry, fishing, tourism, power generation and navigation. It is often also the endpoint for wastewater disposal. Severe water quality and quantity issues have arisen, and biodiversity in the region is diminishing.

To respond to its vulnerability to the impacts of CC,²⁴³ the country has identified CC **adaptation** priorities covering a wide range of areas such as agriculture, water resources, energy, transportation, health, the urban environment and forests, and coastal zone management.

The reduction of **Greenhouse Gas** (GHG) emissions has been a significant challenge for the country in the last decades. The energy sector is the most significant contributor to GHG emissions in Ukraine, with industrial processes contributing about 16% and the agriculture sector 13%. Ukrainian households have very little incentives to save energy and invest in Energy Efficiency (EE) measures, as tariffs were subsidised by the State. Ukraine's consumption of thermal energy per square meter of living space remains twice compared to the EU countries with a similar context. In addition, the gas tariffs increased since 2016 and the State had to continue with the costly subsidies system to support a large part of the population²⁴⁴. This has contributed to Ukraine's carbon intensity being one of the highest in the world²⁴⁵. In the context of the Paris Agreement, the Ukrainian Government had announced a target for its reduction in GHG emissions of 40% in 2016. It increased its ambition in 2021 by revising the target upwards to 65%.

6.1.1.2 The national policy and legal framework

Ukraine has initiated various policy reforms in the area of Env. & CC. Table 40 summarises the main evolution in the national policy and legal framework related to Env. & CC. The country is a signatory of all main international treaties related to Env. & CC²⁴⁶.

In recent years, there has been a high interest by national stakeholders in enhancing cooperation in the framework of the European Green Deal. Ukraine still needs to develop and implement an

²⁴² EU (2019): ToR of the intervention 'APENA'.

²⁴³ EU4Climate website: <https://eu4climate.eu/ukraine/>.

²⁴⁴ Action Document for EE4U.

²⁴⁵ FINTECC Description of the Action.

²⁴⁶ For instance: i) the United Nations Framework Convention on Climate Change (UNFCCC), including the Kyoto Protocol and the Paris Agreement; and ii) the Vienna Convention for the Protection of the Ozone Layer and the Montreal Protocol on Substances that Deplete the Ozone Layer.

overarching strategy for “green” sustainable growth, including waste reduction, investment in sustainable resources, technologies and infrastructures and systematic decoupling of economic activities from environmental impact²⁴⁷.

Table 40 Main Env. & CC policies and laws adopted before and during the period under review

Sector	Pre-2014	Post-2014
Legal framework	<p>1994: Law No. 74/94-VR on Energy Saving</p> <p>1995: Law No. 39/95-VR on the utilisation of nuclear energy and radiation safety</p> <p>1997: Law No. 575/97-BP on Electricity</p> <p>2000: Law No. 1391-XIV on Alternative Fuels; Law No. 1370-XIV on licensing in the sphere of the utilisation of nuclear energy</p> <p>2003: Law No. 555 -IV on Alternative Energy Sources</p> <p>2005: Law No. 2509-IV on Combined Heat and Power (cogeneration) and Waste Energy Potential</p> <p>2008: Law No. 555 -IV on Alternative Energy Sources</p> <p>2009: Law No. 1391-VI on Promotion of Biological Fuels Production and Use</p>	<p>2017: Law No. 2118-VIII on EE of buildings; Law No. 5598 on EE Fund (EEF); Law No. 2019-VIII on Electricity market; EIA Law No. 2059-VIII</p> <p>2018: SEA Law No. 2354-VIII</p> <p>2019: Law No. 2697-VIII on Environmental Strategy until 2030; Law No. 2712-VIII on competitive conditions for the production of electricity from alternative energy sources; Law No. 0875 on Principles of Monitoring, Reporting and Verification of GHG Emissions</p>
Policy framework	<p>2005: National Action Plan on Implementation of the Kyoto Protocol</p> <p>2006: Energy Strategy to 2030</p> <p>2010: National Environmental Policy until 2020 - Main Principles (Strategy)</p>	<p>2014: National RE Action Plan, 2014-2020</p> <p>2015: First EE Action Plan, 2015-2020</p> <p>2017: National Emission Reduction Plan</p> <p>2019: National Waste Management Plan</p>
UNFCCC process	<p>1998: First National Communication</p> <p>2006: Second National Communication</p> <p>2010: Cancun Pledge pre-2020 Target; Third, Fourth, and Fifth National Communications</p> <p>2013: Sixth National Communication and Addendum; First Biennial Report;</p>	<p>2015: Intended Nationally Determined Contribution (NDC)</p> <p>2016: First NDC</p> <p>2018: Long-term Strategy</p> <p>2020: GHG Inventory, National Inventory Report</p> <p>2021: Updated NDC</p>

Source: Grantham Research Institute on Env. & CC.; Climate Watch, Ukraine; Energy Community.

6.1.1.3 EU-Ukraine cooperation framework

The EU cooperates with Ukraine in the framework of the **European Neighbourhood Policy (ENP)**²⁴⁸ and its eastern regional dimension, **the Eastern Partnership (EaP)**, launched in 2009. Since its adoption in 2017, the EaP framework ‘**20 Deliverables for 2020**’ has been a central guiding framework for EU external action in the EaP region, including Ukraine²⁴⁹.

Ukraine is a priority partner for the EU. The **Association Agreement (AA)**²⁵⁰ signed in 2014 is the main framework document for bilateral cooperation between the EU and Ukraine. It established a **Deep and Comprehensive Free Trade Area (DCFTA)** that entered into force in 2017. In 2018, the EU and Ukraine adopted a **Single Support Framework (SSF)** that has guided EU support to Ukraine under the European Neighbourhood Instrument (ENI) since then. Table 41 presents a summary of the ENI bilateral programming during 2014-2020 with the four priority sectors of cooperation outlined in the SSF.

²⁴⁷ EU (2020): Action Document for CASE.

²⁴⁸ The ENP was developed in 2004 and further reviewed in 2011 and 2015.

²⁴⁹ EU (2017): EaP - 20 Deliverables for 2020 Focusing on key priorities and tangible results.

²⁵⁰ EU (2014): AA between the EU and its EU MS, of the one part, and Ukraine, of the other part.

Table 41 Financial allocations (EUR million) per policy areas and sectors

Total 2014-2017*		Total 2018-2020	
Sector*	Allocation	Sector	Allocation
2014: State Building and Civil Society Support	242 (232 +10)	4. Strengthening institutions and good governance	108.45 - 132.55
2015: Decentralisation reform and PSD	160 (90+70)	5. Economic development and market opportunities	86.76 - 106.04
2016: Public Administration, Rule of Law, Anti-corruption	200 (43.5 + 104 + 52.5)	6. <u>Connectivity, EE, Env. & CC</u>	65.07 - 79.53
2017: <u>EE</u> ; PFM; Support to East of Ukraine	150 (50 + 50 + 50)	7. Mobility and people-to-people contacts	86.76 - 106.04
		Complementary support for capacity development	65.07 - 79.53
		Complementary support to civil society	21.69 - 26.51
Total	752		433.8-530.2

Source: EU-Ukraine SSF 2018-2020 and 2014, 2015, 2016 and 2017 Commission Implementing Decisions. * From 2014 to 2017 bilateral ENI assistance to Ukraine was provided in the form of annual Special Measures.

Note: Underlined sectors are the ones identified by the team as having the strongest focus on Env. & CC.




6.1.2 Focus of the case study

It is important to note that this case study does not constitute a separate evaluation of EU support in the country or its situation with regard to Env. & CC. Rather, it presents country-related findings relevant to the overall assessed EQs/JCs and informs the main evaluation report to which it will be attached as an annex. This is one of several case studies that are intended to be complementary and to provide the evaluation, overall, with a deeper perspective and understanding of the Env. & CC-related EU action in the three regions since 2014.

The case study concerns itself with i) establishing an overall view on how the EU cooperation in the area of Env. & CC has been formulated and implemented in Serbia (focus on: EQ1, EQ2); ii) consideration of selected interventions, assessment of the EU contributions to short-term results, and likely contribution to broader ones, and the main influencing factors (focus on: EQ3, EQ4, EQ5 and EQ6); and iii) identifying good practice and broader lessons for future EU external action.

Figure 2 presents the three methods have been used to generate evidence for the case study:

Figure 20 Main techniques and tools used in the case study

- 
Literature review covering documents from EU and EU MS databases (e.g. project description, recent monitoring and progress reports), documents produced by other international and local organisations monitoring the COVID response (e.g. studies published by NGOs/research institutions), sectoral studies published in the key areas of support;
- 
 (Remote) **semi-structured interviews** with some stakeholders, including: EU/EU MS staff.
- 
Statistical analysis of trends in context and development outcome indicators in each partner country: the aim is to enrich both the analysis of the strategic relevance of the EU response (EQ1) and the likely effects of the response (EQ5-6).

Although the case study covers the whole of EU support to Env. & CC, the analysis of outcomes puts a specific focus on the areas of i) **Environmental quality** (including air quality); and ii) **Climate Change Mitigation (CCM)** (including EE and Renewable Energy – RE).

To allow for a more detailed analysis of the EU portfolio, the evaluation team did not cover all EU-funded interventions in the country, but put emphasis on the following sample of bilateral interventions. It also took into account various regional interventions such as EU4Climate and the

Eastern Europe EE and Environment Partnership (E5P) as well as other initiatives such as the Covenant of Mayors (CoM).

Table 42 Sample of EU Env. & CC interventions reviewed for Ukraine

Intervention's short title	Full intervention title and CRIS reference
(2020 ENI) CASE	Climate package for a sustainable economy in Ukraine (CRIS reference: n/a) ²⁵¹ EU Contracted amount: EUR 10 million
(2018 ENI) APENA II	Support to Ukraine in approximation of the EU environmental <i>acquis</i> (CRIS reference: C-408186) EU Contracted amount: EUR 2.3 million
(2018 ENI) EE4U	EE Support Programme for Ukraine (CRIS reference: D-39641) EU Contracted amount: EUR 100 million
(2014 ENI) FINTECC	Financing Technologies against CC (CRIS reference: C-369167) EU Contracted amount: EUR 4.1 million

6.2 Design

6.2.1 Overview of EU support to Env. & CC

6.2.1.1 Overall environmental and climate change objectives in Ukraine

All key reference documents covering EU-Ukraine bilateral cooperation outline the importance of approximation of the Ukrainian legislation with the EU. In particular, a key provision underpinning the 2014 EU-Ukraine AA sets out the concept of “gradual approximation” of Ukraine’s legislation to EU norms and standards²⁵². Specific timelines are set within which Ukraine should approximate its legislations to the relevant EU legislation²⁵³. Table 43 highlights elements of the EU *acquis* specified in the AA in some areas²⁵⁴ related to Env. & CC.

Table 43 Elements of the EU *acquis* mentioned in the EU-Ukraine AA

Area	Examples of elements of the EU legal framework mentioned in the AA
EE (Annex XXVII to Chapter 1 - Energy Cooperation)	<ul style="list-style-type: none"> Directive 2002/91/EC on the energy performance of buildings Directive 2006/32/EC on energy end-use efficiency and energy services Directive 2005/32/EC on establishing a framework for the setting eco-design requirements for energy using products Directive 92/75/EEC on the indication by labelling and standard product information of the consumption of energy and other resources by household appliances
Environmental governance (Annex XXX to Chapter 6 - Environment)	<ul style="list-style-type: none"> Directive 2011/92/EU on the assessment of the effects of certain public and private projects on the environment (codification) Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment Directive 2003/4/EC on public access to environmental information and repealing Directive 90/313/EEC
Air Quality (Annex XXX to Chapter 6 - Environment)	<ul style="list-style-type: none"> Directive 2008/50/EC on ambient air quality and cleaner air for Europe Directive 2004/107/EC relating to arsenic, cadmium, mercury, nickel and polycyclic aromatic hydrocarbons in ambient air

Source: 2014 EU-Ukraine AA.

EU Env. & CC strategies in Ukraine have been structured around two main thematic streams: i) EE/RE; and ii) Environmental quality (air quality, waste management and water quality)²⁵⁵. The frameworks that guided EU support during the period under review build on previous cooperation

²⁵¹ EC (2020): EU-Ukraine Summit: EU provides EUR 60 million to strengthen Ukraine's socio-economic resilience. https://ec.europa.eu/commission/presscorner/detail/en/ip_20_1802

²⁵² See Article 474 of the EU-Ukraine AA.

²⁵³ These timelines vary between 2 and 10 years after the entry into force of the Agreement.

²⁵⁴ Other areas mentioned in Annex XXX to Chapter 6 of the AA and covered by specific EU interventions include themes such as ‘Waste and Resource Management’ and ‘Water Quality’.

²⁵⁵ The EU also supported the adoption of horizontal legislation on EIA and SEA.

frameworks that already strongly relied on this two-pronged cooperation strategy. For instance, the ENPI programming document for Ukraine for the period 2011-2013 identifies the following objectives in relation to these two key areas of cooperation:

- EE/RE: *“to strengthen cooperation in the area of EE and RE sources in accordance with the EU-Ukraine Association Agenda and the EU-Ukraine MoU on Energy Cooperation as well as the Roadmap of the EU-Ukraine Working Group on EE, RE and Measures to tackle CC signed in March 2008.”*
- Env. & CC: *“to strengthen Ukraine’s environment policy development and implementation and the sustainable management of natural resources (relevant sectors could include air quality, water quality and resource management, waste management, industrial pollution, nature protection, marine and coastal environment), to improve the environmental standards for human health safety, to increase environmental cooperation and awareness and to address CC causes (mitigation) and effects (adaptation) in line with Ukraine’s commitments under the Kyoto Protocol and its expected successor agreement”²⁵⁶.*

This structure and the related objectives reflect the cooperation frameworks adopted at regional. In particular, two of the EaP ‘20 deliverables for 2020’ adopted in 2017 (both under the Priority Area III on ‘Connectivity, EE, Env. & CC’) are:

- *“15. Decisive steps will be taken to enhance EE and improve the use of RE, and to reduce GHG emissions, in line with the Paris Agreement on CC.*
- *16. Environment and adaptation to CC will be supported by improving water resources management and trans-boundary cooperation, mainstreaming environmental goals, into development and sectoral policies and plans, developing sounder environmental governance, enhancing environmental awareness, improving the sustainable management of key natural resources and promoting CC resilience”²⁵⁷.*

The EU-Ukraine SSF for 2018-2020 mirrors the structure and the objectives of the EaP ‘20 deliverables for 2020’. Box 12 summarises the main Env. & CC objectives of the SSF in the sector of cooperation ‘Connectivity, EE, Env. & CC’.

Box 12 *Objectives of the sector of cooperation ‘Connectivity, EE, Env. & CC’ in the SSF for 2018-2020*

The **overall objective** of the cooperation is to: *reduce energy intensity in Ukraine and dependency on fossil fuels; establish strong transport and energy links between Ukraine and the EU, achieve efficient and environmentally-friendly mobility, an efficient, sustainable and circular economy leading to new jobs and greener (low-carbon) economic growth, reduced GHG emissions, improved quality of environment and enhanced CC mitigation and adaptation.*

The **specific objectives** related to Env. & CC are:²⁵⁸

- Improved policies, normative framework, financial resources and awareness for EE and renewables (specific objective 2).
- Reduced waste (promotion of circular economy), better control of emissions; improved biodiversity and nature protection, including fisheries governance (specific objective 5).

Source: EU-Ukraine SSF for 2018-2020

With the launch of the ‘Covenant of Mayors (CoM) – East’ initiative in 2016,²⁵⁹ there has been an increased attention to supporting local authorities in the area of Env. & CC. The municipal level is explicitly mentioned in the SSF, especially in relation to the specific objectives 2 and 5 presented above

²⁵⁶ EU (2011): European Neighbourhood and Partnership Instrument - National Indicative Programme 2011-2013.

²⁵⁷ EU (2017): EaP 20 Deliverables for 2020. SWD(2017) 300 final

²⁵⁸ The specific objective 1 covers the broad legislation frameworks related to the transport and energy sectors, with some linkages to Env. & CC. Specific objectives 3 and 4 also include Env. & CC related objectives, but they have a main focus on energy and transport issues: *“Enhanced development of Ukraine’s energy (electricity and gas) and transport infrastructure; improved energy connections between EU and Ukraine and connectivity with EU neighbouring countries for passengers and freight; transport chains are satisfying the needs of the users; (specific objective 3). (...) Increased use of clean and energy efficient vehicles, increased efficiency of transportation, including in rural areas and areas where transport networks suffer from conflict impact, enhanced mobility and safety, including for women (specific objective 4).”*

²⁵⁹ EU4Energy website: <http://www.com-east.eu/en/about/>.

(see Box 12). The EaP 2020 deliverables for 2020 clearly identifies the CoM-East initiative as a key instrument to achieve objectives related to the ‘deliverable 15’ on EE/RE and reduced GHG emissions.

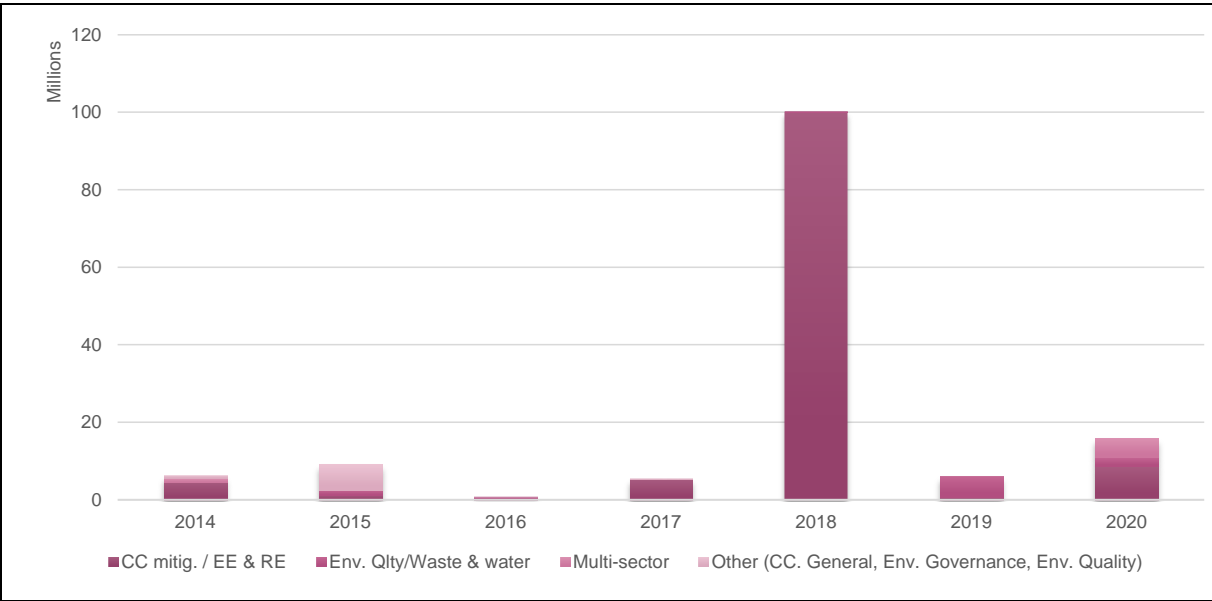
6.2.1.2 Description of EU portfolio

EU bilateral funding in the area of Env. & CC represents a total of EUR 145 million in Ukraine during the period 2014-2020. Annex 3 provides a list of the main EU interventions in the area of Env. & CC funded under ENI in the country during the period under review.

As indicated in Figure 21, the main topics covered by ENI bilateral support in Ukraine were: i) CCM (incl. EE and RE)²⁶⁰; and ii) environmental quality (incl. waste and water)²⁶¹. The peak of funding in 2018 is mostly explained by the EU contribution to the EE4U, a Trust Fund managed by the IFC/World Bank (WB).

In addition, as detailed in Annex 3, Ukraine also benefitted from a variety of EU regional programmes in the area of Env. & CC.

Figure 21 Env. & CC contracts by main thematic focus (ENI bilateral funding, contracted amounts)



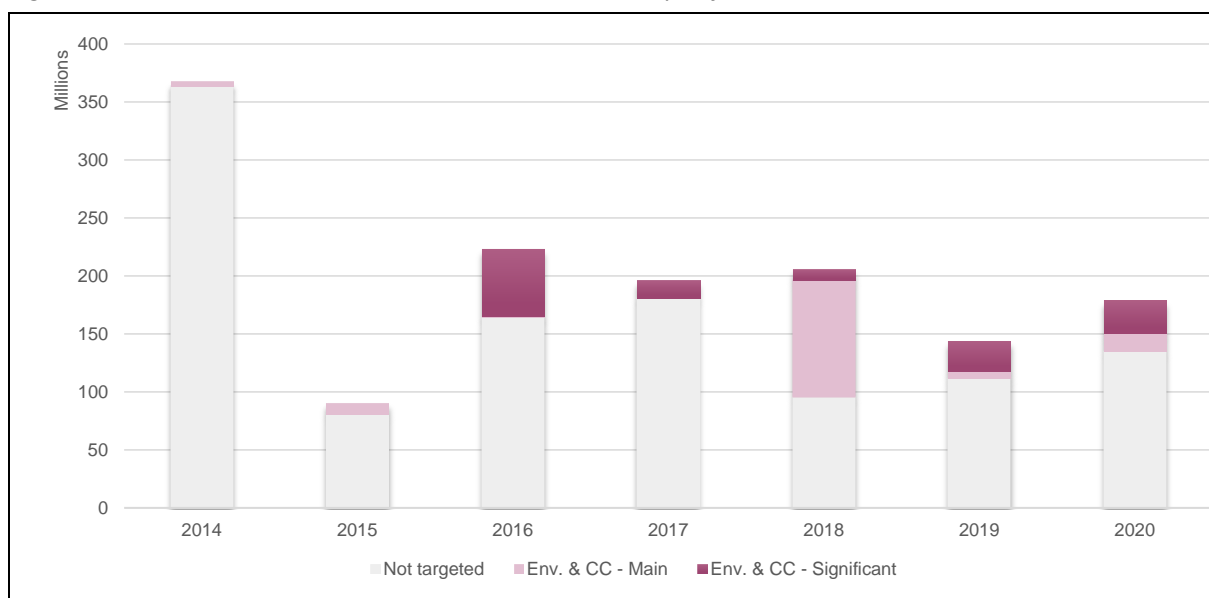
Source: Particip, based on Common External Relations Information System (CRIS) data.

As shown in Figure 22 below, 81% of the EU assistance to Ukraine didn’t include an explicit dimension on Env. & CC. Only 10% was Env. & CC-targeted (OECD-DAC policy marker ‘main’) and 10% included aspects of Env. & CC (OECD-DAC policy marker ‘significant’).

²⁶⁰ For instance: 2017 EE4U (D-23110); 2020 NIP/Ukraine EE in Small and Amalgamated Municipalities (CRIS reference: C-417819).

²⁶¹ For instance: 2019 Ukraine Water System Modernisation (CRIS reference: C-408375); 2020 APENA (Air Quality, Waste Management) (CRIS reference: C-408186).

Figure 22 Env. & CC contracts in the broader EU portfolio in Ukraine (contracted amounts)



Source: Particip, based on CRIS data.

6.2.2 Design (JC1.1, JC1.2, JC 2.1)

6.2.2.1 Overall design of EU's Env. & CC strategies and interventions

There is a strong coherence between implemented EU interventions, the Env. & CC cooperation strategies outlined in key bilateral and regional reference documents, and global EU Env. & CC frameworks. As mentioned in section 6.2.1.1, approximation to EU *acquis* has provided a strong guiding framework to EU support to Env. & CC in Ukraine. The concept of 'gradual approximation' appears at all levels, from EU individual interventions to key bilateral (e.g., SSF) and regional (e.g., EaP 20 deliverables) reference frameworks. Key references documents and main EU interventions adopted during the period under review all integrated well changes that were introduced in EU policies (e.g., Green Deal) and global frameworks (Paris Agreement) related to Env. & CC. For instance, the SSF 2018-2020 include reference to the promotion of a Circular Economy, a key concept in the European Green Deal.

EU support responds well to the local context and the needs of target groups in Ukraine. The main Env. & CC challenges that Ukraine faces are well described in key reference documents as well as in the design documents of the interventions implemented during the period under review. These documents also clearly highlight challenges related to e.g., technical and managerial capacity of key sector institutions, political will and weak law enforcement capacity.

In addition, the focus on certain themes such as EE for residential and public buildings responds both to local needs of the population and national policy targets related to the country's commitments at global level (e.g., on the reduction of GHG emissions). The approach adopted in this area also reflects well the need for flexible financial mechanisms to support Ukrainian municipalities in achieving related policy objectives²⁶². This has had a larger impact, as in some cases the investors have directed their funding from the fossil fuel extraction towards alternative energy projects²⁶³.

EU Env. & CC strategies in Ukraine have covered a broad spectrum of issues with a high degree of complementarity between funded interventions. The EU provided support at all institutional levels, in areas ranging from overarching issues (e.g., NDC development through its ClimaEast regional programme) and specific gaps in sector policy and legal frameworks (e.g., on waste management through the APENA intervention) to institutional building (e.g., to the State Agency of on EE and Energy

²⁶² EU (2018): Mid-term evaluation of CoMDeP and E5P programmes.

²⁶³ EU-Ukraine Civil Society Platform (n.d.): CC in the context of Paris Agreement commitments: challenges and cooperation opportunities for EU and Ukraine.

Saving and the Ministry of Energy and Environmental Protection through the Energy Saving of Ukraine (SAEE) Twinning programme), climate finance (e.g., for EE funding through the EE4U programme), and municipal infrastructure projects (e.g., through the CoM-East and E5P programmes). Interventions such as APENA have also judiciously combined activities focussing on policy development and capacity development with awareness raising activities.

The multiplicity of interventions and types of funding used by the EU has made it difficult for some stakeholders, including national authorities, to have a full grasp of EU support in the area of Env. & CC in Ukraine. Although, overall, donor coordination on these issues has worked well in Ukraine (see section 6.4.2), there is no evidence that a mapping or a detailed overview of international assistance to Ukraine in the different sub-areas of Env. & CC covered by EU support has been produced (by the Government or an international partner) during the period under review. The evaluation team hasn't identified any detailed mapping of EU support either. For instance, in the area of EE, the EU provided support to a broad range of actors at various levels using various sources of funding (e.g., it provided policy dialogue, technical assistance to the central administration, support to local authorities, support to the private sector, support at the regional level), but, according to the evidence gathered, the EU has not produced an overview of these interventions that would also highlight potential linkages between them. The 2020 Final Report of the SAEE Twinning programme only identifies two other EU-funded interventions linked to the programme' objectives (EU4Energy, EU4Business) although other EU-funded interventions implemented in Ukraine (e.g., ClimaEast, other components of the EE4U programme) have also linkages to the focus on RE of this programme²⁶⁴ .

On the Ukrainian administration side, the difficulty to understand the different dimensions of EU support to Env. & CC due to the sheer number of interventions implemented is compounded by the high number of international actors also active in this area and the general weak administrative capacity of the main entities in charge of coordinating external aid on these issues. One of the persons interviewed highlighted: *"the Ministry of Environmental Protection has limited expertise on green financing and cannot rely on the Ministry of Economy and Finance, because it has other priorities. At the end, nobody has a clear understanding of where the money should come from to implement all the international agreements the country has signed."*

Gender mainstreaming has varied a lot across the EU portfolio related to Env. & CC in Ukraine. Although the EE4U programme has been marked as 'not targeted' (OECD DAC policy marker), there has been some attention to gender equality during the implementation, in particular, in terms of inviting women to participate in implemented activities²⁶⁵. At regional level, implementation of the EU4Environment programme has relied on UNIDO's gender mainstreaming plans as well as specific gender mainstreaming activities in the participating countries, including gender-related trainings, and objectives of gender parity in some activities (e.g., by involving both men and women in events).

Interventions such as APENA (both the phases 1 and 2 of the programme) have not explicitly addressed issues related to gender equality. Several interventions focussing on the municipal level have focussed on services aimed at the general public, without specific attention to women's needs²⁶⁶.

The EU Delegation (EUD) made some efforts to mainstream gender in relevant sectors. But, available gender expertise appears not to be used systematically by the relevant sector teams²⁶⁷.

6.2.2.2 Specific findings related to Env. & CC mainstreaming in EU external action

Although Env. & CC is explicitly mentioned in all key reference documents underpinning EU-Ukraine bilateral cooperation, it has competed with other areas of cooperation and its broader integration in other areas of cooperation suffered from a lack of attention by national decision-makers. EU financial allocations to the 'Connectivity, EE, Env. & CC' sector in Ukraine represents 15% of the overall

²⁶⁴ Within the broad area of RE, SAEE focused on specific issues (e.g., legislative harmonization, implementation of EU Directive 2009/28/EC) and specific actors (State Agency on Energy Efficiency and Energy Saving of Ukraine). This focus may explain why the report didn't mention all EU-funded interventions related to RE implemented in Ukraine.

²⁶⁵ Action Document for EE4U.

²⁶⁶ EU (2018): Mid-term evaluation of EE projects implemented within the Covenant of Mayors and E5P programmes.

²⁶⁷ Interviews.

envelope of the SSF for 2018-2020. As the sector also covers broader issues related to transport and energy, which usually absorb important funding, allocations to issues directly related to Env. & CC (e.g., Environmental quality, EE/RE) have actually been much lower than 15% in the last programming cycle. This partly explains the low amounts in the EU portfolio marked as Env. & CC-targeted (OECD-DAC policy marker 'main') or as including important aspects related to Env. & CC (OECD-DAC policy marker 'significant') – see Figure 22 above.

Despite high policy ambitions and general political commitment of key national decision-makers to pursuing a green agenda, cooperation in the Env. & CC has faced various challenges related to political will. This lack of political will is illustrated by various issues observed at institutional level (e.g., vacant posts for high level positions in key national Env. & CC-related institutions) and the low importance given to some Env. & CC issues (e.g., EE) in national budgets. The weak political attention ultimately given to Env. & CC issues at national level has contributed to the low integration of Env. & CC in the different EU-Ukraine cooperation areas²⁶⁸.

6.2.3 Linkages with EU MS (JC2.2)

Despite limited progress towards Joint Programming during the period under review, there has been good coordination between the EU, the EU Member States (EU MS) and European Financial Institutions (EFIs) in Ukraine. There has been an interest by European actors for Joint Programming in Ukraine at the beginning of the period under review. However, the political context and differences in programming cycles have hampered progress towards Joint Programming. In the context of their response to the COVID-19 crisis, European actors have still coordinated their efforts and develop coherent packages of support under the 'Team Europe' banner.

Notwithstanding the challenges regarding Joint Programming, there have been joint actions between the EU and EU MS. The EE4U programme, which contributed to the establishment of a national fund on EE, is a good example of how the cooperation between the EU and EU MS can contribute to achieving common objectives relying on the European actors' respective comparative advantages. Germany played an important role in launching efforts at the origin of the EEF and plays an active role in the supervision of the Fund. The EU, through its convening power and the provision of direct financial contributions, helped to mobilise national and international actors to establish the Fund. As part of the EE4U programme, a specific Twinning programme involving EU MS (esp. Austria) has helped building capacities of key national institutions in the area of RE.

There have also been some linkages at municipal level between the actions supported by the EU in the context of the E5P and CoM-East programmes and specific capacity building actions of EU MS (e.g., Germany, Sweden), although the degree of synergies between these actions has greatly varied from one case to another²⁶⁹.

The EU has relied on EFIs to implement a variety of Env. & CC interventions in Ukraine such as infrastructure investment operations at municipal level in the context of the E5P programme (e.g., the Ukraine Public Buildings EE project managed by EIB and the Lviv Wastewater Biogas project managed by EBRD and NEFCO) and broader initiatives covering multiple countries of the region (e.g., FINTECC managed by EBRD).

EBRD closely cooperate with its EU counterparts both at the mid-managerial and senior/high-level official levels. Monthly meetings to discuss the Climate Agenda in Ukraine have taken place between the EUD and EBRD²⁷⁰.

6.3 Effects of EU support

6.3.1 Evolution of the policy and legal framework (JC5.2)

Although important challenges persist in terms of developing a coherent and conducive legal framework, the EU has contributed to strengthening the national policy and legal framework related

²⁶⁸ Documentary review (e.g., progress reports of EU interventions) and interviews.

²⁶⁹ EU (2018): Mid-term evaluation of EE projects implemented within the Covenant of Mayors and E5P programmes.

²⁷⁰ Interviews.

to both environment (e.g., air quality) and CC; efforts to foster approximation to the EU *acquis* played an important role in these positive developments. As detailed in Annex 4, there have been positive developments in terms of transposing the EU *acquis* on environmental quality in the national policy and legal framework. Through the provision of Technical Assistance (TA) (e.g., under the APENA programme), dialogue in the context of the AA and awareness raising efforts, the EU has contributed to developing elements (e.g., sector studies, policy gap analysis, development of standards and guidelines, draft laws) which have been crucial for these positive developments. Interviews shows that the EU is recognised as playing an important role in the development of high environmental quality standards in Ukraine. More recently, the European Green Deal has sparked a renewed interest on approximation to the EU *acquis*,²⁷¹ including, in policy dialogue and national and regional fora, increased attention to actions supporting the development of a circular economy²⁷².

However, there are still important shortcomings in the national policy and legal framework on environmental quality. The recent AA Implementation report notes that, overall: *“Little reform progress has been made during the reporting period in the environmental sector, and discussions on amending Annex XXX to the AA are ongoing. There are attempts to limit the implementation of the law on Environmental Impact Assessment. (...) The reform of the Environmental Inspectorate did not take place”*²⁷³.

Regarding air quality, despite some progress in the adoption of new Ukrainian legislation on air quality monitoring, the current frameworks do not fully comply with the requirements of the EU Directives nor with the current understanding of the priority pollutants that are most severely threatening the public health²⁷⁴. Recent reports highlight *“still many transposition and implementation issues in relation to full transposition of the air quality and air emissions legislation according to Annex XXX of Chapter 6 [of the AA]”*²⁷⁵. For instance, there is no strategy for the development of a network of observations of air pollution and its technical re-equipment. The location of the air quality monitoring sites does not fully fulfil the requirement of the EU directives and the monitoring is still based on slow and laborious manual analyses and unrepresentative sampling.

Regarding waste management, progress has been slower. Directive 2008/98/EC on waste has been partially implemented through the National Waste Management Strategy until 2030 adopted in late 2017²⁷⁶ and The National Waste Management Plan until 2030 adopted in early 2019²⁷⁷. But, overall, Ukraine is lagging behind the deadlines specified in the AA and the legislation on waste management described under Chapter 6 of the AA is still missing²⁷⁸. In its National Environment Strategy, Ukraine planned to landfill not more than 45 percent of waste by for 2020, and no more than 35 percent by 2030, but measures to achieve these targets are still not in place. According to expert estimates, more than 99% of landfill do not meet European requirements stipulated in Council Directive 1999/31/EC on the ‘Disposal of waste’²⁷⁹.

In the area of climate action, two important Laws were adopted in December 2019, on monitoring, reporting and verification of GHG emissions and on ozone depleting substances. The EU, especially through the regional programme EU4Climate, supported Ukraine in the development of the updated NDC, which was finally submitted in July 2021.

²⁷¹ On 24 January 2020, the GoK established an inter-institutional group (chaired by the Prime Minister) to coordinate CC measures within the framework of the European Green Deal. In August 2020, Ukraine passed to the EC a position paper on Ukraine’s vision of implementing European Green Deal.

²⁷² This has also translated in concrete activities in the context of EU interventions. For instance, the EU4Environment project promoted circular economy concepts among Ukrainian enterprises.

²⁷³ EU (2020): Ukraine AA Implementation report.

²⁷⁴ The National Environmental Strategy 2020 identifies nitrogen oxides (NO_x), carbon oxide (CO), Sulphur dioxide (SO₂), and particulate matter as key air pollutants.

²⁷⁵ EU (2020): Inception report of the APENA 2 programme.

²⁷⁶ GoK (2017): Order of the Cabinet of Ministers of Ukraine № 820, dated 8 November 2017.

²⁷⁷ GoK (2017): Order of the Cabinet of Ministers of Ukraine № 117-r, dated 19 February 2019.

²⁷⁸ EU (2020): Inception report of the APENA 2 programme.

²⁷⁹ European Journal of Sustainable Development (2020): Legal Regulation of Waste Management in Ukraine on the Way to European Integration.

In the area of EE, through the provision of TA and dialogue in the context of the AA, the EU has contributed to the important progress observed in 2017²⁸⁰. However, no positive change in regulations has occurred since 2017. In June 2020, the national Parliament initiated changes to the law on commercial heat and water metering and billing, which were perceived by EU officials and other observers as not compliant with the EU *acquis*²⁸¹. The EU invited the Parliament to initiate consultations with the European Commission (EC) in accordance with the revised Annex XXVII of the AA²⁸².

6.3.2 Broader effects (JC 6.2 and JC 6.4)

6.3.2.1 Capacities to implement environmental and climate change measures

The EU has contributed to raising awareness on Env. & CC in Ukraine; however, these efforts have had a strong focus on institutional actors. Env. & CC issues have regularly featured in policy dialogue between the EU and Ukraine national stakeholders. Topics such as EE have been the focus of high-level meetings between EU and Ukraine officials. As mentioned above, programmes such as APENA have judiciously combined institutional capacity development activities with awareness raising among officials from national environmental institutions, and documentary evidence and interviews show that this approach has contributed to positive developments observed in terms of strengthening the national Env. & CC policy and legal framework (see section 4.3.1). The EU has also funded a diversity of national and local events²⁸³ which have involved a broad range of actors and have contributed to raise awareness on Env. & CC issues. Some interventions (e.g., FINTECC) have had demonstrational effects among private sector actors and other (e.g., EE4U) included specific awareness raising activities at the household level. Ukrainian civil society has been involved in various dialogue platforms covering topics related to Env. & CC.

However, overall, despite the huge needs in this area, there has been no clear strategy followed by the Government and its international partners, including the EU, for awareness raising at the level of citizens. As highlighted above, EU awareness raising efforts have had a strong focus on institutional actors. The 2020 Action Document of the CASE programme notes: *“Awareness raising events should more involve citizens and businesses, to overcome the persisting ‘climate scepticism’ and CC denial”*²⁸⁴. Some interviews pointed to the capacity gaps in the national public administration and weak political will in this area to explain the insufficient communication between the Government and the civil society and businesses, and the limited efforts put by the Government and its international partners into awareness raising at the level of citizens.

Various factors, including slow progress in public administration reform, low political attention to environmental issues, and the short-term nature of some capacity development interventions, have hampered EU efforts to strengthen the capacity of national institutions in the area of Env. & CC. In the context of EU-funded interventions, extensive training activities have been implemented and various guidelines developed²⁸⁵. Some progress has been observed in the national institutions supported such as the State Agency on EE and SAE²⁸⁶. With the support of the EU, EU MS (Germany)

²⁸⁰ For instance, the Law No. 2118-VIII on EE of buildings.

²⁸¹ In particular, Directive 2012/27/EU on EE and Directive 2009/73/EC concerning common rules for the internal market in natural gas.

²⁸² EU (2020): Ukraine AA Implementation report.

²⁸³ For instance, the Sustainable Energy Week which took place in 2017 in a number of Ukrainian cities to promote EE measures.

²⁸⁴ EU (2020): Action Document of the CASE programme.

²⁸⁵ For instance, in the context of the APENA1 programme, the EU funded *“20 training events with some 630 participants in total in the Water Component, 12 training events with some 400 participants in total in the Nature Component”* (2018 Final report of the APENA1 programme).

²⁸⁶ 2020 Final report of the SAE project: *“The project was successfully implemented (...). it clearly strengthened the skills, knowledge and capacities of SAE substantially. The regular exchange with MS experts was very appreciated by beneficiary country] experts. The project had to face several challenges during its implementation: appointment of a new [Project Leader], dismissal of the Head of the Agency, re-organisation of the Government and the [Ministry] two times (...) Despite these circumstances, [beneficiary country] experts participated most of the time actively in the project activities and stayed committed to implementing the project. Good progress was especially made related to guarantees of origin, sustainability*

and the WB, national funding mechanisms in the Env. & CC area such as the EEF for Ukraine have been successfully established and helped to finance concrete initiatives at the local level. The EU’s Support Group of Ukraine (SGUA) and Delegation to Ukraine, together with their national and international (EBRD) partners, have implemented a number of instruments and approaches (often referred to as the ‘Ukraine Reform Architecture’) to enhance the implementation of ongoing sector reforms. In particular, Reform Support Teams (RSTs) were deployed in various ministries,²⁸⁷ including, since 2017, in the Ministry of Environment²⁸⁸ and a few other ministries directly involved in Env. & CC policies such as the Ministry of Region.

Despite the substantial support provided by the EU, opinions of the persons interviewed in this case study converge on the important challenges that persist in terms of the public administration’s capacity to implement the policy reforms in the area of Env. & CC. According to interviews, lasting effects of RSTs on capacity building seem limited. More generally, as noted in the final report of APENA 1, “the adoption of new laws, which are approximated to EU Directives is a great achievement, however, the question is how it will be implemented or how to sustain the attained positions.”

Table 44 lists some examples of factors hindering achievements in the area of air quality covering both factors directly related to the public institutions in charge of air quality monitoring and broader factors.

Table 44 *Hindering factors in the area of air quality*

Level	Hindering factors
Air quality monitoring by public institutions	Insufficient level of planning and coordination of different institutions responsible for air monitoring (fragmented system of observations). Problems in implementing the legal framework/standards for air quality monitoring: international standards for monitoring systems are often adopted by translating the "title page", with no translation and adaptation of the part related to their practical use. Low level of use of geoinformation technologies. Lack of standardized formats and data storage systems.
Broader factors limiting air quality outcomes	Deterioration of fixed assets in all sectors of the national economy and lack of funding for modernization. Insufficient compliance with environmental legislation and environmental rights and obligations of citizens, and unsatisfactory control over compliance with legislation. Inefficient public administration system in the environmental protection and regulation of the use of natural resources, in particular the inconsistency of actions of central and local executive authorities and local self-government bodies. Greater attention to economic aspects than to environmental priorities, leading, among other, to the predominance of the resource- and energy-intensive industries in the structure of the economy. Limited development of market-based instruments. Low level of awareness of environmental priorities and benefits of sustainable development, partly due to weaknesses in environmental education and in the broader education system.

Source: 2020 (EU): Inception report of the APENA 2 programme.

The Final report of APENA1 highlights some challenges related to the Ministry of Environment’s capacity to implement the new legislation adopted in the area of Env. & CC, including: i) weak overall institutional capacity and absence of vision of what should be the optimal institutional architecture and distribution of roles between entities in the area of Env & CC; ii) low weight of environmental priorities in the Government's Agenda; iii) lack of coordination with regional and local authorities; iv) limited human resources at the Ministry, including parallel work by RST focussing on new operating procedures and staff focussing on old procedures²⁸⁹. The report also highlights a big gap in knowledge and expertise between the central and local level.

criteria for biofuels, development of trajectories and measures for a NREAP, development of guidelines for data collection as well as the development of information material for different RES technologies.”

²⁸⁷ New Eastern Europe (2019): Overcoming challenges with innovation. Capacity building in Ukraine. <https://neweasterneurope.eu/2019/11/13/overcoming-challenges-with-innovation-capacity-building-in-ukraine/>.

²⁸⁸ Now called the Ministry of Environmental Protection and Natural Resources (until 2018, Ministry of Ecology and Natural Resources, and, until 2019, Ministry of Energy and Environment Protection).

²⁸⁹ The challenges mentioned in the final report echoes some of the issues highlighted in the 2017 ROM report of the programme: “Whether these outputs will lead to the intended outcomes is still unclear. It requires a continued commitment

The Inception report of APENA2 further explains: *“Despite reform-minded top-management of the Ministry and the set-up of the RST funded by the EU and managed by the EBRD, [the Ministry] is still struggling to improve its institutional capacity and public profile, while looking for recognition by other authorities of its coordinating and supervising functions in the sustainable development reforms agenda of Ukraine. Further, sometimes deficient inter-ministerial and cross-sectorial co-ordination affects coherence between policies”*.

Interviews confirmed the presence of many challenges limiting the capacity of the administration to implement the policy and legal framework, but they particularly underscored two limiting factors: i) the high turnover of staff in the Ukrainian administration; ii) the limited political weight given to environmental policy reform. While it is too early to assess the effectiveness of the RST initiative supported by the EU, some observers highlighted the short-term nature of this support and the fact that it is unlikely to contribute to effective responses to the broader and often more long-term issues faced by the public entities involved in the implementation of the relevant reforms.

A few interviewees underlined that **the emphasis in EU support was put on legal approximation** and, while obstacles to policy implementation are well known, insufficient attention was given to some these issues when translating international standards to the local context.

EU support has made some contributions to strengthening the capacity of local actors to respond to Env. & CC challenges, but capacity remains an important issue at that level. The EU-funded CoM-East and E5P programmes have led to some positive results at the local level as highlighted in the 2019 mid-term evaluation of these programmes: *“Many cities now have good experience of developing and implementing EE and environmental investment projects as a result of the two programmes and are ready and willing to continue, if finance is available. Some larger (E5P) cities are able to assemble complex programmes of investment in one sector (e.g., Ternopil with DH) or in several sectors (e.g., Lviv, Lutsk), combining grants, loans and TA from several sources.”* However, as underlined in interviews and the project documentation of other interventions, huge capacity development needs remain at the level of the Ukrainian municipalities²⁹⁰. In particular, there are important differences between large and small cities, the former being often better equipped to implement large investment projects.

The EU has made some effort to involve Civil Society Organisations’ (CSO) in policy dialogue²⁹¹ and, where they were involved in specific interventions, some positive effects on their role in local or national responses to Env. & CC challenges has been observed. In particular, there is evidence that CSOs have gained in capacities to monitor energy-saving projects at the local level²⁹².

However, as noted in interviews, the role CSOs are able to play in the area of Env. & CC in Ukraine varies greatly from one sector to another. For instance, given the strong influence of some economic actors on issues related to air pollution, it has been more difficult for CSOs to make their voice being heard in this area compared to on issues such as waste management. According to interviews, due to weak public administration and although the EU has been quite vocal on this, policy and legislative processes which normally shall involve different stakeholders, including CSOs, are often not structured nor transparent.

6.3.2.2 Broader outcomes

Env. & CC challenges faced by the country have remained very high during the period under review, with negative trends in some areas such as waste; positive changes in the Env. & CC policy and legal

of the government as well as the availability of resources - human, and financial - for implementation of the laws to occur. Implementation of the laws will depend upon sound methodologies and guidance which are still in the process of development and with the project ending in around one year's time, time is limited unless there is follow-on project or an extension.” (2017 ROM report of APENA 1)

²⁹⁰ Some EU interventions in the area of decentralisation and regional development, which could not be examined in the detail in the context of this case study, have had a focus on strengthening local governance, including the capacities of local authorities, and have covered environmental issues at local level.

²⁹¹ Beyond the involvement of CSOs in national events supported by the EU, CSOs are also part of EaP platforms where environmental challenges are discussed at the regional level.

²⁹² EUD to Ukraine (2017): Mid-term evaluation of CoMDeP and E5P programmes.

framework will need time to translate into visible outcomes. As highlighted above, challenges in the area of air pollution (see Table 44), industrial pollution and waste (see section 4.3.1), remain important. The positive evolution observed in the Env. & CC policy and legal framework (see section 4.3.1) will require different steps, including enhanced capacities of key public actors, to be fully translated into enhanced public services. As highlighted in section 6.3.2.1, the conditions are still not there to see substantial evolution at that level.

In the area of climate mitigation, the country's ambition has been considered by some observers as inadequate given the potential of the country. As explained in Box 13, although Ukraine has been on track to surpass its first NDC, there has been some concerns regarding the country's contributions to global GHG reduction targets.

Box 13 *Ukraine's contribution to global GHG reduction targets*

Although Ukraine is on track to achieve and surpass its first NDC, industrial decline has been the major factor in the emission reductions observed since 1990. Only in 2017 first signs of decoupling of economic development and emissions emerged. According to the latest GHG inventory report (May 2019), emissions decreased by 3.1% in 2017 in the energy sector; 11% in industry; 2.4% in agriculture and 1% in waste. LULUCF absorption raised by 465.2%. The decrease was achieved in the conditions of modest economic growth. Still, EE and modernisation measures remain insignificant, and the climate mitigation ambition is considered inadequate given the potential of the country. The modest economic growth has not been sustained in 2020 and is likely to not be sustained in 2021, as the economy is suffering losses due to Covid-19 restriction measures.

Source: EU (2020): Action Document of the CASE programme.

Despite the limitations observed at the 'macro' level, some EU-supported initiatives, including municipal level projects and national initiatives such as the EE4U under EE4U are already leading to some tangible improvements for the population at the local level. The 2019 mid-term evaluation of the CoM-East and E5P programmes assesses positively the effectiveness of several local investment projects funded under these programmes and presents some concrete results – e.g., *“new boiler houses installed or renovated; networks replaced or rationalised; IHSs installed and operating; and schools and kindergartens renovated, operating and well appreciated. Equipment has been proudly displayed by trained operators, and maintenance is organised (...) Where projects are complete or almost completed, there is a clear impact particularly on those projects targeting buildings, where improved comfort and health of occupants are benefits as well as energy and financial savings. Replication within the municipality is promoted by citizens pushing for comparable benefits”*. However, the evaluation also underlines the slow pace of change at that level: *“Despite some projects starting more than 5 years ago, there have been many delays, so that many of the results are not visible, as work is not complete.”* The EU has also supported actions on EE, waste, water, etc. at the local level through various NIP projects.

Several interviewees also highlighted the achievements made by the EE4U programme, which helped established the national EE4U. More than 17,000 Ukrainian families participate in the programme²⁹³. There is an upward trend in the number of beneficiaries. Despite the COVID-19 pandemic, the interest in the programme has continued to be high in 2020-2021.

6.3.3 Sustainability (JC1.2 and JC6.1- JC6.5)

The EU has integrated sustainability aspects in the design and implementation of EU interventions; but, persisting needs in terms of capacity development and the lack of political weight of Env. & CC issues continue jeopardizing the sustainability of the results achieved. As highlighted above, the EU has invested heavily in capacity development of public institutions, including through its support to public administration reform, and, to a lesser extent, of other key actors such as CSOs and the private

²⁹³ EUEA (2020): Ukraine has a chance to achieve energy independence through EE and the EU Green Deal, - conclusions of the 11th European-Ukrainian Energy Day. <https://euea-energyagency.org/en/news/euea-latest-accomplishments/ukraine-has-a-chance-to-achieve-energy-independence-through-energy-efficiency-and-the-eu-green-deal-conclusions-of-the-11th-european-ukrainian-energy-day/>.

sector²⁹⁴. Enhanced capacity of all actors is a condition to the sustainability of its support to policy reforms in the area of Env. & CC and this is well recognised in design documents. However, as also highlighted above, results in this area have remained limited.

The case of the EEF illustrates some of the sustainability issues faced in EU support. The EU and its partners helped to create a conducive legal framework and supported concrete measures to ensure that national actors develop the necessary capacities to manage the Fund. Specific measures were also implemented to stimulate demand by Home-Owners Associations, which are the main recipient of the support from the Fund. However, although, during the establishment of the Fund, it was agreed that the Government of Ukraine (GoK) would co-finance the programme, in early 2021, the Government still hadn't fulfilled its commitment.

Overall, according to interviews, during a large part of the period under review, the EU has faced difficulties to engage in policy dialogue with the Government due to a lack of capacity on the side of national partners and weak political will. The situation recently evolved positively in the context of the Green Deal.²⁹⁵

6.4 Implementation approaches

6.4.1 Efficiency (JC4.1, JC4.2)

Delays have occurred in almost all EU interventions; they were particularly important in infrastructure investment projects under the CoMDEP and E5P programmes. Delays of EU interventions were caused by a variety of factors, including changes in legislation and issues with human resources in national/local partner organisations. In the case of the CoMDEP and E5P programmes, the 2019 mid-term evaluation highlights that insufficient attention was given to feasibility studies in the design stage of the supported projects.

6.4.2 Coordination and linkages with other donors (JC3.1, JC3.2)

Donor coordination in the field of Env. & CC is quite good in the country, though some discrepancies have been noted across different sectors. The EU has taken part in all relevant donor coordination mechanisms. Overall, the Government of Ukraine has somewhat played an active role in donor coordination during the period under review. In 2018, the first National Donor Coordination Forum was held, and it was chaired the Prime Minister. In 2019 the Prime Minister established three task forces, aiming at: i) unlocking funding from international financial institutions; ii) streamlining the project registration process; and iii) ensuring better alignment of donor programmes and the Government budget to the Prime Minister's priorities. As such platform did not exist before, it was seen as an important step towards ensuring high level strategic coordination.

There are several donor coordination mechanisms on EE. The EU is in charge of the 'energy' donor coordination group since 2014, while Germany chairs the EE donor coordination group²⁹⁶. At the sector level, while there is evidence that the donor community coordinates well in the energy sector, a lack of coordination has been noted in the water sector²⁹⁷.

Adequate internal resources have been mobilised by the EU to engage in policy dialogue on Env. & CC matters. According to interviews and internal reporting documents, the EUD has been actively engaging with Ukrainian authorities to promote the country's involvement in the European Green Deal and to push for the development of new laws and policies, in particular in the areas of EE, air pollution and waste management. Work on developing climate policies is also currently ongoing. Meetings and

²⁹⁴ To be noted that the EU has increasingly engaged with the private sector in the area of Env. & CC, in particular, there are specific assistance packages directed to SMEs interventions (e.g., within EU4Business which gives possibility for green businesses to get funding, EU4Environment, etc.). EUD staff interviews indicated that, in the context of the Green Deal, it is foreseen to further increase dialogue on this topic.

²⁹⁵ As highlighted by one interviewee: "before the Green Deal, we didn't really have high-level officials to talk to, but discussions are now led by the Cabinet".

²⁹⁶ EU (2017): Action Document for EE4U.

²⁹⁷ Interviews.

events targeting both national authorities and a wider audience were organised²⁹⁸. In 2019, the EUD delivered two Climate Demarches to the Ukrainian Authorities in the context of the EEAS Climate Diplomacy.

Some opportunities exist to further foster linkages between EU interventions. In particular, in the framework of the CoM-East initiative, the EU funded several small demonstration networks, which was important since local municipalities often do not have funds to invest in such initiatives IFIs mostly work in bigger cities. Needs in terms of linker smaller cities remain important.

²⁹⁸ Diverse sensitisation events on sustainable development/environmental issue have been organised during the period under review. For instance, in 2020, the EUD organised a two-parts webinar on the EGD, Climate and green recovery. In 2017, the EUD together with DG ENV organised a large regional conference on Circular Economy, etc.

6.5 Annexes

6.5.1 Annex 1: List of persons consulted

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
EU		
JANUSZEWSKI, Andrzej	(EU) DG ENV.F.2	Desk Officer for Ukraine, Moldova Policy Officer
BORODANKOVA, Olga	(EU) EUD Ukraine	Env. & CC Focal Person
GIERULSKI, Krzysztof	(EU) EUD Ukraine	Env. & CC Focal Person
MUDRUK, Vitaliya	(EU) EUD Ukraine	Sector Manager (Energy Focal Person)
TSOURIS, Gregory	(EU) EUD Ukraine	Deputy Head of Cooperation
SIMAK, Olga	(EU) EUD Ukraine	Env. & CC Focal Person
WOLLERT, Torsten	(EU) EUD Ukraine	EE & renewables, donors, IFIs
Other Stakeholders		
DUIJNHOUWER, Vincent	EBRD	Associate Director in charge of CC and EE matters in Ukraine
MANCHANDA, Sumeet	EBRD	Green Economy and Climate Action,
MARKUTA, Tetiana	EBRD	Principal, Sustainable Resource Investment
NIKOLAIENKO, Oleksandr	EBRD	Green Economy and Climate Action Principal
SHMERIGA, Vitaliy	KfW	Senior Project coordinator
SHPANCHYK, Mariia	State water agency	Chief of the section of administration of the water cadaster and water quality
SUSHCHENKO, Oleksandr	UNDP	Team Leader, Energy and Environment
CHERNYAVSKAYA, Tatiana	UNIDO	Acting Project manager

6.5.2 Annex 2: List of documents

6.5.2.1 EU Strategy Programming

- EU (2017): EaP - 20 Deliverables for 2020 Focusing on key priorities and tangible results.
- EaP (2009): 20 Deliverables for 2020: Bringing tangible results for citizens.
- EU (2016): Declaration on Cooperation on Env. & CC in the EaP.
- EU (2014): AA between the EU and its EU MS, of the one part, and Ukraine, of the other part.
- EU (2014): ENI Regulation establishing a ENI. Reg(2014)232.
- EU (2011): European Neighbourhood and Partnership Instrument - National Indicative Programme 2011-2013.
- EU (2010): COM(715) Communication from the Commission to the EP, the Council, the European Economic and Social Committee and the Committee of the Regions "EU Strategy for Danube Region".

6.5.2.2 EU Reporting

- EUD to Ukraine (2014-2020): External Assistance Management Reports (EAMRs).
- EU (2020): Ukraine AA Implementation report.

6.5.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the following projects (see also details in the list presented in Annex 3):

- (ENI 2020) Climate package for a sustainable economy: (CASE) in Ukraine
- (ENI 2018) Mid-term Evaluation of the Covenant of Mayors Demonstration Projects (CoMDeP) and Eastern Europe EE and Environment Partnership (E5P) (CRIS reference: C-402728)

- (ENI 2018) Support to Ukraine in approximation of the EU environmental *acquis* (CRIS reference: C-408186)
- (ENI 2018) EE Support Programme for Ukraine (CRIS reference: D-39641)
- (2014 ENI) Financing Technologies against CC (CRIS reference: C-369167)

6.5.2.4 Other

- Climate Watch: Ukraine. <https://www.climatewatchdata.org/countries/UKR>
- EC (2020): EU-Ukraine Summit: EU provides EUR 60 million to strengthen Ukraine's socio-economic resilience. https://ec.europa.eu/commission/presscorner/detail/en/ip_20_1802
- Energy Community: Reports by Contracting Parties. <https://www.energy-community.org/documents/parties.html>
- EUEA (2020): Ukraine has a chance to achieve energy independence through EE and the EU Green Deal, - conclusions of the 11th European-Ukrainian Energy Day.
- EU-Ukraine Civil Society Platform (2016): CC in the context of Paris Agreement commitments: challenges and cooperation opportunities for EU and Ukraine.
- EU4Climate website: <https://eu4climate.eu/ukraine/>.
- EU4Energy website: <http://www.com-east.eu/en/about/>.
- GoK (2021): National Action Plan for Environmental Protection until 2025
- GoK (2016): National EE Action Plan through 2020
- GoK (2012): National RE Action Plan up to 2020
- GoK (2010): Law of Ukraine "On the Main Principles (Strategy) of the National Environmental Policy of Ukraine until 2020"
- Grantham Research Institute on CC and the Environment: Laws and policies. https://climate-laws.org/legislation_and_policies?geography%5B%5D=189.
- New Eastern Europe (2019): Overcoming challenges with innovation. Capacity building in Ukraine.
- The Official Government Portal <https://www.kmu.gov.ua/en/reformi/ekonomichne-zrostannya/ekologichna-polityka>.

6.5.3 Annex 3: List of main EU-funded interventions in the area of Env. & CC

6.5.3.1 Ukraine

Table 45 List of Env. & CC interventions under ENI since 2014, Ukraine

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
ENI bilateral programming							
CASE - Climate package for a sustainable economy	10,000,000			2020 (Dec. Y)			D-42818
		(No contract signed so far)					
EE4U - EE Support Programme for Ukraine	50,000,000			2017 (Dec. Y)			D-39641;41189
		Administration Agreement with IFC	Ongoing	2018	94,900,000	WB (IFC)	
		HOUSES - Home Owners of Ukraine for Sustainable Energy Solutions	Ongoing	2018	4,000,000	UNDP	
		SAEE - Strengthening capacity of the State Agency on EE and Energy Saving of Ukraine on the development of energy production from RE sources, production and use of alternative fuels	Ongoing	2018	1,000,000	private firm (ENERGIE-CONTROL GMBH)	
		Representation of the MDTF in the Supervisory Board of the Ukrainian EE Fund	Ongoing	2019	19,999	private firm (GARBENCIUTE BAKIENE)	
		Representation of the Multi-Donor Fund in the Supervisory Board of the Energy Efficiency Fund - Phase II	Ongoing	2019	19,999	private firm (GARBENCIUTE BAKIENE)	
Support to Ukraine in approximation of the EU environmental 'acquis'	25,232,073			2012 (Dec. Y)			D-23714
		Support to Ukraine in approximation of the EU environmental 'acquis'	Closed	2015	2,670,500	private firm (EPTISA)	
Relevant contracts related to the Technical Cooperation Facility (TCF)				2018 & 2019 (Dec. Y)			D-41188 & D-41718

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Strengthening the capacity of regional and local administrations for implementation and enforcement of EU environmental and climate change legislation and development of infrastructure projects</i>		Strengthening the capacity of regional and local administrations for implementation and enforcement of EU environmental and climate change legislation and development of infrastructure projects	Ongoing	2020	4,908,100	private firm (ENVIROPLAN CONSULTING DEVELOPMENT CONSULTANTS AND TECHNICAL WORKS)	D-41718
<i>STARTER - Strategic Technical Assistance in Reforms Towards EE and Renewables</i>		STARTER - Strategic Technical Assistance in Reforms Towards EE and Renewables	Ongoing	2020	1,749,500	private firm (NIRASIC SP ZOO)	D-41718
<i>Support to Ukraine in approximation of the EU Environmental Acquis (Air Quality, Waste Management)</i>		Support to Ukraine in approximation of the EU Environmental Acquis (Air Quality, Waste Management)	Ongoing	2020	2,324,000	private firm (HULLA & CO HUMAN DYNAMICS GMBH & CO KG)	D-41188
<i>Assistance to Ukrainian authorities in implementation of the National waste management strategy</i>		Assistance to Ukrainian authorities in implementation of the National waste management strategy	Ongoing	2018	253,550	private firm (COWI BELGIUM SPRL)	D-41188
NIP				Various			
<i>Ukraine EE in Small and Amalgamated Municipalities</i>		Ukraine EE in Small and Amalgamated Municipalities	Ongoing	2019 (Dec. Y) / 2020 (Ctr. Y)	7,050,000	EU MS (NEFCO)	D-41997
<i>Ukraine Water System Modernisation</i>		Ukraine Water System Modernisation	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	5,350,000	EU MS (NEFCO)	D-41163
<i>FINTECC - Financing Technologies against Climate Change</i>		FINTECC - Financing Technologies against Climate Change	Ongoing	2014 (Dec. Y) / 2015 (Ctr. Y)	4,160,000	EBRD	D-37515
Relevant contracts related to CoMDeP (Covenant of Mayors – Demonstration Projects)				2013 (Dec. Y)			D-24746
<i>Introduction of an economically feasible model for heating sustainable energy development by the example of a heating district in</i>		Introduction of an economically feasible model for heating sustainable energy development by the example of a heating district in the city of Gola Prystan - Part 1 Decision 24746	Closed	2014	18,951	LocAuth (KHERSON OBLAST CIVIC ORGANISATION REGIONAL COUNCIL OF ENTREPRENEURS)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>the city of Gola Prystan - Part 1 Decision 24746</i>							
<i>Reduction of Energy Consumption in Hospital Buildings in Voznesensk City</i>		Reduction of Energy Consumption in Hospital Buildings in Voznesensk City	Closed	2014	635,458	CSO (INTERNATIONAL CIVIL ORGANISATION POLISH-UKRAINIAN COOPERATION FOUNDATION PAUCI)	
<i>EnergyGo: Implementation of Zhmerynka Sustainable Energy Action Plan</i>		EnergyGo: Implementation of Zhmerynka Sustainable Energy Action Plan	Closed	2014	727,356	LocAuth (THE EXECUTIVE COMMITTEE OF ZHMERYNKA CITY COUNCIL OF VINNYTSIA REGION)	
<i>The first step in the transition to the use of RE sources in Novovolyns'k</i>		The first step in the transition to the use of RE sources in Novovolyns'k	Closed	2014	920,933	LocAuth (EXECUTIVE COMMITTEE OF THE NOVOVOLYNSK CITY COUNCIL)	
<i>Reducing the energy consumption and CO2 emissions in the sector of residential buildings in the city of Dolya</i>		Reducing the energy consumption and CO2 emissions in the sector of residential buildings in the city of Dolya	Closed	2014	735,111	LocAuth (DOLYNA CITY COUNCIL)	
<i>Enhancement of Energy Performance of Educational Institutions Buildings in Konotop</i>		Enhancement of Energy Performance of Educational Institutions Buildings in Konotop	Closed	2014	400,000	LocAuth (KONOTOP CITY COUNCIL)	
<i>Municipal Partnerships for EE in Sambir and Zhovkva, Ukraine</i>		Municipal Partnerships for EE in Sambir and Zhovkva, Ukraine	Closed	2014	629,810	CSO (EAST EUROPE FOUNDATION INTERNATIONAL CHARITABLE ORGANISATION)	
<i>Implementation of the first phase of The Action on the sanitation of the municipal boiler and the area heated with it</i>		Implementation of the first phase of The Action on the sanitation of the municipal boiler and the area heated with it	Closed	2014	684,153	LocAuth (ZHOVKVA TOWN COUNCIL)	
<i>Slavutich SEAP pilot - retrofit of two municipal budget-funded facilities</i>		Slavutich SEAP pilot - retrofit of two municipal budget-funded facilities	Closed	2014	699,577	LocAuth (EXECUTIVE COMMITTEE OF SLAVUTYCH CITY COUNCIL)	
<i>Modernization of street lighting in town of Mena</i>		Modernization of street lighting in town of Mena	Ongoing	2014 (Dec. Y) / 2015 (Ctr. Y)	500,000	LocAuth (MENA TOWN COUNCIL)	D-37764
<i>Introduction of an economically feasible model for heating sustainable energy development by the example of a heating district in the city of Gola Prystan</i>		Introduction of an economically feasible model for heating sustainable energy development by the example of a heating district in the city of Gola Prystan	Ongoing	2014 (Dec. Y) / 2014 (Ctr. Y)	630,000	CSO (KHERSON OBLAST Civic Organisation Regional Council of Entrepreneurs)	D-37764

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
Relevant contracts related to the Regional Programme in support of the EaP Initiative on Sustainable Municipal Development				2016 (Dec. Y)			D-38286
<i>SEAP for LESD: Practical Implementation of SEAP Towards Sustainable, Intelligent and Energy Efficient Urban Lighting in Chernivtsi City</i>		SEAP for LESD: Practical Implementation of SEAP Towards Sustainable, Intelligent and Energy Efficient Urban Lighting in Chernivtsi City	Ongoing	2017	1,217,891	LocAuth (CHERNIVTSI CITY PUBLIC ORGANISATION BUSINESS CENTRE)	
<i>Increasing EE in educational buildings of Sumy city</i>		Increasing EE in educational buildings of Sumy city	Ongoing	2017	1,144,754	LocAuth (CONSTRUCTION AND TRANSPORT DEPARTMENT OF SUMY CITY COUNCIL)	
<i>Establishment of the automated system for energy resources monitoring for the budget institutions of the city and thermo-modernization of the Palace of Culture and the Sports complex buildings with the use of renewable sources</i>		Establishment of the automated system for energy resources monitoring for the budget institutions of the city and thermo-modernization of the Palace of Culture and the Sports complex buildings with the use of renewable sources	Ongoing	2017	808,640	LocAuth (EXECUTIVE COMMITTEE OF THE CITY COUNCIL OF TOWN OF UKRAINKA)	
<i>Modernization of generation, distribution and consumption (MO.GE.DI.CO.) of heating district in Myrhorod city</i>		Modernization of generation, distribution and consumption (MO.GE.DI.CO.) of heating district in Myrhorod city	Ongoing	2017	762,850	LocAuth (MYRHOROD CITY COUNCIL)	
<i>Energy efficient Hnivan energy policy for sustainable development of Hnivan town</i>		Energy efficient Hnivan energy policy for sustainable development of Hnivan town	Ongoing	2017	757,312	LocAuth (HNIVAN TOWN COUNCIL)	
<i>Warm schools and kindergartens are a successful key for the children's health: Comprehensive project on the EE improvement of the educational facilities in the city of Dubno</i>		Warm schools and kindergartens are a successful key for the children's health: Comprehensive project on the EE improvement of the educational facilities in the city of Dubno	Ongoing	2017	730,723	LocAuth (DUBNO CITY COUNCIL)	
Other contracts				Various			
<i>Ukrainian civil society for European style waste management</i>		Ukrainian civil society for European style waste management	Ongoing	2014 (Dec. Y) / 2016 (Ctr. Y)	443,777	CSO (Ecologiya-Pravo-Ludyna international charitable organisation)	D-33833

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Twinning project "Introduction of a Management System of Waste of Electrical & Electronic Equipment in Ukraine"</i>		Twinning project "Introduction of a Management System of Waste of Electrical & Electronic Equipment in Ukraine"	Closed	2011 (Dec. Y) / 2015 (Ctr. Y)	1,200,000	private firm (UMWELTBUNDESAMT GESELLSCHAFT MIT BESCHRANKTER HAFTUNG (UBA GMBH))	D-22827
<i>Harmonisation of Ukraine subsoil legislation, drafting the ToR for a new TA project</i>		Harmonisation of Ukraine subsoil legislation, drafting the ToR for a new TA project	Closed	2016 (Dec. Y) / 2017 (Ctr. Y)	87,200	private firm (DT GLOBAL IDEV EUROPE S.L)	D-38775
<i>Support to the implementation of Ukraine's strategy in the area of energy efficiency and renewable sources of energy</i>		Support to the implementation of Ukraine's strategy in the area of energy efficiency and renewable sources of energy	Closed	2008 (Dec. Y) / 2014 (Ctr. Y)	17,168	private firm (DELOITTE BEDRIJFSREVISOREN/REVISEURS D'ENTREPRISES)	D-19595
<i>Insufficient development of dairy farming and low efficiency of agricultural markets</i>		Insufficient development of dairy farming and low efficiency of agricultural markets	Closed	2011 (Dec. Y) / 2014 (Ctr. Y)	161,100	LocAuth (PYATYKHATKY RAYON COUNCIL)	D-22825
<i>Enhanced Communication on Energy Efficiency</i>		Enhanced Communication on Energy Efficiency	Closed	2015 (Dec. Y) / 2016 (Ctr. Y)	243,395	private firm (GOPA COM.)	D-38027
<i>"EDUTIP – Energy-efficient Digital University for Technical Innovation Promotion"</i>		"EDUTIP – Energy-efficient Digital University for Technical Innovation Promotion"	Ongoing	2017 (Dec. Y) / 2019 (Ctr. Y)	809,283	CSO (STATE INSTITUTION OF HIGHER EDUCATION DONETSK NATIONAL TECHNICAL UNIVERSITY)	D-40554
<i>Mid-term evaluation of energy efficiency projects implemented within the Covenant of Mayors and ESP programmes</i>		Mid-term evaluation of energy efficiency projects implemented within the Covenant of Mayors and ESP programmes	Closed	2017 (Dec. Y) / 2018 (Ctr. Y)	145,760	private firm (COWI BELGIUM SPRL)	
<i>Kramatorsk municipal electric transport power substation modernization</i>		Kramatorsk municipal electric transport power substation modernization	Closed	2014 (Dec. Y) / 2015 (Ctr. Y)	985,662	LocAuth (EXECUTIVE COMMITTEE OF KRAMATORSK CITY COUNCIL)	D-37764

6.5.3.2 ENI East Regional

Table 46 List of Env. & CC interventions under ENI since 2014, ENI East Regional

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
ENI regional programming							
EU4Climate	8,000,000			2017 (Dec. Y)			D-40348;40633
		EU4Climate	Ongoing	2017	8,000,000	UNDP	
EU4Environment	19,500,000			Various			D-40315 (2019) D-40314 (2018/2017)
		Result 4 - Ecosystem services and livelihoods	Ongoing	2020	6,000,000	WB (IBRD)	
		Mainstreaming and Circular Economy - Results 1 and 2	Ongoing	2018 (Dec. Y) / 2018 (Ctr. Y)	9,700,000	UNIDO	
		Governance and Regional Dialogue - Results 3 and 5	Ongoing	2017 (Dec. Y) / 2018 (Ctr. Y)	3,800,000	OECD	
EUWI+ 4 EaP - European Water Initiative Plus for Eastern Partnership	23,500,000			2015 (Dec. Y)			D-38109;38300
		Results 2 and 3 - River management	Ongoing	2016	16,500,000	private firm (UMWELTBUNDESAMT GESELLSCHAFT MIT BESCHRANKTER HAFTUNG (UBA GMBH))	
		Result 1 - Legal Support - OECD share	Ongoing	2016	3,850,000	OECD	
		Result 1 - UNECE share	Ongoing	2016	3,150,000	UNECE	
EU4Energy 2	9,000,000			2019 (Dec. Y)			D-42180
		Promoting the Clean Energy Transition in the Eastern Partnership	Ongoing	2020	3,700,000	Other (INTERNATIONAL ENERGY AGENCY)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		countries: EU4Energy Phase II - Components 3 - 6					
		Promoting the Clean Energy Transition in the Eastern Partnership countries: EU4Energy Phase II - Component 1	Ongoing	2020	1,800,000	Other (ENERGY COMMUNITY)	
		Promoting the Clean Energy Transition in the Eastern Partnership countries: EU4Energy Phase II - Components 2, 7 & 8	Ongoing	2020	3,000,000	EU other (COUNCIL OF EUROPEAN ENERGY REGULATORS ASBL)	
EU4Energy	14,708,173 (for 2015) 5,291,827 (for 2016)						
		EU4Energy - Improving Energy Sector Statistics and Policy Development in countries of Eastern Partnership and Central Asia	Ongoing	2015 (Dec. Y) / 2016 (Ctr. Y)	12,100,000	Other (INTERNATIONAL ENERGY AGENCY)	D-38141;38613
		EU4Energy. Component 3	Ongoing	2015 (Dec. Y) / 2016 (Ctr. Y)	5,377,363	Other (ENERGY COMMUNITY)	D-38141;38613
		EU4Energy Programme Component 3-Legislative and Regulatory Environment and Key Energy Infrastructure	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	1,122,637	Other (ENERGY CHARTER)	D-38613
SEIS East	6,600,000			2014 (Dec. Y)			D-36898
		Implementation of the Shared Environmental Information System principles and practices in the Eastern Partnership countries (SEIS East)	Ongoing	2015	6,600,000	EU other (EEA)	
EPIRB - Environmental Protection of International River Basins	946,516			2015 (Dec. Y)			D-38296

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		Environmental Protection of International River Basins - addendum	Closed	2015	946,516	private firm (HULLA & CO HUMAN DYNAMICS KG)	
EMBLAS Plus	1,554,738			2017 (Dec. Y)			D-40350;40651
		Improving Environmental Monitoring in the Black Sea - Selected Measures (EMBLAS Plus)	Ongoing	2018	1,554,738	UNDP	
Maritime safety, security and marine environmental protection in the Black and Caspian Sea Regions	4,000,000			2016 (Dec. Y)			D-39351
		Maritime safety, security and marine environmental protection in the Black and Caspian Sea Regions	Ongoing	2016	4,000,000	EU other (EUROPEAN MARITIME SAFETY AGENCY)	
Country-specific Investment Climate Reviews and Action Plans for EaP countries	2,000,000			2017 (Dec. Y)			D-40613
		EU-EBRD Country-specific Investment Climate Reviews and Action Plans for Eastern partnership (EaP) countries.	Ongoing	2018	2,000,000	EBRD	
Relevant contracts related to CoMDeP (Covenant of Mayors – Demonstration Projects)				2013 (Dec. Y)			D-24746;40757
<i>Covenant of Mayors – Demonstration Projects – Support Mechanism</i>		Covenant of Mayors – Demonstration Projects – Support Mechanism	Ongoing	2014	6,179,850	private firm (KOMMUNALKREDIT PUBLIC CONSULTING GMBH)	
Relevant contracts related to the Eastern Partnership Flagship Initiative on Sustainable Municipal Development				2015 (Dec. Y)			D-38113
<i>CoM East II - Eastern Partnership Covenant of Mayors East II</i>		CoM East II - Eastern Partnership Covenant of Mayors East II	Ongoing	2016	4,284,600	CSO (ENERGY CITIES/ENERGIE-CITIES ASSOCIATION)	
(selected contracts under ENPI CSF 2013)				2013 (Dec. Y)			D-24437
<i>Climate Forum East II</i>		Climate Forum East II	Closed	2014	1,000,000	CSO (OSTERREICHISCHES ROTES KREUZ)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>CLEEN - Civil society Local EE Network</i>		CLEEN - Civil society Local EE Network	Closed	2014	992,906	CSO (STICHTING WOMEN ENGAGE FOR ACOMMON FUTURE - INTERNATIONAL)	
NIP				Various			
<i>FINTECC - Finance and technology transfer centre for climate change - EU4CLIMATE window</i>		FINTECC - Finance and technology transfer centre for climate change - EU4CLIMATE window	Ongoing	2019 (Dec. Y) / 2020 (Ctr. Y)	15,400,000	EBRD	D-41997
<i>GfG - Green for Growth: Extension to Neighbourhood East II</i>		GfG - Green for Growth: Extension to Neighbourhood East II	Ongoing	2018 (Dec. Y) / 2018 (Ctr. Y)	5,162,849	EU MS (KFW)	D-41163
<i>GfG - Green for Growth: Extension to Neighbourhood East II</i>		GfG - Green for Growth: Extension to Neighbourhood East II	Ongoing	2017 (Dec. Y) / 2018 (Ctr. Y)	6,157,151	EU MS (KFW)	D-40444
Other contracts							
<i>Scoping Mission to evaluate the feasibility of a project on Integrated Maritime Policy in the Black Sea</i>		Scoping Mission to evaluate the feasibility of a project on Integrated Maritime Policy in the Black Sea	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	297,805	CSO (APPLICATION EUROPEENNE DE TECHNOLOGIES ET DE SERVICES)	D-24905
<i>Scoping Mission to evaluate the feasibility of a project on Integrated Maritime Policy in the Black Sea</i>		Scoping Mission to evaluate the feasibility of a project on Integrated Maritime Policy in the Black Sea	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	297,805	CSO (APPLICATION EUROPEENNE DE TECHNOLOGIES ET DE SERVICES)	D-24905
<i>Global assessment of the EU support provided at regional level in the fields of environmental governance and green economy, water management, and climate change in the Eastern Partnership countries (2007-2013)</i>		Global assessment of the EU support provided at regional level in the fields of environmental governance and green economy, water management, and climate change in the Eastern Partnership countries (2007-2013)	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	207,080	private firm (SAFEGE)	D-24905
<i>Municipal Finance Study Energy, Environment and Climate in EaP countries</i>		Municipal Finance Study Energy, Environment and Climate in EaP countries	Ongoing	2015 (Dec. Y) / 2019 (Ctr. Y)	162,132	private firm (LANDELL MILLS INTERNATIONAL LIMITED)	D-40652

Old interventions (not fully in temporal scope, but relevant for the analysis):

- CLIMA East: Supporting CCMA in ENP East countries and Russia
- E5P - Eastern Europe EE and Environment Partnership
- Greening Economies in the Eastern Neighbourhood (EaP-GREEN)

Other interventions (not in scope, but relevant relevant for the analysis):

- Supporting Participation of Eastern Partnership and Central Asian Cities in the Covenant of Mayors (D-38424)

6.5.4 Annex 4: Complementary information

6.5.4.1 Policy and legal developments on environmental quality

EU acquis	National framework adopted by end of 2020
Air quality	
Directive 2008/50/EC on ambient air quality and cleaner air for Europe	<p>Concept and Terms of Reference for the implementation of the Unified Information System of Environmental Data, adopted by the order of the Cabinet of Ministers of Ukraine dated November 7, 2018 № 825;</p> <p>Law of Ukraine "On the Basic Principles (Strategy) of State Environmental Policy for the period up to 2030;</p> <p>Resolution of The Cabinet of Ministers of Ukraine, dated August 14, 2019 № 827, Kyiv, Some issues of state monitoring in the field of air protection;</p> <p>Order of the State Statistics Service of December 31, 2019 No. 454, methodological provisions on the organization of state statistical monitoring of emissions of pollutants and GHG into the atmosphere from stationary sources of emissions;</p> <p>Draft Resolution of the Cabinet of Ministers of Ukraine "On approval of the Concept of the State target program of material and technical re-equipment of the national hydro meteorological service for the period 2020-2022".</p>
Directive 2004/107 / EC on arsenic, cadmium, mercury, nickel and polycyclic aromatic hydrocarbons	Order of 28.02.2018 No 154 "On approval of the Procedure for monitoring the content of arsenic, cadmium, mercury, nickel and 6 polycyclic aromatic hydrocarbons in the air.
Waste and resource management	
Directive 2008/98/EC on waste	<p>National Waste Management Strategy in Ukraine until 2030, approved by the order of the Cabinet of Ministers of Ukraine dated November 8, 2017 № 820</p> <p>The National Waste Management Plan until 203037 (Order CMU, February 19, 2019 № 117-r.).</p> <p>Draft law on waste management, Reg. 2207-1-д, (transposing Directive 2008/98/EC on waste), registered in the Verkhovna Rada on 04.06.2020, Adopted at the first reading on 21.07.2020.</p> <p>Draft Law on Restricting the circulation of plastic bags on the territory of Ukraine, Reg. No.2051-1, 18.09.2019 (transposing Directive (EU) 2015/720 as regards reducing the consumption of lightweight plastic carrier bags)</p> <p>Draft Law on Batteries and Accumulators Reg. 2352, 30.10.2019 (transposing Directive 2006/66/EC o on batteries and accumulators and waste batteries and accumulators)</p> <p>Draft Law on Waste Electrical and Electronic Equipment (WEEE), Reg. No. 2350, 30.10.2019 (transposing Directive 2012/19/EU on waste electrical and electronic equipment)</p>

Source: 2020 (EU): Inception report of the APENA 2 programme.

7 Country Case Study – Lebanon

7.1 Introduction

7.1.1 Context

7.1.1.1 Recent evolution in the country context

Lebanon has a population of 7.7 million inhabitants and consists of a narrow strip of territory located on the eastern shore of the Mediterranean Sea. It shares many of the cultural characteristics of the Arab world, yet it has **attributes that differentiate it** from many of its neighbours. Its rugged, mountainous terrain has served throughout history as an asylum for diverse religious and ethnic groups and for political dissidents. Lebanon is one of the most densely populated countries in the Mediterranean area and has a high rate of literacy. Notwithstanding its meagre natural resources, Lebanon long managed to serve as a busy **commercial and cultural centre** for the Middle East²⁹⁹.

During the period 2014-2020, Lebanon faced a series of crises. The country experienced various periods of **social unrests** such as in 2015-2016³⁰⁰. Political paralysis such as during the failed attempts to elect a president in 2014-2016 resulted in **institutional deadlocks**. During the same period, the country underwent an economic and financial crisis³⁰¹. These crises were compounded by **regional instability**, including the Syrian crisis. The situation of the country further deteriorated in the context of the **COVID-19 pandemic** from early 2020 on and after the **explosion at the Port of Beirut** in August 2020. Many observers highlight that some of the **roots of the crises** that the country currently faces can be traced back to Lebanon's civil war (April 1975 – October 1990) that has deeply affected the country and its people at various levels³⁰².

7.1.1.2 Main environmental challenges

Partially related to the country's fragile economic and political situation, Lebanon is currently suffering from an **energy crisis** and a lack of well-functioning reforms³⁰³. The continuous energy crisis and country-wide power cuts³⁰⁴ have had a devastating impact on the country. In particular, public water supply and wastewater treatment systems had to cut back on their operations, leaving millions without access to water, and jeopardizing environmental and public health³⁰⁵.

The crisis has generated a large number of unfavorable environmental impacts including, large stresses on water, electricity, sanitation and solid waste management systems, which were already facing challenges³⁰⁶.

The water sector faces several challenges, including outdated and insufficient infrastructure, poorly managed water utilities, high rates of non-revenue water (NRW), limited water storage, poor irrigation efficiency and mounting pressures on ground and surface water supplies³⁰⁷.

The country also shares similar **environmental challenges** – e.g., related to water pollution – as other countries of the Mediterranean region. The Lebanese **environmental legislation** suffers from various gaps and its enforcement is in some cases not a priority for the country and lacks the ownership of the

²⁹⁹ Barnett., R. D. (2021): Lebanon. <https://www.britannica.com/place/Lebanon>.

³⁰⁰ The government's failure to find solutions to power and water shortages and a specific 'waste crisis' caused by the closure of the 'Beirut and Mount Lebanon region' waste dump in Naameh sparked demonstrations in August 2015 and spawned local political movements such as the political campaign Beirut Madinati.

³⁰¹ WB (2021): Lebanon's Economic Update – April 2020. <https://www.worldbank.org/en/country/lebanon/publication/economic-update-april-2020>.

³⁰² See <https://www.reuters.com/article/us-lebanon-crisis-turmoil-timeline-idUSKBN28Y0S1> and ICG (2020): Avoiding further polarization in Lebanon. Crisis Group Middle East Briefing N°81.

³⁰³ EU (2020): Ex post Evaluation of the Support to Reforms Environmental Governance (StREG). Final Report Evaluation.

³⁰⁴ The electricity was down in the whole country some days in October, 2021.

³⁰⁵ UN News (2021): Fuel Crisis in Lebanon potential catastrophe for thousands: senior UN official.

³⁰⁶ MoE/EU/UNDP, 2014

³⁰⁷ Lebanon State of the Environment And Future Outlook: Turning The Crises Into Opportunities SOER 2020. <https://www.lb.org/content/lebanon/en/home/library/soer-report---lebanon-state-of-the-environment-and-future-outlook.html>

Government. The country suffers from **improper waste disposal** with more than 700 open dumps used by municipalities³⁰⁸. **Garbage burning** and **illegal dumping** continue to be among key risks for the country despite a series of support actions funded both by the EU and other donors.

Other major environmental challenges in the country include **summer forest fires** and **water shortages** due to the warming climate, outdated industrial plants, and the disposal of sewage and industrial effluents into the sea.

7.1.1.3 The national policy and legal framework

Several sectoral regulations address issues related to **climate change (CC)**, including the National Renewable Energy Plan and the Standard operating procedures to integrate gender into CC and others. But, there is no major legislation directly addressing CC action in Lebanon, nor is mainstreaming of CC a legislative requirement³⁰⁹.

Lebanon has ratified a number of international treaties. In 1994, the **United Nations Framework Convention on CC** (UNFCCC) was ratified, and in November 2006 Lebanon acceded to the Kyoto Protocol. Regular communications addressing the state of the country's environment were prepared for the UNFCCC. The first of these communications was published in 1995, followed by a second one in 2011 and a third in 2016. Lebanon ratified the **Paris Agreement** on March 29th, 2019 (via Law 115/2019) and deposited its instrument of ratification in February 2020.

The **Convention on Biological Diversity** (CBD). The CBD was ratified by the Government of Lebanon (GoL) through Law No. 360/1994³¹⁰.

Table 47 summarises the main evolution of the national policy and legal framework related to Env. & CC in Lebanon.

³⁰⁸ Ministry of Environment (2013): Environmental and Social Assessment (ESA) of the Lebanon Pollution Abatement Project (LEPAP).

³⁰⁹ MoE/UNDP/GEF (2019): Lebanon's Third Biennial Update Report (BUR) to the UNFCCC.

³¹⁰ UNSDG (n.d.) : Lebanon. <https://unsdg.un.org/un-in-action/lebanon>.

Table 47 Main Env. & CC policies and laws adopted before and during the period under review

Sector	Pre-2014	Post-2014
Legal framework	<p>1996: Law No. 558 on forest protection</p> <p>1988: Law No. 64 of 1988 on the protection of the environment against pollution from hazardous waste disposal and substances</p> <p>2000: Law No.221 on Water Sector Organisation.</p> <p>2002: Law No. 462/2002 Regulation of the Electricity Sector; Law No. 444 Environment Protection</p> <p>2005: Law No. 690 of 2005 regulating the Ministry of Environment and defining its tasks and competences.</p>	<p>2016: Environmental Police Decree</p> <p>2018: Law No.78 on Air Quality Protection; Law No.80 on Integrated SSM; No. 77 on Water Law</p> <p>2019: Law No.130 on Protected Areas; Kigali amendments to the Montreal Protocol on Ozone Depleting Substances - Law 119.</p> <p>2020: Economic Incentives for Environmental Protection Decree 167/2017 with MoE application Decision 1281/1/2017 and MoF application Decision 18/1/2020</p>
Policy framework	<p>2003: National Action Program to Combat Desertification</p> <p>2010: National Water Sector Strategy 2010 - 2020.</p> <p>2011: Sustainable Public Procurement Action Plan</p> <p>2012: Marine Protected Area Strategy: Supporting the management of important marine habitats and species in Lebanon.</p>	<p>2014: Ministry of Agriculture Strategy 2015 - 2019</p> <p>2015: National Forest Program 2015-2025; Action Plan for Sustainable Consumption and Production for the Industrial Sector</p> <p>2016: National Biodiversity Strategy and Action Plan (NBSAP) 2016-2030; The National Renewable Energy Action Plan (NREAP) 2016-2020; National Energy Efficiency Action Plans (NEEAP) (2011-2015, 2016-2020),</p> <p>2017: National Implementation Plan on Persistent Organic Pollutants.</p> <p>2018: Policy on integrated SSM</p> <p>2019: Policy for the sustainable management of the quarrying sector through CoM Decision No. 45</p>
UNFCCC process	<p>1999: First National Communication</p> <p>2011: Second National Communication</p>	<p>2015: Submission of Intended Nationally Determined Contribution (INDC); First Biennial Update Report</p> <p>2016: Third National Communication</p> <p>2017: Second Biennial Update Report</p> <p>2019: Third Biennial Update Report</p> <p>2020: First Nationally Determined Contribution (NDC)</p>

Source: Grantham Research Institute on CC & the Env.; Climate Watch, Lebanon; FAO, Lebanon.

The **Environmental Protection Law No. 444**, which is an umbrella for all environmental issues in the country, supports Lebanon to abide by its international obligations and adopts internationally recognised principles³¹¹. However, its legal enforcement requires activation of the respective mechanisms for implementation and decrees, some of which still await adoption.

The **energy policy** in Lebanon focusses on increasing the current power production capacity and promoting the use of natural gas, addressed by the Energy Sector Strategy (2017-2020). The NEEAP 2011-2015 included 14 initiatives addressing energy efficiency and renewable energy, and focussed on the importance of developing technologies such as solar photovoltaic, wind, hydro, and others, and the NEEAP 2016-2020 had the overall target of 5% increase in energy efficiency by 2020, while the overall target is that 12% of electricity generation would be by renewables by 2020³¹².

7.1.1.4 EU-Lebanon cooperation framework

The European Union (EU)-Lebanon cooperation is guided by the Partnership Priorities (PP) 2016-2021, **Single Support Framework (SSF)** 2014-2016 and 2017-2020 and the EU-Lebanon **Association Agreement**, adopted in 2002 and in force since April 2006. As indicated in Table 48, various priority areas of interventions have been identified in these two SSF to provide significant support to Lebanon to deliver on key global policy goals set by the UN 2030 Sustainable Development Goals and the Paris Agreement on CC. In particular, the EU-Lebanon cooperation strategy in the area of Env. & CC has

³¹¹ Legal Agenda (2014): An analysis of environmental legislation in Lebanon.

³¹² Ex-post Evaluation: CEDRO Phase IV (D-33609) Final Report.

focussed on the ‘promotion of sustainable and transparent management of energy and natural resources’, which referred to i) enhancing environmental protection and advancing sustainable regional development through greater decentralisation and empowerment of municipalities and local authorities and ii) implementation of an energy strategy aimed at extending power supply, launching a structural reform and promoting renewable and low-carbon energy use and energy efficiency³¹³.

Table 48 Financial allocations (EUR million) per policy areas and sectors

Total 2014 -2016		Total 2017-2020		Total 2014-2020
Sector	Planned Allocation	Sector	Planned Allocation	
8. Justice and security system reform	19.5-23.85	1. <u>Promoting growth and job creation</u>	55.9-68.4	
9. Reinforcing social cohesion, promoting sustainable economic development and protecting vulnerable groups	52-63.6	2. Foresting local governance and socio-economic development	55.9-68.4	
10. <u>Promotion of sustainable and transparent management of energy and natural resources</u>	26-31.8	3. Promoting the Rule of Law, enhancing security and countering terrorism	46.6-57.0	
Complementary support for capacity development and civil society	32.5-39.75	Complementary support for capacity development and institution building	9.3-11.4	
		Complementary support in favour of civil society	18.6-22.8	
Total	130-159		186.5-227.9	315-385

Source: SSF for EU support to Lebanon 2014-2016 and 2017-2020.

Note: Underlined sector of cooperation is the one identified by the team as having the strongest focus on Env. & CC.

The 2016-2020 **Partnership Priorities** adopted by the EU and Lebanon in 2016 and extended until 2021 reflect the agenda outlined by the revised European Neighbourhood Policy (ENP)³¹⁴, the Global Strategy for the EU’s Foreign and Security Policy (Global Strategy) and are reflected in this programming document for the period 2017-2020³¹⁵. Adaptation to CC, in areas such as water/wastewater, SSM and electricity/renewable energy as well as the efficiency of the transport system, which will also support Lebanon's national commitment under the Paris Agreement³¹⁶.

At the regional level the commitments on Env. & CC are supported by the **Union for the Mediterranean (UfM)**, which is a forum for exchange on regional strategic issues between its 43 Member States (MS). In 2017 the UfM adopted an **Action Plan**, identifying its contribution to sustainable development and related areas, including CC, environment and water³¹⁷.

Lebanon is also part of several regional initiatives, including i) Switch-MED II programme, which is a multi-component programme financed by the European Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR), aimed to facilitate the shift toward Sustainable Consumption and Production in the Southern Mediterranean region by demonstrating successful examples of how this can be done; ii) Clima-Med – Acting for climate in South Mediterranean, which provides technical assistance to support the transition of Southern Neighbourhood countries towards sustainable, low-carbon and climate-resilient economies; iii) ENI SEIS II SOUTH – Implementation of the Shared Environmental Information System (SEIS) principles and practices in the ENP South region, aimed to contribute to reduced marine pollution by improving the availability and access to relevant

³¹³ EC (2014): Programming of the European Neighbourhood Instrument (ENI) - 2014-2020 SSF for EU support to Lebanon (2014-2016).

³¹⁴ EU (2015): Review of the ENP, Joint communication JOIN(2015) 50 final.

³¹⁵ EEAS (2017): Shared Vision, Common Action: A Stronger Europe: A Global Strategy for the EU’s Foreign And Security Policy.

³¹⁶ EU (2017): Programming of the European Neighbourhood Instrument (ENI) (2014-2020). SSF for EU support to Lebanon (2017-2020).

³¹⁷ UfM (2017): UfM Road Map for Action Plan.




environmental information to the benefit of effective and knowledge-based policy-making in the Neighbourhood South region³¹⁸.

7.1.2 Focus of the case study

The case study concerns itself with i) establishing an overall view on how the EU cooperation in the area of Env. & CC has been formulated and implemented in Serbia (focus on: EQ1, EQ2); ii) consideration of selected interventions, assessment of the EU contributions to short-term results, and likely contribution to broader ones, and the main influencing factors (focus on: EQ3, EQ4, EQ5 and EQ6); and iii) identifying good practice and broader lessons for future EU external action.

Figure 2 presents the three methods have been used to generate evidence for the case study:

Figure 23 Main techniques and tools used in the case study

	Literature review covering documents from EU and EU MS databases (e.g. project description, recent monitoring and progress reports), documents produced by other international and local organisations monitoring the COVID response (e.g. studies published by NGOs/research institutions), sectoral studies published in the key areas of support;
	(Remote) semi-structured interviews with some stakeholders, including: EU/EU MS staff.
	Statistical analysis of trends in context and development outcome indicators in each partner country: the aim is to enrich both the analysis of the strategic relevance of the EU response (EQ1) and the likely effects of the response (EQ5-6).

Although the case study covers the whole of EU support to Env. & CC, the analysis of efficiency and contribution to outcomes puts a specific focus on the areas of **environmental quality (esp. SSM and air quality)**. Other areas covered in the analysis include: i) CC mitigation (energy efficiency & renewable energy), and ii) environmental governance.

To allow for a more detailed analysis of the EU portfolio, the evaluation team did not cover all EU-funded interventions in the country, but put emphasis on the following sample of interventions:

Table 49 Sample of EU Env. & CC interventions reviewed for Lebanon

Financing Decision	Full intervention title and CRIS reference
(ENI 2019) Promoting innovation and entrepreneurship in support to Lebanon's clean energy transition	Promoting innovation and entrepreneurship in support to Lebanon's clean energy transition (CRIS reference: D-41140) <i>EU contracted amount: EUR 10 million</i>
(ENI 2018) TADWIR	Technical assistance (TA) to reforms in water, sanitation and energy sectors in Lebanon (CRIS reference: C- 413359) <i>EU contracted amount: EUR 12.7 million</i>
(ENI 2017) CEDRO	Country Energy Efficiency and Renewable Energy Demonstration Project for the Recovery of Lebanon Phase IV (CRIS reference: C-403535) <i>EU contracted amount: EUR 3 million</i>
(ENI 2014) ProMARE	Protection and sustainable development of maritime resources in Lebanon (CRIS reference: D-25044) <i>EU contracted amount: EUR 19 million</i>
(ENI 2014) SWAM II	Upgrading SWM capacities in Lebanon (D-25014) <i>EU contracted amount: EUR 4.2 million</i>
(ENI 2013) SWAM	Upgrading SWM capacities in Bekaa and Akkar Regions in Lebanon (2013) (D-24977) <i>EU contracted amount: EUR 14 million</i>
(ENI 2011) StREG	Support to Reforms - Environmental Governance (CRIS reference: D- 22757)

³¹⁸ EU Neighbours South - <https://www.euneighbours.eu/en/region/24/eu-in-action/projects/Ongoing?f%5B0%5D=country%3A76>

7.2 Design

7.2.1 Overview of EU support to Env. & CC

7.2.1.1 Overall environmental and climate change objectives in Lebanon

EU support in the area of Env. & CC in Lebanon since 2014 took place in the context of a **broad portfolio** of interventions which included support to social, economic and political reform and support for reconstruction and recovery.

The EU-Lebanon **Partnership Priorities**, which were extended until end 2021 prioritise the support to Env. & CC through actions in the areas of energy efficiency, renewable energy, waste management, water management and natural resources conservation. These areas are considered as enabling factors to boost the country's touristic potential, protect the national wealth and foster economic growth, and reduce the exposure of the population to disease and health hazards³¹⁹.

One of the major pillars of the **SSF 2014-2016** is the *“Promotion of sustainable and transparent management of energy and natural resources”*, with a sub-pillar on *“Enhancing environmental protection and advancing sustainable regional development through greater decentralisation and empowerment of municipalities and local authorities”*. Under this sub-pillar, the objectives are: i) improvement of the capacities, and the re-organisation of environmental monitoring authorities (including inter-ministerial consultation), ii) mainstreaming environmental protection and safeguard measures into national sector policies and programs, in particular the adoption of the water code; and iii) supporting the CC and biodiversity agenda in Lebanon.

The EU has been very active in the **SWM sector** in Lebanon over the last decade, though it was not explicitly started as an objective in recent EU key programming documents³²⁰. EU involvement dates back to the ARLA³²¹ programme that was launched in 2003, but phased out in 2010. ARLA was implemented by the Minister of State for Administrative Reform (OMSAR) and initially aimed at supporting the Lebanese Administration in implementing its National Administrative Rehabilitation Programme. As planned reforms of the local governance system did not progress, the programme was amended during the second half of its implementation to include a ‘Municipal Investment Fund’ (MIF) component, which focussed on SWM.

The EU started to re-invest in the sector after the Syria refugees' crisis, through the SWAM I (EUR 14 million) and SWAM II (EUR 21 million initially, reduced to 4.2 million). In 2017, the EU adopted a new EUR 44 million assistance package to contribute to the promotion of stability and economic and social development in Lebanon. The package consisted of three programmes, one of those is the *‘Towards a Decentralised Waste Management Integrated Response – TADWIR’* programme, aimed to enhance the capacity of the Governorates of Beirut and Mount Lebanon to process waste management and contribute to the establishment of better and environmentally-friendly waste governance in general³²². The interventions were implemented in a tensed context which was marked by the 2015 social unrests related to the ‘waste crisis’³²³.

During the period under review, there was criticism related to both effectiveness and efficiency of the EU-funded interventions in the SWM sector, with reasons ranging from the low performance of some of the supported facilities to political, policy deficiencies and insufficient monitoring and evaluation (M&E)³²⁴. It prompted the EU to launch a comprehensive evaluation of its portfolio between July 2018 and December 2020.

³¹⁹ EU (2016): Decision No 1/2016 of the EU-Lebanon Association Council agreeing on EU-Lebanon Partnership Priorities.

³²⁰ EU (2018): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission.

³²¹ Assistance to the Re-Establishment of the Lebanese Administration Programme.

³²² EU (2017): New assistance package for Lebanon: EU strongly committed to supporting the country's development and stability.

³²³ Caused by the closure of the ‘Beirut and Mount Lebanon region’ waste dump in Naameh.

³²⁴ EU (2020): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission.

In the last decades, major EU interventions also focussed on promoting policy reforms in the area of **Environmental governance**, including in specific areas such as **air quality**³²⁵. A major programme in this area during the period under review has been the Support to Reforms – Environmental Governance (StREG). StREG was implemented during 2014-2017 and, in line with the objectives set in the SSF 2014-2016, the programme aimed at enhancing the capacity of the Ministry of Environment (MoE) to better plan and execute environmental policy, including enforcement and mainstreaming. An Impact evaluation of the programme was carried out remotely in 2020.

The EU has also supported Lebanon in endorsing **climate** commitment related to Paris Agreement and Paris Agreement ratification. Following the Paris Agreement adopted under the UNFCCC, support to the development and implementation of Lebanon's Indicative NDC became another point of attention of EU-Lebanon cooperation. Cooperation in the **energy sector** is an important pillar of the EU-Lebanon Partnership Priorities, according to which an Energy Dialogue was envisaged to offer the means to step up energy cooperation, including promoting energy cooperation, including in the exploration and exploitation of the oil and gas sector and related offshore opportunities. According to the EU-Lebanon Action Plan, a long term energy strategy converging towards EU energy policy objectives was aimed to be developed, and the medium-term possibility for participation in the Intelligent Energy-Europe programme was planned to be explored. Energy efficiency and renewable energy and infrastructure development (e.g., wastewater, water, SSM) were delivered both at the national and municipal/local levels.

7.2.1.2 Description of the EU portfolio

EU funding in the area of Env. & CC in Lebanon represents a total of EUR 87 million during the period 2014-2020. Annex 3 provides a list of the main EU interventions in the area of Env. & CC funded under the European Neighbourhood Instrument (ENI) in the country during the period under review.

As illustrated in Figure 24, the **main thematic areas** covered by EU support to Env. & CC in Lebanon are: i) **environmental quality (incl. waste and water)** (EUR 52 million)³²⁶, ii) **multi-sector** (EUR 14 million)³²⁷, and iii) **CC mitigation (incl. energy efficiency and renewable energy)** (EUR 11 million)³²⁸.

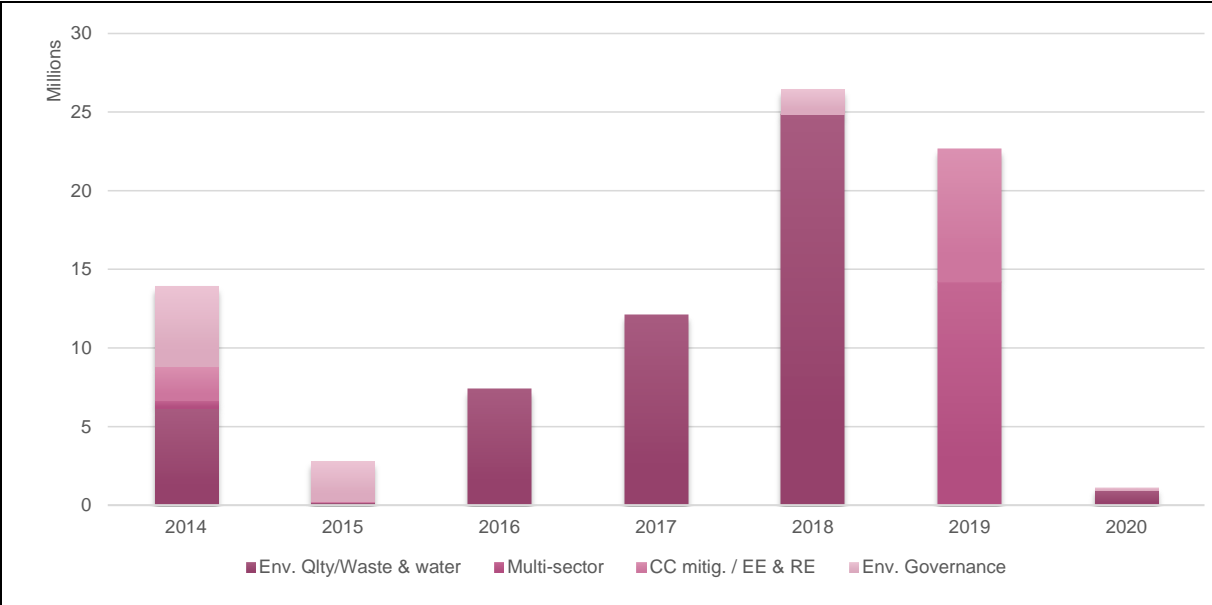
³²⁵ e.g., support to the Law on Protection of Air Quality, the draft of which was prepared in 2005 and was approved in 2018; Environmental Safeguards and Strategic Environmental Assessment; SSM, the Law on which was approved in 2012, and adopted in 2018

³²⁶ For instance: 2011 Support to Reforms – Environmental Governance (D-22757), 2014 Protection and sustainable development of maritime resources in Lebanon (D-25044).

³²⁷ The EU-multi-sector interventions in Lebanon during the period 2014-2020 cover areas such as green economy, water, sanitation and energy sectors.

³²⁸ For instance: 2018 Promoting innovation and entrepreneurship in support to Lebanon's clean energy transition (D-41140), 2014 Towards sustainable energy consumption in select local communities in Northern Lebanon (C-354297).

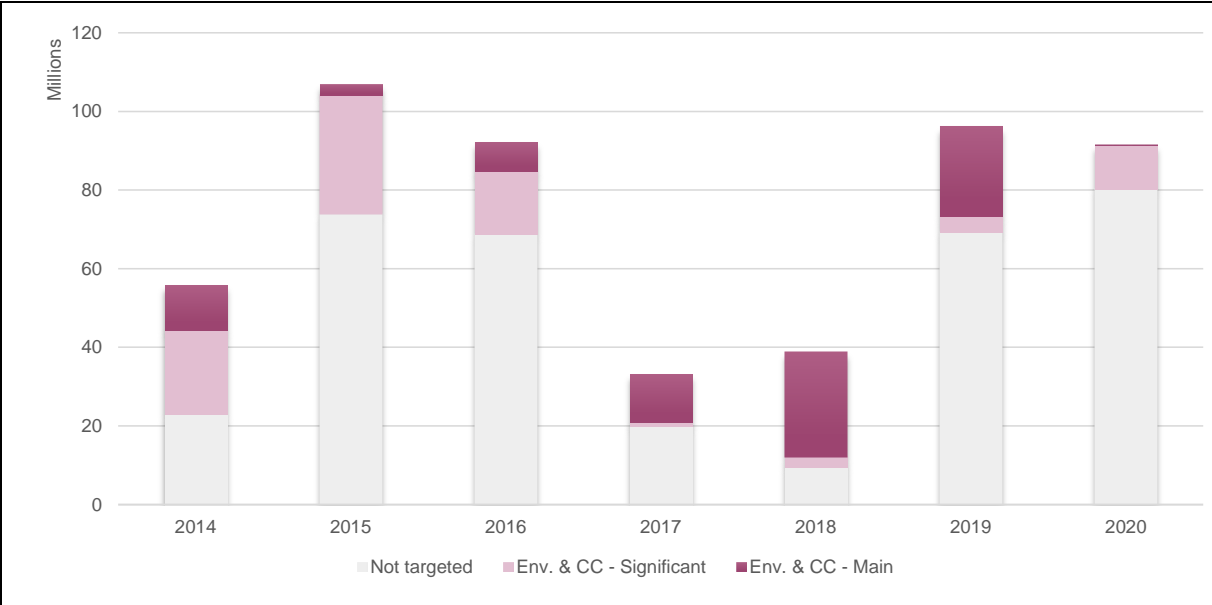
Figure 24 Env. & CC contracts by main thematic focus (contracted amounts)



Source: Particip, based on Common External Relations Information System (CRIS) data

As shown in Figure 25, 67% of the EU bilateral assistance to Lebanon during 2014-2020 did not entail an explicit dimension on Env. & CC. 16% was Env. & CC-targeted (OECD-DAC policy marker ‘main’) and 17% included aspects of Env. & CC (OECD-DAC policy marker ‘significant’).

Figure 25 Env. & CC contracts in the broader EU portfolio in Lebanon (contracted amounts)



Source: Particip, based on CRIS data

7.2.2 Design (JC1.1, JC1.2, JC 2.1)

7.2.2.1 Findings related to the overall design of EU’s Env. & CC strategies and interventions

The overall EU strategy to support Env. & CC in Lebanon was explicitly spelled out in the EU programming/strategy documents and was consistent with the overarching policy framework for EU external action. As mentioned above, one of the pillars of SSF 2014-2016 focussed on “Enhancing environmental protection and advancing sustainable regional development through greater decentralisation and empowerment of municipalities and local authorities”. Clear objectives were associated to this pillar.

Env. & CC issues are addressed under priority sector one of the SSF for EU support to Lebanon (2017-2020), focussing on promoting rehabilitation of critical infrastructure, including adaptation to CC, in areas such as water/wastewater³²⁹, SSM and electricity/renewable energy as well as the efficiency of the transport system. The EU Env. & CC support also built on Lebanon's national commitment under the Paris Agreement on CC to reduce its greenhouse gas emissions by 30%. The main focus of the EU support for Lebanon was guided by the EU-Lebanon Partnership Priorities³³⁰ which, as mentioned above, includes energy security, climate action and conservation of natural resources.

Yet, the EU became actively engaged in areas of support that had not been explicitly identified in the initial programming/strategy documents for the period 2014-2020. In particular, SWM is not explicitly addressed or stated as an objective within the SSF 2014-2016. The EU applied a tailored approach to meet the major needs of the country in this area, and, as mentioned above, returned to the SWM sector following the Syrian refugee crisis.

The review of programming and project-level documents shows that the EU interventions related to Env. & CC were built on the local context and responded well to the needs of target groups. A series of context analysis and feasibility studies were accomplished by the EU-funded interventions to design realistic strategies and actions³³¹.

At the policy level, the EU provided technical support to Ministry of Environment (MoE) through the "Support to Reforms – Environmental Governance (StREG)" programme. The design of the StREG integrated well the policies and priorities of Lebanon on environment, including the 2009 MoE Action Programme³³².

Weak law enforcement capacities were clearly identified and included in the design of the EU interventions. For instance, in the case of the EU support to the SWM, by addressing the challenges in the regulatory and law enforcement framework, master-planning and stability of service areas were supported³³³.

Several EU interventions faced challenges such as the lack of resources allocated to operation and maintenance (air quality, SWM) and ensure regular M&E activities. The necessity of quality control of the feasibility studies and the required complain mechanisms were not always considered in the design, resulting on both issues on efficiency of the spending, the effectiveness and sustainability of the actions. The European Union Delegation (EUD) faced difficulties to establish an effective monitoring system, mostly due to the lack of funding and resources for hardware and competent human resources to follow up with regular monitoring, while the budget allocated to M&E in the programme is usually less than 1% of the budget. There is often no baseline set, e.g., in the case of the Solid Waste Management Support Programme (SWAM), the evaluation team spent one year to collect data from implementing partners to establish a proper baseline³³⁴.

As to the policy framework on SWM, only in 2018 the respective law was adopted, and there were no clear responsibilities assigned to the parties before 2018. The law does not have a cost recovery for solid waste, as the section on cost recovery was removed from the law during the hearing in the Parliament³³⁵.

Programming and design of EU support to Env. & CC was often not explicitly gender sensitive. For instance, in the case of CEDRO 4, the potential of the Lebanese who are well qualified in Science Technology Engineering and Mathematics (STEM) and the existence of the female Minister of Energy

³²⁹ The EU-funded interventions targeting wastewater-related interventions were initiated to support the Government's strategic objective to be achieved by 2020 of significantly increasing the wastewater collection and treatment rates across the country, by enhancing the treatment capacity of existing wastewater treatment plants through the construction of new sewage systems connected to the plants.

³³⁰ EU (2016): Decision No 1/2016 of the EU-Lebanon Association Council agreeing on EU-Lebanon Partnership Priorities.

³³¹ Interviews with International Organisations.

³³² Ministry of Environment of Lebanon (2009): Action Programme.

³³³ EU (2020): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission.

³³⁴ Interviews with EU staff.

³³⁵ Interviews with International Organisations.

(previously as an Advisor to the Minister) were not considered, nor the negative impact of the power cuts on the increased women's labour at home³³⁶.

The development of NDC has been gender responsive. UNDP has closely worked with the MoE and the National Commission of Lebanese Women to make sure that gender is mainstreamed in CC-related policies. The EU has played only an indirect role in this process (e.g., through its funding at global level and general engagement in policy dialogue on gender equality)³³⁷.

7.2.2.2 Specific findings related to mainstreaming in EU external action

While the EU has mainstreamed Env. & CC issues in all the programming and framework documents, only one third of bilateral assistance to Lebanon has included an explicit dimension related to Env. & CC (see above).

The integration of Env. & CC in the design of individual interventions reflects more a need for compliance than a genuine integration in objectives and approaches used during implementation. There is some degree of environmental mainstreaming in blending operations. In particular, EU Environmental Directives are translated into specific standards and procedures, which are then applied in the interventions managed by European Financial Institutions such as EIB. The EUD somewhat "mainstreams" Env. & CC in 'non-spending activities' (incl. policy dialogue), especially in meetings with the key actors of the Env. & CC sector such as national institutions/the MoE, national Non-Governmental Organisation (NGOs) and Universities. The organised events aimed to highlight: i) EU's efforts to protect Lebanon's environment and promote clean air, land and marine biodiversity, ii) the dangers related to Lebanon's pollution and loss of biodiversity, as well as iii) green entrepreneurship and innovations.

However, at a broader level, according to interviews, current mechanisms to ensure adequate Env. & CC mainstreaming in EU interventions are weak. After an intervention is designed by the EUD and its partners, they are reviewed by HQ (DG NEAR/ Center on Thematic Expertise (COTE)) that comments on mainstreaming. However, the process does not offer the opportunity of an in-depth analysis and discussion on mainstreaming issues, resulting in the integration of Env. & CC often reflecting a "tick-the-box" type of exercise. While Env. & CC is increasingly applied at the design stage due to the Green Deal, interviewees highlight the need for the paragraph on cross-cutting issues to be removed and be replaced by clear guidelines on how to integrate fully Env. & CC considerations throughout the core parts of the design document³³⁸. The SSF also highlights that Env. & CC aspects are not sufficiently mainstreamed into national policies, which points to some limitations to Env. & CC mainstreaming due to the country context. The reasons highlighted for such weaknesses include a lack of sufficient and appropriate legislation (e.g., regarding the use of maritime resources), and important gaps in term of institutional capacity building and the involvement of the civil society.

7.3 Effects of EU support

7.3.1 Evolution of the policy and legal framework (JC5.2)

The EU was among various international players such as WB and UNDP that provided long term support to GoL efforts in the area of Env. & CC, and, although progress in terms of political commitment to Env. & CC has been slow, there has been some positive developments during the period under review. This illustrated by the many policy developments that took place since 2014 (see Table 47) and the organisation of high profiles events such as the First Beirut Conference on Environment in 2019³³⁹ and the adoption of the NDC in 2020.

³³⁶ Ex-post Evaluation: CEDRO Phase IV (D-33609) Final Report.

³³⁷ Interviews with International Organisations.

³³⁸ Interviews with EU staff.

³³⁹ The first Beirut Conference on Environment was organised by the MoE in May 2019. Prepared in partnership with the WB and UNDP, the overarching objective was to raise awareness on the need to adopt a national development strategy that would include environmental protection and improvement natural resource management at its core.

The EU contributions to policy development are particularly visible in the area of environmental quality, particularly on air quality monitoring. Policy developments can be seen in various sub-themes such as air quality³⁴⁰, SWM³⁴¹ and environmental safeguards. Interviews show that the EU played an important role in these areas, including through TA under interventions such as StREG.

Law 78 on the Protection of the Air Quality (2018) related to ambient air pollution, monitoring air pollutants, assessment of their atmospheric levels, prevention, control and surveillance of the ambient air pollution resulting from human activities, supported by the EU, is another good example of EU contribution to policy development building on GoL's increasing interest in specifying the legal/institution framework and clarifying the roles of all the different actors involved in that sector. If changes in the policy and legal framework related to the SWM sector have been overall limited since 2010, the national consensus on the importance of addressing the challenges in that sector has grown significantly during the period under review and the EU recognised this in the focus of its support. Nevertheless, according to the Solid Waste Management Portfolio Evaluation, the highly volatile political and institutional environment of Lebanon is not conducive for building up quickly a performant integrated waste management system at country level³⁴².

For instance, StREG identified national gaps and supported the following:

Law 78 on the Protection of the Air Quality (2018), Decree No. 6212 (2020) on the Air Quality Strategy, Law No.130 (2019) on protected areas, Law 80 (2018) on the integrated solid waste management, Decree No. 5606 (2019) on management of hazardous waste, Decree No. 3989/2016 on establishment of environmental police. Whilst StREG outputs were relevant to solving some of the MoE problems, lack of institutional capacity meant much of the offered training could not be taken up by the ministry. So, whilst the outputs addressed current MoE challenges, the institutional anchorage was still fragile and it is not certain that the beneficiary institution will be capable of continuing the flow of benefits. This was due to lack of adequate levels of suitable and qualified human resources being available to continue the Action's benefits. The beneficiary (MoE) was not properly prepared for taking over, technically, financially and managerially.

In the **energy sector**, the NREAP 2016-2020 adopted by the GoL in 2016 set out the country's primary purpose of achieving 12% renewable energy by the year 2020. Lebanon also outlined a vision for a tangible renewable target by 2030, considering its total demand for heat and power is expected to more than double between 2015-2030. The NREAP also envisaged that utility scale renewable energy projects to be financed exclusively through private investments. UNDP is working with the GoL to support the country's security of supply of energy by means of low-carbon technologies. UNDP is providing this support under the umbrella of three projects: i) the Low Emission Capacity Building project with the MoE serving as the national implementing partner and funded by the EU and the Governments of Australia and Germany, ii) the Small Decentralized Renewable Energy Power Generation project implemented with the Ministry of Energy and Water and the Lebanese Centre for Energy Conservation and funded by Global Environment Facility; and iii) the EU-funded fourth phase of the CEDRO 4 Programme.

7.3.2 Broader effects (JC6.1, JC6.2 and JC6.4)

7.3.2.1 Capacities to implement environmental and climate change measures

Overall, EU support has made some contribution to capacity building and engagement of stakeholders in policy developments related to environmental issues. The EU has provided technical support to the MoE since its establishment, to improve the environmental performance of the Lebanese public sector in carrying out reforms in the area of environmental governance³⁴³. Since 2015, the EU launched two new interventions, changing the implementation modality to direct management

³⁴⁰ e.g., Law on Protection of Air Quality, which was prepared in 2005 and adopted in 2018, and the respective strategy was developed in 2020.

³⁴¹ e.g., Law on SSM, which was approved in 2012 and adopted in 2018 and others.

³⁴² EU (2020): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission, p. 23.

³⁴³ Ex post Evaluation: Support to Reforms Environmental Governance (StREG) Evaluation Final Report.

by the EUD³⁴⁴. StREG is one of the key interventions which supported capacity development at the MoE to plan and execute environmental policy, including in terms of enforcement, mainstreaming and coordination with line ministries. Some of the results of StREG include contribution to science-based policy formulation through establishing methodologies and protocols to assess the health impacts of landfills and providing innovative analysis of the impact that sudden population growth, such as through the Syrian crisis. The EU supported the development and follow up of the environmental assessment of the Syrian Conflict which is important for further policy decision-making in the future in relation to responses to refugee transboundary movement. Results of the StREG programme also include procurement of equipment and advising staff on its use (see example below related to air quality monitoring)³⁴⁵.

Positive effects are particularly visible in the area of air quality monitoring, where EU support allowed to combine TA with the supply of equipment at various levels. In particular, the StREG Programme allowed to develop technical specifications for air quality monitoring and procure weather-monitoring equipment needed for a fully operational Air Quality Monitoring system for Lebanon.

However, capacity building needs remain huge. The absorption capacity of the MoE has been limited, and it needs continuous technical and financial support from external partners. The MoE lacks technical capacity and governmental political commitment to effectively address environmental governance³⁴⁶. While, as mentioned above, StREG provided tailored technical support to the MoE, the MoE remains a relatively new and small ministry (with a small annual budget of only USD 6 million). It is under-staffed and lacks the required mechanisms for implementing large programmes³⁴⁷. Despite the significant assistance provided by the donor community in the solid waste sector, many municipalities are still suffering from a lack of financial and technical resources, limiting their capacities in tackling the growing environmental degradation witnessed in various governorates of the country (e.g., in the Bekaa Valley)³⁴⁸.

In general, the lack of technical capacities and law enforcement mechanisms at the national level in the area of Env. & CC are still to be addressed. The poor coordination among the respective agencies, including the MoE and Ministry of Water and Energy create further complications. On completion of the StREG many areas remained that needed further support and attention by the Government and probably by external resources. Such as, capacity building of human resources at MoE which are still needed to deliver environmental governance, and financial resources to maintain the benefits from the Action (e.g., MoE was not able to maintain the AQM system). In general, the enforcement of the regulations, procedures, laws and guidelines that are in place require significant resources. This is not typically recognised sufficiently in the design of Actions.

7.3.2.2 Broader outcomes

There is evidence that some achievements at policy and institutional level supported by the EU have the potential to contribute to positive changes in relation to Env. & CC in the long term. However, the current crisis situation faced by the country will impede the sustainability of broader outcomes for the foreseeable future. As mentioned above, Lebanon made progress in the area of air quality. The National Air Quality Monitoring Network, which allows the MoE to measure pollution levels in Lebanon and to regulate pollutants in the air, was gradually established thanks to EU support in the last decade³⁴⁹. During the period under review, nine additional stations were created to monitor criteria pollutants, along with eight weather stations, three Particulate Matter stations and one

³⁴⁴ EU (2020): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission.

³⁴⁵ Ex post Evaluation: Support to Reforms Environmental Governance (StREG) Evaluation Final Report.

³⁴⁶ Ibid.

³⁴⁷ Ex post Evaluation: Support to Reforms Environmental Governance (StREG) Evaluation Final Report.

³⁴⁸ In addition, the COVID-19 pandemic along with the explosion of the Beirut Port put significant pressure on the solid waste sector, particularly in relation to infectious hazardous waste (e.g., the clean-up and reconstruction efforts are expected to generate significant construction and debris waste volumes).

³⁴⁹ Phase 1 (2013-2016) and Phase 2 (2017-n/a).

calibration station³⁵⁰. However, the massive shut down of the country's air monitoring stations due to the recent austerity measures taken by the government have limited the broader effects these achievements could have had, raising some concerns within the international community.

The EU has also been particularly active in the area of **SWM** in Lebanon. The EU support contributed to the expansion of the solid waste treatment capacity in the country with a total capital investment in SWM facilities amounting to close to EUR 30 million³⁵¹. However, despite the EU's significant support and some positive results, the implemented interventions have been, over EU-supported interventions faced a variety of challenges including political and governance deficiencies, i.e., insufficient commitment and support of the GoL; lack of enabling regulatory environment; incoherent national strategies; poor planning framework; lack of governance organisation and monitoring; weaknesses related to design and construction specifications due to lack of comprehensiveness of the procedures for construction-related projects' implementation and many others^{352 353}. In 2014, public awareness and community participation in support of SWM was still weak in Lebanon and promoting the active participation of the local authorities and population has remained a major challenge in that sector³⁵⁴. In addition, despite the heavy investments made by the EU in solid waste facilities in the country, half of the facilities were supported by other donors, weakening the EU's leverage on their operations and maintenance as a whole³⁵⁵.

The absence of a clear vision and timeframe for **renewable energy** with specific and realistic targets concerning industry is likely to limit the efficiency of any EU efforts to provide support in this field. On the one hand, local stakeholders blame the Government for "failing to understand the needs of the [industry] sector"³⁵⁶ which in turn has translated into ineffective, unnecessary or redundant projects being carried out by the EU. On the other hand, the absence of clear industry-targeting instruments has been largely attributed by multiple local stakeholders to the allocation of large parts of EU assistance to the Syrian refugee crisis rather than the development of certain Lebanese sectors that desperately need support. It has been emphasised by several local stakeholders that bureaucracy, corruption and absence of coordination among government authorities have also limited any potential success of industry-specific EU policies. The Association of Lebanese Industrialists, for example, emphasised the necessity for improving transparency within public administrations to curtail corruption. Also, a number of interviewees have pointed to excessive evaluation by the EU before project implementation, whereas there is less clear assessment following project implementation or fund disbursement, opening the door for corruption. A point commonly raised by the local stakeholders relates to the fact that EU instruments in energy are modest, consisting mainly of budget transfers and then secondarily of TA and loans to the state or to public enterprises. The financial allocation for EU–Lebanon cooperation for 2014–16 amounted to EUR 147 million for all EU policies. Only a small part of the resources (less than EUR 20 million) were allocated for sustainable and transparent management of energy and natural resources.

7.3.3 Sustainability (JC1.2 and JC6.1- JC6.5)

Sustainability dimensions were not sufficiently considered in the design of the programmatic documents. Feasibility studies and assessments of financial sustainability were not always conducted or did not have a high quality to enable smooth implementation³⁵⁷. In some cases, the infrastructures established in the framework of the actions had challenges related to their functioning already during the project.

³⁵⁰ UNDP (2021): Key partnership achievements of the MoE and the UNDP in Lebanon from 2016 to 2020.

³⁵¹ EU (2020): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission.

³⁵² Interviews with stakeholders.

³⁵³ EU (2020): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission, pp.5-6.

³⁵⁴ GIZ (2014): Country Report on the SSM in Lebanon.

³⁵⁵ EU (2020): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission.

³⁵⁶ EU (2019): EU Horizon 2020 MEDRESET Policy Papers No. 7.

³⁵⁷ Interviews with CSO.

The integration of law enforcement in the design of Env. & CC interventions was lacking as well as a M&E eco-system to assess the longer-term impact of such interventions³⁵⁸. The regulatory level and law enforcement need improvement, particularly related to comprehensive enforcement and implementation mechanisms and eco-system monitoring. The capacities and commitment of the public sector and awareness of civil society related to Env. & CC are important for the sustainability of both policies and actions.

The EU interventions have already contributed to enhancing capacities of stakeholders, but further need to continue delivering capacity building activities. The EU applied significant efforts to improve the capacities of the MoE, however despite the developed comprehensive capacity building programmes prepared by StREG, the training was not fully absorbed by the MoE staff, due to several challenges, including problems on coordination of senior staff³⁵⁹. The MoE lacks both required financial, human resources and is not enabled to enforce the legal framework. The StREG Programme aimed to create effective capacity at the MoE to plan and execute environmental policy, including enforcement and mainstreaming by coordinating with key line ministries. Several environmental issues were addressed (air pollution, protected areas, quarries, water, wastewater treatment, etc.). In the area of waste management, five studies were financed, and several regulations drafted (one decree and four decisions).

The Programme established paths for science-based policy formulation through establishing methodologies and protocols to assess the health impacts of landfills and providing innovative analysis of the impact that sudden population growth, such as through the Syrian crisis, could have on limited resources³⁶⁰.

The lack of long-term policies, the often-changing government and its priorities represented another challenge for the sustainability of EU-funded interventions. In case of policy design and implementation, their sustainability was expected to be ensured through **increased capacities of public sector actors and other stakeholders**, however the present crisis in Lebanon and significantly reduced salaries of the public sector, pose another challenge to the sustainability related to policies implementation.

7.4 Implementation approaches

7.4.1 Efficiency (JC4.1, JC4.2)

Delays happened often and occurred in several interventions, particularly related to infrastructure, e.g., in the SWM projects: “reopening of the Kfour facility was delayed by some municipal, contracting, and influential political party actors to benefit random dumpsite operators collecting tipping fees, and reduce sorting costs at the plant”³⁶¹, and in case of the ARLA-MIF Programme “*without a strategically prepared design and without technical capacity or clear institutional mandate from OMSAR, the implementation went through significant delays due to internal and external factors*”³⁶². To note EU de-committed more than EUR 16 million from SWAM II, mainly due to the delay for the implementing partner OMSAR to contract SWAM I. As a result, while the programmes were meant to address the impact of Syrian refugees on SWM services, the facilities started operated only in 2018; i.e., 5 years after refugees’ influx to Lebanon.

One of the mechanisms used by the other donors is disbursing the funds to the IP only after the infrastructure is already operation, to minimise the risks.

Participatory implementation of the actions is another important factor, which was not always considered by the IPs, particularly related to consulting the water establishments when accomplishing water-related actions³⁶³.

³⁵⁸ Interviews with EU MS/EFIs.

³⁵⁹ Ibid.

³⁶⁰ Ibid.

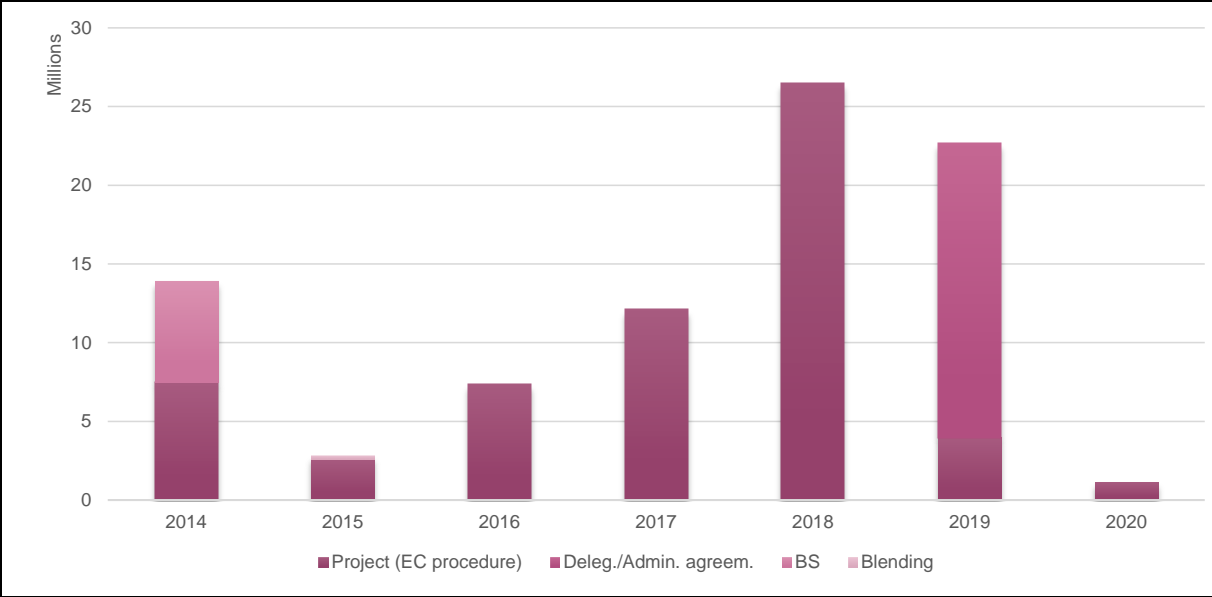
³⁶¹ EU (2020): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission.

³⁶² Ibid.

³⁶³ Interviews with stakeholders.

Figure 26 presents the main modalities used for Env. & CC contracts in Lebanon since 2014.

Figure 26 Overview of modalities used for Env. & CC contracts, 2014-2020



Source: Particip, based on CRIS data

7.4.2 Coordination and linkages with other donors (JC3.1, JC3.2)

The EU is playing an active role in donor coordination in the area of Env. & CC in Lebanon, especially since the devastating explosion at the Port of Beirut in August 2020. Following the explosion at the Port of Beirut, the donor community mobilised resources to address Lebanon's immediate- and short-term needs. In partnership with the World Bank (WB) and the UN and in cooperation with the civil society, Lebanon's government and the donor community, the EU has established the Lebanon Reform Recovery and Reconstruction Framework (3RF), to address people's needs through a combination of socio-economic recovery and reform³⁶⁴. The costs for the reform and reconstruction track are estimated at USD 2 billion and the People-Centered recovery at USD 5.8 million. The 3RF's financing strategy is supported by the Lebanon Financing Facility which is a multi-donor trust fund established by the WB and which unites several donors (e.g., the EU, Canada, Germany and France) to provide significant support in a variety of sectors, including environmental interventions. The three main areas of focus of the Lebanon Financing Facility are: i) Socioeconomic and Business Recovery (incl. delivery of social welfare services (e.g., mental health), urgent environmental interventions and the rehabilitation of small-scale urban infrastructure.

The EU also tried to actively engage in dialogue with the Lebanese government on issues related to Env. & CC. It is important to note however, that this coordination has not been based on formal mechanisms and was rather ad hoc in nature. There are for instance monthly meetings among the donors and the Advisers of the Ministers of Environment as well as Water and Energy, which is supported by the AFD. There is an NDC committee and a national council of Environment, comprised by academia, NGOs and others but no donors.

UNDP CEDRO V Project has initiated a platform to connect the different stakeholders in the industry, a one-stop platform, where the Ministry of energy has an active role. The platform will be hosted by government entity³⁶⁵.

In general, EU support was aligned with other initiatives during the period (e.g., those of Greece, Italy, UNDP and WB) but only in the sense that activities did not overlap. There seemed relatively little formal

³⁶⁴ WB (2020): Lebanon Reform, Recovery and Reconstruction Framework (3RF).

³⁶⁵ Ex post Evaluation: Support to Reforms Environmental Governance (StREG) Evaluation Final Report.

association or planned synergy with other donors or development partners in the context of Env. and CC.

Proper M&E is important to increase the transparency among the civil society and the donor agencies regarding the efficient or non-efficient usage of funds by the contracted Implementation Partners, including the UN agencies³⁶⁶.

³⁶⁶ Interview with CSO.

7.5 Annexes

7.5.1 Annex 1: List of persons consulted

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
EU		
BOUDART, Olivier	(EU) EUD in Lebanon	Attaché, Environmental Affairs, Programming
Other Stakeholders		
SALIBA, Ramy	AFD	Head of Infrastructure Unit
PROCESI, Donatella	AICS	Country Director
BRUNEL, Ariane	EBRD	Associate Director, Senior Banker, Energy EMEA
MERHI, Firas	EBRD	Associate Banker
CUCCHI , Elisabetta	EIB	Loan lead
FROMENT-MEURICE, Guillaume	EIB	Corporate Banker
POP, Paula	EIB	Graduate Officer
SORELL, Damien	EIB	EIB Representative for Lebanon
JREISSATI, Julien	Greenpeace	Program Director
FARAJALLA , Nadim	Institute for Public Policy and International Affairs – American University of Lebanon	Program Director, Env. & CC
FAKIH, Mona	Ministry of Energy and Water Resources	Advisor
KARABAKIAN, Vahakn	UNDP	CC Advisor
MOUSSALSEM, Manal	UNDP	Advisor to the Minister
SEOUD, Jihan	UNDP	Environment and Energy Specialist
HASSAN, Harajli	UNDP CEDRO 5	Team Leader
SAADIEH, Mohammad	Union of Dannieh Municipalitie	President of the Union
MANSOUR, Lamia	World Bank	Environmental Expert

7.5.2 Annex 2: List of documents

7.5.2.1 EU Strategy Programming

- EC (2021): Renewed partnership with the Southern Neighbourhood. A new Agenda for the Mediterranean. JOIN (2021) 2 final.
- EC (2020): Country fiche for Lebanon.
- EEAS (2017): Shared Vision, Common Action: A Stronger Europe: A Global Strategy for the EU's Foreign And Security Policy.
- EU (2017): SSF for EU support to Lebanon (2017-2020)
- EU (2016): Decision No 1/2016 of the EU-Lebanon Association Council agreeing on EU-Lebanon Partnership Priorities.
- EU (2015): Review of the ENP, Joint communication JOIN(2015) 50 final.
- EU (2014): ENI Regulation establishing a European Neighbourhood Instrument. Reg(2014)232.
- EU (2014): SSF Lebanon (2014-2016), Summary.
- EuropeAid and EEAS (2014): Programming of the European Neighbourhood Instrument (ENI) (2014-2020). SSF for EU support to Lebanon (2017-2020).
- UfM (2017): UfM Road Map for Action Plan.

7.5.2.2 EU Reporting

- EUD to Lebanon (2019): External Assistance Management Report (EAMR).

7.5.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the following projects:

- (2019 ENI) Promoting innovation and entrepreneurship in support to Lebanon's clean energy transition (CRIS reference: D-41140)
- (2018 ENI) TA to reforms in water, sanitation and energy sectors in Lebanon (CRIS reference: C- 413359)
- (2017 ENI) Country Energy Efficiency and Renewable Energy Demonstration Project for the Recovery of Lebanon (CEDRO) Phase IV (CRIS reference: D-33609)
- (2014 ENI) Protection and sustainable development of maritime resources in Lebanon (CRIS reference: D-25044)
- (2014 ENI) Upgrading SSM capacities in Lebanon (D-25014)
- (2013 ENI) Upgrading SSM capacities in Bekaa and Akkar Regions in Lebanon (2013) (D-24977)
- (2011 ENI) Support to Reforms - Environmental Governance (CRIS reference: D-22757)

7.5.2.4 Other

- Barnett., R. D. (2021): Lebanon. <https://www.britannica.com/place/Lebanon>.
- EU (2019): EU Horizon 2020 MEDRESET Policy Papers No. 7.
- EU (2018): Realigning EU Position in SWM Sector of Lebanon - Findings from LDK Evaluation Mission. SSM Portfolio: Support and Evaluation Mission, Ref: ENI 2018/396-926.
- GIZ (2014): Country Report on the SSM in Lebanon.
- GoL (2019): Policy for the sustainable management of the quarrying sector through CoM Decision No. 45 of March 21, 2019.
- GoL (2019): Protected Areas Law 130/2019.
- GoL (2018): Integrated SSM Law No. 80/2018 on Integrated SSM.
- GoL (2018): Law No. Protection of Air Quality Law 78/2018 on Protection of Air Quality.
- GoL (2017): Decree 167/2017 on Economic Incentives for Environmental Protection.
- GoL (2016): Decree No.3989 of 2016 on the Establishment of an Environmental Police, its Mandate, Staffing, and Organisation. Environmental Police.
- GoL (2002): Law No.444 of 2002 on Environmental Protection.
- Ministry of Agriculture (2015): Lebanon National Forest Program 2015-2025.
- Ministry of Energy/UNDP/GEF (2019): Lebanon's Third Biennial Update Report (BUR) to the UNFCCC, 2019. Beirut, Lebanon.
- MoE (2017): Application application Decision 1281/1/2017.
- MoE and Water (2016): NREAP 2016-2020. Lebanese Center for Energy Conservation.
- MoE (2012): Lebanon's Lebanon's Marine Protection Strategy: Supporting the management of important marine habitats and species in Lebanon.
- MoE and Water (2010): National Water Sector Strategy 2012.
- MoE (2006): National Implementation plans for the Management of Persistent Organic Pollutants.
- MoE/UNEP/GEF (2016): National Biodiversity Strategy and Plan 2016. Lebanon.
- MoF(2020): Application Decision 18/1/2020.

- n.d. (2019): Kigali amendments to the Montreal Protocol on Ozone Depleting Substances - Law 119/2019.
- n.d. (2019): Specially Protected Areas (SPA) Protocol - Law 127/2019.
- UNDP (2021): Key partnership achievements of the MoE and the UNDP in Lebanon from 2016 to 2020.
- UN News (2021): Fuel Crisis in Lebanon potential catastrophe for thousands: senior UN official.
- UN (2015): the Paris Agreement on CC - Law 115/2019.
- UNSDG (n.d.): Lebanon. <https://unsdg.un.org/un-in-action/lebanon>.
- WB (2021): Lebanon's Economic Update – April 2020
- WB (2020): Lebanon Reform, Recovery and Reconstruction Framework (3RF).

7.5.3 Annex 3: List of main EU-funded interventions in the area of Env. & CC

7.5.3.1 Lebanon

Table 50 List of Env. & CC interventions under ENI since 2014, Lebanon

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
ENI bilateral programming							
Promoting innovation and entrepreneurship in support to Lebanon's clean energy transition	10,000,000			2018 (Dec. Y)			D-41140
		Country Entrepreneurship for Distributed Renewables Opportunities (CEDRO 5)	Ongoing	2019	5,995,826	UNDP	
		RE and EE for Sustainable Energy Transition and Reinforced Trust between SMEs and ESCOs (REESTART)	Ongoing	2019	1,997,407	CSO (ISTITUTO PER LA COOPERAZIONE UNIVERSITARIA ONLUS ASSOCIAZIONE)	
		Retrofitting of public buildings through green technologies and processes (RE-FIT)	Ongoing	2019	1,500,000	CSO (ISTITUTO PER LA COOPERAZIONE UNIVERSITARIA ONLUS ASSOCIAZIONE)	
		Support to EU Communication and Visibility Actions in the field of Sustainable Energy in Lebanon	Ongoing	2019	349,650	private firm (GOPA COM.)	
		Mid-Term Evaluation: three (3) actions under the Programme "Promoting innovation and entrepreneurship in support to Lebanon's clean energy transition" (ENI/2018/041-140)	Ongoing	2019	119,900	APPLICATION EUROPEENNE DE TECHNOLOGIES ET DE SERVICES	
Saving Water, Growing Crop (under GreenMED III)	41,000,000			2018 (Dec. Y)			D-41200

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		Saving Water, Growing Crops: remote-controlled irrigation system to address water scarcity and promote preservation of available freshwater resources	Ongoing	2020	986,918	CSO (ISTITUTO OIKOS ONLUS ASSOCIAZIONE)	
Provision of wastewater services for vulnerable populations in Lebanon	10,871,709			2014 (Dec. Y)			D-37543
		Wastewater Works in Koura Caza	Ongoing	2018	5,918,343	private firm (KHOURY CONTRACTING COMPANY SARL)	
		Wastewater Works in Ablah, Ferzol, Nabi Ayla & Niha	Ongoing	2018	2,878,161	private firm (AL TAJJ EST)	
		Supervision of wastewater works in Ablah Nabi Ayla and Ferzol ġZahle Caza Bekaa -Lebanon	Ongoing	2018	100,580	private firm (DAR AL HANDASAH NAZIH TALEB AND PARTNERS SA)	
Protection and sustainable development of maritime resources in Lebanon	19,000,000			2014 (Dec. Y)			D-25044
		Development of a Model Municipal SSM Program for the Protection of the Saniq River Basin in Southern Lebanon	Ongoing	2018	3,733,025	LocAuth. (IQLIM ETOUFAH MUNICIPALITIES UNION)	
		Supporting the municipality of Choueifat in developing sustainable initiatives for SSM	Ongoing	2018	3,192,152	CSO (WORLD VISION DEUTSCHLAND EV)	
		SWaM Akkar. Supporting Sustainable SSM in Jurd al-Kaytee, Akkar	Ongoing	2018	2,709,958	CSO (COOPI - COOPERAZIONE INTERNAZIONALE FONDAZIONE)	
		Treatment and disposal of solid wastes remaining from the 2006's oil spill in Lebanon	Closed	2016	1,231,000	private firm (TECHNIKI PROSTASIAS PERIVALLONTOS ANONYMI ETAIREIA)	
		Lebanese civil society combating for a plastic free Mediterranean Sea #BalaPlasticLubnan	Ongoing	2018	994,993	CSO (LEBANON ECO MOVEMENT)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		Complementary support to the development of SSM in the South, Lebanon	Ongoing	2018	398,012	CSO (FUNDACION ACCION CONTRA EL HAMBRE)	
		ERA 1 (Marine Ecosystem Recovery through Artificial Reef)	Ongoing	2018	300,000	CSO (FRIENDS OF NATURE)	
		Promoting marine biodiversity and improving fishery potential and marine ecotourism activities through the deployment of Artificial Reefs off the Lebanese coast	Ongoing	2018	299,911	CSO (UNIVERSITY OF BALAMAND)	
		Protection and Management of Palm Island Reserve (PROMAPIR)	Ongoing	2018	284,268	CSO (DEVELOPMENT FOR PEOPLE AND NATURE ASSOCIATION)	
		Evaluation of the Lebanese Marine Environment: a multi-disciplinary study (ELME)	Ongoing	2018	725,987	CSO (CONSEIL NATIONAL DE LA RECHERCHE SCIENTIFIQUE)	
SWAM 2 - Upgrading SSM capacities in Lebanon - 2	4,193,733			2014 (Dec. Y)			D-25014
		Provision of engineering design, supervision and associated services for solid waste treatment facilities		2017	846,000	private firm (EPEM ENVIRONMENTAL PLANNING ENGINEERING MANAGEMENT AE)	
		Lot 3: Construction of a sanitary landfill in Joub Janine		2017	778,776	private firm (MEEMAR FOR ENGINEERING AND DEVELOPMENT SARL)	
SWAM - Upgrading SSM capacities in Bekaa and Akkar Regions in Lebanon	14,000,000			2013 (Dec. Y)			D-24977
		Technical Support to upgrading the SSM Capacities	Ongoing	2017	1,570,290		
		Lot 1: Construction of a sanitary landfill in Srar, Akkar	Ongoing	2017	1,848,912		
		Lot 2: Construction of a sanitary landfill in Baalbek	Ongoing	2017	2,052,119		

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		Lot 4: Construction of 2 steel hangars in Baalbek and Srar and complimentary works	Ongoing	2017	2,908,214		
		SSM Portfolio: Support and Evaluation Mission	Ongoing	2018	805,000		
		Construction of two SSM facilities in Zahle and Joub Janine - LOT 1	Ongoing	2016	724,924		
		Construction of two SSM facilities in Zahle and Joub Janine - LOT 2	Ongoing	2016	351,117		
		Equipment for Municipal Solid Waste Treatment Facilities in Three Lots - LOTS 1 2 3	Ongoing	2016	4,422,787		
		<i>Other (Engineering Services, Communication and services)</i>					
Support to Reforms - Environmental Governance	8,000,000			2011 (Dec. Y)			D-22757
		Ex-post evaluation: Support to Reforms Environmental Governance (StREG)	Ongoing	2020	154,950	private firm (TRANSTEC)	
		Provision of the TAT to the Support to Reforms - Environmental Governance (StREG)	Closed	2014	4,622,988	private firm (GFA CONSULTING GROUP GMBH)	
		Supply of air quality measurement and monitoring equipment and weather measurement devices including related software to the Ministry of Environment.	Closed	2015	1,922,025	private firm (EAS ENVIMET ANALYTICAL SYSTEMS GMBH)	
		Supply of ICT Equipment to the Ministry of Environment	Closed	2015	618,251	private firm (INTERTECH GROUP SAL)	
		Programme Estimate 1	Closed	2014	451,580	AL JUMHOURIYA AL LUBNANIYA	
		Expenditure verification of the Programmes Estimates n°1 and n°2 of the Project Administration Office (PAO) - [ref. ENPI/2014/ 352 514]	Closed	2017	12,010	private firm (BAKER TILLY BELGIUM BEDRIJFSREVISOREN)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
Relevant contracts related to SUDeP (Regional Programme for Sustainable Urban Demonstration Projects)				2013 (Dec. Y)			D-24806
<i>Towards sustainable energy consumption in select local communities in Northern Lebanon</i>		Towards sustainable energy consumption in select local communities in Northern Lebanon	Closed	2014	835,472	CSO (FONDATION RENE MOUAWAD ASSOCIATION)	
<i>Integration of an autonomous street lighting system in the rural area of Halba Akkar</i>		Integration of an autonomous street lighting system in the rural area of Halba Akkar	Closed	2014	756,183	LocAuth (MUNICIPALITY OF HALBA)	
<i>Sustainable Action for Bioenergy Production in Koura - SABioP</i>		Sustainable Action for Bioenergy Production in Koura - SABioP	Ongoing	2014	599,963	CSO (UNIVERSITY OF BALAMAND)	
<i>Let's make Baakline a smart city, actor of change into Chouf Souayjani Region</i>		Let's make Baakline a smart city, actor of change into Chouf Souayjani Region	Closed	2014	490,156	LocAuth (MUNICIPALITY OF BAAKLIN)	
Relevant contracts related to NIF				2015 (Dec. Y)			D-23086
<i>Kesrwan Wastewater project</i>		Kesrwan Wastewater project	Ongoing	2014	6,000,000	Other (AL JUMHOURIYA AL LUBNANIYA)	
Other contracts							
<i>Mashta Hassan and Chadra Sewage Pipe Network and Wastewater Treatment Plant and Pipeline Capacity Extension in Mashta Hammoud</i>		Mashta Hassan and Chadra Sewage Pipe Network and Wastewater Treatment Plant and Pipeline Capacity Extension in Mashta Hammoud	Ongoing	2014 (Dec. Y) / 2015 (Ctr. Y)	2,700,000	CSO (CONCERN WORLDWIDE LBG)	
<i>Supporting socio-economic development in Lebanon through clearance of mines and other Explosive Remnants of War (ERW)</i>		Supporting socio-economic development in Lebanon through clearance of mines and other Explosive Remnants of War (ERW)	Ongoing	2016	1,887,452	CSO (ASSOCIATION FEDERATION HANDICAP INTERNATIONAL)	
<i>Construction of one Hill Lake in El Qaa, North Bekaa - Lebanon</i>		Construction of one Hill Lake in El Qaa, North Bekaa - Lebanon	Ongoing	2017	1,611,790	private firm (HIDROCONSTRUCTIA SA)	
<i>SSM Portfolio: Support and Evaluation Mission</i>		SSM Portfolio: Support and Evaluation Mission	Ongoing	2018	289,450	private firm (LDK FOR MANAGEMENT CONSULTING)	
<i>Design and Implementation of a Public Awareness Campaign on Water Scarcity in Lebanon</i>		Design and Implementation of a Public Awareness Campaign on Water Scarcity in Lebanon	Closed	2010 (Dec. Y) / 2014 (Ctr. Y)	180,018	Private firm (IMPACT BBDO)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>NIP/Rémunération à la BEI en tant que Chef de File pour le projet "Kerwan Wastewater project in Lebanon</i>		<i>NIP/Rémunération à la BEI en tant que Chef de File pour le projet "Kerwan Wastewater project in Lebanon</i>	Ongoing	2014 (Dec. Y) / 2015 (Ctr. Y)	200,000	EIB	
<i>Misc indiv. consultants (revision of the Waste Management law; Supporting the identification processes)</i>		<i>Misc indiv. consultants (revision of the Waste Management law; Supporting the identification processes)</i>	Closed	2017 (Dec Y) / 2018 (Ctr Y)	27,100	private firm (APPLICATION EUROPEENNE DE TECHNOLOGIES ET DE SERVICES)	D-39334
<i>Ex-post Evaluation: Country Energy Efficiency and Renewable Energy Demonstration Project for the Recovery of Lebanon (CEDRO) Phase IV (CTR 336-092)</i>		<i>Ex-post Evaluation: Country Energy Efficiency and Renewable Energy Demonstration Project for the Recovery of Lebanon (CEDRO) Phase IV (CTR 336-092)</i>	Ongoing	2017 (Dec Y) / 2018 (Ctr Y)	211,090	private firm (LIBANCONSULTAGM SAL)	D-37543
<i>Supervision of wastewater works in Koura Caza</i>		<i>Supervision of wastewater works in Koura Caza</i>	Ongoing	2014 (Dec Y) / 2018 (Ctr Y)	12,700,000	EU MS (AFD)	D-41228
<i>TA to reforms in water, sanitation and energy sectors in Lebanon</i>		<i>TA to reforms in water, sanitation and energy sectors in Lebanon</i>	Closed	2018 (Dec Y) / 2019 (Ctr Y)	71,515	private firm (DANSKENERGI MANAGEMENT & ESBENDENAS)	D-18883
<i>Mid-term evaluation of the project: "Facility in support of Small and Medium Entreprises energy efficiency investments"</i>		<i>Mid-term evaluation of the project: "Facility in support of Small and Medium Entreprises energy efficiency investments"</i>	Closed	2015 (Ctr Y)	19,750	private firm (VAN CRUGTEN)	D-41365
<i>Identification: Strengthening the capacities of non-state actors and local authorities for a more protected environment</i>		<i>Identification: Strengthening the capacities of non-state actors and local authorities for a more protected environment</i>	Closed	2018 (Dec Y) / 2019 (Ctr Y)	27,100	private firm (APPLICATION EUROPEENNE DE TECHNOLOGIES ET DE SERVICES)	D-39334

- Remark: Selected contracts under the support to Municipal Finance in Lebanon are related to Env. & CC (D-22758) – e.g.,
 - LOT 1 - Supply, Delivery and Installation of Solid Waste equipment - Bar Elias, Qob Elias, El Marj (Bekaa)
 - LOT 2 - Supply, Delivery and Installation of Solid Waste equipment - Bar Elias, Qob Elias, El Marj (Bekaa)
 - Construction of Bar Elias Solid Waste Treatment Facility - Bar Elias, Qob Elias, El Marj (Bekaa)
 - Construction of wastewater management system in Hermel village

- Relevant interventions under the MADAD Fund:
 - Improving WASH infrastructure and facilities at community, institution, and household level (EUR 11,902,039) (ACTED).
 - Promoting Sustainable Management of Water Services and Resources in Lebanon by strengthening infrastructural and managerial capacities of local water establishments (EUR 12,618,649) (Gruppo di Volontariato Civile (GVC)).
 - Sustainable safe drinking water supply for vulnerable communities living in a more protected environment (EUR 7,200,000) (CISP).
 - Mitigating social tensions among vulnerable populations through improved water services in Lebanon (EUR 15,000,000) (UNICEF).
 - Improving access to safe and affordable water to vulnerable communities (EUR 7,799,950) (Norwegian Refugee Council (NRC)).
 - Water and Wastewater Programme for Host Communities and Syrian Refugees in Lebanon (EUR 25,000,000) (ACTED).

7.5.3.2 ENI South Regional

Table 51 List of Env. & CC interventions under ENI since 2014, ENI South Regional

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
ENI regional programming							
ClimaSouth	700,000						D-40512
		CMMA in the ENPI South	Ongoing	2017	700,000	private firm (AGRICONSULTING EUROPE SA)	
SwitchMed II (under GreenMED III)	18,582,000			2018 (Dec. Y)			D-41200
		SwitchMed II	Ongoing	2018	18,582,000	UNIDO	
WES-MED (under GreenMED III)	9,508,054			2018 (Dec. Y)			D-41200
		Water and Environment Support (WES) in the ENI Southern Neighbourhood region.	Ongoing	2019	9,508,054	private firm (LDK)	A addendum was signed in 12/2020 to add activities on plastic pollution
IMAP-MPA (under GreenMED III)	4,000,000			2018 (Dec. Y)			D-41200

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		Towards achieving the Good Environmental Status of the Mediterranean Sea and Coast through an Ecologically Representative and Efficiently Managed and Monitored Network of Marine Protected Areas	Ongoing	2019	4,000,000	UNEP	
EuroMed Transport Aviation Project (under GreenMED III)	3,000,000			2018 (Dec. Y)			D-41200
		EuroMed Transport Aviation Project	Ongoing	2019	3,000,000		
CES-MED				2015 (Dec. Y)			Started before 2014
		Cleaner Energy Saving Mediterranean Cities	Ongoing	2015	2,367,000	private firm (HULLA & CO HUMAN DYNAMICS KG)	D-38770;40511
GreenMED II (2014-2015)	21,097,927			2014 (Dec. Y)			D-37358
		Sustainable Water Integrated Management (SWIM) + H2020 Supporting Mechanism (Phase II)	Closed	2015	8,439,761	private firm (LDK)	End of activity 04/2019
		ENPI SEIS Phase II (Neighbourhood South)	Activity ended	2015	4,000,000	EU other (EEA)	En of activities on 31/07/2020
		Towards an ecologically representative and efficiently managed network of Mediterranean Marine Protected Areas	Activity ended	2015	2,999,959	UNEP	End of activity on 12/2019
Energy & Climate (ENI 2017-2018) – relevant contracts related to Env. & CC	15,790,889			2017 (Dec. Y)			D-40335
		Clima-Med: EU for Climate Action in the ENI Southern Neighbourhood	Ongoing	2018	9,490,900	private firm (HUMAN DYNAMICS KG)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		MEETMED: Mitigation Enabling Energy Transition in the Mediterranean Region	Ongoing	2018	1,500,000	CSO (ASOCIACION MEDITERRANEA DE AGENCIAS NACIONALES DE GESTION DE LA ENERGIA)	
		Support to the participation of Mediterranean Cities in the Covenant of Mayors initiative	Ongoing	2018	500,000	EU other (JRC)	
Relevant contracts related to SUDeP (Regional Programme for Sustainable Urban Demonstration Projects)				2013 (Dec. Y)			D-24806
<i>SUDEP Support Mechanism</i>		SUDEP Support Mechanism	Closed	2014	2,150,884	EU MS (GIZ)	
<i>Green Neighbourhoods</i>		Green Neighbourhoods	Ongoing	2014	561,008	LocAuth (MUNICIPALITY OF EILAT)	
<i>Improving the capacities of local authorities to develop and implement sustainable EE practices and renewable demonstration actions</i>		Improving the capacities of local authorities to develop and implement sustainable EE practices and renewable demonstration actions	Closed	2014	438,049	CSO (APPLIED RESEARCH INSTITUTE JERUSALEM ASSOCIATION)	
<i>Meeting a common challenge: optimising energy practices and behaviours</i>		Meeting a common challenge: optimising energy practices and behaviours	Closed	2014	236,910	LocAuth (MUNICIPALITY OF KFAR SABA)	
NIP							
<i>GGF - Green for Growth Fund</i>		"Green for Growth Fund (GGF), SICAV- SIF"- Contribution for the Neighbourhood South countries	Ongoing	2019 (Dec. Y) / 2020 (Ctr. Y)	43,600,000	EU MS (KFW)	D-42143
<i>SEMED Regional GEF</i>		Southern and Eastern Mediterranean Regional Green Economy Financing Facility - SEMED Regional GEF	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	35,532,400	EBRD	D-41373
Other contracts							
<i>Facility for regional policy dialogue on Integrated Maritime Policy / CC</i>		Facility for regional policy dialogue on Integrated Maritime Policy / CC	Ongoing	2014 (Dec. Y) / 2015 (Ctr. Y)	2,685,250	private firm (W.S. ATKINS INTERNATIONAL LTD)	D-37357

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
<i>Renewable Energy and Energy Efficiency Project Preparation Initiative in support of the Mediterranean Solar Plan (MSP-PPI)</i>		Renewable Energy and Energy Efficiency Project Preparation Initiative in support of the Mediterranean Solar Plan (MSP-PPI)	Closed	2011 (Dec. Y) / 2014 (Ctr. Y)	1,200,000	EIB	D-23086
<i>Final evaluation SWIM programme</i>		Final evaluation SWIM programme	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	94,146	private firm (BUSINESS AND STRATEGIES IN EUROPE)	D-24711
<i>Evaluation of the EU support provided at regional and bilateral level in the field of environment in the Neighbourhood South countries (2010-2017)</i>		Evaluation of the EU support provided at regional and bilateral level in the field of environment in the Neighbourhood South countries (2010-2017)	Closed	2016 (Dec. Y) / 2017 (Ctr. Y)	109,895	private firm (PARTICIP GMBH)	D-39333
<i>Study on the EU support provided at regional and bilateral level in the field of CC in the Neighbourhood South countries (2012-2018)</i>		Study on the EU support provided at regional and bilateral level in the field of CC in the Neighbourhood South countries (2012-2018)	Closed	2017 (Dec. Y) / 2018 (Ctr. Y)	174,170	private firm (PROJECT PLANNING & MANAGEMENTOOD)	D-39334
<i>Presenting EU's Acquis on Energy Efficiency for Products to Union for the Mediterranean Partner countries - Seminar</i>		Presenting EU's Acquis on Energy Efficiency for Products to Union for the Mediterranean Partner countries - Seminar	Closed	2018 (Ctr. Y)	35,626	Other (TEAM WORK)	n/a

Old intervention (not in temporal scope – main contracts signed before 2014, but relevant for the analysis): SWITCH-Med demonstration and networking component (UNIDO).

Interventions focussing on energy (not really in thematic scope): i) MEDREG V: Support to cooperation between the Euro-Mediterranean energy regulators; ii) MEDREG IV: Support to cooperation between the Euro-Mediterranean energy regulators; iii) MED TSO - Mediterranean Project II; iv) Towards a mutually beneficial regional dialog and cooperation in the Euro-Mediterranean gas sector

8 Country Case Study – Tunisia

8.1 Introduction

8.1.1 Context

8.1.1.1 Main environmental challenges

Tunisia is a lower middle-income country in Northern Africa, with a population of 11.7 million, a surface of 163.610 km² and a 1.300 km coastline. The country is highly vulnerable to climate change, especially extreme short-term weather phenomena like floods and droughts, and longer-term ones like rising sea level and overall reduced precipitation. Tunisia is among the North Africa and Middle East countries enjoying the best situation in terms of air quality and access to sanitation and safe drinking water³⁶⁷. While environmental health has substantially improved during the last 10 years, air and water pollution by industrial activities as well as deficiencies in solid waste management persist. Increasing concentration of urban and industrial settlements on the coastal area are the major factor for pollution, erosion and degradation of the country's shoreline. Protection of biodiversity is insufficient especially for land-based ecosystems. The main problems are the loss of tree cover and environmental pressure cause by the agriculture. The country has been facing serious challenges in policy implementation relating to a lack of control and enforcement capacities.

8.1.1.2 The national policy and legal framework

From the 1970s to the 1990s, Tunisia issued basic environmental legislation and created an institutional framework in this emerging policy area. The State's obligation for protection of the environment and of water resources has been laid down in the 2014 Constitution. Since 2014³⁶⁸, Tunisia has decided on an ambitious **energy transition agenda** aiming at a 30/30/30 objective: 30 % reduction in primary energy demand, 30 % renewable energy in electricity production by 2030. Tunisia's commitment to the United Nations Framework Convention on Climate Change (**UNFCCC**) under the **Paris Agreement** is for a 41 % reduction of carbon intensity³⁶⁹ – 30 % of which to be reached by national efforts, the remainder with international support. 85 % of Greenhouse Gases (GHG) economies are to be made in the energy sector.

Table 1 presents the evolution of the main **Env. & CC policies and laws** adopted before and during 2014-2020.

Table 1 *Main Env. & CC policies and laws adopted before and during the period under review*

Sector	Pre-2014	Post-2014
Legal framework	<p>1991: Law No. 39 on the fight against disasters, their prevention and relief organisation.</p> <p>1992: Law No. 72 revising the legislation relating to plant protection; Law No. 122 on the finance law for management: establishment of a special depollution treasury fund.</p> <p>1995: Law No. 70 relating to the conservation of water and soil.</p> <p>1996: No. 41 on waste and the control of its management and disposal; Law No. 25 establishing the International Center</p>	<p>2014: Constitution of the Republic of Tunisia</p> <p>2015: Law Relating to the Generation of Renewable Energy</p>

³⁶⁷ Environmental Performance Index 2021.

³⁶⁸ Republic of Tunisia (2014): Stratégie Nationale de maîtrise de l'énergie, Ministère de l'Industrie, de l'Énergie et des Mines.

³⁶⁹ All numbers are based on 2010 as a basis.

	for Environmental Technologies in Tunis. 2007: Law No. 34 on air quality 2009: Law No. 49 relating to marine and coastal protected areas.	
Policy framework	2000: National Action Programme to Combat Desertification 2000. 2004: National Sustainable Development Strategy 2005: Sustainable forests; Sustainable Forests Guide. 2006: Protection of Ecosystems and Adaptation to Climate Change in Tunisia. 2007: National Sustainable Development Strategy; XI Development Plan 2007-2011; Sustainable Management of Water Resources. 2010: National Indicators of Sustainable Development 2010; XII Development Plan 2010-2014. 2011: Concerted Update Document for Agricultural Policy 2012: New Tunisia Development Strategy.	2016: Five-year Development Plan 2016 – 2020 for the Agricultural, Marine Fisheries and Natural Resources Sectors; Guidance document for the Development Plan 2016 – 2020; National action plan on sustainable production and consumption patterns in Tunisia (Ten-year agri-food action plan 2016-2025); Forestry Investment Programme in Tunisia (Investment Plan). 2017: National Action Plan for Biological Diversity; National Strategy and Action Plan for Diversity 2018-2030.
UNFCCC process	2001: First National Communications 2010: Cancun Pledge pre-2020 Target	2014: Second National Communication; First Biennial Update Report 2015: Submission of Intended Nationally Determined Contribution (INDC) 2016: Second Biennial Update Report 2017: First Nationally Determined Contribution (NDC) 2018: Third National Communications

Source: Grantham Research Institute on Env. & CC.; Climate Watch, Tunisia; Food and Agriculture Organisation (FAO), Tunisia.

8.1.1.3 EU-Tunisia cooperation framework

The cooperation between the European Union (EU) and Tunisia takes place in the context of the **Association Agreement** signed in 1995 and the **Privileged Partnership** established in 2012 in the wake of the Arab Spring. The Privileged partnership translated into the 2013-2017 Action Plan and later on the **EU-Tunisia Strategic Priorities**, endorsed in 2018, and finally the **new Agenda for the Mediterranean**.

The **European Neighbourhood Instrument** (ENI) was the key EU financial instrument for bilateral cooperation with Tunisia for the period 2014-2020. The new **Neighbourhood, Development and International Cooperation Instrument** (NDICI) will frame the EU's cooperation for the period 2021-2027. The **new Agenda for the Mediterranean**,³⁷⁰ adopted in early 2021, will provide a guiding framework for programming at regional level, covering Tunisia and other countries of the Neighbourhood South region.

³⁷⁰ EU (2021): JOIN(2021)2 final - Renewed partnership with the Southern Neighbourhood - A new Agenda for the Mediterranean.

The **Neighbourhood Investment Platform (NIP)**³⁷¹, which is part of the European Fund for Sustainable Development (EFSD),³⁷² provides concessional loans, blending and guarantees via European Financial Institutions (EFIs) such as the European Investment Bank (EIB) and accredited bilateral development banks. NIP support includes environmental projects, water and clean energy. NIF/NIP directly contributed EUR 24.5 million to Tunisian Env. & CC projects during the 2008-2013 period and EUR 89.6 million during the current ENI planning period 2014-2020. These grants leveraged blended investments of EUR 1.079 million for climate change and environment³⁷³.

EU bilateral programming in Tunisia is based on the **Single Support Framework (SSF)**. Table 2 presents a summary of ENI bilateral programming during 2014-2020. Two sectors of cooperation defined in the SSF were identified by the team as having a strong focus on Env. & CC (i.e., Sustainable regional and local development and social cohesion for 2014-2015 and Investing in the future: stimulating a sustainable economic growth generating employment for 2017-2020).

Table 2 Financial allocations (EUR million) per policy areas and sectors

2014 -2015		2017-2020	
Sector	Allocation	Sector	Allocation
11. Socio-economic reforms for inclusive growth, competitiveness and integration	80.8-98.4	1. Promoting good governance and the rule of law	100.8-123.2
12. Consolidation of the constituent elements of democracy	30.3-36.9	2. <u>Investing in the future: stimulating a sustainable economic growth generating employment</u>	194 - 237
13. <u>Sustainable regional and local development and social cohesion</u>	60.6-73.8	3. Reinforcing social cohesion between generations and regions	194 - 237
Support for the consolidation of civil society and local authorities and institutional support for the objectives of the action plan	30.3-36.9	Complementary support for the development and strengthening of institutional capacities	5.04-6.16
		Measures in favour of civil society	10.08-12.32
Total	202-246		504-616

Source: SSF for EU support to Tunisia 2014-2015 and 2017-2020.

Note: Underlined sector of cooperation is the one identified by the team as having the strongest focus on Env. & CC.

8.1.2 Focus of the case study

The case study concerns itself with: i) establishing an overall view on how the EU cooperation in the area of Env. & CC has been formulated and implemented in Tunisia (focus on: EQ1, EQ2); and ii) based on selected interventions, analysing efficiency issues (focus on: EQ4) and assessing the EU contributions to short-term results and likely contribution to broader ones, including identification of main influencing factors (focus on: EQ3, EQ5 and EQ6).

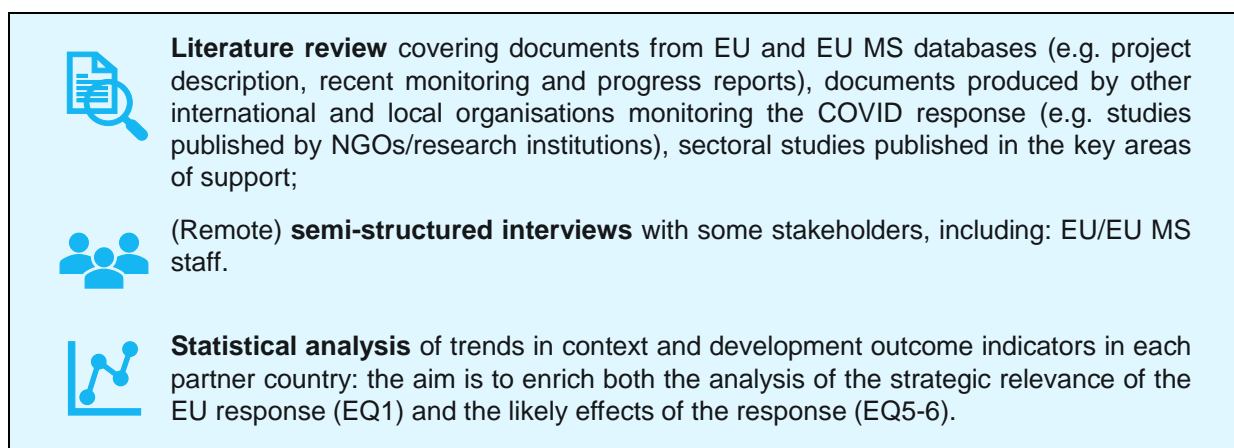
Figure 2 presents the three methods have been used to generate evidence for the case study:

³⁷¹ Which was called the Neighbourhood Investment Facility (NIF) until 2017.

³⁷² Calculated from: https://ec.europa.eu/eu-external-investment-plan/about-plan/how-it-works-finance_en

³⁷³ NIF/NIP (2008-2019): Annual operational reports. These numbers include contributions from the EU External Investment Plan.

Figure 1 Main techniques and tools used in the case study



Although the case study covers the whole of EU support to Env. & CC, the analysis of outcomes puts a specific focus on the areas of i) **Climate Change Mitigation (CCM) (energy efficiency & renewable energy)**, and ii) **environmental quality**, especially the development of a **circular economy**.

To allow for more a detailed analysis of the EU portfolio, the evaluation team did not cover all EU-funded interventions in the country, but put emphasis on a **sample** of interventions (see Table 3)³⁷⁴. The full list of main EU-funded interventions in the area of Env. & CC in Tunisia is presented in Annex 3: List of main EU-funded interventions in the area of Env. & CC.

³⁷⁴ In particular, this sample of projects ensures a large thematic coverage, represents different financing instruments (mainly ENI bilateral and NIF/ NIP) and different implementing organisations.

Table 3 Sample of EU Env. & CC interventions reviewed in Tunisia

Programme abbreviation	Full intervention title and CRIS ³⁷⁵ reference
(ENI 2018/NIP) STPCI	Amélioration du système de stockage, de transfert et de protection contre les inondations en Tunisie (CRIS reference: C-412269) EU contracted amount: EUR 41 million
(ENI 2018/NIP) SONEDE	Programme d'Amélioration des performances dans le réseau de la Société Nationale d'Exploitation et de Distribution des Eaux (CRIS reference: C-412460) EU contracted amount: EUR 12 million
(ENI 2017) OTE CRS	Objectif Transition Energétique - Contrat de performance de réforme sectorielle (CRIS reference: D-40562) EU contracted amount: EUR 46 million
(ENI 2016/NIP) PRIMEA	Programme de Relance de l'Investissement et de Modernisation des Exploitations Agricoles (CRIS reference: C-390746) EU contracted amount: EUR 10.3 million
(ENI 2015/NIP) 2016 DEPOLMED	Programme contribuant à la dépollution de la Méditerranée (CRIS reference: C-379972) EU contracted amount: EUR 10.8 million
(ENI 2014/NIP) SUNREF	Sustainable Use of Natural Resources and Energy Finance in Tunisia (CRIS reference: C-369673) EU contracted amount: EUR 13.6 million
(ENI 2014 & 2011/NIP) Lake Bizerte	Integrated Depollution Programme (Lake Bizerte) (NIP) (CRIS reference: C-355439 & C-353950) <i>EU contracted amount: EUR 6.7 million (C-355439) and 8.8 million (C-353950)</i>
(ENI 2013) PGE Gabès	Projet d'appui à la gouvernance environnementale locale de l'activité industrielle à Gabès (CRIS reference: D- 24993) EU contracted amount: EUR 4.8 million

8.2 Design

8.2.1 Overview of EU support to Env. & CC change

8.2.1.1 Overall Env. & CC objectives in Tunisia

During the period 2014-2020, the ENI has contributed EUR 1,465 billion to finance cooperation with Tunisia. It needs to be stated that for the Southern Neighbourhood, there is **no sector strategy laying the fundament for Env. & CC interventions**, comparable, for example, to the Green Agenda for the Western Balkans.

8.2.1.2 Description of EU portfolio

EU funding in the area of Env. & CC represent a total of EUR 148 million in Tunisia during the period 2014-2020. Annex 3 provides a list of the main EU interventions in the area of Env. & CC funded under ENI in the country during the period under review.

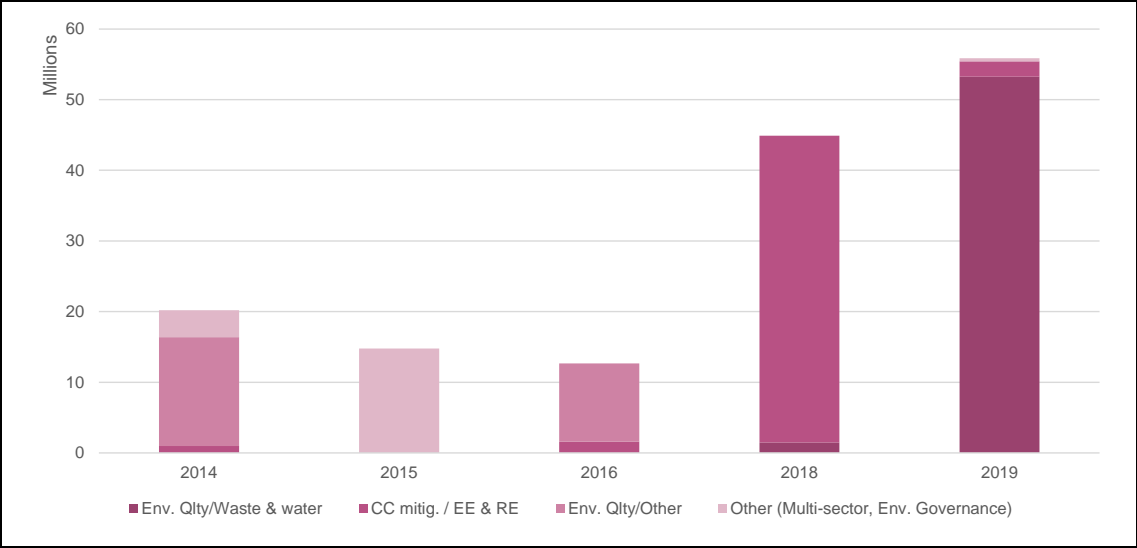
Environmental protection, energy transition and climate change were priorities throughout the entire period, with increasing importance over the years. As illustrated in Figure 1, **the main thematic areas covered by the EU ENI support in Tunisia were:** i) environmental quality (e.g., waste and water), incl. industrial (de-)pollution, and ii) as of 2018, CCM (e.g., energy efficiency and renewable energy).

If strategic planning was mostly relying on international conventions at first (e.g., the United Nations Convention on Biological Diversity, Rio Declaration, etc. in the 2013-2017 Action Plan), an evolution towards alignment with some EU strategies (e.g., Green Deal, Farm to Fork in the new Agenda for the Mediterranean) is clearly visible. All main areas of the EU environmental *acquis* are covered by the ENI projects, although noise, chemicals and waste management are much less prominent; they are mainly related to the industrial depollution projects for Gabès and Lake Bizerte. **The clear and coherent focus on environmental pollution, energy transition and climate change leads to a predominance of renewable energy, water and industrial (de-)pollution projects.** Moreover, environmental governance and CCM/ adaptation are present as horizontal issues in most of the interventions. All

³⁷⁵ Common External Relations Information System.

main areas of the EU environmental acquis are covered by the ENI projects, although noise, chemicals and waste management are much less prominent; they are mainly related to the industrial depollution projects for Gabès and Lake Bizerte. **Governance strengthening projects aim** both at national and local level; central governmental institutions, local authorities and industry are equally benefiting³⁷⁶.

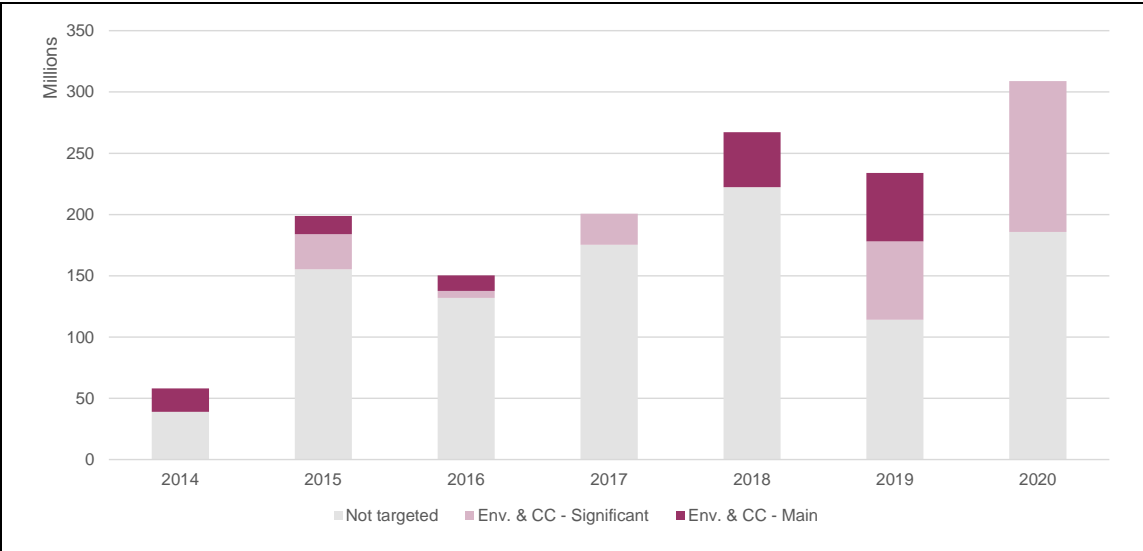
Figure 2 Env. & CC contracts by main thematic focus (ENI bilateral funding, contracted amounts)



Source: Particip, based on Common External Relations Information System (CRIS) data.

Looking at the broader EU portfolio in Tunisia, Figure 3 below shows that Env. & CC was not a ‘focus’ in 72% of the EU assistance to Tunisia during 2014-2020. Only 10% of EU assistance to Tunisia explicitly targeted Env. & CC and, in addition to these targeted interventions, only 17% of EU assistance included Env. & CC related objectives (‘Env. & CC Significant’).

Figure 3 Env. & CC contracts in the broader EU portfolio in Tunisia (contracted amount)



Source: Particip, based on CRIS data.

³⁷⁶ This is especially visible in the large depollution projects: Lake Bizerte and Gabès. Other ENI projects (OTE, SONEDE, Meteorology twinning, PRIMEA...) also have a strong governance component.

8.2.2 Design (JC1.1, JC1.2, JC2.1)

8.2.2.1 Overall design of EU's Env. & CC strategies and interventions

The planning and programming of EU support has been analysed at three levels:

- Regional: ENI regulation and preparatory communication, NIF/ NIP strategy, new Agenda for the Mediterranean (NDICI);
- Bilateral programming level: Supporting Framework, Joint Decisions on strategic priorities, ENI Action plans, Annual Action Plans (AAP);
- Project level: Project action documents and delegation contracts.³⁷⁷

Over the years, the EU assistance has consistently targeted specific priority areas such as green economy, renewable energy, depollution and climate change. These priorities are laid out less clearly in the ENI regulation, but are coherently developed in the national programming documents³⁷⁸ as well as in the technical documents of the different projects. The importance of climate action and especially renewable energy and depollution has continuously increased from 2011 to 2021, as shown by the distribution of budget allocation. 11 % of the 2014-2020 ENI budget, and 59 % of the NIF/ NIP³⁷⁹ budget was used for Env. & CC related projects, not counting Env. & CC actions in other sector projects. This is in line with what was foreseen in the programming documents.

Circular economy is mentioned in the supporting framework, biodiversity in the Action Plan (both 2018-2020)³⁸⁰, but neither of these has been taken up as a priority in tangible ENI/ NIF projects. It should, however, be mentioned, that the Lake Bizerte and PCE Gabès projects do have some sub-components dealing with circular economy and biodiversity. Circular economy is also an important issue for the regional programmes, such as SWITCH-MED or the support for the Covenant of Mayors in the ENI South region³⁸¹.

Planning and programming of ENI, including NIF/NIP, initiatives is in line with global Env. & CC frameworks. Especially the Paris Agreement and Tunisia's national commitment are a key basis for planning from 2016 onwards. Sustainable development is a key priority. However, specific Sustainable Development Goals (SDGs) are not referred to, neither in the supporting framework, action plans or individual project documents. Industrial depollution projects like Gabès or Lake Bizerte³⁸² are based on the principles and objectives of the Barcelona Convention for the Protection of the Mediterranean Sea³⁸³.

Env. & CC is systematically taken as a basis for ENI, including NIF, programming and updated in every new programming phase or sub-phase³⁸⁴. Moreover, many key documents have been elaborated with Technical Assistance (TA) from bi- and multilateral cooperation³⁸⁵, taking into account EU policies and international agreements. The convergence of Tunisian and EU policy, which is one of the pillars of the privileged partnership and which mentioned in the supporting framework³⁸⁶ can be clearly observed.

³⁷⁷ A comparative analysis of these documents is the basis of the findings given in the paragraphs below.

³⁷⁸ For example: One of the specific objectives of the supporting framework (**Cadre Unique d'Appui 2014-2015**) is the implementation of a sustainable development strategy based on green growth and carbon sobriety. Sustainable development is a strategic objective; green and circular economy are part of the specific objective 5 of the **Cadre Unique d'Appui 2017-2020**.

³⁷⁹ Consultant's calculation based on NIF/NIP (2008-2017): Annual operational reports and ENI budget overview.

³⁸⁰ **Cadre Unique d'Appui 2014 – 2015, 2017 – 2020** and Decision 01/2018 of the EU-Tunisia Association Council of 9 November 2018 determining the strategic priorities for the period 2018-2020.

³⁸¹ www.ces-med.eu

³⁸² Contribution Agreements of the interventions ENPI/2014/353-950 and ENI/2014/355-439 (Lake Bizerte).

³⁸³ UNEP (1976): Barcelona Convention for the Protection of the Mediterranean Sea.

³⁸⁴ For example, the 2013-2017 Action Plan for Tunisia refers to the implementation of the Tunisian Solar Plan, the AAP for 2017 establishes a clear link of the project "OTE" with Tunisian national energy efficiency strategies and the national development plan 2016-2020.

³⁸⁵ Such as the national Sustainable Development strategy, biodiversity strategy, elaborated under a Twinning project (2012); Twinning project for REACH legislation; National Climate Change Strategy (2012), Solid Waste Strategy (2006-2016), sectoral CCA strategies (Tourism, 2007, Agriculture, 2010), all elaborated by GIZ.

³⁸⁶ EU (2013): Privileged Partnership Action Plan 2013-2017; EC (2014): EU-Tunisia SSF (2014-2015) ; and EC (2017): EU-Tunisia SSF (2017-2020).

The **combination of different cooperation instruments**, from pure capacity building (e.g., PCE Gabès), twinning projects, over blending projects where TA in the context of a NIF/NIP project leverages huge investments from European investment or development banks (e.g., Lake Bizerte) up to budget support projects with a comparatively small capacity building component (e.g., OTE) allows to **flexibly respond to the needs of Tunisian beneficiaries and to achieve considerable measurable impacts**.

The EU has mainstreamed horizontal issues (e.g., gender equality, youth) in the Env. & CC interventions, but often to a limited extent; in higher level documents (strategy/programming documents), there is no explicit linkage made between these horizontal issues and Env. & CC ones. In the EU cooperation with Tunisia, priority horizontal themes are gender equality (incl. women's participation in development processes and public policies), youth, inclusive development and combating corruption³⁸⁷. However, there is no systematic integration of objectives or indicators related to these issues in Env. & CC interventions. No mention of horizontal issues is made in the technical project documents for almost all major ENI and NIF/ NIP interventions, except the Gabès depollution project.

8.2.2.2 Specific findings related to Env. & CC mainstreaming

The priorities and objectives of the EU interventions in Tunisia are in line with the EU external action policies, and a tendency to streamlining with new internal EU policies can be observed. The link between the supporting framework, the strategic priorities, action plans and finally the projects' objectives, activities and indicators are clear and coherent, although not all priorities indicated in the regional programming documents³⁸⁸ are applied for Tunisia. As indicated above, (land based) biodiversity and circular economy are less in the focus; this also reflects the outcome of the dialogue with the Tunisian government. The new NDICI instrument relies much more strongly and explicitly on EU policies (e.g., Green Deal, Farm to Fork, Hydrogen Strategy, etc.) than the programming documents for 2014-2020³⁸⁹.

Environmental mainstreaming is explicitly mentioned in the supporting framework documents³⁹⁰, but not in the action plans. In each of the three consecutive ENI/NDICI programming documents³⁹¹, isolated Env. & CC related priorities are defined, and Env. & CC aspects are sometimes mentioned for other intervention areas (e.g., transport). However, a systematic mainstreaming of Env. & CC issues beyond the general pursuit of green and sustainable economy and strategic environmental planning is not done for the ENI time span, which might be explained by the non-existence of sectoral strategies, which would help to systematise Env. & CC mainstreaming in project design (e.g., Env. & CC related indicators in tourism, research or transport projects, etc.). This deficiency must have been felt by the responsible actors on both sides. This led to the formulation of a project aiming at the integration of environment, biodiversity and climate change in the EU-Tunisia partnership in 2018. The new Agenda for the Mediterranean³⁹² is clearly based on the Green Deal³⁹³ and introduces a focus on Env. & CC governance, which arguably implies Env. & CC mainstreaming.

The multi-annual programme for the period 2021-2027, which is currently being prepared, integrates the guidelines of the European Green Deal and the EU's climate strategies and objectives

In addition, the delegation is finalising a strategy for the integration of the environment, climate change, biodiversity and sustainable development into the partnership between the European Union and Tunisia.

³⁸⁷ EC (2014): EU-Tunisia SSF (2014-2015) and EC (2017): EU-Tunisia SSF (2017-2020)

³⁸⁸ Regional: ENI regulation and preparatory communication, NIF/ NIP strategy.

³⁸⁹ This covers both regional (ENI regulation/ NIF strategy) and bilateral programming documents (joint decisions and action plans).

³⁹⁰ EC (2014): EU-Tunisia SSF (2014-2015) and EC (2017): EU-Tunisia SSF (2017-2020).

³⁹¹ Summarised term for subsequent action plan, strategy and agenda.

³⁹² EU (2021): Renewed partnership with the Southern Neighbourhood JOIN(2021) 2 final; UfM (2021): A New Agenda for the Mediterranean SWD(2021) 23 final.

³⁹³ EU (2019): The European Green Deal. COM(2019)640.

The table below gives a qualitative assessment in how far cooperation in Tunisia has succeeded in including Env. & CC during the ENI phase³⁹⁴. **It illustrates that an important prioritisation of Env. & CC in cooperation strategy results in a higher proportion of Env. & CC interventions in the overall cooperation portfolio, but not necessarily in increased Env. & CC mainstreaming in sector interventions not targeting Env. & CC.**

Table 4 A qualitative assessment of the integration of Env. & CC in EU support in Tunisia

<i>Level of integration (cycle)</i>	<i>No integration</i>	<i>Weak integration</i>	<i>Principled priority</i>	<i>Tunisia case</i>
Agenda setting (programming)	No mention of Env. & CC mainstreaming	Env. & CC mainstreaming framed in key reference documents as add-on component (coordination between components) or as standing on equal terms with other aid activities (harmonisation between components)	Env. & CC mainstreaming framed in key reference documents as absolute priority within aid activities Focus on installing Env. & CC as overriding objective for aid practitioners	Overall, weak integration . Partnership priorities (2018) and Action Plan (2013): clear priority, although not an overriding objective. SSF/MIP: some mention of Env. & CC. AAP: no mention of CC in some AAPs (e.g., 2017, 2020), although some mention of Env.
Institutional Processes	No specific procedures for Env. & CC mainstreaming	Mainstreaming tools intended and used for Env. & CC proofing sectoral aid activities ³⁹⁵ or finding synergies between sectoral aid activities and Env. & CC	Mainstreaming tools intended and used for redesigning sectoral aid activities in order to prioritise Env. & CC (ex. environmental profiles)	Overall, weak integration, but recent progress towards Principled priority. Climate change country profile in 2020. Environmental profile in 2012, but not updated. No consistent use of other mainstreaming tools (e.g., ESIA not systematically used).
Implementation (project design)	No or very limited Env. & CC mainstreaming in project design (Mainstreaming limited to incidental mentioning)	Clear image. Explanation of how Env. & CC affects project design and/or how project design can improve Env. & CC	Env. & CC as central priority along which project design is structured	
Tunisia example	Most of projects in other sectors than Env. & CC	Agricultural projects with climate component (e.g., MedFishTun, PRIMEA) Meteorology project	Two largest ENI/ NIF projects (OTE, STPCI) Depollution projects Energy transition projects	

8.2.3 Linkages with EU MS (JC2.2)

Coordination and cooperation with EU Member States (EU MS) as well as among the different European institutions (e.g., European Bank for Reconstruction and Development (EBRD), EIB) is a long standing and successful practice. A clear distribution of intervention, both related to modalities and to cooperation sectors is observed since well before the ENI 2014-2020 period. According to

³⁹⁴ De Roeck, F., Orbie, J., Delputte, S. (2018): Methodology adapted from: Mainstreaming CCA into the EU's development assistance. Ghent University, Environmental Science and Policy.

³⁹⁵ e.g., Environmental and Social. Impact Assessment (ESIA).

interviewees, the EU often acts as a lead institution, whereas bilateral cooperation agencies take over the role of technical partners like the GIZ or of financing/ implementing agency like the development banks (e.g., KfW, AFD)³⁹⁶.

All EU programmes, annual and multi-annual, are discussed and agreed with the EU MS, in addition to this, donors organise round tables where they discuss their intervention strategies. The best example is the round table gathering the various Technical and Financial Partners (TFP) in the water sector, which is very well coordinated³⁹⁷. For renewable energy, the different donors have made joint efforts to convince the government to adapt its legislation in a sector with many actors³⁹⁸.

In the field of water, the **Team Europe Initiative** will also allow for the **convergence of European support** for Tunisian policies and to federate the actions of the EU MS, European Development Banks and the EU around a common intervention logic in order to maximise their impact in the new 2021-2027 programming phase of the EU.

The perception of an EU added value (in comparison to bilateral cooperation) varies very much among the different institutions interviewed for this evaluation. In general, high level policy planning and implementing institutions have a much clearer idea of the EU added value on different levels:

- Very broad framework
- Variety of complementary intervention instruments (ENI, NIP/NIF, Technical Assistance and Information Exchange (TAIEX), twinning projects, etc.)
- Privileged position with Tunisian authorities
- Existing policy/ strategy framework for cooperation
- Cooperation with the two European banks (EIB/ EBRD)³⁹⁹ On the other hand, project implementing entities and other stakeholders on operational level tend not to see any EU added value. Intensive, project focussed cooperation (such as, typically, GIZ and its embedded expert teams) is generally more appreciated than EU cooperation, where TA is generally delegated.

It seems that better communication on the policy centred EU cooperation approach, on the larger coverage and variety of cooperation instruments is needed to improve the understanding of the EU's cooperation offer.

8.3 Effects of EU support

8.3.1 Evolution of the policy and legal framework (JC 5.2)

The effects of EU support on the strengthening of the policy and legal framework in the Env. & CC sector were highly determined by the interests of the Tunisian government. For economic reasons, these were much stronger in the area of renewable energy and energy efficiency than for environment (e.g., depollution, biodiversity) and Climate Change Adaptation (CCA). In an economic crisis context, political decisions in favour of environmental projects are difficult: Renewable Energy has a good return of investment, but pollution prevention much less so.

During the period under review, ministries have shown good capacity to prepare policies and legislation. The EU and EU MS contributed to strengthening this capacity during the previous programming cycle (European Neighbourhood Policy Instrument - ENPI). However, sector legislation often does not pass the minister's cabinet or the parliament. For example, this was the case for the Programme Environnement et Énergie (PEE). During the ongoing programming cycle (ENI), the meteorology Twinning project also prepared different proposals for legislation and proposed, the

³⁹⁶ Interviews with EU staff, confirmed by assessment of technical project documents and EUD to Tunisia (2017, 2020): External Assistance Monitoring Reports (EAMRs).

³⁹⁷ Interviews with EU staff.

³⁹⁸ Interviews with EU staff.

³⁹⁹ Interviews with EU MS/EFIs and National Authorities.

establishment of a climate change observatory. These suggestions have not been adopted by the ministries in charge⁴⁰⁰.

The large ENI interventions (e.g., Objectif Transition Energétique – OTE, and Programme de Relance de l'Investissement et de la Modernisation de Exploitations Agricoles - PRIMEA) comprised an important component on revision of legislation. This is expected to be more successful given the priority the Tunisian government accords to the energy sector (OTE), and the relatively strong position of the Ministry of Agriculture (PRIMEA)⁴⁰¹.

Currently, the Env. & CC horizontal integration project⁴⁰² aims at streamlining the Green Deal objectives in EU cooperation⁴⁰³.

8.3.2 Broader effects (JC 6.2, 6.3 and 6.4)

8.3.2.1 Capacities to implement environmental and climate change measures

EU support to capacity building has strongly varied across the sectors and cooperation partners. EU interventions in the Env. & CC sector mainly aimed at strengthening the Ministries of Environment, Agriculture and Energy, as well as their different implementing agencies. Most of the beneficiaries manage projects separately from their core business, and there is not very much exchange between the projects and the beneficiaries' daily operation. In consequence, the effect of the capacity building under an ENI project is very limited for the other departments/ units of the beneficiary organisation. This problem seems less relevant for the Ministry of Agriculture, which endorsed budget and performance-oriented work but limits the impact of capacity building for less structured beneficiaries, such as the Ministry of Environment⁴⁰⁴.

Another constraint is the reluctance of some implementing agencies to accept TA, seeing it as intrusion into their internal affairs and therefore often wishing to reduce or restructure the TA component of the respective project⁴⁰⁵.

The preference of donors for working with better performing beneficiaries, such as the National Energy Management Agency (ANME), also leads to a distortion in capacity building – more efficient institutions receive more institutional strengthening, whereas less efficient institutions, with a lower absorption capacity and a higher risk for delays and failures, attract less capacity building measures⁴⁰⁶. This is the case for example for the National Environmental Protection Agency (ANPE), which results in continuously feeble environmental monitoring and enforcement capacities⁴⁰⁷.

Results of ENI/ NIF projects with a high participation of local authorities, civil society and private sector seem more promising⁴⁰⁸. Tunisia is at the moment in a phase where small actions can change many things and can set off major dynamic⁴⁰⁹. In consequence, sector financing for small actors and for local communities is included in the programming for 2021, since these have proved to be real game changers.

Capacity building was, however, not limited to central governmental agencies. **Several projects had a strong focus on strengthening of civil society actors, local governance and capacity building for private industry.** These activities often were quite successful and much appreciated by the local beneficiaries⁴¹⁰.

⁴⁰⁰ Interview with CSOs.

⁴⁰¹ Interviews with EU staff.

⁴⁰² Project "Mission d'appui à l'intégration de l'environnement, du changement climatique, de la biodiversité et du développement durable dans le Partenariat entre l'Union européenne et la Tunisie"

⁴⁰³ EUD to Tunisia (2020): EAMR.

⁴⁰⁴ Interviews with EU staff.

⁴⁰⁵ Interview with EU MS/EFIs.

⁴⁰⁶ Interview with EU staff.

⁴⁰⁷ Interview with National Authorities.

⁴⁰⁸ For example the Gabès and Lake Bizerte depollution projects.

⁴⁰⁹ Interviews with EU staff.

⁴¹⁰ Interviews with Project Teams and CSOs.

8.3.2.2 Broader outcomes

All major ENI/ NIF (2014 – 2020) projects have accumulated huge delays, and it is, with exception of the Sustainable Use of Natural Resources and Energy Finance (SUNREF) and Gabès projects, not yet possible to assess the impact of the interventions. However, **an important improvement of air and water quality is expected from the Lake Bizerte and DEPOLMED projects, and the three-energy efficiency/ renewable energy projects (OTE, SUNREF, Centrale Photovoltaïque à Tozeur (PV Tozeur)) are likely to contribute to significant cuts in GHG emissions**⁴¹¹. The SUNREF project being a success, a continuation in cooperation with EBRD is planned⁴¹².

Although horizontal issues are not systematically mainstreamed in Env. & CC programming, the different projects have contributed to promotion of **women and youth** via the multitude of spring off projects (Gabès, Lake Bizerte).

ENI/ NIF projects also have certainly contributed to a better access to environmental information, namely the Gabès project (e.g., through the air quality observatory, modelling financed on local and national level, the twinning project on meteorology (drought alert, meteorology, etc.) and the strengthening of the Environment Observatory. Despite these positive results, finding relevant environmental information remains difficult for the average citizen⁴¹³. This is rather a question of unavailability and bad quality of data than a lack of institutional transparency. The creation of reliable and sufficient data bases will need considerable investments and take several years⁴¹⁴.

As a consequence, although the demand for environmental justice by local citizens and associations has been explicitly pronounced after the democratic transition of the country, a reliable basis to establish causal links between pollution and damages is not yet available⁴¹⁵. **Access to environmental justice needs access to environmental information**, and in order to access environmental information, this information needs at first to be created, collected and systematised.

Table 5 below presents the progress of the country towards selected SDGs in 2020.

Table 5 Sustainable Development Goal (SDG) assessment and trends, 2020

SDG	Rating	Trend ⁴¹⁶
SDG 7 – Affordable and clean energy	Challenges remain	Moderately increasing
SDG 11 – Sustainable cities and communities	Major challenges remain	Stagnating
SDG 12 – Responsible consumption and production	Challenges remain	Trend information unavailable
SDG 13 – Climate action	SDG achieved	On track or maintaining SDG achievement
SDG 14 – Life below water	Significant challenges remain	Stagnating
SDG 15 – Life on land	Significant challenges remain	Stagnating

Source: Sustainable Development Report 2020, Country Profiles.

8.3.3 Sustainability (JC 1.2 and JC 6.1 – 6.5)

A very important sustainability factor is the coherent policy dialogue and preparation of strategies and legal framework started already during the ENPI 2007-2013 (H2020/ MeHSIP, PEE, Programme d'appui aux politiques publiques de gestion des ressources en eau pour le développement rural et agricole (PAPS-Eau), twinning projects), and continued in several of the current projects (OTE for the

⁴¹¹ Interviews with EU staff.

⁴¹² EUD to Tunisia (2020): EAMR.

⁴¹³ Interviews with EU staff.

⁴¹⁴ Interviews with EU MS/EFIs and CSOs.

⁴¹⁵ Interviews with Project Teams and CSOs.

⁴¹⁶ Decreasing: the country is moving in the wrong direction; Stagnating: Score stagnating or increasing at less than 50% of required rate; Moderately increasing: Score moderately increasing, insufficient to attain goal; On Track: score is increasing at the needed rate; Maintaining Achievement: trend remains at or above SDG achievement.

renewable energy, PRIMEA for agriculture). ENI/ NIF programming is systematically based on dialogue with the Tunisian partner institutions, as well as on the outcomes of previous, preparatory projects.

Capitalisation of results and accompaniment of beneficiaries after the completion of investment projects is less important in Tunisia than in other countries, since beneficiaries generally have already the required technical and managerial skills⁴¹⁷.

Several ENI projects have also considerably strengthened capacities for monitoring of emissions and/ or environmental quality, empowered civil society to get involved into local governance, have created vigilance procedures and supported their implementation⁴¹⁸. The improvement of environmental vigilance by non-governmental organisations (NGOs) is an important factor to ensure long term sustainability of the depollution projects. Novel governance structures are, however, often fragile and would ideally need more long-term accompaniment.

In the area of climate change, **capacity building for local banks related to credit lines for renewable energy investments** considerably enhanced the sustainability of the SUNREF project.

The particular mix of TA projects, blending and budget support projects has allowed a broad diversification of EU support in Tunisia. The **link between capacity building and improvement of governance in the TA component and the large-scale investments** made by the blending project or the budget support project **is a key factor for ensuring sustainability of results**. It can be observed that projects without that combination of TA and investment tend to have less impact at medium or long term⁴¹⁹.

8.4 Implementation approaches

8.4.1 Efficiency (JC 4.1 and 4.2)

Despite major delays in the implementation of all larger ENI/ NIF projects, the overall efficiency of the ENI implementation seems satisfactory, given that these delays are not considered to be a threat to the overall outcome and sustainability of the projects⁴²⁰. Delays are generally due to the following factors:

- Slow administrative procedure⁴²¹, (creation of project management unit, nomination of responsible persons, ministerial decrees, cabinet meetings...)
- In cooperation projects with European development banks, slow decision processes and cumbersome procedures of the banks⁴²².
- Tenders according to Tunisian rules, heavy control procedures, insufficiently mastered methodology.
- Lack of preparation for blending projects, need to carry out additional feasibility studies.
- Land purchase, citizen resistance against large infrastructure⁴²³.

Delays for renewable energy projects are in general less significant than for environment/depollution projects; delays for large, centralised government projects are more important than delays for smaller, decentralised projects⁴²⁴. **Due to the significant delays, initial assumptions are often outdated; readjustment** of design parameters according to updated parameters results in higher investment and in consequence, **financing gaps**.

⁴¹⁷ Interviews with EU staff.

⁴¹⁸ PGE Gabès and Lake Bizerte projects.

⁴¹⁹ Interviews with EU MS/EFIs and CSOs.

⁴²⁰ Interviews with EU staff.

⁴²¹ e.g., creation of project management unit, nomination of responsible persons, ministerial decrees, cabinet meetings.

⁴²² Interview with EU staff.

⁴²³ Interviews with EU staff.

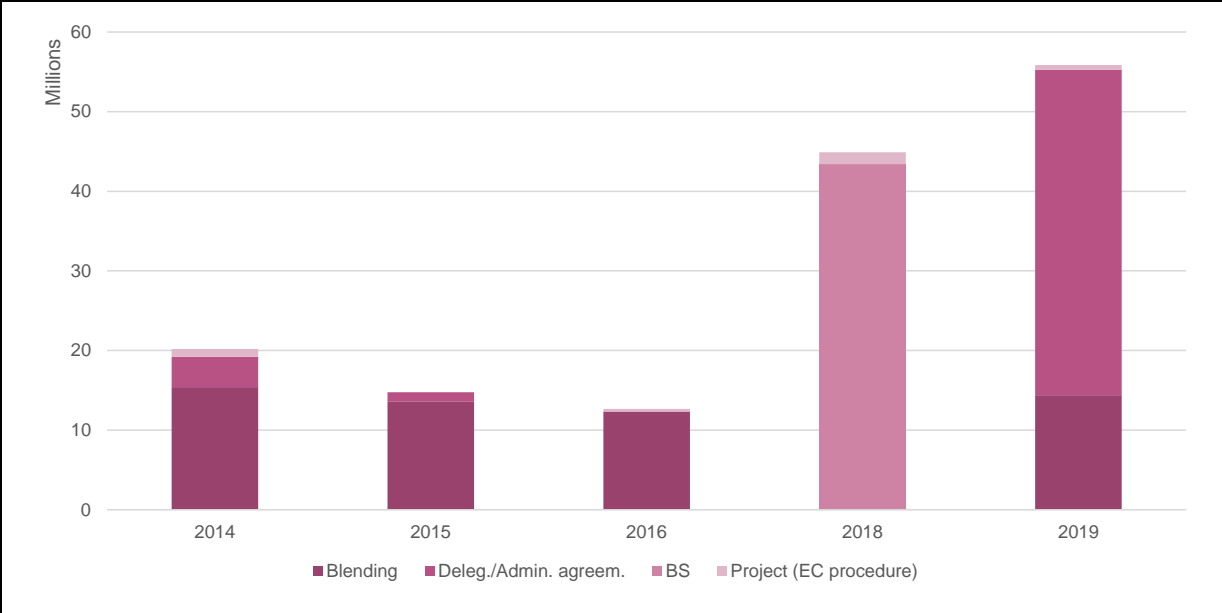
⁴²⁴ Interviews with EU staff.

Despite the systemic presence of these obstacles, timing of interventions is planned as if these did not exist. In 2020, the Coronavirus pandemic 2019 (COVID-19) added an additional layer to the overall tardiness in project kick-off and implementation⁴²⁵.

Enough internal resources seem to have been mobilised by the EU to achieve the objectives pursued, including to engage in policy dialogue on Env. & CC. Programme management by EU Headquarters (HQ) and the EU Delegation (EUD) Tunisia is satisfactory, although the EUD suffered from a lack of resources at the beginning/ middle of the ENI/ NIF programming phase. The situation was improved by the creation of an additional operational section in 2017 and a reinforcement of the financing/ contracting section in 2018⁴²⁶. These measures were however seriously hampered by the restrictions in the first months of the COVID-19 pandemic⁴²⁷.

Figure 4 presents the main modalities used for Env. & CC contracts in Tunisia since 2014.

Figure 4 Overview of modality used for Env. & CC contracts, 2014-2020



Source: Particip, based on CRIS data

8.4.2 Coordination and linkages with other donors (JC 3.1 and 3.2)

Coordination between EU, EU MS and international donors is very good. There is a long experience of complementarity ensured by sector distribution of interventions and an established practice of donor round tables. Programming is done in consultation with Tunisian authorities, EU MS and other donor organisations; in consequence, there are near to no duplications or voids⁴²⁸.

Although coordination among donors seems to work very well, this is less the case when Tunisian authorities do the coordination. In consequence, donors prefer to work with well-functioning agencies, such as ANME, which does not exactly result in a duplication between projects, but in a bias caused by unequal capacities of beneficiary institutions⁴²⁹. **Tunisian institutions are often absent in coordination mechanisms of donor funded projects, but also show little appetite for coordination at national level**, due to a strong reluctance among the Tunisian authorities to cooperate among each other⁴³⁰.

In general, the visibility of activities delegated to other partners (including blending) seems to be low; actions are often presented as those of the partner, notwithstanding EUD involvement. Similarly,

⁴²⁵ EUD to Tunisia (2020): EAMR.
⁴²⁶ EUD to Tunisia (2017): EAMR.
⁴²⁷ EUD to Tunisia (2020): EAMR.
⁴²⁸ EUD to Tunisia (2017): EAMR.
⁴²⁹ Interviews with EU staff.
⁴³⁰ EUD to Tunisia (2017): EAMR; Interviews with EU staff.

beneficiaries often omit to refer to EU support on their websites⁴³¹. In order to improve this situation, the EUD has signed a communication contract in 2019, to improve the visibility of EU contribution to delegated activities⁴³².

⁴³¹ EUD to Tunisia (2017, 2020): EAMRs.

⁴³² EUD to Tunisia (2020): EAMR.

8.5 Annexes

8.5.1 Annex 1: List of persons consulted

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
EU		
PEIGNAUX, Quentin	(EU) EUD Tunisia	Programme Manager / Env. & CC Focal Person
REISS, Denis	(EU) EUD Tunisia	Cooperation Officer
SACAZE, Jean-Pierre	(EU) EUD Tunisia	Head of the Economy, Governance and Social Sectors Section
SCIALLA, Paolo	(EU) EUD Tunisia	Programme Manager / Env. & CC Focal Person
Other Stakeholders		
ABDELKHALEK, Raja	AFD	Head of Infrastructure unit (transport, energy, connectivity)
COLIN DE VERDIEREK, Karen	AFD	Programme Officer Agriculture - Water - Environment
THÉOBALDT, Léo	AFD	Project Officer
LIYAN, Joyce	EIB	Project Manager
ALFONSO, Elodie	Expertise France	Regional Programme Coordinator
BEL, Judith	Expertise France	Head of the Climate and Territories Unit
AGHREBI, Hassen	National Agency for Energy Conservation - ANME	Head of International Cooperation
HANCHI, Fethi	National Agency for Energy Conservation - ANME	General Manager
DAVRINCHE, Dominique	Météo France	Deputy Interregional Director of the Meteorological Center of Météo-France North-East / Project manager Institut National de Météorologie (INM) twinning project
NEFZI, Samira	Ministry of the Environment and Spatial Planning - ANPE	Head of Unit
ZIDI, Youssef	Ministry of the Environment and Spatial Planning - ANPE	Director of the Industrial Environment
GHARBI MEZLINI, Dhekra	Project Implementation Unit (PIU) Lake Bizerte	Project Manager Lake Bizerte programme
DHOUIB, Sami	Worldwide Fund for Nature (WWF) North Africa	Tunisian Marine Programme Manager
JRIJER, Jamel	WWF North Africa	Marine Programme Manager
RAIS, Imen	WWF North Africa	Freshwater Programme Manager
ELLEUCH, Ahmed	Viverdis	Team Leader Programme d'appui à la gouvernance environnementale à Gabès (PGE Gabès)

8.5.2 Annex 2: List of documents

8.5.2.1 EU Strategy Programming

Regional level

- European Commission (EC) (2021): Renewed partnership with the Southern Neighbourhood. A new Agenda for the Mediterranean. JOIN (2021) 2 final.
- EU (2019): The European Green Deal. COM(2019)640.
- EU (2014): Programming of the ENI 2014-2020. Strategic Priorities 2014-2020 and Multi-annual Indicative Programme 2014-2017
- EU (2014): Programming of the ENI 2014 – 2020. Strategic Priorities 2014-2020 and Multi-annual Indicative Programme 2014-2017

- EU (2014): Neighbourhood Investment Facility, Strategic Orientations 2014-2020
- EU (2014): Regulation No. 232/2014 establishing a ENI.
- EU (1998): Euro-Mediterranean Agreement establishing an association between the European Communities, and their MS, of the one part, and the Republic of Tunisia, of the other part.

Bilateral level – multiannual programming

- EC (2017): Programming of the ENI – 2014-2020. EU-Tunisia SSF (2017-2020).
- EC (2017): Rapport sur l'état des relations UE-Tunisie dans le cadre de la Politique européenne de voisinage révisée. Document de travail conjoint des services. SWD(2017) 152 final.
- EC (2016): Strengthening EU support for Tunisia. JOIN(2016) 47 final.
- EC (2014): EU-Tunisia SSF (2014-2015).
- EU (2018): EU-Tunisia strategic priorities for the period 2018-2020. Decision no. 1/2018.
- EU (2013): Privileged Partnership Action Plan 2013-2017.

Bilateral level – annual programming

- EC (2013 – 2017): Executive decisions C(2014) 7273 AAP, C(2015) 5527 AAP, C(2015) 9065 AAP, C(2016) 7803 AAP, C(2016) 7859 AAP, C(2017) 7759 AAP, C(2017) 8046 AAP, C(2019) 8749 AAP, C(2019) 8750 AAP, C(2020) 6812 AAP

8.5.2.2 EU Reporting

- EUD to Tunisia (2017, 2020): External Assessment Monitoring Report (EAMRs).
- NIF/NIP (2008, 2019): Annual operational reports.

8.5.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the following projects:

ENI projects (2014 – 2020)

- (2019 ENI) Amélioration du système de stockage, de transfert et de protection contre les inondations en Tunisie (STPCI) (CRIS reference: C-412269)
- (2019 ENI) Programme d'Amélioration des performances dans le réseau de la Société Nationale d'Exploitation et de Distribution des Eaux (SONEDE) (CRIS reference: C-412460)
- (2017 ENI) Objectif Transition Energétique (OTE) (CRIS reference: D-40562)

NIP projects (2014 – 2020)

- (2017 ENI NIP) Programme de Relance de l'Investissement et de Modernisation des Exploitations Agricoles (PRIMEA) (CRIS reference: C-390746)
- (2016 ENI NIP) Programme contribuant à la dépollution de la Méditerranée (DEPOLMED) (CRIS reference: C-379972)
- (2015 ENI NIP) Integrated Depollution Programme (Lake Bizerte) (CRIS reference: C-355439)
- (2014 ENI NIP) Sustainable Use of Natural Resources and Energy Finance in Tunisia (SUNREF) (NIP) (CRIS reference: C-369673)
- (2014 ENI NIP) Integrated Depollution Programme (Lake Bizerte) (CRIS references: C-353950)
- (2013 ENI NIP) Projet d'appui à la gouvernance environnementale locale de l'activité industrielle à Gabès (CRIS reference: D- 24993)

Other projects

- ENPI projects (2007 – 2013)
 - (2007 ENPI) Programme Environnement et Energie (PEE) (CRIS reference: D-19239)
 - (2009 ENPI) H2020 Capacity Building (CRIS reference: C-220191)

- o (2010 ENPI) Programme d'appui aux politiques publiques de gestion des ressources en eau pour le développement rural et agricole (PAPS-Eau) en Tunisie (CRIS reference: D-21889)

8.5.2.4 Other

- Country performance indicators:
 - o EU INFORM indicators: <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Risk/Results-and-data/moduleId/1782/id/419/controller/Admin/action/Results>, Mid 2021 factsheet.
 - o Worldwide Governance Indicators: www.govindicators.org.
 - o Environmental Performance Index 2021
 - o UNFCCC: <https://unfccc.int/resource/climateaction2020/>.
 - o Republic of Tunisia, Ministry of Environment and Sustainable Development, United Nations Framework Convention on Climate Change, Intended Nationally Determined Contribution, August 2015
- Climate Watch: Tunisia. Retrieved from <https://www.climatewatchdata.org/countries/TUN>.
- De Roeck, F., Orbie, J., Delputte, S. (2018): Methodology adapted from: Mainstreaming CCA into the EU's development assistance. Ghent University, Environmental Science and Policy.
- European Neighbourhood Policy and Enlargement Negotiations (n.d.): Tunisia. https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/countries/tunisia_en
- FAO (n.d.): Tunisia - Country Profiles. <http://www.fao.org/faolex/country-profiles/general-profile/en/?iso3=TUN>
- Grantham Research Institute on Climate Change and the Environment: Laws and policies. https://climate-laws.org/legislation_and_policies?geography%5B%5D=184
- Price R. (2019): Mainstreaming climate and environmental considerations into existing development programmes, Institute of Development Studies.
- UNEP (1976): Barcelona Convention for the Protection of the Mediterranean Sea

8.5.3 Annex 3: List of main EU-funded interventions in the area of Env. & CC

8.5.3.1 Tunisia

Table 6 List of Env. & CC interventions under ENI since 2014, Tunisia

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
ENI bilateral programming							
Programme d'Amélioration des performances dans le réseau de la SONEDE	242,950,000			2018 (Dec. Y)			D-41373
		Programme d'Amélioration des performances dans le réseau de la Société Nationale d'Exploitation et de Distribution des Eaux (SONEDE)	Ongoing	2019 (Ctr. Y)	12,400,000	EU MS (KFW)	
ValEUR-Gabes (under GreenMED III)	638,328			2018 (Dec. Y)			D-41200
		ValEUR-Gabes: VALorisation de l'Eau URbain à travers des actions et instruments innovateurs	Ongoing	2020	638,328		
Objectif Transition Energétique	50,000,000			2017 (Dec. Y)			D-40562
		Contrat de performance de réforme sectorielle - Objectif transition énergétique.	Ongoing	2018	46,400,000	GoTunisia	
		Amélioration de la performance énergétique des établissements de santé de Gafsa et Sidi Bouzid	Decided	2019	2,000,000	EU MS (AFD)	
		Mission de préparation du lancement du programme d'appui de l'UE à la Tunisie, et de rédaction des TDR de l'Assistance Technique d'accompagnement du programme	Ongoing	2019	148,365	private firm (RAMBOLL DANMARK AS)	
Projet d'appui à la gouvernance environnementale locale de l'activité industrielle à Gabès	4,804,822			2013 (Dec. Y)			D-24993

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
		Convention de délégation	Ongoing	2014	4,280,000	EU MS (AGENCE FRANCAISE D'EXPERTISE TECHNIQUE INTERNATIONALE)	
		Programme d'assistance technique pour les industriels de la région de Gabès en matière de responsabilité sociale de l'entreprise (RSE) et gestion de l'environnement	Ongoing	2016	153,032	private firm (DT GLOBAL IDEV EUROPE S.L)	
		Etude d'impact de la pollution industrielle sur la santé humaine à Gabès	Ongoing	2016	93,248	private firm (INTERNATIONAL CONSULTING EXPERTISEGEIE)	
		Etude d'impact de la pollution industrielle sur l'économie de la région de Gabès	Closed	2016	78,542	private firm (PARTICIP GMBH)	
NIP							
SUNREF - Sustainable Use of Natural Resources and Energy Finance in Tunisia		SUNREF - Sustainable Use of Natural Resources and Energy Finance in Tunisia	Ongoing	2014 (Dec. Y) / 2015 (Ctr. Y)	13,570,000	EU MS (AFD)	D-37510
DEPOLMED - Programme contribuant à la dépollution de la Méditerranée		DEPOLMED - Programme contribuant à la dépollution de la Méditerranée	Ongoing	2015 (Dec. Y) / 2016 (Ctr. Y)	10,750,000	EU MS (AFD)	D-38303
PRIMEA - Programme de Relance de l'Investissement et de Modernisation des Exploitations Agricoles		PRIMEA - Programme de Relance de l'Investissement et de Modernisation des Exploitations Agricoles	Ongoing	2016 (Dec. Y) / 2017 (Ctr. Y)	10,300,000	EU MS (AFD)	D-23086
Integrated Depollution Programme (Lake Bizerte)		Integrated Depollution Programme (Lake Bizerte)	Ongoing	2014 (Dec. Y) / 2015 (Ctr. Y)	6,670,000	EIB	D-37510
Integrated Depollution Programme (Lake Bizerte)		Integrated Depollution Programme (Lake Bizerte)	Ongoing	2011 (Dec. Y) / 2014 (Ctr. Y)	8,746,000	EIB	D-23086
Centrale photovoltaïque (PV) à Tozeur		Centrale photovoltaïque (PV) à Tozeur	Ongoing	2015 (Dec. Y) /	1,605,000	EU MS (KfW)	D-38303

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
				2016 (Ctr. Y)			
Relevant contracts related to the Regional Programme in the Neighbourhood for Sustainable Urban Demonstration Projects (SUDeP)				2013 (Dec. Y)			D-24806
Commune de Nabeul: solutions renouvelables pour les services publics de base		Commune de Nabeul: solutions renouvelables pour les services publics de base	Closed	2014	975,000	CSO (ISTITUTO PER LA COOPERAZIONE UNIVERSITARIA ONLUS ASSOCIAZIONE)	
Other contracts							
Appui institutionnel au renforcement des capacités de l'Institut National de la Météorologie		Appui institutionnel au renforcement des capacités de l'Institut National de la Météorologie	Ongoing	2011 (Dec Y) / 2015 (Ctr Y)	1,350,000	EU MS (AGENCE FRANCAISE D'EXPERTISE TECHNIQUE INTERNATIONALE)	D-23569
Programme d'amélioration du système de stockage, de transfert et de protection contre les inondations en Tunisie (Programme STPCI)		Programme d'amélioration du système de stockage, de transfert et de protection contre les inondations en Tunisie (Programme STPCI)	Ongoing	2018 (Dec Y) / 2019 (Ctr Y)	40,860,000	EU MS (KfW)	D-41373
Identification et formulation d'un programme d'appui au secteur de l'environnement en Tunisie.		Identification et formulation d'un programme d'appui au secteur de l'environnement en Tunisie.	Ongoing	2018 (Dec Y) / 2019 (Ctr Y)	195,528	private firm (DAI GLOBAL BELGIUM)	D-41365
Appui à l'intégration de l'environnement, du changement climatique, de la biodiversité et du développement durable dans le Partenariat entre l'Union européenne et la Tunisie		Appui à l'intégration de l'environnement, du changement climatique, de la biodiversité et du développement durable dans le Partenariat entre l'Union européenne et la Tunisie	Ongoing	2018 (Dec Y) / 2019 (Ctr Y)	254,980	private firm (LANDELL MILLS INTERNATIONAL LIMITED)	D-41365
Appui à la protection des ressources en eau et au contrôle du domaine public hydraulique		Appui à la protection des ressources en eau et au contrôle du domaine public hydraulique	Ongoing	2015 (Dec Y) / 2018 (Ctr Y)	1,500,000	private firm (SOCIETE WALLONNE DES EAUX SCRL)	D-38409

8.5.3.2 ENI South Regional

Table 7 List of Env. & CC interventions under ENI since 2014, ENI South Regional

Intervention title	Overall EU contrib (EUR)	Related contracts	Status	Dec/Ctr year	Contracted amount (EUR)	Channel	Comment
ENI regional programming							
ClimaSouth	700,000						D-40512
		CMMA in the ENPI South	Ongoing	2017	700,000	private firm (AGRICONSULTING EUROPE SA)	
SwitchMed II (under GreenMED III)	18,582,000			2018 (Dec. Y)			D-41200
		SwitchMed II	Ongoing	2018	18,582,000	UNIDO	
WES-MED (under GreenMED III)	9,508,054			2018 (Dec. Y)			D-41200
		Water and Environment Support (WES) in the ENI Southern Neighbourhood region.	Ongoing	2019	9,508,054	private firm (LDK)	A addendum was signed in 12/2020 to add activities on plastic pollution
IMAP-MPA (under GreenMED III)	4,000,000			2018 (Dec. Y)			D-41200
		Towards achieving the Good Environmental Status of the Mediterranean Sea and Coast through an Ecologically Representative and Efficiently Managed and Monitored Network of Marine Protected Areas	Ongoing	2019	4,000,000	UNEP	
EuroMed Transport Aviation Project (under GreenMED III)	3,000,000			2018 (Dec. Y)			D-41200
		EuroMed Transport Aviation Project	Ongoing	2019	3,000,000		
CES-MED				2015 (Dec. Y)			Started before 2014
		Cleaner Energy Saving Mediterranean Cities	Ongoing	2015	2,367,000	private firm (HULLA & CO HUMAN DYNAMICS KG)	D-38770;40511

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
GreenMED II (2014-2015)	21,097,927			2014 (Dec. Y)			D-37358
		Sustainable Water Integrated Management (SWIM) + H2020 Supporting Mechanism (Phase II)	Closed	2015	8,439,761	private firm (LDK)	End of activity 04/2019
		ENPI SEIS Phase II (Neighbourhood South)	Activity ended	2015	4,000,000	EU other (EEA)	En of activities on 31/07/2020
		Towards an ecologically representative and efficiently managed network of Mediterranean Marine Protected Areas	Activity ended	2015	2,999,959	UNEP	End of activity on 12/2019
Energy & Climate (ENI 2017-2018) – relevant contracts related to Env. & CC	15,790,889			2017 (Dec. Y)			D-40335
		Clima-Med: EU for Climate Action in the ENI Southern Neighbourhood	Ongoing	2018	9,490,900	private firm (HUMAN DYNAMICS KG)	
		MEETMED: Mitigation Enabling Energy Transition in the Mediterranean Region	Ongoing	2018	1,500,000	CSO (ASOCIACION MEDITERRANEA DE AGENCIAS NACIONALES DE GESTION DE LA ENERGIA)	
		Support to the participation of Mediterranean Cities in the Covenant of Mayors initiative	Ongoing	2018	500,000	EU other (JRC)	
Relevant contracts related to SUDeP (Regional Programme for Sustainable Urban Demonstration Projects)				2013 (Dec. Y)			D-24806
SUDEP Support Mechanism		SUDEP Support Mechanism	Closed	2014	2,150,884	EU MS (GIZ)	
Green Neighbourhoods		Green Neighbourhoods	Ongoing	2014	561,008	LocAuth (MUNICIPALITY OF EILAT)	
Improving the capacities of local authorities to develop and implement sustainable EE practices and renewable demonstration actions		Improving the capacities of local authorities to develop and implement sustainable EE practices and renewable demonstration actions	Closed	2014	438,049	CSO (APPLIED RESEARCH INSTITUTE JERUSALEM ASSOCIATION)	

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
Meeting a common challenge: optimising energy practices and behaviours		Meeting a common challenge: optimising energy practices and behaviours	Closed	2014	236,910	LocAuth (MUNICIPALITY OF KFAR SABA)	
NIP							
GGF - Green for Growth Fund		"Green for Growth Fund (GGF), SICAV- SIF"- Contribution for the Neighbourhood South countries	Ongoing	2019 (Dec. Y) / 2020 (Ctr. Y)	43,600,000	EU MS (KFW)	D-42143
SEMED Regional GEFF		Southern and Eastern Mediterranean Regional Green Economy Financing Facility - SEMED Regional GEFF	Ongoing	2018 (Dec. Y) / 2019 (Ctr. Y)	35,532,400	EBRD	D-41373
Other contracts							
Facility for regional policy dialogue on Integrated Maritime Policy / Climate Change		Facility for regional policy dialogue on Integrated Maritime Policy / Climate Change	Ongoing	2014 (Dec. Y) / 2015 (Ctr. Y)	2,685,250	private firm (W.S. ATKINS INTERNATIONAL LTD)	D-37357
Renewable Energy and Energy Efficiency Project Preparation Initiative in support of the Mediterranean Solar Plan (MSP-PPI)		Renewable Energy and Energy Efficiency Project Preparation Initiative in support of the Mediterranean Solar Plan (MSP-PPI)	Closed	2011 (Dec. Y) / 2014 (Ctr. Y)	1,200,000	EIB	D-23086
Final evaluation SWIM programme		Final evaluation SWIM programme	Closed	2013 (Dec. Y) / 2014 (Ctr. Y)	94,146	private firm (BUSINESS AND STRATEGIES IN EUROPE)	D-24711
Evaluation of the EU support provided at regional and bilateral level in the field of environment in the Neighbourhood South countries (2010-2017)		Evaluation of the EU support provided at regional and bilateral level in the field of environment in the Neighbourhood South countries (2010-2017)	Closed	2016 (Dec. Y) / 2017 (Ctr. Y)	109,895	private firm (PARTICIP GMBH)	D-39333
Study on the EU support provided at regional and bilateral level in the field of climate change in the		Study on the EU support provided at regional and bilateral level in the field of climate change in the	Closed	2017 (Dec. Y) / 2018 (Ctr. Y)	174,170	private firm (PROJECT PLANNING & MANAGEMENTOOD)	D-39334

<i>Intervention title</i>	<i>Overall EU contrib (EUR)</i>	<i>Related contracts</i>	<i>Status</i>	<i>Dec/Ctr year</i>	<i>Contracted amount (EUR)</i>	<i>Channel</i>	<i>Comment</i>
Neighbourhood South countries (2012-2018)		Neighbourhood South countries (2012-2018)					
Presenting EU's Acquis on Energy Efficiency for Products to Union for the Mediterranean Partner countries - Seminar		Presenting EU's Acquis on Energy Efficiency for Products to Union for the Mediterranean Partner countries - Seminar	Closed	2018 (Ctr. Y)	35,626	Other (TEAM WORK)	n/a

Old intervention (not in temporal scope – main contracts signed before 2014, but relevant for the analysis): SWITCH-Med demonstration and networking component (UNIDO).

Interventions focussing on energy (not really in thematic scope): i) MEDREG V: Support to cooperation between the Euro-Mediterranean energy regulators; ii) MEDREG IV: Support to cooperation between the Euro-Mediterranean energy regulators; iii) MED TSO - Mediterranean Project II; iv) Towards a mutually beneficial regional dialog and cooperation in the Euro-Mediterranean gas sector

8.5.4 Annex 4: Complementary information on the country context

8.5.4.1 Tunisia country context

Tunisia is a lower middle-income country in Northern Africa, with a population of 11,7 million, a surface of 163.610 km² and a 1.300 km coastline. On the EU INFORM risk index, it is considered as a low-risk country, ranking 111 out of 185⁴³³. The country is, however, politically rather unstable⁴³⁴; while important progress has been made on political transition towards an open, democratic system of governance, economic transition has not kept pace⁴³⁵. The COVID-19 pandemic in 2020 has increased economic stress.

With reforms in the aftermath of the Arab spring, environmental protection has been elevated to constitutional rank: Articles 44 and 45 of the 2014 constitution explicitly stipulates the State's obligation to preserve water resources, to guarantee a healthy and balanced environment and provide the means to eliminate environmental pollution⁴³⁶.

In fact, environmental health has substantially improved in the last 10 years; air quality, access to sanitation and safe drinking water is the best in North Africa and Middle East. On the other hand, exposure to PM_{2,5}, ozone and heavy metals, as well as deficiencies in solid waste management persist. Solid waste management is mainly linear, from collection to sanitary landfilling⁴³⁷. Transition to circular economy as well as segregation of domestic and industrial waste streams is still in its beginning. Industrial hazardous waste is not adequately managed; industrial wastewater is often released into the receiving media without sufficient treatment. Cement factories, thermal power plants, chemical, paper and steel industry as well as refineries are mainly responsible for air pollution.

Protection of biodiversity is insufficient especially for land-based ecosystems. Intact habitats for the country's species as well as tree cover have decreased over the last 10 years, a major reason for this being fires. In its national mitigation measures (NAMA) communication to UNFCCC⁴³⁸, Tunisia has committed itself to increase the forest cover to 16 % by 2020. Environmental pressure by agriculture has increased, whereas marine life protection is relatively good. Increasingly rapid urbanisation and concentration of urban and industrial settlements on the coastal area are the major factor for pollution, erosion and degradation of the country's shoreline.

Being a country highly vulnerable to climate change, especially extreme weather phenomena like floods and droughts, rising sea level and reduced precipitation, Tunisia has decided on an ambitious energy transition agenda aiming at a 30/30/30 objective: 30 % reduction in primary energy demand, 30 % renewable energy in electricity production by 2030. Tunisia's commitment to UNFCCC under the Paris Agreement is for a 41 % reduction of carbon intensity⁴³⁹, 1/3 % of which to be reached by national efforts, the remainder with international support. 85 % of GHG economies are to be made in the energy sector. Main instruments to reach these objectives are:

- Tunisian solar plan
- Mitigation in the cement industry and other CO₂ intensive industries
- Energy efficiency and renewable energies in the building sector⁴⁴⁰.

Env. & CC policy are under the responsibility of the Ministry of Environment and Sustainable Development, with the implementing agencies ANPE (monitoring and enforcement compliance with environmental norms), Agence Nationale de Gestion des Déchets (solid waste management), Agence

433 EC (2021): Factsheet Risk Index. <https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Risk/Results-and-data/moduleId/1782/id/419/controller/Admin/action/Results>. For reference: Somalia ranks 1, Norway 185.

434 Worldwide Governance Indicator. www.govindicators.org.

435 World Bank (2021): Tunisia Overview. <https://www.worldbank.org/en/country/tunisia/overview>

436 Republic of Tunisia (2015): Consitut of the Republic of Tunisia.

437 Environmental Performance Index (2021). <https://epi.yale.edu/>.

438 UNFCCC. <https://unfccc.int/resource/climateaction2020/>.

439 All numbers are based on 2010 as a basis.

440 Republic of Tunisia, Ministry of Environment and Sustainable Development (2015): Intended Nationally Determined Contribution.

de Protection et d'Aménagement du Littoral (coastal protection) and Office National de l'Assainissement (water and sanitation).

The policy framework for environmental protection, Climate Change Mitigation and Adaptation (CCMA) is laid out in the National Sustainable Strategy 2015 - 2020, recently updated by the National Environmental Protection Strategy Post 2020. A National Strategy on Climate Change was already elaborated in 2012, followed by different sectoral CCA strategies (agriculture, tourism, food safety). For solid waste management, the National Solid Waste Strategy 2006-2016 covers the evaluation period partly; a new strategy is in elaboration but not yet finalised. A first National Strategy on Biodiversity was issued in 2009, updated and completed with an Action Plan in 2018. The Water Strategy 2050 covers water security and sanitation.

Tunisian policy for energy transition has been laid down in the National Energy Management Strategy 30/30, implemented by the National Energy Agency under the Ministry of Industry, Energy and Mines. This ministry signs also responsible for the Tunisian Solar Plan (2018) which aims at ensuring sustainable development, energy security, energy equity and good governance. Despite its name, the Solar Plan also aims at the installation of 100 - 300-megawatt wind energy, in addition to 1000-megawatt solar power by 2020.

8.5.4.2 EU cooperation framework

In 1998, the EU and Tunisia signed a Euro-Mediterranean Agreement, establishing an association between the EU and Tunisia, which mainly laid out rules for trade and cooperation. Article 48 of this agreement determines the priority areas of cooperation: Soil and water quality, industrial pollution, monitoring and preventing pollution of the Sea⁴⁴¹. Article 80 of the agreement establishes the EU-Tunisia Association Council, which is mandated to take strategic decisions for the implementation of the agreement.

After the Arab spring, cooperation between the EU and Tunisia has been enhanced. the EU and Tunisia established a Privileged Partnership in 2012, which translated into the 2013 - 2017 Action Plan to increase the links between the EU and Tunisia⁴⁴². Transition to green economy is a pillar of this action plan. Priorities for intervention are implementation of the Tunisian national strategies on renewable energies and energy efficiency, promoting technology transfer and financial support for energy transition as well as tackling the country's environmental problems (air pollution, waste and wastewater management)⁴⁴³.

For the following period, **2018 - 2020**, the EU-Tunisia association council adopted a decision on strategic priorities for cooperation, covering among others:

- improving protection of the environment and the management of natural resources (including water), in particular through implementation of the national green economy strategy and implementation of Tunisia's international commitments on climate change (determined national contribution), the blue economy and fishery resources;
- developing the energy sector, including electricity interconnections between the EU and Tunisia, and the promotion of renewable energy sources and energy efficiency⁴⁴⁴.

These strategic priorities are further enhanced in the **new Agenda for the Mediterranean**, which lists as first priority "Joining forces to fight climate change, decrease harmful emissions, use resources sustainably and speed up the green transition." This covers investments in renewables and clean hydrogen, sustainable food systems, waste management, biodiversity protection and restoration, emission reduction, sustainable use of resources and transition to circular economy⁴⁴⁵. For Tunisia, the focus will be on the implementation of the Water Strategy 2050.

441 EU (1998): Euro-Mediterranean Agreement establishing an association between the European Communities, and their MS and the Republic of Tunisia.

442 https://ec.europa.eu/neighbourhood-enlargement/european-neighbourhood-policy/countries-region/tunisia_en

443 EU (2016): Strengthening EU support for Tunisia. JOIN(2016) 47 final.

444 EU (2018): the EU-Tunisia strategic priorities for the period 2018-2020.

445 European Parliament (2021): Renewed partnership with the Southern Neighbourhood, a new Agenda for the Mediterranean.

Capacity building and TA projects are organised under the twinning and TAIEX tools. Tunisia benefited from 20 twinning projects and 119 TAIEX missions between 2014 and 2020.

9 Regional Case Study – EUSAIR

9.1 Introduction

9.1.1 Context

9.1.1.1 Main environmental challenges

The environmental challenges of the Adriatic-Ionian region are numerous⁴⁴⁶. First, at the level of **marine life and pollution**, there is increased human use of the marine and coastal space, which threatens ecosystems. Unsustainable tourism activities also put pressure on water, land and biodiversity, while the shallowness and the region's semi-enclosed nature make the Adriatic Sea vulnerable to pollution. Over-fishing, discarded fishing gear and ecologically-unsound aquaculture also threaten marine biodiversity, as well as human health. The issues of untreated wastewater and solid waste from mainly land-based sources, as well as fertiliser run-off from agricultural activities cause eutrophication, invasive species from ballast waters, and pollution from oil and gas exploration further worsen the situation. Second, at the level of **air quality**, harmful emissions from shipping and on-shore activities (ports, industry) remain problematic. Third, concerning **nature**, illegal hunting of migratory birds has impacts for the EU as a whole. Networks of protected areas, line NATURA 2000 and Emerald are not yet completed. Finally, in relation to CC, the region is exposed and vulnerable to the adverse **impacts of CC**. The lack of common risk assessments, disaster risk management and integrated mitigation and adaptation strategies is a major challenge. With uneven levels of experience, resources and know-how, countries cannot cope on their own with rising sea levels, flooding, drought, soil erosion and forest fires. There is limited capacity to exploit renewable energy sources.

9.1.1.2 Policy and legal framework and EU cooperation framework

Prior to launching the EU Strategy for the Adriatic and Ionian Region (EUSAIR) there was **extensive cooperation** between the coastal states of the Adriatic and Ionian Seas stemming partly from European Programmes, such as the Instrument for Pre-Accession Assistance (IPA) Cross Border Cooperation (CBC) Adriatic Programme and the Adriatic Ionian Initiative. The **Adriatic-Ionian Initiative** was initiated in 2000 with the aim of strengthening regional cooperation, and promoting political and economic stability, thus creating a solid base for the European integration process. Today the ten members are: Albania, Bosnia and Herzegovina, Croatia, Greece, Italy, Montenegro, North Macedonia, San Marino, Serbia and Slovenia. Environment is one of the themes of regional cooperation covered by the Adriatic-Ionian initiative. Environmental quality is fundamental for ensuring the economic and social well-being of Adriatic and Ionian citizens. The initiative organises the All Round Table on Environmental and Civil Protection to ensure a good environmental and ecological status of the marine and coastal areas, contributing to reduce the loss of biodiversity and degradation of the ecosystem, improve waste management, as well as to exchange experiences and best practices.

With the **Europe 2020 strategy**, the EU is seeking to get the European economy back on track to deliver employment, competitiveness and social cohesion. **The potential for growth in the maritime economy** is an opportunity that Europe, as a maritime continent, needs to seize. The European Parliament adopted a resolution on the Integrated Maritime Policy (IMP) in 2010, which confirmed the validity of the integrated approach to maritime affairs and invited the Commission to develop a maritime dimension to the Europe 2020 Strategy. **The European Commission (EC) IMP** seeks to provide a more coherent approach to maritime issues, with increased coordination between different policy areas. The strong contribution of maritime sectors to Europe's economy and thus to the objectives of the Europe 2020 strategy is reinforced by coordinated action to lower costs, improve resource efficiency, reduce risks, support innovation and make better use of public money⁴⁴⁷.

⁴⁴⁶ EC (2014): Communication concerning the EUSAIR COM(2014) 357.

⁴⁴⁷ EU (2012): The Progress of the EU's IMP.

The Marine Strategy Framework Directive⁴⁴⁸ is an environmental pillar of the IMP. It introduced an ecosystem-based approach, aiming to ensure that the collective pressure of human activities on the environment is kept within levels compatible with the achievement of good environmental status by 2020.

The Blue Growth Communication⁴⁴⁹ on opportunities for marine and maritime sustainable growth is an initiative to harness the untapped potential of Europe's oceans, seas and coasts for jobs and growth. It represents the maritime dimension of the Europe 2020 Strategy. Blue Growth is intended to contribute to the EU's international competitiveness, resource efficiency, job creation and new sources of growth whilst safeguarding biodiversity and protecting the marine environment, thus presenting the services that healthy and resilient marine and coastal ecosystems provide. Blue growth focus areas include blue energy, aquaculture, maritime, coastal and cruise tourism, marine mineral resources, and blue biotechnology.

The Maritime Strategy for the Adriatic-Ionian Seas⁴⁵⁰ (2012) assesses the needs and potential of sea-related activities in the Adriatic and Ionian area, and sets out a framework to move towards a coherent maritime strategy and corresponding Action Plan by 2013. It provides a framework to adapt the IMP to the needs and potential of the natural resources and socio-economic fabric of the Adriatic and Ionian marine and coastal areas. Pillar 1 on maximising the potential of the blue economy includes setting the conditions for innovation and competitiveness, and identifying relevant marine and maritime sectors (maritime transport, coastal and maritime tourism, aquaculture); Pillar 2 on a healthier marine environment; Pillar 3 on a safe and more secure maritime space; and Pillar 4 on sustainable and responsible fishing activities.

The Limassol Declaration⁴⁵¹ highlighted that **sea-basin cooperation is a milestone** in the development and implementation of the EU's IMP.

The European Council in 2012 requested the Commission to present an **EUSAIR** by end 2014. The general objective of the Strategy is to promote sustainable economic and social prosperity of the Region through growth and jobs creation, and to improve its attractiveness, competitiveness and connectivity, while preserving the environment and ensuring healthy and balanced marine and coastal ecosystems.

In a **report on value added of the Macro-Regional Strategies (MRS)** from 2013⁴⁵², the EC noted that the objective of such strategies is to have a coordinated response to issues better handled together than separately. The aim of the Strategies is to mobilise new projects and initiatives, creating a sense of common responsibility. They are an important innovation in territorial cooperation and cohesion. Strategic approach facilitated coherence between funds, structures and policies. The macro-regional approach facilitates networking and joint initiatives. The strategies provide regional building blocks for EU-wide policy, marshalling national approaches into more coherent EU-level implementation. MRS in general are encouraging implementation of EU directives in the environmental field⁴⁵³.

In its 2014 communication, the EC set out the need and potential⁴⁵⁴ for smart, sustainable and inclusive growth in the Adriatic and Ionian Region. It provided a framework for a **coherent MRS and Action Plan** to address the challenges and opportunities through cooperation between the participating countries. The EU Strategy builds on the Adriatic-Ionian initiative⁴⁵⁵. The Action Plan for implementation of the EUSAIR is structured around four pillars: i) Blue Growth; ii) Connecting the Region; iii) Environmental Quality; and iv) Sustainable Tourism. Cross-cutting issues relate to capacity building, research and innovation, and Climate Change (CC) Mitigation and Adaptation (CCMA) as a horizontal principle.

⁴⁴⁸ EU (2008): Directive 2008/56/EC of the European Parliament and of the Council of 17 June 2008 establishing a framework for community action in the field of marine environmental policy (Marine Strategy Framework Directive).

⁴⁴⁹ EC (2012): Blue Growth – opportunities for marine and maritime sustainable growth COM(2012) 494 final.

⁴⁵⁰ EC (2012): A Maritime Strategy for the Adriatic and Ionian Seas COM(2012) 713

⁴⁵¹ Declaration of the European Ministers responsible for the IMP and the EC on a Marine and Maritime Agenda for growth and jobs adopted on 8 October 2012.

⁴⁵² EC (2013): Report concerning the added value of MRS COM(2013) 468 final.

⁴⁵³ Kelemen, Á. (2013): Assessing the added value of MRS – Environment.

⁴⁵⁴ EC (2014): Communication concerning the EUSAIR COM(2014) 357.

⁴⁵⁵ Source: <https://www.aii-ps.org/about>.

9.1.2 Focus of the case study

This case study focusses on the regional intervention EUSAIR. The case study pays special attention to: i) design issues (EQ1); ii) implementation (EQ2 and EQ5); and iii) broader effects (EQ 6).

9.2 Design

9.2.1 The EUSAIR

The European Council endorsed the EUSAIR and took note of its Action Plan in September 2014⁴⁵⁶. The Council conclusions recognised the need to address environmental quality in the Region and to support coordinated efforts of the participating countries to this end, which are beneficial for the Region and in line with the EU acquis as well as the Barcelona Convention. There is also a recognised need to focus on cross-cutting issues like CC. In its 2019 Conclusions⁴⁵⁷, the Council welcomed and accepted the request by the countries participating in the EUSAIR to include North Macedonia and invited the Commission to take the necessary step to include North Macedonia and to submit an accordingly amended strategy to the Council. The only change presented in the amended Action Plan for EUSAIR⁴⁵⁸ is the inclusion of North Macedonia.

Env. & CC objectives are clearly presented under Pillar 3 of the EUSAIR Strategy and its Action Plan⁴⁵⁹.

The overall objective of the pillar is to address the issue of environmental quality, with respect to marine, coastal and terrestrial ecosystems in the Region. Environmental quality is essential for underpinning human activities in the Region and for ensuring economic and social well-being of its peoples. The pillar will deal with the environmental issues that can only be adequately tackled through cooperation at the level and scale of the macro-region. The specific objectives are i) to ensure a good environmental and ecological status of the marine and coastal environment by 2020 in line with the relevant EU acquis and the ecosystem approach of the Barcelona Convention; ii) to contribute to the goal of the EU Biodiversity Strategy to halt the loss of biodiversity and the degradation of ecosystem services in the EU by 2020, and restore them in so far as feasible, by addressing threats to marine and terrestrial biodiversity; and iii) to improve waste management by reducing waste flows to the sea and, to reduce nutrient flows and other pollutants to the rivers and the sea. There are two topics identified as pivotal in relation to environmental quality in the Region: The marine environment and transnational terrestrial habitats and biodiversity. In relation to CC, enhancing cooperation in this area, through different actions such as conducting adequate comprehensive risk assessment as well as developing a regional strategy on CC Adaptation (CCA), will make the region more resilient to such changes. The amended EUSAIR Action Plan in 2020⁴⁶⁰ noted the same objectives.

9.2.2 Design (JC1.1, JC1.2, JC 2.1)

The Env. & CC objectives are clearly stated in the EUSAIR document. Pillar 3 of the Strategy focusses on environmental quality, with respect to marine, coastal and terrestrial ecosystems in the Region. The pillar deals with environmental issues that can only be adequately tackled through cooperation at the level and scale of the macro-region. In addition, CC is considered as a horizontal principle in all pillars of the Strategy.

However, the design of EUSAIR presented various weaknesses, especially in terms of building the intervention on strong ownership by national stakeholders and ensuring alignment with EU programming cycle⁴⁶¹. These include participating countries having difficulty explaining EUSAIR objectives, value added and priorities to interested parties. Additionally, many national strategic documents were agreed upon prior to the introduction of EUSAIR, thus while national aims are quite often compatible with EUSAIR, there are few intrinsic links between the national goals and MRS. There

⁴⁵⁶ Council of the EU (2014): Council conclusions on the EUSAIR.

⁴⁵⁷ European Council (2019): General Affairs Council 09/04/2019.

⁴⁵⁸ EC(2020): Addendum to the communication concerning the EUSAIR COM(2020) 132 final.

⁴⁵⁹ EC(2014): Action Plan concerning the EUSAIR SWD(2014) 190 final.

⁴⁶⁰ EC(2020): Action Plan concerning the EU Strategy for the Adriatic and Ionian Region SWD (2020) 57 final, which replaces SWD (2014) 190 final.

⁴⁶¹ OECD & EU (2019): EUSAIR Synthesis Report: Multi-level Governance and Cross-Sector Practices Supporting the EUSAIR.

are few incentive mechanisms to ensure that national programming supports EUSAIR and little consideration or awareness that it could help to meet national objectives. The EUSAIR themes are often covered by programming documents, but they are not explicitly mentioned, which can limit its visibility as a development tool.

Furthermore, it is noted that EUSAIR's core goal is to improve coordination among EU policies and programmes on a cross-sector and cross-border and transnational basis. This objective is difficult to realise in part because the sector policies that support EUSAIR Pillars are part of established policy networks and implementation channels that are not necessarily structured to function in a cross-sector and multi-country manner. With incongruences between the EU Member States (EU MS) and the IPA beneficiary countries, meeting in "joint projects" is hardly possible on a larger scale. The two sets of countries have different development objectives: the EU MS act for development, growth and acceleration of collaboration while the IPA beneficiary countries act for alignment of EU policy fields, strengthening public institutions and compliance.

The OECD Synthesis report identified recommendations for improving the design of the intervention, which include: i) identification of large scale projects and common objectives based on a shared vision at the EUSAIR national coordination level; and ii) ensuring better timing between EUSAIR and the EU funds programming so that the EUSAIR objectives can be better integrated in the programming and reframing communication, such that inter-ministerial stakeholders know how the strategy is advantageous for them and can better meet national level objectives. The recommendations were implemented by i) selecting the flagships by the EUSAIR Governance under each Pillar and ii) with the new provisions in the Cohesion Policy regulations and IPA III framework including the objectives of coherence and timing.

The linkages between EUSAIR and global frameworks are limited. The EUSAIR was endorsed in 2014 before the global frameworks such as the Paris Agreement and the United Nations (UN) Sustainable Development Goals (SDGs) were adopted. There is therefore no mention of these frameworks in the original document from 2014.. The EC report on Implementation of EU MRS⁴⁶² notes in relation to other strategies (Alpine and Baltic) that there is a key challenge of alignment tasks/objectives with high-policy strategies and objectives such as the SDGs, the Paris Agreement or the EU's strategic initiatives and objectives. The revisions of the strategies may help to assess the contributions of the macro-economic strategies to the UN SDGs. The EC report on the EUSAIR facilitating the enlargement process⁴⁶³ notes that the EU pays great attention to the SDGs as they reinforce the connection between development and sustainability, enhancing the combination of the economic dimension with the social and environmental ones. It notes that SDG indicators may be relevant for EUSAIR communication. By outlining the relevance of this work for achievements of the SDGs, the EUSAIR may gain better public recognition, clearly showing its creation of public value at the local, national and macro-regional level.

There is evidence on the consistency of the EUSAIR with the evolution of the broader framework of EU external action. The Commission communication on EUSAIR⁴⁶⁴ notes that the Strategy brings a clear EU added value, while offering a golden opportunity for the participating counties to align their policies with **the EU 2020 overall vision**. A decade of experience with the inter-governmental Adriatic-Ionian Initiative is built up further through EUSAIR. Taking appropriate actions to address environmental issues faced by the macro-region will contribute to implementing the EU Environmental *acquis*, particularly the Marine Strategy Framework, Maritime Spatial Planning (MSP), Water Framework, Urban Wastewater Nitrates, Waste, Birds, Habitats Directives as well the Green Infrastructure Strategy. It will also contribute to achieving the goals set out in the Common Fisheries Policy, the EU Adaptation Strategy and the EU Biodiversity Strategy. EUSAIR makes a reference to the consistency with the Marine Strategy for the Adriatic-Ionian Seas⁴⁶⁵. The implementation of the Marine Strategy will support all countries in delivering on the Europe 2020 objectives⁴⁶⁶. The EC Implementation

⁴⁶² EC (2020): Report on the implementation of EU MRS SWD(2020) 186 final.

⁴⁶³ EC (2021): EUSAIR facilitating the enlargement process of Western Balkans, Final Report.

⁴⁶⁴ EC (2014): Communication concerning the EUSAIR COM(2014) 357.

⁴⁶⁵ EC (2012): A Maritime Strategy for the Adriatic and Ionian Seas COM(2012) 713.

⁴⁶⁶ Idem.

Reports⁴⁶⁷ note that EUSAIR should align its work with ongoing processes, such as the Berlin process, the Energy Community, the Union for the Mediterranean, the Secretariat of the Barcelona Convention, Regional Cooperation Council and the Transport Community Treaty. In 2020, the Commission report⁴⁶⁸ notes that a revision of the EUSAIR action plan should ensure its contribution to national and EU policies (for EUSAIR relevant sectors) and priorities (A stronger Europe in the world', the 'European Green Deal', 'an economy that works for people') and add the flexibility needed to allow for prompt reactions to crises and to keep abreast of changing needs. The EC report facilitating the enlargement process of Western Balkans⁴⁶⁹ in 2021 provides a framework pairing EUSAIR pillars with the Green Agenda for the Western Balkans.

There is a good degree of alignment between the actions supported and EUSAIR Env. & CC priorities identified at design stage. The Pillar 2 "(Connecting the Region) the EUSAIR Action Plan presents an indicative list of actions per topic of the Pillar. For example, indicative actions under marine environment include: increasing marine knowledge; enhancing the network of Marine Protected Areas; exchanging best practices among managing authorities of Marine Protected Areas; implementing MSP and Integrated Coastal Management. The EC report on the implementation of MRS⁴⁷⁰ notes that under Pillar 3 (Environmental Quality) there is ongoing work to identify an initial list of projects that should be agreed by consensus. Efforts are also made to develop cross-pillar projects on themes like "combining Integrated Coastal Zone Management (ICZM) and MSP" as inclusive and complementary governance tools; or "large-scale pollution contingency plans".

Analysis of strategic documents provide evidence that EUSAIR took into account the main challenges and needs of the Enlargement countries. EUSAIR was built on several existing regional cooperation platforms and builds upon existing cooperation between countries of the Region (e.g., EU cross-border and transnational cooperation programmes). Connectivity, environment and tourism are indeed the themes that the Adriatic-Ionian Initiative (covering the same group of countries) identified since 2000 as issues of common strategic relevance to all eight countries concerned and that, since then, are subject to close cooperation among them. There was an extensive consultation process prior to the EUSAIR document design⁴⁷¹. The consultations lay bare some differences regarding priorities to be pursued. These differences resulted from recent history, socio-economic disparities and differences in institutional capacities. The consultation process thus revealed expectations and interests in relation to the Strategy that varied by country, rather than according to the particular sector or type of stakeholder concerned. A feature peculiar to the EUSAIR is that it involves both EU-countries and non-EU countries. This entails added value in terms of external policy and enlargement since it bolsters preparation for accession of participating candidate and potential candidate countries. Moreover, far from creating new borders and bringing territorial continuity into jeopardy, the Strategy will allow to exploit synergies, notably with the EU Strategy for the Danube Region (EUSDR) which includes five EUSAIR countries and addresses transport, energy and the environment as key fields of action.

The analysis of the EUSAIR strategic documents and related reporting documents showed no evidence that gender and youth issues⁴⁷² are considered in these documents.

There is a growing understanding of EUSAIR by national partners. The EU 2020 Report on the Implementation of EU MRS⁴⁷³ notes that Enlargement countries have benefited and learned from working on an equal footing with EU MS. Institutions have built their capacities to work in a macro-regional framework and are able to implement their action plan, while stakeholders gained better understanding of the EUSAIR and what is expected from them. Despite different approaches, each country's administration has established an internal cooperation mechanism between the coordination ministries (Ministry of Foreign Affairs and authorities responsible for EU funds) and the

⁴⁶⁷ EC (2019): Report on the implementation of EU MRS SWD(2019) 6 final; SWD (2020), COM(2016)

⁴⁶⁸ EC (2020): Report on the implementation of EU MRS SWD(2020) 186 final.

⁴⁶⁹ EC (2021): EUSAIR facilitating the enlargement process of Western Balkans, Final Report.

⁴⁷⁰ EC (2019): Report on the implementation of EU MRS SWD(2019) 6 final.

⁴⁷¹ EC (2014): Supportive analytical document concerning the EUSAIR SWD(2014) 191.

⁴⁷² In 2021 the Isola Declaration of EUSAIR targeted youth issues.

⁴⁷³ EC (2020): Report on the implementation of EU MRS SWD(2020) 186 final.

relevant line ministries. However, due to the centralised administrative structure of most participating countries, local and regional levels are involved only to a limited extent.

However, the main challenges are at the political level, as there is still a gap between official political commitments and the ability of national administration to follow up on these. Line ministries have little involvement and poor awareness in sectoral administrations, which affect the overall decision-making capacity of the EUSAIR bodies and impact the desired objectives. The difference in administrative capacity and availability of human resources as well as the disparities in the internal organisation of the administration has an impact on the level of involvement of actors in national EUSAIR governing structures. Particular support should be given to IPA countries to increase their efforts and capability to embed EUSAIR priorities into the IPA III Strategic framework. EUSAIR responded in a flexible way to the changing context. In 2020 the Republic of North Macedonia became the ninth country to participate and it was followed by the EC amended EUSAIR Strategy in 2020 to reflect this development.

A good example of synergies between the EUSAIR and IPA multi country support to the Environment Partnership Programme for Accession (EPPA) was identified. The EPPA project prepared a Study on Green Infrastructure Development and Ecological Connectivity Status in Albania, Bosnia and Herzegovina, Montenegro, Serbia and North Macedonia. The study is the central product of the project's activity on support for the implementation of the EUSAIR in the area of nature protection and biodiversity. It is expected that the study will be used as a knowledge base for the programming of cross-border and trans-national Interreg programmes in the EUSAIR region.

9.2.2.1 Specific findings related to Env. & CC mainstreaming in EUSAIR

Relevant aspects of the environmental and climate *acquis* are considered as horizontal principles of the EUSAIR. There is a good degree of mainstreaming in the EUSAIR and its Action Plan, with Env. & CC considerations present in all pillars.⁴⁷⁴ Pillar 1 (Blue Growth) is about driving innovative maritime and marine growth by promoting sustainable economic growth. One of the specific objectives is to adapt to sustainable seafood production and consumption. Improved maritime governance and services can contribute to more sustainable use of existing natural resources and this to sustainable growth. Innovations in the sectors of fisheries, aquaculture and blue technologies have potential for supporting sustainable growth by mitigating environmental risk and by cutting emissions from vessels at sea and in ports. Particular focus is, among others, on making sustainable use of natural resources and reducing environmental risks. Pillar 2 (Connecting the Region) focusses on improving connectivity within the Region and with the rest of Europe in terms of transport and energy networks. Environmental impacts have to be duly considered (e.g., air emission) and infrastructure projects should be embedded in a wider sustainable transport plan lined to local and regional air quality plans. In this respect the EUSAIR flagship on Adriatic-Ionian Green/Smart hubs concept addresses this issue. Pillar 4 (Sustainable Tourism) focusses on developing the sustainable and responsible tourism potential of the Region, though innovative and quality tourism products and services.

The EC analytical report from 2014⁴⁷⁵ supporting EUSAIR provided a **qualitative evaluation of the effects of collective action under the main challenges on Env. & CC issues**, assuming governance structures are able to ensure implementation is put in place. Examples of impact on the environment include: aquaculture alleviating fishing pressure and thus helping to preserve fish stocks; marine biotechnology having the potential for contributing to the supply of healthy food products and thus contributing to improving the environmental situation of the Region; in marine transport, efficient and clean transport connections capable of absorbing effectively increased traffic flows, while paying due attention to CC effects and disaster risks, will attract foreign direct investment and tourism.

EUMRS Implementation reports from 2016 and 2019 do not provide evidence that Env. & CC issues mainstreaming was analysed or assessed in the implementation phase. EUMRS from 2020 notes that CC mitigation as a horizontal objective of the EUSAIR contributes across all the pillars to achieving the goals of the European Green Deal. It notes that in the future programming period, commitments to

⁴⁷⁴ EC (2014): Action Plan concerning the EUSAIR SWD(2014) 190 final.

⁴⁷⁵ EC (2014): Supportive analytical document concerning the EUSAIR SWD(2014) 191.

reducing the carbon footprint in the region needs to be boosted, particularly for the transport, energy and tourism sectors. It notes that the **EUSAIR is the ideal instrument to enable cooperation on joint actions, projects and processes supporting decarbonisation efforts in the region**. It recommends that any future revisions of the EUSAIR Action Plan should embed the EU target to make Europe a climate-neutral continent by 2050 and the connected targets of a toxic-free environment by combating pollution, enhancing the circularity of the economy and preserving and restoring biodiversity.

EC report on 'EUSAIR facilitating the Enlargement process'⁴⁷⁶ notes that **better coordination and mainstreaming of environmental issues in all infrastructure investments as well as awareness-raising and sustainable tourism projects could contrast the idea that environmental protection is an obstacle to economic development**. Recommendations for Pillar 3 note the need to ensure mainstreaming of green issues in all projects. The report also highlights how environmental quality crosses the other three EUSAIR pillars (i.e., sustainability of fisheries and aquaculture, low-carbon developments, limiting the ecological footprint preservation of natural resources and cultural heritage, inappropriate coastal development and marine litter, and issues affecting tourism such as air emissions, and resilience of the macro-region economies and societies in the face of existing and/or potential impacts of CC).

9.2.3 Linkages with EU MS (JC2.2)

There is high degree of coordination with the EU MS for the implementation of the EUSAIR. EUSAIR includes four EU MS: Italy, Greece, Slovenia and Croatia to tackle together recognised regional challenges. The EU MS are directly involved in the implementation of the strategy. The governance structure strengthens the cooperation and linkages. For instance, each pillar of the strategy is implemented by one EU and one non-EU MS. It is recognised⁴⁷⁷ that most actions or projects having an impact at the macro-regional scale will involve several countries who wish to cooperate and coordinate their efforts. The EU MRS Implementation Report from 2019⁴⁷⁸ notes that the very nature of MRS requires a change of mind-set among the key stakeholders, asking them to leave aside a purely national logic, and, instead to think and act in the interest of the entire Region. Since such a process takes time, tangible results are unlikely to come about in the short run. The participation of enlargement countries in the EUSAIR governance on equal footing with EU MS is considered to be capacity building, as it accustoms them to the EU working methods and prepares them for their future EU membership.

The OECD Report⁴⁷⁹ notes that successful national, trans-national and multi-level coordination is a key factor in achieving EUSAIR's ambitions. This is especially true since the "3 No's" (no new institutions, no new EU funding, and no new regulations) do not permit establishing formal strategy-specific institutional structures, founded on EU regulations, that could ensure such coordination; and particularly important given the fragmentation and diversity in terms of resources, tools and capacities of each country. Implementing the EUSAIR Action Plan requires the mobilisation and alignment and hence coordination of all available EU, international, national and private support. The report further notes that with respect to EU mechanisms, there is generally insufficient coordination between EUSAIR and EU-funded programmes. The coordination and cooperation between the Managing Authorities and relevant Operational Programmes (of the EU MS), and EUSAIR key implementers at the national level can be irregular despite being critical for transforming programme alignment into concrete funding opportunities. In order to address this issue, the Council conclusions on the implementation of EU macro-regional strategies in 2020⁴⁸⁰ recommended establishment of networks of Managing Authorities for relevant 2021-2027 EU funding programmes in order to ensure a coordinated implementation of the macro regional strategies Action Plan priorities and projects.

There is a gradually improving process of ensuring linkages and complementarity between the interventions of European actors. At the time of EUSAIR adoption, the process of drafting

⁴⁷⁶ EC (2021): EUSAIR facilitating the enlargement process of Western Balkans, Final Report.

⁴⁷⁷ EC (2014): Action Plan concerning the EUSAIR SWD(2014) 190 final.

⁴⁷⁸ EC (2019): Report on the implementation of EU MRS COM(2019) 21 final.

⁴⁷⁹ OECD & EU (2019): EUSAIR Synthesis Report: Multi-level Governance and Cross-Sector Practices Supporting the EUSAIR.

⁴⁸⁰ Council conclusions on the Implementation of EU macro-regional strategies. 13424/20 (3 December 2020)

programming documents for 2014-2020 was already completed, therefore it was challenging for the implementors to include EUSAIR priorities into the relevant funding programmes. EU MRS Implementation report⁴⁸¹ in 2016 noted that efforts were made to promote sustained cooperation between the European Structural and Investment Funds (ESIF) and IPA programme authorities and EUSAIR key implementers. This means that ESIF, IPA and other relevant national and regional funding streams should contribute to the achievement of EUSAIR objectives. The process is on-going and will require coordination among the different actors concerned. The EU MSR Report⁴⁸² from 2020 introduces the process of “embedding” – including EUSAIR priorities into mainstream (national/regional) 2021-2027 European Structural and Investment (ESI) and IPA programming documents. The process of embedding EUSAIR priorities in the next generation (2021-2027) of ESI and IPA funding programmes has been central among the EUSAIR governance structures following the request of EUSAIR ministers (in the Catania Declaration, 24 May 2018). Governance structures jointly agreed on common priorities and to identify macro-regional measures and projects to be implemented through coordinated planning and programming of national/regional ESI and IPA funds ‘mainstream’ programmes.

EU support under EUSAIR has provided benefits that would have not existed if other actors had provided support on their own. In 2013 the EC report⁴⁸³ on value added of MRSs noted that prominence should be given to issues which are of strategic relevance, providing genuine value-added in relation to horizontal community policies, with particular reference to the Europe 2020 Strategy. In the case of MRS covering countries at different stages of development it is important to include challenges where increased cooperation is crucial (e.g., environmental and climate cooperation). In 2017 the Interact report on added value of MRS⁴⁸⁴ identifies immediate environmental benefits for the projects implemented under MRS such as: thematic focus on shared environmental resources or environmental issues specific for the macro-region; making use of macro-regional networks both in the project development and implementation phase e.g., for collection or validation of information; exploiting leverage possibilities by increasing awareness about the credibility of project activities and results through links to MRS and their forums and actions becoming only meaningful in a wider context with prime examples of Env. & CC.

9.3 Effects of EU support

9.3.1 Evolution of the policy and legal framework (JC5.1)

The study on MRS and their links with Cohesion Policy⁴⁸⁵ assessed the degree of progress towards the indicators. The indicators show that there is a need to establish marine protected areas and improve the ecological status. With respect to the latter, the countries, with the exception of Italy, and the aggregate macro region perform above the EU-median, which does not indicate a need as such. The share of waterbodies below good status is, however, significant. Human activities on the sea can affect the biodiversity of the sea. If appropriate agreements are not made on the utilisation of the sea, conflicts can arise between sectors and activities, but also lead to inefficient use of water resources. When it comes to the protection of the marine biodiversity through marine protected areas, coordinated MSP can enable a more efficient allocation of marine protected areas due to reduced inefficiencies and increased synergies. Under the consideration that coastal and transitional waterbodies may stream further into the deeper sea and decrease the status of the Adriatic-Ionian Sea as a whole, there is a need to improve the ecologic status of waterbodies on a macro-regional scale. All countries can be affected by the behaviour of another. Habitats are at last not constrained by national territories but by the borders of the sea basin. The topic ‘Threat to coastal and marine biodiversity’ addresses the threat of overfishing, habitat degradation, alien species invasion, and human use of marine and coastal space. The biodiversity is seen as the basis for tourism, fishing, and

⁴⁸¹ EC (2016): Report on the implementation of EU MRS COM(2016) 805 final.

⁴⁸² EC (2020): Report on the implementation of EU MRS COM(2020) 578 final.

⁴⁸³ EC (2013): Report concerning the added value of MRS COM(2013) 468 final.

⁴⁸⁴ Interact (2017): Added Value of MRS. Project and programme perspective.

⁴⁸⁵ EC (2017): Study on MRS and their links with Cohesion Policy.

cultural heritage. The allocated theme is therefore Marine Biodiversity, as measured by the indicator 'Environment Sea Status' and 'Coverage of Marine Protected Areas'.

The indicator on the ecological status shows that most countries have lower shares of coastal and transitional waterbodies below "Good Ecological Status" than the rest of Europe, which is also reflected in the high benchmarking scores. In relation to Pollution of the Sea, the indicators on the sea environment do not flag a specific need when measured by the benchmarking: the Adriatic-Ionian region performs above the EU-median. However, the share of coastal and transitional waterbodies below "Good Ecological Status" is high on the aggregate as well as individual level. The assessment of the marine litter dimension highlights a clear need for intervention due to pollution levels of beaches and sea-beds that are substantially higher than in other seas. Lastly, the frequency of occurrence of marine litter in fish's guts is only in some regions high. In relation to transnational terrestrial habitats and biodiversity, the data does not highlight a need for action with certainty due to the old data included for the (potential) candidate countries. The omnipresent impact of CC and the dedicated attention to it in the ESI of this budget period underline, however, the relevance of action in the European context. Terrestrial habitats are not affected by national borders and can stretch over a transnational geography. A coordination in the preservation and protection of biodiversity is therefore relevant in the macro-regional context.

The interviews provided evidence on **difficulties on measuring the results as the indicators in the national IPA projects are not well aligned with the EUSAIR.**

9.3.2 Broader effects (JC6.1-JC6.5)

The EUSAIR⁴⁸⁶ contributed to the enlargement process by focussing on four main aspects: i) by easing the adoption of the *acquis* Communautaire in the Western Balkans countries; ii) by fostering administrative capacity with grounded, evidence-based policies, especially generating cohesion competencies in the Western Balkans countries; iii) by offering a framework where different levels (multi-level governance), processes, strategies, and funds (EU and non-EU) may converge; and iv) by promoting a strong involvement of stakeholders and participatory policy-making that increase the accountability of governments and consolidate democracy.

No information on concrete results on EUSAIR were obtained from the case study countries (i.e., North Macedonia, Serbia). The countries noted in general the **importance of the EUSAIR objectives and its positive role in stimulating networking and exchange of good practices.** It is expected that under IPA III the contributions and results will be better aligned.

Broader effects of EUSAIR include the main achievements for Pillar 3 noted in 2018⁴⁸⁷: i) four mono-pillar project concepts agreed to be further developed with the support of the EUSAIR Facility, ii) the start of monitoring and evaluation of Pillar 3, and iii) official recognition of the development of inter-pillar Matrix by the Governing Board (GB) and Montenegro has recognised it as official methodological tool for identification and development of possible inter-cross-pillar project ideas. Table 52 presents the project concepts presented in 2020.

⁴⁸⁶ EC (2021): EUSAIR facilitating the enlargement process of Western Balkans, Final Report.

⁴⁸⁷ EU (2019): EUSAIR Achievements 2018.

Table 52 Project concepts presented in 2020

Project	Description
DINALPCONNECT	Transboundary ecological connectivity of Alps and Dinaric Mountains, financed by ADRION, strengthens transnational and sectoral cooperation, connecting the Dinaric Mountains with the Alps enabling the long-term protection of biodiversity to mitigate CC and to establish a network of Natura2000 sites and protected areas in the region.
SEAVIEWS	SEctor Adaptive VIRTual Early Warning System for marine pollution, financed by ADRION, aims to develop a transnational repository network that will receive, store and analyse data about sea water quality from smart sensors. Individuals will be able to post real time observations regarding marine pollution using an application. Big data analytics tools will be used making this an innovative virtual early warning system for preventing and managing marine pollution.
Projects proposed for Pillar 3	<ul style="list-style-type: none"> • 3MPS – monitoring and management of marine protected marine species • ASOSCoP – transnational contingency plan in the event of accidents at sea • ICAM&MSP sustainable development of the coastal and maritime zones • PET HAB ECO – protection and enhancement of natural habitats and terrestrial ecosystems.

The EUSAIR Action Plan provide a list of targets to be achieved by the implementation of the Action Plan.

Table 53 EUSAIR Action Plan targets⁴⁸⁸

Topic	Targets
The marine environment - Threat to coastal and marine biodiversity	<ul style="list-style-type: none"> • Establishment of a common infrastructure platform with participation of all countries for data collection, research, and laboratory analysis by end of 2015 • 10% surface coverage of Adriatic and Ionian Seas by Marine Protected areas • Adoption of MSP and integrated coastal management strategies by EU MS by 2017 and for coastal candidate and potential candidate Countries by 2018 • Achieving Good Ecological Status of the Adriatic and Ionian Seas by 2020 • Enhancement of a marine NATURA 2000 network and a coherent and representative network of MPAs under the Marine Strategy Framework Directive by 2020
The marine environment - Pollution of the sea	<ul style="list-style-type: none"> • Reduction of marine litter in line with Marine Strategy Framework Directive and 7th Environment Action Programme targets by 2020 • Reduction of anthropogenic nutrient flows to the Adriatic and Ionian seas to ensure that by 2021 eutrophication is minimised • A joint contingency plan for oil spills and other large scale pollution events adopted by 2016 and measures to enable joint and coordinated emergency response implemented by 2020
Transnational terrestrial habitats and biodiversity	<ul style="list-style-type: none"> • Establishment of transnational management plans for all terrestrial eco-regions, shared by two or more participating countries • Enhancement of NATURA 2000 and Emerald networks in the Region

Source: EUSAIR Action Plan

On the EUSAIR strategy level there is evidence that the EUSAIR implementation will continue. There is ongoing work on embedding EUSAIR objectives into ESI/ IPA III programming exercises in order to enable funding for 2021-2027.

There was **no evidence found on sustainability at the individual interventions level.**

9.4 Implementation approaches

9.4.1 Efficiency (JC4.1, JC4.2)

The review of literature suggests that EUSAIR is present in the policy dialogue discussions to a limited extent. EU Progress reports for Albania and Montenegro note that the countries continue to participate in the EUSAIR. Under Montenegro presidency in the EUSAIR, Montenegro hosted a meeting of the Ministers of Foreign Affairs of the region in 2019. The Study on MRS and their links with Cohesion Policy noted that 31% and 56% of the respondents at policy level strongly or somewhat agree that the MRS process facilitates synergies between policies and helps to better understand the big picture at

⁴⁸⁸ The targets are planned to be updated to be in line with the EU Biodiversity Strategy 2030.

the policy level. The findings in the interviews of the report show that it is still early days with regard to increase in policy dialogue.

The Strategy is implemented, inter alia, by mobilising and aligning existing EU and national funding of relevance to the four pillars and topics. By endorsing the Strategy, the Governments of the participating countries commit themselves to drawing on this funding to implement the Action Plan. In particular, the ESIF and the IPA for 2014-2020 provide significant resources and a wide range of tools and technical options. Other funds and instruments relevant to the pillars include: Horizon 2020, Life Programme, Western Balkan Investment Framework (WBIF), European Investment Bank (EIB) and other International Financial Institutions (IFIs). All four Thematic Steering Groups (TSG) – though at a different level of development - identified preliminary lists of priority actions⁴⁸⁹ and projects within their respective pillars, acknowledged to have a distinct macro-regional added value and to contribute to the implementation of the EUSAIR Action Plan. These shortlisted actions and projects are now at different stages, going from project ideas to be developed from scratch to bankable projects ready for funding. Under Pillar 3 “Environmental quality”, TSG 3 is working to identify an initial list of projects that should be agreed by consensus by the participating countries. Efforts are also made to develop cross-pillar projects on themes like: “combining ICZM and MSP” as inclusive and complementary governance tools; or “large-scale pollution contingency plans”. TSG 3 has also developed a matrix covering the four Pillars. Its aim is to provide the TSGs with a tool which would allow to screen their project proposals with a view to assess synergies or conflicts with the other Pillars.

ADRION Programme (Interreg) was designed to support the governance and in part also the implementation of the EUSAIR. Therefore almost the totality of its funds serves the objectives of the EUSAIR. ADRION mainly contributes to the exchange and transfer of experience, supports transnational intervention and promotes capacity building. The programme funds networking structures, joint management systems and cooperation agreements, strategies and action plans, methodologies and tools and pilot actions. Based on the ADRION website there are 33 projects being implemented in the field of environment. ADRION also funds a project on EUSAIR Facility Point which is helping TSGs to develop macro-regional project concepts and to monitor and evaluate the Action Plan implementation. As EUSAIR implementation comes with no new or additional funds, meaning that stakeholders or beneficiaries needs to look at a variety of available EU, international, national and private funding instruments in order to finance their activities. The EC Report on EUSAIR implementation notes that emphasis should be given to the development of capacity to matching funds, project ideas and proposals. The Stakeholder Platforms could play a role in helping to identify funding opportunities and connecting EUSAIR governance and stakeholders.

The interviews provided the evidence that ADRION programme supports the IPA beneficiary countries participation by developing specific approaches (e.g., organising specific calls for environmental projects and providing advance payments to IPA countries). It was also highlighted that the participation is uneven, given the available budget 85/15 ratio between European Regional Development Fund and IPA contributions.

In 2020 EUSAIR stakeholders identified flagships which will be embedded into the IPA/ESI Programming documents. Under Pillar 3 (Environmental Quality) three flagships were proposed i) Development and implementation of Adriatic-Ionian Sub-regional oil spill contingency plan; ii) Protection and enhancement of natural terrestrial habitats and ecosystems; and iii) Promotion of sustainable growth of the Adriatic and Ionian region by implementing ICZM and MSP also to contribute to the Common Regional Framework on ICZM of Barcelona Convention and the monitoring and management of marine protected area.

In order to increase the knowledge exchange between projects, ADRION has gathered the most relevant thematic areas of the programme into five thematic clusters paving the way for result-oriented synergies linked to the new Cohesion Policy’s objectives. The clustering approach⁴⁹⁰ supports

⁴⁸⁹ EC (2020): Report on the implementation of EU MRS SWD(2020) 186 final; EC (2019): Report on the implementation of EU MRS SWD(2019) 6 final.

⁴⁹⁰ Information on clustering: <https://www.adrioninterreg.eu/index.php/2020/03/04/adrion-thematic-cluster-on-coastal-and-marine-environment-management/>

the creation of synergies between projects, helps the development of thematic analysis and the identification of new areas and fields of intervention as well as helps to increase the promotion of the projects in a more strategic way.

9.4.2 Coordination and linkages with other donors (JC3.1, JC3.2)

As mentioned above, at the time of EUSAIR launch in 2014 the programming processes for EU funds 20014-2020 were already finalised, therefore integration of EUSAIR objectives and priorities into the funding programmes was a gradual process. The nature of MRS structures is systematised by the “3 No’s” principles (no new institutions, no new regulations and no new funding). As a consequence to that these strategies are voluntary-based, purpose driven forms of cooperation. Funding of EUSAIR objectives comes from the existing EU funds. In 2016 it was noted⁴⁹¹ that efforts were made to promote sustained cooperation between IPA programme authorities and EUSAIR key implementers. This means that the IPA III and other relevant national and regional funding streams should contribute to the achievement of EUSAIR objectives. In 2019⁴⁹² a number of EU funds contributions to EUSAIR was assessed. It noted that 12 IPA II programmes are relevant for the EUSAIR, among them, three Interreg programmes. Four IPA II National and one IPA CBC opened the participation in their Monitoring Committee to EUSAIR key implementers. Three IPA-CBC programmes attributed extra-points to EUSAIR labelled projects. An aggregated amount of EUR 7,146,110 from IPA II was noted as contribution to EUSAIR. In 2020⁴⁹³ it was noted that six years after implementing the EUSAIR, awareness about it has increased among national/regional (mainstream) IPA programmes. It was noted that it is an encouraging sign, but the embedding process should bring more meaningful results in 2021-2027. The recent report for EU Strategy for EUSAIR facilitating the enlargement process of Western Balkans countries features a table with a comparative overview of the EUSAIR objectives and *acquis* chapters and it also includes EUSAIR Flagships per pillar in the light of EU integration. Each Pillar is paired with the IPA III thematic windows and other instruments. The main challenge in the realisation of these flagship projects concerns their effective embedding in mainstream funding programmes (IPA III) and the territorial cooperation programmes.

Implementation of the EUSAIR is a joint effort of EU and Non-EU MS and the EC. The monitoring and evaluation of the EUSAIR progress towards objectives is regularly assessed and discussed. The EC published reports on the implementation of the EU MRS in 2016, 2019 and 2020. The EUSAIR document from 2014 notes that evaluation will be based on the work of the pillar coordinators, who will report progress towards targets and the participating countries will organise an Annual Forum to evaluate results, to consult on revised actions and to develop new approaches. The EUSAIR Action Plan provides a chapter on monitoring, reporting and evaluation and notes the need to set up a baseline situation and setting results indicators aimed at capturing the change. In 2016 ⁴⁹⁴ it was noted that a sound monitoring system based on results-oriented action is crucial to make it possible to measure, steer and report on each MRS to inform decision making. In 2019 new monitoring tools were being developed with the support of the European Observation Network for Territorial Development and Cohesion (ESPON) programme. ESPON tool aims at providing a practical and operational online platform to continuously observe the territorial development trends and patterns taking place in Europe and its macro-regions. Generally, assessment of how the implementation of the EUSAIR Action Plan is being carried out is a task for Pillar Coordinators, due to report on their activities and achievements to the GBs once per year. As from 2018, the Facility Point, under Greek leadership, is complementing the Pillar Coordinators work by developing a more in-depth monitoring and evaluation system, collecting data, building a knowledge base, establishing baselines, indicators and targets and working on an annual monitoring report. In their annual reports to the GB, the TSGs carry out progress assessments on the implementation of the EUSAIR action plan, which give an overview of the activities, achievements, results and challenges encountered during the reporting year. A more structural monitoring system by the EUSAIR Facility Point strategic project is planned under the working package

⁴⁹¹ EC (2016): Report on the implementation of EU MRS COM(2016) 805 final.

⁴⁹² EC (2019): Report on the implementation of EU MRS SWD(2019) 6 final.

⁴⁹³ EC (2020): Report on the implementation of EU MRS SWD(2020) 186 final.

⁴⁹⁴ EC (2016): Report on the implementation of EU MRS COM(2016) 805 final.

on 'building capacities for monitoring and evaluation of the EUSAIR'. The OECD Synthesis report⁴⁹⁵ notes that in the case of EUSAIR monitoring and evaluation mechanisms are being developed for the strategy as a whole. While these will be highly beneficial, they should be complemented by such systems at the country level.

9.5 Annexes

9.5.1 Annex 1: List of persons consulted

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
DI PAOLA, Giuseppe	(EU) DG REGIO.DDG.D.1	Policy Coordinator - EU Policies
LUCIANI, Giacomo	(EU) DG REGIO.DDG.D.1	Programme Assistant - EU policies
DI PIAZZA, Barbara	Interreg - ADRION Joint Secretariat	Head of Joint Secretariat Interreg VB Adriatic-Ionian

9.5.2 Annex 2: List of documents

9.5.2.1 EU Strategy Programming

- Council of the EU (2014): Council conclusions on the EUSAIR.
- European Council (2019): General Affairs Council 09/04/2019.
- EC (2020): Action Plan concerning the EU Strategy for the Adriatic and Ionian Region SWD (2020) 57 final, which replaces SWD (2014) 190 final.
- EC (2020): Addendum to the communication concerning the EUSAIR COM(2020) 132 final.
- EC (2020): Report on the implementation of EU MRS COM(2020) 578 final.
- EC (2020): Report on the implementation of EU MRS SWD(2020) 186 final.
- EC (2019): Report on the implementation of EU MRS COM(2019) 21 final.
- EC (2019): Report on the implementation of EU MRS SWD(2019) 6 final.
- EC (2016): Report on the implementation of EU MRS COM(2016) 805 final.
- EC(2014): Action Plan concerning the EUSAIR SWD(2014) 190 final.
- EC (2014): Communication concerning the EUSAIR COM(2014) 357.
- EC (2014): Supportive analytical document concerning the EUSAIR SWD(2014) 191.
- EC (2013): Report concerning the added value of MRS COM(2013) 468 final.
- EC (2012): Blue Growth – opportunities for marine and maritime sustainable growth COM(2012) 494 final.
- EC (2012): A Maritime Strategy for the Adriatic and Ionian Seas COM(2012) 713.
- EU (2008): Directive 2008/56/EC of the European Parliament and of the Council of 17 June 2008 establishing a framework for community action in the field of marine environmental policy (Marine Strategy Framework Directive).

9.5.2.2 EU Reporting

- EC (2021): EUSAIR facilitating the enlargement process of Western Balkans, Final Report.

9.5.2.3 Project documentation

- EU (2019): EUSAIR Achievements 2018.

9.5.2.4 Other

- Adriatic & Ionian Initiative (AII) (n.d.): Webpage, About. <https://www.aii-ps.org/about>
- EC (2017): Study on MRS and their links with Cohesion Policy.
- EU (2012): The Progress of the EU's IMP.
- European Council (2019): General Affairs Council 09/04/2019.
- Interact (2017): Added Value of MRS. Project and programme perspective.
- Kelemen, Á. (2013): Assessing the added value of MRS – Environment.
- OECD & EU (2019): EUSAIR Synthesis Report: Multi-level Governance and Cross-Sector Practices Supporting the EUSAIR.

10 Regional Case Study – EU4Climate

10.1 Introduction

10.1.1 Context

All **six countries** targeted by the EU4Climate action – Armenia, Azerbaijan, Belarus, Georgia, Republic of Moldova and Ukraine – have a **common ambition** and ongoing reforms towards the **alignment with the EU *acquis*** and building stronger national capacities for the implementation of the 2015 Paris Agreement (PA) on Climate Change (CC).

The **energy sector** is the main source of Greenhouse Gas (GHG) emissions in the region and the principal sector to be addressed by the Nationally Determined Contributions (NDC) and Low-Emission Development Strategies (LEDS) implementation. Although the majority of these countries provide access to the electricity grid and gas distribution networks for most citizens and businesses, the challenges they face relate to sustainability, efficiency and reliability of energy services. Specifically, these challenges are linked to the inefficient use of energy, frequent power cuts, increasing energy costs, lack of sustainable and affordable heating in winter, and the slow uptake of Renewable Energy (RE)⁴⁹⁶.

There are several **differences between the countries** of the region. First, Ukraine, Moldova and Georgia are members of the Energy Community. Second, Georgia, Moldova and Ukraine have signed Association Agreements (AAs) and Armenia a Comprehensive and Enhanced Partnership Agreement (CEPA) with the EU, which contain specific commitments for the countries to align with EU Regulations on ozone-depleting substances and fluorinated GHG (f-gases). There are also specific provisions for: i) the Emission Trading System (ETS) Directive in the case of Armenia, Moldova and Ukraine; ii) the Monitoring and Reporting Regulation and the Accreditation and Verification Regulation in the case of Armenia; and iii) the Fuel Quality Directive for Moldova. Third, while all six Eastern Partners have submitted Intended NDC (INDCs), which have already become NDCs, targeted countries have different statuses and commitments under the United Nations Framework Convention on Climate Change (UNFCCC) (e.g., Belarus and Ukraine are Annex I countries⁴⁹⁷). Moreover, progress towards the targets established in the INDCs/NDCs differs from one country to another. Some countries are more advanced than others in terms of implementing the PA. For instance, Ukraine and Moldova have put in place Low-Emission Development Strategy (LEDS).

10.1.2 Focus of the case study

This case study focusses on the EU regional support provided to the six Eastern Partnership (EaP) countries in the field of CC through the regional intervention ‘**EU4Climate**’ (also referred to as the “Programme” hereafter). EU4Climate has been considered as the EU’s flagship CC intervention to support the implementation of the PA, which all six countries have signed, in the Eastern Neighbourhood region. It has been one of the largest EU Technical Assistance (TA) intervention for the ENI region during the period under review.

The case study pays special attention to design issues (EQ1) and achievements in terms of policy development and broader results (EQ5 and EQ6).

⁴⁹⁶ EU (2018): EU4Climate (C-387538) - Description of the action.

⁴⁹⁷ Annex I Parties include the industrialized countries that were members of the OECD in 1992, plus countries with economies in transition (the EIT Parties), including the Russian Federation, the Baltic States, and several Central and Eastern European States. Non-Annex I Parties are mostly developing countries. Certain groups of developing countries are recognized by the Convention as being especially vulnerable to the adverse impacts of climate change, including countries with low-lying coastal areas and those prone to desertification and drought. Others (such as countries that rely heavily on income from fossil fuel production and commerce) feel more vulnerable to the potential economic impacts of climate change response measures.

10.2 Design

10.2.1 Overview of EU support to Env. & CC in the region

10.2.1.1 The regional strategic framework

The **EaP** initiative represents the Eastern dimension of the European Neighbourhood Policy (ENP) and aims to deepen and strengthen relations between the EU and its six Eastern neighbours. The *20 Deliverables for 2020*, adopted at the EaP Summit in 2017, asks under its priority III (connectivity, Energy Efficiency (EE), Env. & CC) for enhanced Climate Change Mitigation (CCM) & Climate Change Adaptation (CCA) efforts to help partner countries to develop more efficient economies, and reduce their vulnerability to the adverse impact of CC.

During the period under review, the EU has put increasing attention to the energy security and climate action both of the EU and of its partners. The 2015 Joint Communication on the ENP⁴⁹⁸ presents "*energy security and climate action*" as a joint priority for cooperation and calls for the "*promotion of the full implementation of the expected Paris Climate Agreement and its subsequent developments*". The EU commits to share best practices, including on the introduction of "*robust emissions monitoring, reporting and verification frameworks, including in the longer term, emission trading systems, which could be linked to the EU emissions trading system as they become ready.*"

As mentioned above (see section 10.1), Georgia, Moldova and Ukraine have signed AAs and Armenia a CEPA with the EU, which contain specific strategic orientations on Env. & CC.

10.2.1.2 The EU4Climate Programme

EU4Climate, which began in early 2019⁴⁹⁹ and runs until 2022, is implemented under indirect management with the United Nations Development Programme (**UNDP**). The Programme aims to support the development and implementation of climate-related policies by the six EaP countries, which contribute to their low emission, climate resilient development and their commitments to the PA. The Programme's ambition is to **limit CC impact** on citizens' lives and make them more resilient to it⁵⁰⁰.

EU4Climate is designed to identify key actions and results in line with the PA as well as the key global policy goals set by the UN 2030 Agenda for Sustainable Development. The intervention is also tasked to translate into actions the priorities outlined in the **Ministerial Declaration** on Cooperation on Env. & CC in the EaP of October 2016⁵⁰¹. As mentioned above (section 10.2.1.1), the *20 Deliverables for 2020* asks under Priority III on 'Connectivity, EE, Env. & CC' for enhanced CCM and CCA efforts to help EaP countries in developing more efficient economies whilst becoming less vulnerable to the adverse impact of CC.

The Programme builds on the results and lessons from the EU-funded **ClimaEast intervention** (2013-2017) that supported CCM and CCA in the Neighbourhood East and Russia. In particular, EU4Climate builds on the GHG emissions/sequestration monitoring and analysis generated by the ClimaEast pilots for the outputs and activities related to MRV systems and sectoral planning in the forestry and land use sectors.

The EU financial contribution EU4Climate's four-year **budget** is EUR 8 million. It is distributed between: i) regional activities managed by UNDP regional office (32%), and ii) focussed national activities in each of the EaP countries, i.e., Ukraine (12%), Belarus (14%), Moldova (10%), Azerbaijan (10%), Georgia (12%) and Armenia (10%).

Climate-related action is also indirectly addressed by the EU4Energy programme, a four-year project on improved energy data and evidence-based energy policy-making in Eastern Europe, Caucasus and Central Asia. Another **complementary intervention** is the EU4Environment programme, which aims to help deliver policy and legislative changes in the environment sector, make planning and investment

⁴⁹⁸ EC (2015): Review of the European Neighbourhood Policy JOIN (2015) 50 final.

⁴⁹⁹ The official start of the activities was 15/12/2018 (contractor signature date: 14/12/2018), but the main activities actually started in early 2019.

⁵⁰⁰ EU (2017): Decision 40633 Climate Action Regional Programme.

⁵⁰¹ EC (2016): Declaration on Cooperation on Env. & CC in the EaP. https://ec.europa.eu/environment/international_issues/pdf/declaration_on_cooperation_eastern_partnership.pdf.

greener, and stimulate the uptake by the enterprise sector of innovative products and technologies, as well as to create new 'green' jobs.

10.2.2 Design (EQ1/JC1.1, JC1.2)

There is converging evidence on the high relevance of the EU4Climate intervention. Interviews show that EU4Climate is perceived as highly relevant by all stakeholders. The Programme responds to clear needs in terms of enhancing the policy and legal framework of EaP countries as well as in terms of institutional capacity strengthening. The high degree of relevance was underlined in the 2020 Results-Oriented Monitoring (ROM) report: *"EU4Climate adequately addresses the current needs and rights of its beneficiaries"*. Among national partners, there is high adherence to the UNFCCC process and alignment to EU *acquis*, two dimensions which EU4Climate focusses on.

The design of EU4Climate builds on lessons from previous interventions and complements other initiatives supported by the EU and other International Organisations (IOs) at both national and regional level. In addition to ClimaEast which EU4Climate directly stems from (see section 10.2.1.2), the design of the Programme builds on various past regional interventions such as INOGATE⁵⁰², but also on UNDP's direct involvement in the UNFCCC process at global level. EU4Climate particular design thus lies in its strong policy dimension and the focus on NDCs, reflecting a key lesson from ClimaEast related to the need to better concentrate efforts on the policy level. EU4Climate is also one of the first regional interventions with a dedicated component aimed at strengthening 'adaptation planning' in EaP countries⁵⁰³.

As mentioned above, there are also explicit linkages with other EU regional initiatives such as EU4Energy and EU4Environment, which supports CCM through the design and implementation of specific EE and RE action plans. Linkages have been strengthened via the joint participation of the different interventions in the same regional events such as the 2021 Climate Finance Forum⁵⁰⁴.

In addition, the EU4Climate activities that focus on enhancing the mobilisation of climate finance in the region have a clear potential for synergies with EU support provided in the form of blending in the framework of the regional Neighbourhood Investment Facility as well as in other forms such as the Trust Fund on EE in Ukraine.

The importance of taking into account the differentiated needs of partner countries was a key lesson of past interventions and it was well integrated in the design of EU4Climate. In addition to the regional activities that covers all countries of the region, the Programme provides tailored TA to national institutions taking into account the different stages in which they are in terms of low emission and climate resilient development as well as their different policy and institutional contexts.

While the relevance of the regional level to support the various initiatives targeted by EU4Climate was not explicitly discussed in design document, working at the regional level has presented clear advantages. As mentioned in section 10.2.1.2, the budget of EU4Climate was distributed to regional and country level activities. While the added value of a regional programme to support regional activities (such as regional networking events) is obvious, bringing the national activities under a regional umbrella also has its benefits. First, it facilitates the identification and sharing of good practices or successful innovative initiatives. Second, although UNDP country offices play an important role in planning and monitoring, having a regional umbrella structure ensures efficiency gain by harmonising and centralising (at UNDP regional office level, via a dedicated 'National Coordinator') important aspects of budget management and monitoring and reporting processes.

The way the Programme was designed ensures a strong alignment with international frameworks and EU policy frameworks. The objectives and the focus of the planned activities are precisely to consolidate

⁵⁰² Source: <http://www.inogate.org/pages/1?lang=en>.

⁵⁰³ As highlighted in interviews, support to CCA is particularly relevant in Belarus and Ukraine as these countries don't have access to certain global sources of funding such as the Green Climate Fund.

⁵⁰⁴ EU4Climate (n.d.): Climate Finance Forum: Financing the NDCs and Ensuring Technology Transfer in the EaP Region. <https://eu4climate.eu/2021/09/23/climate-finance-forum-financing-the-ndcs-and-ensuring-technology-transfer-in-the-eap-region/>.

EaP countries commitments to the PA and strengthen alignment with EU *acquis* as provided by bilateral agreements with EU and in the framework of the Energy Community Treaty.

Overall, the design of the Programme is internally consistent. There is an explicit logic that is followed in designed document with clearly identified components and objectives. The 2020 ROM report noted: *“The EU4Climate intervention logic is coherent, as far as the outputs delivery allows expecting achieving the foreseen outcomes. (...) The key outputs in the elaborated intervention logic have been disaggregated into a total of 27 activities, associated with 21 appropriate output indicators (...). The defined indicators are closely linked to the results to be achieved.”*

While there has been limited integration of gender equality in the design of the Programme, there has been attention given to this cross-cutting issue during implementation; references to youth are absent in design documents and very limited in progress reports. The design of EU4Climate doesn't include any specific objective nor any result indicator related to gender equality and it didn't rely on any specific gender analysis. Needs related to gender equality are not identified in design documents. However, the design documents foresee that: *“The EU4Climate project will make a positive contribution to mainstreaming gender into the development and climate policies. In particular, gender considerations will be taken into account and mainstreamed through the development of LEDS, national adaptation plans and mainstreaming of CC into sectoral strategies and plans. Gender disaggregated indicators will be proposed for the national policy instruments/plans.”* During implementation, there is evidence that some attention was given by UNDP and its partners to gender equality in regional activities (e.g., disaggregated indicators to monitor participants in regional events, some events that covered gender related topics) and that gender considerations were integrated in national activities (e.g., discussion on the integration of gender equality in the updated NDCs, gender sensitive update of Moldova's LEDS, analytical report on the inclusion of the gender perspective into national CC policies in Belarus). Interviews highlighted the differences in country context regarding gender equality, with, for instance, countries such as Azerbaijan characterised by a workforce where men are predominant as opposed to countries such as Belarus where women constitute the largest part of the workforce. Some of these specificities were taken into account in the design of national activities. Progress reports highlights some degree of integration of gender equality in the planning of activities as illustrated by the presence of gender related output indicators (e.g., “Promotion of climate finance instruments and tools that are 100% gender-responsive” for the outputs related to result 6 on mobilization of climate finance).

10.2.3 Linkages with EU MS (EQ2)

While there is no formal mechanism to coordinate with EU Member States (EU MS) in the context of EU4Climate, there are multiples linkages and complementarity between the Programme and the engagement of EU MS on CCM and CCA in the region. In Moldova, the Programme's national activities can rely on the UNDP-led national adaptation planning project supported by the Government of Austria. In Ukraine, there are clear complementarities between the Programme and the National EE Fund where Germany is playing an active role (together with the EU and the World Bank).

Thematic experts from EU MS are regularly invited in regional events supported by the Programme to share their experience on specific topics (e.g., CC mainstreaming in the energy sector). The German Environmental Agency (UBA) and the Institute for Environmental Protection of Poland played an active role in the Regional Workshop on Adaptation Plans and Strategies organised in November 2020 to support policy makers and practitioners in the six EaP countries to address the CCA challenges through medium and long-term NAPs. In February 2020, the Programme organised an MRV Workshop at the EAA Headquarters in Vienna where participants discussed EU regulations related to climate monitoring and GHG emissions inventories, and they exchanged on the experience related to MRV frameworks of EU MS such as Austria, Bulgaria, Luxembourg and Belgium.

10.3 Effects of EU support

10.3.1 Evolution of the policy and legal framework (EQ5/JC5.2)

Despite some persisting gaps in national policy and legal frameworks as well as diverging views among stakeholders on the level of ambitions of some national climate policies, there has been substantial

progress in strengthening the policy and legal framework of EaP countries in the area of CC, including increased alignment to the EU *acquis*; building on previous EU and UNDP engagement in this area, EU4Climate has contributed to consolidate past achievements. The 2020 ROM report notes: “*The key beneficiaries in the EaP countries under review are satisfied with the quality of outputs and other EU4Climate activities.*” EU4Climate supported all six targeted countries to align to the EU climate *acquis*. It helped carrying out gaps analyses of national legislation against the EU *acquis* and the climate provision of bilateral agreements on.

In the first two years of implementation, a substantial amount of resources went into supporting the EaP countries work on updating their NDCs (see overview in Annex 3) and developing associated implementation roadmaps. Documentary evidence from progress and monitoring reports and information gathered through interviews converge on the important role played by EU4Climate and its predecessors to support EaP countries in fulfilling the commitments made in the PA and in submitting their NDCs before COP26 in 2021. The updated NDC submitted by Moldova in March 2020 was largely supported by EU4Climate. As highlighted by various interviewees, it illustrates well the achievements of these interventions⁵⁰⁵.

EU4Climate has also contributed to establishing tailored LEDS (see Table 54) and MRV systems (see section 10.3.2.1) in the region although they remain at an early stage of development.

While EU4Climate has contributed to strengthening national frameworks (incl. NDCs), the region is characterised by large differences in progress towards establishing comprehensive national frameworks on CC which are conducive for effective implementation of policy measures in this area.

Table 54 EU4Climate outputs related to the development of LEDS

Country	Outputs
Armenia	Sectoral studies initiated in selected sectors (energy, agriculture, transport, and LULUCF); ⁵⁰⁶ Consultant mobilised for the development of the “National Programme on Energy Saving and RE for 2021 to 2030” ⁵⁰⁷ . <i>(the Long-Term LEDS (LT-LEDS) for Armenia is expected for Q4 2021)</i>
Azerbaijan	LEDS Roadmap produced; ⁵⁰⁸ Consultant contracted for the development of the LT-LEDS. <i>(the LT-LEDS for Azerbaijan is expected for Q4 2021)</i>
Georgia	Work with the Regional Environmental Center for Caucasus on the development of the LT-LEDS; TIMES Energy Modelling software procured and transferred to the line Ministry; national LT LEDS workshops conducted (via ZOOM). <i>(the LT-LEDS for Azerbaijan is expected for Q4 2021)</i>
Regional	Two regional events dedicated to LEDS conducted, incl. a large workshop on Long-term, Low Greenhouse Gas Emissions Development Strategies and the Mainstreaming of Climate Policies ⁵⁰⁹ .

Source: EU4Climate Annual reports.

The support provided faced a variety of obstacles which limited the scope of the achievements.

Overall, the Programme had limited influence over the political factors which ultimately determined the content of the policy supported. In particular, in some countries (e.g., Ukraine), there have been intense

⁵⁰⁵ The submitted NDC document of Moldova includes unconditional commitment to reduce GHG emissions by 70% from 1990 (recorded emission levels) by 2030, and even further up to 88% if international low-cost financial resources, technology transfer and technical cooperation are ensured. It also includes clear commitments on adaptation.

⁵⁰⁶ E.g., Study on Mitigation Opportunities in the Agriculture sector and to assess the Land Use, Land Use Change and Forestry Sector Potential in Achieving CCM Objectives in Armenia; reports on the transport sector focussing on Yerevan city and covering policy tools for the respective GHG emissions reduction in the country respectively.

⁵⁰⁷ This strategy document is considered to be the LEDS in the energy sector.

⁵⁰⁸ This roadmap serves as a detailed plan with a specific timeframe and step-by-step activities to guide the project on how to develop the LT-LEDS.

⁵⁰⁹ The 2021 Annual Report of EU4Climate explains: “*As the EaP countries are at different levels and also apply different approaches in the development of LEDS, this regional workshop provided experiences to government representatives and experts to better understand how to approach the development of LEDS, how to set up the LEDS process and how to overcome various challenges in designing and implementing LEDS. Insights and guidance were also provided by international institutions and experts.*”

discussions among stakeholders on the ambition of the NDCs developed⁵¹⁰. Moreover, in some cases (e.g., Georgia), national institutions heavily relied on UNDP technical support to e.g., draft new legislations, which has limited the degree of ownership of the implemented activities.

There have also been some limitations to UNDP efforts on issue related to inclusiveness as illustrated by the difficulties faced to integrate a strong gender equality dimension in the NDC of some countries (e.g., Belarus). All updated NDCs have statements about mainstreaming for gender and youth, but the degree of attention to these issues in the NDCs differ a lot from one country to another.

While there has been increased efforts in strengthening adaptation planning in the region (as illustrated by the Ukraine updated NDC), progress has also been slow in this area.

There have been clear synergetic effects between the Programme and broader EU external action in the region. In all countries covered, EU support and policy dialogue in the context of bilateral agreements (e.g., AA in Georgia and Ukraine) contributed to the efforts promoted by UNDP in the context of the EU4Climate programme⁵¹¹. There have also been strong synergies with the role played by the EU in the Energy Community. For instance, UNDP, in close cooperation with the Energy Community Secretariat (ECS), supported the development of EU *acquis* Strategic Roadmap in Georgia.

Conversely, although the gap analysis and roadmaps supported by UNDP in the context of EU4Climate have not directly led to the development of new laws, they fed back into e.g., AA and ECS progress reports strengthening the case for the adoption of new policies and laws by the partner countries.

10.3.2 Broader Effects (JC6.1-JC6.5)

10.3.2.1 Capacities to implement CC measures

EU4Climate has contributed to sharing of information / good practices in the region. The programme includes a range of activities at national and regional level, which included regional knowledge sharing and national workshops to develop tailored solutions for the participating countries.

EU4Climate has been beneficial in terms of initiating the work on identifying gaps and developing roadmaps for improving national MRV systems in some countries of the region, although MRV systems often remain at an early stage of development. This area of work of EU4Climate has focussed on Armenia, Azerbaijan, Georgia, and Moldova. It started with the organisation of regional activities for information exchange, training and awareness raising. UNDP Istanbul Regional Hub (IRH), jointly with the Environment Agency Austria (EAA) and the European Environmental Agency (EEA), conducted a series of events focussed on MRV frameworks in February 2020. These included a two-day regional MRV workshop at the EAA HQ in Vienna, a one-day training held by EAA on institutional processes for inventory making and accreditation requirements, and a one-day study trip to EEA HQ in Copenhagen to discuss the latter's flagship platforms on policies and measures and CCA. The involved countries have completed a Questionnaire on National Inventory Systems, and based on this and additional consultation meetings, the EAA has started developing the draft roadmaps and recommendations for improving national MRV systems, adopting a different approach in each country.

Overall, the institutional environment of the partner country to implement the supported measures remain inadequate; some interviewees questioned whether the sophistication of certain measures was proportionate to the capacity of the national institutions that are expected to implement them. UNDP assessments carried out in 2020 highlight that, despite increasing institutional capacity for sectoral implementation of NDCs, capacity remains low in most countries. The assessments also reveal mixed views on the extent of non-state stakeholders' participation in the development of climate-related policies and how well these policy documents address the latter's CC needs and priorities.

⁵¹⁰ In particular, the 2020 ROM report of EU4Climate explains: "Although GHG emissions had been reduced between 1990 and 2000 due to the economic slowdown following the collapse of the Soviet Union, these have since then been steadily increasing (with the exception of Ukraine since 2013 due to the sustained aggression by Russia). This gradual increase trend must be reversed in order to reach the GHG reduction commitments in Azerbaijan, Moldova and Belarus."

⁵¹¹ However, in the 2020 ROM report of EU4Climate, it is noted: "EU4Climate is not complemented by bilateral EU environmental or climate change interventions in Azerbaijan, Moldova and Belarus, which may have had further enhanced the capacity of the beneficiaries."

During the period under review, the institutional environment in all six countries covered by the Programme has been characterised by a high degree of turnover in the public administration,⁵¹² including a constant change of CC focal points in the relevant ministries. This has strongly limited the Programme's contribution to capacity development on CC in relevant national institutions⁵¹³ and has hampered ownership by national actors. There have also been challenges with changes in government and political priorities which put into question the planned activities agreed in the early phases of the Programme.

Because of well justified design choices (incl. the need to concentrate resources on a few key areas), the Programme had a stronger focus on public institutions and policy developments, than on other types of actors such as the private sector or Civil Society Organisations (CSO)⁵¹⁴. Moreover, the emphasis has been more on supporting progress at the policy and legal level than on implementing large capacity development activities. Given the design choices of EU4Climate, there have been inherent limitations to what the Programme could have achieved in terms of addressing certain institutional challenges.

Some interviewees raised concerns regarding the development of parallel structures under the Programme and the insufficient efforts to avoid the Programme contribute to some form of 'brain drain' from public institutions towards IOs⁵¹⁵.

An interviewee also highlighted the importance of: i) considering capacity development as a continuous process since capacity needs are evolving with new methods, tools and technologies regularly appearing (e.g., GHG inventories / MRV); and ii) emphasising the support to 'networks' over 'training' of individuals.

While it is likely that the Programme will make some contributions to enhancing climate finance in the region, concrete achievements have been limited so far. The first pilot on climate budget tagging was completed in 2020 in Armenia. But, most activities related to climate investment have only started in 2021 and they are focussed on Armenia, Georgia and Moldova.

10.3.2.2 Broader outcomes

The Programme's contribution to broader outcomes will be strongly determined by the capacity of partner countries to implement the supported measures. As highlighted above, there are important challenges related to the partner countries institutional environment that are currently impeding the effective implementation of supported measures. There are also important persisting obstacles related to 'demand side' of the policy measures supported. In particular, awareness on CC among key stakeholders (including the private sector) is progressing slowly in the six EaP countries, albeit with some differences between countries. The 2020 ROM report of EU4Climate noted: *"Following Ukraine's NDC update, the necessary communication activities will be implemented as part of the planned EU4Climate support. In general, awareness on CC is not strong throughout Ukraine's very large territory."*

Provided some of these challenges can be overcome, the progress made so far in terms of developing NDCs and LEDS as well as strengthening related planning and monitoring tools in the six EaP countries is likely to substantially contribute to the countries' capacity to respond to CC.

⁵¹² The 2020 ROM report of EU4Climate explains: *"[in Azerbaijan and Moldova,] Public sector salaries are low, inducing the more experienced staff to gradually leave for better-paid jobs in the private and other sectors, leading to the institutional memory being lost and the constant need for significant additional capacity building. [In Belarus, the key beneficiary ministries are] understaffed and demonstrating a high staff turnaround, as experienced staff often leave for other state-owned institutions further financial and infrastructure support will be required to be able to meet the ambitious national GHG reduction commitments. [In Ukraine] Not strong presence of the Ministry of Environmental Protection & Natural Resources throughout Ukraine - a number of experienced staff have left following the recent institutional restructuring process."*

⁵¹³ The 2020 ROM report of EU4Climate highlights: *"whereas national capacity will be enhanced through the regional EU4Climate intervention, this is currently not expected to reverse the constant need for additional capacity building in the EaP countries."*

⁵¹⁴ The Programme still included relevant private sector and CSO organisations in various events organized at national and regional level.

⁵¹⁵ The 2020 ROM report of EU4Climate notes: *"EU4Climate has recruited experienced staff from the key beneficiary Ministries in Moldova and Ukraine, which deteriorates their staffing and capacity competences."*

Moreover, being a regional intervention focussing on multi-sectoral CC mitigation and adaptation in the six EaP countries, EU4Climate aims for inclusive results across different population groups in the national strategies and targets (NDC, LEDS etc.) to be developed through multi-stakeholder consultations, also benefiting from the exchange of regional best practices. Although these results have not yet been seen in the EaP countries under review, they are on track to reach a fair distribution of effects across different groups of the population.

10.4 Implementation approaches

10.4.1 Efficiency (EQ4/JC4.1, JC4.2)

Due to various factors, some delays were experienced during implementation. Delays have been mainly explained by three types of factors: i) a difficult institutional environment in partner countries (e.g., turnover of staff, institutional reorganisation, procedural delays); ii) the demand driven nature of certain activities; iii) external factors (e.g., Coronavirus pandemic 2019, turbulent socio-economic and political situation in Belarus)⁵¹⁶.

The choice of UNDP to implement the action builds on the agency long track record with CC issues and the UNFCCC process as well as its access to expertise and networks in the region⁵¹⁷. UNDP has offices in every country of the region giving it a good grounding in the local issues for CC, and reducing the lead time for concrete activities. As highlighted above, implemented EU4Climate allowed creating synergies with other interventions implemented (some by UNDP) in the region.

10.4.2 Coordination and linkages with other donors (EQ3/JC3.1, JC3.2)

The implementation of EU4Climate has relied on the involvement of various international and local stakeholders. In particular, under EU4Climate, UNDP works with three partner organisations of the EU or EU MS, namely the ECS, EAA and EEA. Together, they have undertaken the analysis of the national legislation and fiscal policies, and elaboration of proposals and plans for legislative alignment that is foreseen in the AA with Georgia, Moldova and Ukraine and in the CEPA with Armenia⁵¹⁸.

More specifically, the ECS is providing legal analysis and drafting services for alignment of the *acquis* in Georgia, Moldova, and Ukraine (contracting partners to the Energy Community) and the EAA is covering the remaining three countries as the ECS does not have a mandate for Armenia, Azerbaijan and Belarus. The EEA provided a study tour to see the operation of an MRV system in practice (February 2020⁵¹⁹). Coordination takes place on an ongoing regular basis between EU4Climate and EU4Environment (Organisation for Economic Co-operation and Development).

There is strong complementarity between EU4Climate and other related interventions implemented by UNDP and other international donors in the targeted countries. A good example of complementarity between EU4Climate and the action of other donors (here a European Financial Institution) include: the work of the Programme on identifying options for NDC implementation, which built on EBRD previous work on modelling and establishing NDC targets. Other examples include: i) in Azerbaijan the Food and Agriculture Organisation (FAO) contributes to bio-forestry and land degradation in close cooperation with UNDP; ii) in Belarus, the EU-funded Covenant of Mayors East initiatives support various infrastructure development projects at municipal level; and iii) in Ukraine, various international partners (including UNDP, the WB, Germany) supports EE, the World Bank contributes to strengthening the MRV system, GIZ works on emissions licensing, the Covenant of Mayors

⁵¹⁶ For instance, the 2020 ROM report notes: “In Ukraine, although the EU4Climate launch event took place on 12th April 2019 (first from the six EaP countries), very few activities have taken place since. This has been primarily due to a series of institutional re-organization processes involving the key beneficiary Ministry of Environmental Protection & Natural Resources, following a number of national elections soon afterwards in 2019, which have yet to be fully finalized. In parallel, the UNDP country office has also undergone a recent change management process, which resulted in limited communication with the Ministry and further delay.”

⁵¹⁷ Source: Interviews.

⁵¹⁸ EU & UNDP (2021): EU4Climate Second Annual Report.

⁵¹⁹ EU & UNDP (2020): EU4Climate First Annual Report.

East initiatives supports municipalities. In Ukraine, there is also strong EU support for legal approximation on Env & CC⁵²⁰.

Coordination among the Ministries at the national level has not always been effective. According to interviews, in countries like Georgia, the Ministry of Environment has had trouble to coordinate with the Ministry of Economy, and there have also been coordination issues within the Ministry of Environment itself.

⁵²⁰ See the Ukraine country case study.

10.5 Annexes

10.5.1 Annex 1: List of persons consulted

Name	Organisation	Position
EU		
FRENDIN, Joakim	(EU) DG NEAR	Project Assistant (Energy security and CC)
TOTDER, Lilian	(EU) DG NEAR	International Aid / Cooperation Assistant (incl. Agriculture, rural and regional development, connectivity, EE, environment, NIF)
BAGGIOLI, Andrea	(EU) EUD Armenia	International Aid / Cooperation Officer
BARTOSIEWICZ, Andrej	(EU) EUD Georgia	Programme Officer
MUDRUK, Vitaliya	(EU) EUD Ukraine	Sector manager / Env. & CC focal person
Other Stakeholders		
KOGALNICEANU, Violeta	ECS	Head of Infrastructure Unit
KOPAC, Janez	ECS	Secretariat's Director
LAZZERINI, Irina	ECS	Sustainable Energy Expert
GREGORIAN, Armen	UNDP HQ Turkey	UNDP Team Leader
GROZA, Yevgen	UNDP HQ Turkey	UNDP Regional Representative for EU4Climate

10.5.2 Annex 2: List of documents

10.5.2.1 EU Strategy Programming

- EC (2020): EaP policy beyond 2020. Reinforcing Resilience – an EaP that delivers for all JOIN (2020) 7 final.
- EaP (2009): 20 Deliverables for 2020: Bringing tangible results for citizens.
- EU (2014): ENI Regulation establishing a European Neighbourhood Instrument. Reg(2014)232.
- EU (2016): Declaration on Cooperation on Env. & CC in the EaP.
- EU (n.d.): EU4Energy Governance (Georgia, Republic of Moldova and Ukraine). Retrieved from: <https://eu4georgia.ge/eu4energy-governance-georgia-republic-of-moldova-and-ukraine/>

10.5.2.2 EU Reporting

- EC (2015): Review of the European Neighbourhood Policy JOIN (2015) 50 final.

10.5.2.3 Project documentation

- EU (2020): EU4Climate ROM Review Report.
- EU (2018): EU4Climate Description of Action (C-387538).
- EU (2017): Decision 40633 Climate Action Regional Programme.
- EU & UNDP (2021): EU4Climate Second Annual Report.
- EU & UNDP (2020): EU4Climate Country Profiles (Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine).
- EU & UNDP (2020): EU4Climate First Annual Report.

10.5.2.4 Other

- EC (2016): Declaration on Cooperation on Env. & CC in the EaP. https://ec.europa.eu/environment/international_issues/pdf/declaration_on_cooperation_eas_tern_partnership.pdf
- EEAS (2018): EaP Ministerial Meeting on Env. & CC. https://eeas.europa.eu/headquarters/headquarters-homepage/52887/eastern-partnership-ministerial-meeting-environment-and-climate-change_be

- EU4Climate (n.d.): Climate Finance Forum: Financing the NDCs and Ensuring Technology Transfer in the EaP Region. <https://eu4climate.eu/2021/09/23/climate-finance-forum-financing-the-ndcs-and-ensuring-technology-transfer-in-the-eap-region/>.
- EU (2016): Evaluation of the EU's support through Blending, Volume 1.
- Inogate (n.d.): In brief. <http://www.inogate.org/pages/1?lang=en>.
- Polese, A. (2008): 'If I receive it, it is a gift; if I demand it, then it is a bribe': On the Local Meaning of Economic Transactions in Post-Soviet Ukraine. *Anthropology in Action*, 15, 3. 47-60.
- Sovacool, B. K. (2021): Who are the victims of low-carbon transitions? Towards a political ecology of CCM. *Research and Social Science*, [Volume 73](#).

10.5.3 Annex 3: Additional information

10.5.3.1 Selected EU regional interventions related to connectivity, energy and Env. & CC implemented in the region since 2014

Name	Areas of Work	Implemented By	Duration	Budget (EUR)
Clima East	Climate Policy	DAI (HTSPE)	2012-2016	7 million
	Climate Pilot Projects**	UNDP		11 million
EU4Energy (I)	Data and policy project:	IEA	2016-2020	21 million (EU contrib.: 20 million)
	EU4Energy governance project	ECS		
	Web portal	IEA		
	EU4Energy communications project	EnChS		
EU4Energy (II)	Data and Policy	IEA	2021-2024	9 million
	Strategic Thinking: Support for Armenia, Azerbaijan and Belarus evidence-based policy making; supporting CEPA implementation in Armenia; visibility of the EU4Energy programme's action and impact.	CEER		
	Energy Governance: Assistance to Georgia, Moldova and Ukraine with the drafting, transposition and implementation of energy reforms, including the Clean Energy for all Europeans Package.	ECS		
EU4Climate	Implementation of the PA Implementation and update of NDCs Development of long-term LEDS Introduction of MRV frameworks for emissions Alignment with EU <i>acquis</i> Mainstreaming climate in other policy sectors Climate Investment Adaptation planning	UNDP ECS EAA EEA	2018-2022	8 million
EU4Digital	Digital Policy and projects: EU4Digital Facility, EaPConnect, EU4Digital Cyber and EU4Digital Broadband	???	2019-2022	11 million
EU4Env	Green economy Green investment and finance Strategic Environmental Assessment and Environmental Impact Assessment Policies and regulations for greener enterprises Compliance assurance Green innovation Green products and public procurement Resource efficient and cleaner production.	OECD UNECE, UNEP, UNIDO, the World Bank	2019-2022	About 20 million (EU contrib.: 19.5 million)

Source: Authors compilation based on actions documents.

Remark: EU4Energy also includes Central Asia in some components and ClimaEast pilot projects included Russia.

10.5.3.2 Status of NDC in the region

Table 55 Status of NDCs (June 2021)

Country	Country status	NDC status And UNDP activities	NDC targets (reductions in GHG by 2030 from 1990 unless otherwise mentioned)	Areas of economy mentioned for GHG reduction
Armenia	Non-Annex 1	NDC1 2017 NDC1 Updated Apr 2021	40%	Energy Industrial Processes and Product Use Agriculture Waste Forestry (and Other Land Use).
Azerbaijan	Non-Annex 1	INDC1 2017 BUR2 2018 Update under discussion with government	35%	Energy, Agriculture, Waste Land use, land-use change and forestry (LULUCF)
Belarus	Annex 1	NDC1 2016 BUR2 2015 UNDP is working with the government on an update.	28%	Power Industry Industrial Processes Solvent Use Agriculture Waste Updated NDC: agriculture, waste, energy, transport, IPPU.
Georgia	Non-Annex 1	NDC1 2017 Updated May 2021 Development of the NDC Financing strategy was postponed to 2021	35% (unconditional) 55% (conditional on international financial support)	Disaggregated sectoral mitigation targets Transport 15% Energy generation and transmission 15% Industry 5% carbon capturing capacity in the forestry sector by 10% compared to 2015 level No targets Buildings Agriculture Waste
Moldova	Non-Annex 1	NDC1 2017 Updated Mar 2020	64-67% 70% (unconditional) 80% (with international TA and financial support)	Energy industrial processes and product use (IPPU) Agriculture LULUCF Waste.
Ukraine	Annex 1	NDC1 2016 Activities on implementation of the NDC were postponed until 2021 due to the delay in official NDC update approval.	Target stated as follows: "It will not exceed 60% of 1990 GHG emissions level in 2030" i.e., 40% reduction	Energy Industrial processes and product use Agriculture LULUCF Waste

Source: UNDP EU4Climate Annual Report 2020 and UNFCCC website.

11 Regional Case Study – Switch-MED Regional programme

11.1 Introduction

11.1.1 Context

11.1.1.1 The regional context

The Mediterranean Basin has experienced major Env. & CC challenges in recent years. These include:

- Major changes in general environmental conditions. In particular, the region warms 20% faster than the rest of the world⁵²¹. The surface of the Mediterranean Sea has warmed by around 0.3-0.4°C per decade since 1980's. The sea level is rising too and is expected to accelerate.
- Consistent decrease in precipitation is projected for the entire Mediterranean Basin during the 21st century. The mean rate of rainfall is expected to decrease by 4% per each degree of global warming⁵²².
- Pollution of sea water, overexploitation and unsustainable fishing practices are having negative impact as well.
- Air pollution is another challenge and its impact on human health is significant⁵²³. The research found that 19,200 people died prematurely and over 3 billion days were lived with illness in Egypt in 2017 as a result of ambient air pollution in Greater Cairo, and inadequate water, sanitation, and hygiene in all of Egypt.
- Water resources are scarce in the region and unevenly distributed. Intensive agriculture and irrigation of land, especially during touristic seasons that coincide with the increased demand has further contributed to this factor⁵²⁴.

There are several international cooperation frameworks that focus on Env. & CC issues in the region.

The **United Nations Framework Convention on Climate Change** (UNFCCC) was adopted in 1992 and entered into force in 1994. It established a framework for global climate action. In 1995, international negotiations were launched to implement the Convention and strengthen global climate action. In 1997, under the Kyoto Protocol industrial countries formally committed to reducing emissions.

The **Paris Agreement** is an agreement within the UNFCCC⁵²⁵. The majority of countries covered by the programme have ratified the Agreement (e.g., Algeria, Egypt, Israel, Jordan and Morocco in 2016, Tunisia in 2017 and Lebanon in 2020). Libya is the exceptional case as the country has not ratified the document. All the signatories have submitted Nationally Determined Contributions (NDCs) that consist of both, adaptation and mitigation measures. The former includes measures to adapt to decreasing water resources, improve agricultural security, adaptation options for coastal zones and implementation of policies and procedures. Mitigation measures are related to reduction of CO₂ emissions mostly. Intended NDCs drew the criticism in Egypt, as measures are not quantified and the document primarily focusses on the adaptation component⁵²⁶. In addition, Egypt estimated the initial

⁵²¹ MedECC (2020): Climate and Environmental Change in the Mediterranean Basin – Current Situation and Risks for the Future. First Mediterranean Assessment Report [Cramer, W., Guiot, J., Marini, K. (eds.)] UfM, Plan Bleu, UNEP/MAP, Marseille, France. Retrieved from: https://www.medecc.org/wp-content/uploads/2021/05/MedECC_MAR1_complete.pdf

⁵²² UNEP/MAP and Plan Bleu (2020): State of the Environment and Development in the Mediterranean. Nairobi. Retrieved from: https://planbleu.org/wp-content/uploads/2021/04/SoED_full-report.pdf

⁵²³ Larsen, Bjorn (2019): Egypt: Cost of Environmental Degradation: Air and Water Pollution. The World Bank. Retrieved from: <https://documents1.worldbank.org/curated/en/619601570048073811/pdf/Egypt-Cost-of-Environmental-Degradation-Air-and-Water-Pollution.pdf>

⁵²⁴ EU (2018): Switch-MED II, Description of Action.

⁵²⁵ UN (2015): The Paris Agreement. Retrieved from: https://unfccc.int/sites/default/files/english_paris_agreement.pdf

⁵²⁶ Abdallah, L. (2020): Egypt's NDC to Paris agreement: review and recommendations. International Journal of Industry and Sustainable Development, 1(1), 49-59. Retrieved from: https://ijisd.journals.ekb.eg/article_73503_2b90bbc83ce981784792e81a2eae5e98.pdf

costs of mitigation and adaptation measures at USD 73 billion, while Morocco's estimates are at USD 50 billion and Tunisia's at USD 18 billion.

The **Convention for the Protection of the Mediterranean Sea Against Pollution** (Barcelona Convention)⁵²⁷ was adopted in 1976 and entered into force in 1978. The **Barcelona Convention** provides the legal basis for multilateral cooperation in the Mediterranean in the environmental sector. The convention's aim is to protect the Mediterranean marine and coastal environment while boosting regional and national plans to achieve sustainable development. It has 22 parties which are the 21 riparian countries bordering the Mediterranean and the EU, represented by the European Commission (EC). The Barcelona Convention and its seven Protocols adopted in the framework of the **Mediterranean Action Plan** (MAP) constitute the principal regional legally binding **Multilateral Environmental Agreement** in the Mediterranean.

At the regional level these commitments are supported by the **Union for the Mediterranean** (UfM), which is a forum promoting exchanges on regional strategic issues between its 43 Member States. In 2017 the UfM adopted an Action Plan, identifying its contribution to sustainable development and related areas, including Climate Change (CC), environment and water⁵²⁸.

The EU supports these efforts through various interventions, including the Switch-MED programme, that was structured into two phases – Switch-MED I and Switch-MED II (see details in the next section).

11.1.1.2 The Switch-MED II programme

The Switch-MED is a **flagship initiative** financed by the EC's Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR) to support and accelerate the transition of the Southern Mediterranean countries toward **Sustainable Consumption and Production (SCP)**.

Switch-MED's **overall objective** is to facilitate the shift toward SCP in the Southern Mediterranean region in order to contribute to a green and circular economy in the region⁵²⁹. A key dimension of the approach consisted in demonstrating successful examples of how this shift could be achieved.

Switch-MED II is the second **phase** of the Switch-MED I programme that was implemented between 2014-2018. Switch-MED II started in 2018 for a planned duration of 48 months.

Switch-MED II is a **regional and a multi-component programme** under the overall supervision of the EC's DG NEAR. It was planned as a **collaborative effort**. The United Nations Industrial Development Organisation (UNIDO) and the UNEP Programme (UNEP) (Economy Division) led on implementation, in coordination with DG NEAR, DG ENV, UfM and the National Focal Points (NFPs) from ministries of industry and environment in target countries⁵³⁰. UNIDO was selected as the lead agency as its mandate is to promote and accelerate inclusive and sustainable industrial development within EU Member States (EU MS). UNIDO's as per UN mandate addresses SDG-9, which calls to "Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation".

The programme targets eight countries in the Southern Mediterranean: Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestine and Tunisia.

The programme consisted of **three main components** listed below:

- a 'Policy' component, which aimed at strengthening the regional and national environmental governance and policy frameworks⁵³¹;

⁵²⁷ UNEP (1977): The Convention for the Protection of the Mediterranean Sea Against Pollution from Land-Based Sources. https://wedocs.unep.org/bitstream/handle/20.500.11822/14027/77ig9_inf3_bc_eng.pdf.

⁵²⁸ UfM (2017): UfM (2017): The UfM: an action-driven organisation with a common ambition. Action Plan. <https://ufmsecretariat.org/wp-content/uploads/2017/01/UfM-Roadmap-23-JAN-2017.pdf>.

⁵²⁹ EU (2018): Switch-MED II, Description of Action.

⁵³⁰ EU (2020): Switch-MED programme, Final Report.

⁵³¹ This component focussed on working with governments, primarily through the Ministries of Environment and Industry and other stakeholders from the private sector, civil society, academia and others to support the establishment of enabling policy environments for transitioning towards SCP and Circular Economy. The regional framework for green and circular businesses under the Barcelona Convention was actively supported as well.

- a ‘Demonstration’ component, which focussed on the implementation of actions tackling the barriers faced by key players responsible for the shift towards SCP; and
- a ‘Networking facility’ component, which established a SCP regional platform with the view to contribute to the visibility, effectiveness, long-term sustainability and impact of the programme.

The programme’s subcomponent 3 “**Switch-MED - Operationalising SCP National Action Plans (NAPs)**” directly targets policy-makers. This subcomponent aimed at supporting the implementation of pilot policy measures in each country, targeting identified priorities of both the **Regional Action Plan on SCP and SCP NAPs**, following consultation with each country NFPs. This subcomponent was split between two agencies; Regional Activity Center for SCP (SCP/RAC) was responsible for pilot projects in Algeria, Lebanon, Morocco, and Tunisia, while UNEP was in charge of Egypt, Israel, Jordan, and Palestine.

The pilot projects developed for the **group 1 of countries (Algeria, Lebanon, Morocco and Tunisia)** strengthened innovative initiatives identified whether by the Ministries of Environment or through a call for projects.

The pilot projects for the **group 2 of countries (Egypt, Israel, Jordan, and Palestine)** were developed by UNEP worked in close collaboration with the countries to assure that the demo projects were selected from the countries’ SCP-NAPs and hence moved the countries from “preparing and validating national policy frameworks” to “implementation of the SCP-NAPs (SDG12.1)”⁵³².

The programme is the first regional initiative, which attempts to change the mind-sets of governments, industry/entrepreneurs and consumers in the region. The previous environmental projects that have been implemented have offered end-of-pipe solutions and had a tangible financial cost, but not necessarily with a readily visible positive financial outcome for the individual company. Switch-MED aims at introducing technology and management principles that directly show the gains of green production at the bottom line, thus adding a direct financial incentive for industry and entrepreneurs to participate⁵³³.

11.1.2 Focus of the case study

This case study focusses on the design, implementation and effects achieved through the Switch-MED programme, with an emphasis on Switch-MED II, which was designed during the period covered by the evaluation. In particular, this report is meant to illustrate what the EU has done in the area of **circular economy in the sub-region, by focussing on a major regional programme, which focussed on this specific area of intervention.**

11.2 Design

11.2.1 Overview of EU support to Env. & CC

As mentioned in section 11.1.1.1, Env. & CC issues are important concerns for the EU in the Mediterranean region. EU support to Env. & CC in the region has been aligned with international instruments and clearly defined in the programming documents. The **European Neighbourhood Instrument (ENI)** as a main financial instrument of cooperation between the EU and eight participating countries, outlines the importance of supporting environmental protection, climate action and disaster resilience (Article 2.2.d)⁵³⁴.

In addition to the Switch-MED programme, the EU is financing a variety of regional initiatives focussed on environment:

- **Regional environment programme: GreenMED III, which** promotes connectivity and the sustainable use of natural resources, by contributing to promoting resource efficiency and SCP;

⁵³² EU (2020): Switch-MED programme, Final Report.

⁵³³ ROM Report.

⁵³⁴ EU (2014): Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a ENI. Retrieved from: https://eeas.europa.eu/sites/default/files/enp-regulation-11032014_en.pdf

- **Water and Environment Support (WES), implemented in** Algeria, Egypt, Israel, Jordan, Lebanon, Libya⁵³⁵, Morocco, Palestine and Tunisia. The project aimed at ensuring the continuation of the EU-funded project “SWIM and Horizon 2020 support facility” to reduce pollution in the Mediterranean Sea and to improve the efficiency of water use in urban and rural areas;
- **MAP - Towards the Good Environmental Status of the Mediterranean Sea and Coast; this project aimed at ensuring the continuation of the EU-funded MED-MPA projects and aimed at strengthening and developing the the network of marine protected areas to support the results of the good environmental status of the Mediterranean Sea.**

Env. & CC issues are also mainstreamed into the regional cooperation instruments, as well as bilateral cooperation instruments with the countries in the region. In particular, sustainable management of natural resources, including water, green growth, the environment and Climate Change Adaptation and Mitigation (CCAM) are important aspects of the regional and sub-regional cooperation under the ENI⁵³⁶.

The Circular Economy Action Plan (CEAP) presented by the EC in March 2020 provided a future-oriented agenda aiming at accelerating the transformational change required by the European Green Deal. Circular economy has become a development priority for the EU⁵³⁷, especially in the Mediterranean region where there is a growing need to develop the capacity of the private sector to overcome major challenges such as the limited access to tools, services and funds driving innovation, limited consumer awareness and interest in “green” and “circular” products⁵³⁸.

11.2.2 Design (JC1.1, JC1.2, JC 2.1)

The ENI sets a framework for cooperation and Switch-MED has been in line with it, as well as with bilateral and multilateral agreements with the participating countries. The EU’s priority is to focus on sustainable management of natural resources, including water, green growth, the environment and CCAM⁵³⁹.

The EU has positioned itself at the helm of discourse and planning around circularity, making circular economy a core component of its commitment to achieving climate neutrality by 2050. According to Euromesco Policy Study, the EC’s 2020 CEAP is one of the main pillar of the European Green Deal. Considering its strong cross-border effects, the EU sees itself as leading the “global transition to a just, climate-neutral, resource-efficient and circular economy.” Circular economy is gaining a lot of attention in the EU countries, though the impacts of the EU’s shift to a circular economy on the rest of the world, though international trade remain understudied. The linkages among the interface of international trade and the transition to a CE is unlikely to leave global trade flows unaffected, including those in the Mediterranean. The linkages between circularity and trade can occur at various levels along the product value chain such as trade in second-hand goods, end-of-life products, secondary materials and waste, as well as trade in related services⁵⁴⁰.

Switch-MED is aligned with the New CEAP adopted by the EC. The measures for mainstreaming sustainable products and empowering consumers and public buyers presented in the Action Plan including the focus on the sectors that use most resources and where the potential for circularity is high such as plastics, textiles, food are embedded in the design of the Switch-MED.

The Switch-MED programme is aligned with international instruments and clear

The Switch-MED programmes was based on the Barcelona Convention, which targeted the **private sector** with the view to promote SCP and circular economy.

⁵³⁵ Depending on the situation in the country.

⁵³⁶ EU (2014): Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a ENI. Annex II.

⁵³⁷ Mazur-Wierzwicka, E. (2021): Circular Economy: advancement of EU countries.

⁵³⁸ Interreg (n.d.) Circular Economy White Papers. <https://interregmedgreengrowth.eu/white-papers/>.

⁵³⁹ Ibid, Annex II.

⁵⁴⁰ Euromesco (2021) A Euro-Mediterranean Green Deal? Towards a Green Economy in the Southern Mediterranean

Another component of the programme was to strengthen the regional and national environmental governance and policy frameworks in line with the Barcelona Convention and UNEP/MAP. The objective was to develop and support the implementation of Regional SCP Action Plan for the Mediterranean⁵⁴¹ and SCP-NAPs in the eight beneficiary Mediterranean countries⁵⁴².

The overall design of the programme integrated priorities defined in the EU strategic documents, including the new Agenda for the Mediterranean. In addition to the overall regional context, the intervention was also well adjusted to the specific issues in the eight target countries, e.g., the policy component is led by UNEP in the present phase, as it has a close cooperation with the governments of the participant countries⁵⁴³.

Switch-MED's objective to strengthen national and regional policy framework on SCP clearly followed the priorities of the regional policy agenda. The importance of SCP was on the agenda of the UfM Ministerial meeting on Env. & CC in 2014. More generally, creating an enabling environment for private sector development across the Mediterranean region has been an important aspect for countries of the region to align with the environmental issues stipulated in the Barcelona Convention.

The design of Switch-MED I was assessed as relevant, and Switch-MED II built on the strengths of Switch-MED I. The lack of focus on activities related to consumption choices and targeting the general public to push for behavioural changes and increased demand on green products were mentioned as avenues for possible improvements, which were addressed in Switch-MED II.

The intervention targeted relevant issues which corresponded to important challenges faced by the target groups. For instance, access to finance was identified as a main challenge for the private sector to pursue Resource Efficient and Cleaner Production (RECP). In order to address this issue, the project design included the development of a Guide on Access to Finance, organisation of workshops in each country on this topic and setting up the Switchers Fund, which would attract public and private investors willing to support green businesses in the region⁵⁴⁴. This was in line both with the needs of target group, as well as the EU framework documents. The fund was successfully launched⁵⁴⁵ and was able to secure funding from the Organisation for Security and Co-operation in Europe (OSCE) and the Italian Government⁵⁴⁶.

Involvement of relevant governmental agencies in the implementation setup, as well as inclusion of local partners (including the local private sector), strengthened the responsiveness of the programme to the local context and the needs of the target groups.

The implemented demonstration projects were in line with national priorities. For instance, in the group 1 countries (Algeria, Lebanon, Morocco, Tunisia), a portfolio of 15 SCP pilot activities were aligned with identified national and Barcelona Convention priorities. In order to further adjust implementation to the local priorities, NFPs had the opportunity to suggest a project which was not included in the portfolio and they were requested to validate their choice with the MAP Focal Point to make sure that the project was in line with the Barcelona Convention priorities. Within the group 2 countries (Egypt, Israel, Jordan, Palestine), the selected 20 demonstration projects were in line with priorities identified in SCP-NAP⁵⁴⁷.

In addition, considering Env. & CC issues in the target countries, the component on sustainable production (MED TEST II) was highly relevant to the overall context. The relevance of this component was also made clear by the high interest it triggered among the private sector actors: over 1,600 industries from eight target countries were reached out, 232 companies with potential for resource

⁵⁴¹ The SCP Regional Action Plan is built around the following vision: "By 2027 a prosperous Mediterranean region is established, with non-pollutant, circular, socially inclusive economies based on SCP patterns, preserving natural resources and energy, ensuring the well-being of societies and contributing to clean environment and healthy ecosystems that provide goods and services for present and future generations." (Switch-MED (2018): Switching to the circular economy in the Mediterranean).

⁵⁴² EU (2018): Switch-MED II Description of Action; and EU (2020): Switch-MED programme: Final Report.

⁵⁴³ Interview with UN agency.

⁵⁴⁴ EU (2018): Switch-MED II, Description of Action.

⁵⁴⁵ For details visit <https://www.theswitchersfund.eu/en/>

⁵⁴⁶ EU (2020): Switch-MED programme, Final Report.

⁵⁴⁷ UNIDO (2019): Independent Terminal Evaluation, Switch-MED demonstration and networking components.

efficiency were reviewed and 130 industries signed contracts to participate in the Transfer of Environmentally Sound Technology (TEST) demonstration activities.

The design of the programme is ambitious, both related to the three sub-components, the horizontal element and the implementation set-up, and took stock of the lessons learned during the previous phase of the programme. Several lessons learned were taken into consideration from the previous phase: for instance, the component on the Policy in the first phase was accomplished by both SCP/RAC and UNEP, which caused a confusion due to having a split approach, while in the second phase UNEP took the lead over the policy component, as it has a closer relation to the government). Switchers Support National Partnership, which includes business support organisations, was another lessons learned from the first phase, and it was decided to have it in the second phase of the programme, being a helpful platform⁵⁴⁸. The multi-level approach and involvement of different groups in the programme was seen as innovative, relevant and appropriate⁵⁴⁹.

Gender issues were mentioned in the programme design⁵⁵⁰, focussing on equal and meaningful participation of women and men in the programme activities, as well as providing employment opportunities for women through development of green businesses and transition toward new circular economy models. The inclusion of women in economic activities is very challenging in the majority of the targetted countries and this proved to be the case, as more men attended trainings or development of NAPs. The understanding of the Switch-MED was that involvement of women was still meaningful and different gender needs and priorities were taken into account⁵⁵¹. At the same time, neither the Sub delegation reports for the period of 2016-2019 nor the Terminal Evaluation outlined the Switch-MED programme specified activities related to gender and inclusiveness, while vulnerable groups were not included as potential beneficiaries⁵⁵².

11.2.3 Linkages with EU MS (JC2.2)

Coordination between the EU interventions and other European actors operating in the South Mediterranean was active although some weaknesses were observed in terms of overall synergies of actions on the ground. Partnership with the MORSEFF programme funded by the European Bank for Reconstruction and Development (EBRD) in Morocco and the Green Economy Financing Facility (GEFF) in Egypt has led to the approval of about EUR 5 million for investment in clean and resource efficient projects by MED TEST pilot industries⁵⁵³.

The EU shared the best practices related to the Circular Economy from the EU countries and provided technical expertise to the programme as needed. The EU Delegations (EUDs) in the participant countries are actively involved in the programme and its implementation⁵⁵⁴.

11.3 Effects of EU support

11.3.1 Frameworks (JC5.2)

Under the ‘demonstration’ component of the programme, the EU contributed to effectively showcase the potential of RECP in the Middle East and North African region and provided concrete cases of implementation of the strategic objectives at both the regional and national level. At the regional level, the demonstration projects supported the implementation of the Regional SCP Action Plan for the Mediterranean. At the national level, the projects supported the implementation of actions in the priority areas of interventions identified in the SCP-NAPs of Group 1⁵⁵⁵ and Group 2 countries⁵⁵⁶. The demonstration projects also helped identifying specific sectorial recommendations

⁵⁴⁸ Interview with UN agency.

⁵⁴⁹ UNIDO (2019): Independent Terminal Evaluation, Switch-MED demonstration and networking components.

⁵⁵⁰ EU (2018): Switch-MED II, Description of Action.

⁵⁵¹ EU (2020): Switch-MED programme, Final Report.

⁵⁵² UNIDO (2019): Independent Terminal Evaluation, Switch-MED demonstration and networking components.

⁵⁵³ Ibid.

⁵⁵⁴ Interviews with UN agency.

⁵⁵⁵ Algeria, Lebanon, Morocco and Tunisia.

⁵⁵⁶ Egypt, Israel, Jordan and Palestine.

on the way forward to mainstream SCP in key sectors of the Mediterranean economy that would bring not only environmental but also social and economic benefits⁵⁵⁷. In addition, the perception of companies related to RECP effects on product quality or possible production interruptions has changed. The companies became more open to replacing low-performance equipment with products of high resource efficiency. Even though access to financing still remained one of the most important barriers to implement RECP, the companies showed more interest to participate in the project⁵⁵⁸.

With respect to strengthening national policy frameworks, the EU helped develop eight SCP-NAPs through nationally driven multi-stakeholder processes⁵⁵⁹. As pointed out by the Switch-MED National Policy Coordinator of the UN Environment Economy Division, “SCP-NAPs are a first step in a country’s response to the Sustainable Development Goals (SDGs) adopted in 2015 and, in particular, Goal 12: SCP”⁵⁶⁰. These SCP-NAPS were often followed by the adoption of sectorial plans (e.g., in Morocco the NAP was supplemented with two sectorial plans in the sector of agriculture and sustainable food). Based on these NAPs, demonstration pilot projects promoting the adoption of circular economy measures have also been implemented in the various targeted countries. There is also evidence of successful initiatives that pushed for the adoption of legislative amendments related to plastic. For instance, in Israel, an Israeli Resource Efficiency Centre was established, and MLN 20 Israeli shekels were funded by the Government⁵⁶¹.

Yet, despite of the smooth cooperation of the programme with national governments, not all the targeted countries were responsive, and in some of them no legislative amendments were launched, limiting access to finance for the private sector after the end of the programme. According to the interviews with the programme staff, Governmental Focal Points are not always ranking high enough in the hierarchy to be able to push for the required legislation.

At the regional level, Switch-MED II built on the policy output of Switch-MED I, namely through the Regional Action Plan on SCP in the Mediterranean adopted at COP19 of the Barcelona Convention and the eight SCP-NAPs. The programme contributed to the Regional Dialogue Platforms such as the UfM Working Group on Blue Economy and the UfM Working Group on Env. & CC (H2020 initiative for a Cleaner Mediterranean) that led to the adoption of the UfM Ministerial Declaration on Env. & CC. Switch-MED partners contributed to **strengthening regional policy frameworks to enable the transition towards SCP patterns and a circular economy** in the Mediterranean. The UNEP-MAP and the Regional Activity Centre for SCP (SCP-RAC) worked at the regional level **to further embed SCP and circular economy approaches within the Barcelona Convention for the Protection of the Marine Environment and Coastal Region of the Mediterranean.** The Regional Action Plan on SCP in the Mediterranean is the first intergovernmental agreement in the Mediterranean basin to establish a regional action framework to promote the shift towards a more sustainable and circular economy, consumption patterns with lower environmental footprints, and greener production methods. It is structured around key economic sectors that are the main sources of environmental pressures on Mediterranean ecosystems.

11.3.2 Broader effects (JC 6.1, 6.2, 6.3 and 6.4)

11.3.2.1 Capacities to implement Env. & CC measures

Through the Switch-MED programme, the EU support helped strengthening the capacities of service providers. Through the Med TEST II programme, the EU implemented an extensive training programme (including theoretical sessions and hands on experience in RECP) that helped build the capacities of 44 service providers. UNIDO also trained a total of 682 professionals from the private sector, public sector and academia on resource efficiency methodologies. 125 industries (96% of the total) have successfully completed the implementation of the Med TEST II programme, providing cash co-financing to receive a package of dedicated Technical Assistance (TA), which included both national

⁵⁵⁷ EU (2020) Switch-MED programme, Final Report.

⁵⁵⁸ Ibid.

⁵⁵⁹ UNEP supports the monitoring and implementation of SCP-NAP activities at the national level.

⁵⁶⁰ Switch-MED (2018): Switching to the circular economy in the Mediterranean.

⁵⁶¹ Interview with UN agency.

and international sector expertise on RECP. 75% of the total of 1830 resource efficiency measures in the 125 companies, resulting in the significant savings of the companies equal to EUR 41.7 million⁵⁶².

Capitalisation workshops were organised at the national level in Group 1 countries in order to share the good practices and discuss the actions to be undertaken at the policy level to replicate the initiatives, the replication of which is in process⁵⁶³. Based on the lessons learned and good practices from the pilot projects, the programme developed one mono-composting manual related to waste management and the wine sector, one guide on Sustainable tourism Labels for the Mediterranean actors in Tourism, one report on the best practices and lessons learned from the eco-tourism projects, one report on the capitalisation of the experience with the date sector. This has triggered interest and resulted in some positive outcomes in some countries. The government of Israel has allocated EUR 20 million of national budget to scale up resource efficiency. Similarly, Algeria prepared the green economy country programme of EUR 20 million with possible financial support by the local EUD⁵⁶⁴. In addition, the initiative launched an awareness raising campaign in Egypt, Lebanon, Morocco and Tunisia, targeting industrial associations and export orientated businesses, on the EU Product Environmental Footprint (PEF) pilot initiative, by organising workshops and launching nine pilots in four sectors: wine, intermediate paper products, pasta and olive oil. The selection process ensured the potential for replication in the national or regional context, based on the capacity built during the programme.

SCP is a very broad and cross-cutting concept that covers a variety of sectors and stakeholders and includes many tools; expertise in resource efficiency was difficult to find and had to be built from scratch. The Switch-MED Focal Points were not all prepared for the selection of SCP pilot projects⁵⁶⁵. In addition, despite their major incentive to mainstream RECP approach in their work⁵⁶⁶, the majority of local service providers engaged in the demonstration activities were specialised in environmental services or energy efficiency with limited working knowledge of specific industrial sectors' processes. Limited financial capacities to invest in infrastructure and equipment was another stumbling block⁵⁶⁷. The TEST training sessions were therefore crucial in enabling the service providers to offer integrated RECP services to the industry.

Culture change in industries was also reported. The programme demonstrated the benefits of SCP to businesses and local communities and contributed to shifting the way policy-makers, businesses and entrepreneurs to ensure its daily application⁵⁶⁸. This includes adoption of RECP-related internal policies by all 125 demonstration industries.

Women's participation in economic activities in the Middle East and North Africa Region is low – 27% versus men at 77% in 2015, while percentage of women in management across the region is the lowest in the world⁵⁶⁹. Therefore, the overall participation of women in trainings on TEST tools was satisfactory, as they accounted for 33% of total participants – 239 women and 443 men. The percentage of women in the different phases of the Green Entrepreneurship program was also high, ranging between 28 and 44%. In addition, the programme had positive effects in the participating countries. In Jordan, 30-40% of participants in waste management training programme were women and the increasing demand for more trainings specifically tailored to their needs was reported. In several countries, women were promoted to the managerial positions. Finally, the programme contributed to active engagement of women in pilot projects, creation of jobs for them and contribute to increasing their incomes⁵⁷⁰.

⁵⁶² EU (2020) Switch-MED programme, Final Report.

⁵⁶³ Interview with UN agency.

⁵⁶⁴ Ibid.

⁵⁶⁵ Ibid.

⁵⁶⁶ In light of the average savings for water, energy and raw materials in the demonstrations that were 20%, 24% and 5% respectively.

⁵⁶⁷ Ibid.

⁵⁶⁸ EU (2020): Switch-MED programme, Final Report.

⁵⁶⁹ ILO (2016): Women in business and management: gaining momentum in the Middle East and North Africa: regional report / International Labour Organisation.

⁵⁷⁰ EU (2020): Switch-MED programme, Final Report.

11.3.2.2 Broader outcomes

Switch-MED is considered as one of the most successful regional programmes related to Env. & CC due to its success in promoting clean products across the target countries. The programme was able to achieve small, but measurable environmental improvements⁵⁷¹. However, its impact remains to be seen as there is little evidence that consumption patterns are changing⁵⁷². This issue was outlined on other instances, as there has not been a systematic focus on activities related to consumption choices⁵⁷³.

Switch-MED also contributed to broader outcomes in the area of resource efficiency and circular production where real change in the management culture of the industry was observed⁵⁷⁴. For instance, some industries are now convinced of the benefits of the TEST approach and have started adopting it. This approach was developed by UNIDO to support companies towards the adoption of sustainable enterprise strategies⁵⁷⁵. The 2019 Switch-MED II Independent Evaluation notes however that the level of implementation of the companies' action plan varies from one industry to another and across countries for various reasons⁵⁷⁶. Box 14 presents some of the impact observed in Israel.

Box 14 *Switch-MED's impact in Israel*

In Israel, over a total of 121 resource efficiency measures identified, 67 measures corresponding to approximately 50% of the total, were approved by company management and incorporated into the action plan for implementation. The level of implementation of the RECP measures one year after the completion of the MED TEST II project indicated an increase from 51% to 64% of the implementation rate in the demonstration industries. This shows the high sustainability of the project's impact, and the significant potential of the UNIDO TEST methodology as an efficient tool to improve the environmental performance of the industries, while improving their competitiveness⁵⁷⁷. According to the programme data, the estimated environmental benefits in the country were the following:

- water savings - 113,985 (m³/yr.);
- energy savings - 15.19 (Gigawatt hours/yr.);
- CO2 emission reductions - 8,689 (t/yr);
- waste reductions - 205 t/yr;
- COD reductions - 3.9 (t-yr); and
- raw material saving - 1.7. (t/yr).

The project succeeded in demonstrating the significant economic and environmental benefits of RECP for local industry - including achieving environmental compliance at reduced costs - to the local industry and the governmental authorities. One of the participant companies, after having realised the significant economic implications of material and energy losses, decided to upgrade the Enterprise Resource Planning system to integrate a new monitoring system based on energy meter readings, which will extract its data from the newly installed meters on key consumers on the production floor and will focus on raw material losses and reporting the data to management on a monthly basis⁵⁷⁸.

Source: EU (2020): Switch-MED programme, Final Report.

⁵⁷¹ Evaluation of the EU support provided at regional and bilateral level in the field of environment in the Neighbourhood South countries (2010-2017).

⁵⁷² Ibid.

⁵⁷³ UNIDO (2019): Independent Terminal Evaluation, Switch-MED demonstration and networking components components.

⁵⁷⁴ Ibid.

⁵⁷⁵ To learn more on the TEST approach: <https://2014-2019.switchmed.eu/en/corners/service-providers/actions/action2.html>.

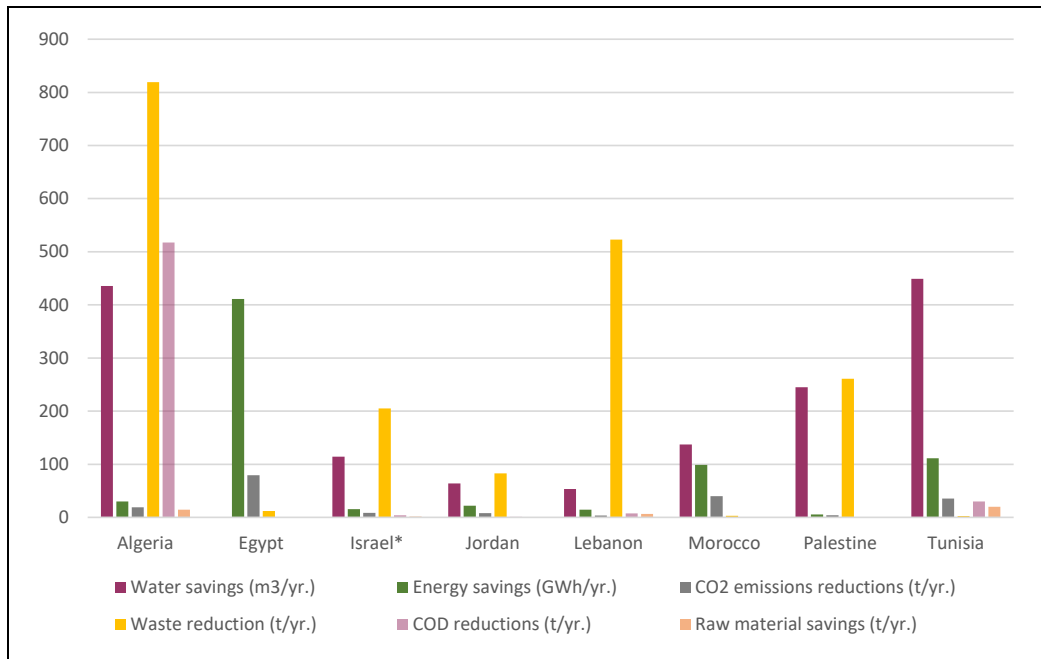
⁵⁷⁶ UNIDO (2019): Independent Terminal Evaluation, Switch-MED demonstration and networking components components.

⁵⁷⁷ Ibid.

⁵⁷⁸ Ibid.

Figure 27 presents some of the environmental benefits from the MED TEST II project in the eight target countries.

Figure 27 Environmental benefits from the MED TEST II project in the eight target countries



Source: Data collected from the EU (2020): Switch-MED Final Report.

Remark: COD corresponds to considerable chemical oxygen demand.

11.3.3 Sustainability (JC1.2 and JC6.1- JC6.5)

There is nuanced evidence on the ability of the Switch-MED programme to sustain its impact on the long-term as a number of promising elements can be observed, though nothing has yet been achieved on the ground⁵⁷⁹. On the one hand, the strong political ownership that emerged in all countries, the reinforcement of the RECP market for service providers and the increased capacities of national partners are good signs that the impact of the programme will be sustained on the long-term. On the other, the lack of clear exit strategy raises concern as the ability of the programme to ensure a proper hand-over with local partners⁵⁸⁰. ROM interviews with government representatives also indicated the need for Switch-MED to push for a greater involvement of national authorities who were eager to acquire both more knowledge and have more input. The involvement of the national governments, through their NFPs, is key to ensure the further dissemination and up scaling of the initiative, and thereby the sustainability of the action.

The Networking Facility was the main tool included in the programme design for ensuring long-term sustainability. This Facility documented lessons learned and created a basis for replication of the programme activities. For example, a catalogue of best practices applicable for the south Mediterranean companies was developed with 250 best practice techniques, complemented by full case studies from blueprint industries⁵⁸¹.

Through the implementation of capacity building activities (e.g., trainings, coaching and/or TA for private sector, business service providers, civil society and public sector representatives), the EU aimed to set up a Community of Practice able to continue the work beyond its interventions in the region and to ensure their sustainability⁵⁸². In addition to capacity building efforts, the EU provided i) various type

⁵⁷⁹ EU (2017): ROM report.

⁵⁸⁰ Ibid.

⁵⁸¹ Ibid.

⁵⁸² EU (2018): Switch-MED II, Description of Action.

of support (e.g., mentorship and individual coaching) and ii) access to finance to entrepreneurs⁵⁸³ to ensure the sustainability of its action⁵⁸⁴.

Maintaining the momentum and scaling up in the view of encouraging national financial sustainability is one of the key challenges of Switch-MED⁵⁸⁵. It is understood that financial sector is reluctant to accept risks related to innovative projects⁵⁸⁶. However, the progress has been made in some countries. For example, in Tunisia the Industrial Upgrading Fund is available to provide funding for TEST activities⁵⁸⁷.

11.4 Implementation approaches

11.4.1 Efficiency (JC4.1, JC4.2)

Significant delays were observed in various countries during the implementation of the project⁵⁸⁸. In Algeria the project started with more than a year of delay, related to contracting national partners for the implementation activities. In addition, signing the contract with the Algerian partner took more than four months due to internal governmental procedures. Similarly, economic instability in Egypt and frequent change of focal points in the line ministries also caused delays. Due to security issues delays occurred in Palestine and Tunisia. The overall programme was delayed in Egypt for 1,5 years due to the lack of security clearance. The reasons of other delays are mostly related to the pandemic, although in Lebanon the programme cannot operate due to the current crisis.

11.4.2 Coordination and linkages with other donors (JC3.1, JC3.2)

While Switch-MED has had five Steering Committee meetings throughout the implementation period, coordination between subcomponents on the ground was weak⁵⁸⁹. The governance structure of the project includes a Steering Committee and Coordination Group to advise and monitor the implementation of the programme at the regional level. The Steering Committee includes all the implementing partners (e.g., DG NEAR, DG ENV, UfM and the NFPs of both Ministries of Environment and Industry of each country). The Coordination Group is composed of representatives from UNIDO, implementing partners and DG NEAR to jointly review progress on activities according to the annual work-plan⁵⁹⁰. Yet, there is evidence that the implementing organisations SCP/RAC, UNEP-MAP and UNEP-DTIE under UNIDO leadership, implemented their components without much synergies and cooperation. The coordination meetings are mostly conducted at the management and regional level, while the people working for the implementing agencies in the targeted countries have little information on what is accomplished by other agency. For instance, there are no coordination meetings with SCP/RAC office located in Egypt, while UNEP does not have coordinators in Egypt⁵⁹¹. Finally, It is difficult to identify the programmatic links among the programme's implementing partners (e.g., among the work done with industries by UNIDO and the initiatives related to green entrepreneurship, accomplished by SCP/RAC). The linkages may become more actual if the successful cases from the industry contribute to the policy changes. All the implementing partners worked with

⁵⁸³ The financing opportunities available for Green Entrepreneurs at different stages of development in the 8 target countries and 262 Financial Actors have been mapped and analysed and as a result of the match-making activities between Green Entrepreneurs and Financial Actors. More than EUR 2.5 million have been raised by 25 supported Green Start-ups.

⁵⁸⁴ 205 Green Entrepreneurs (34% women) received an individual coaching to improve their Green Business Model and were admitted to apply to the incubation phase. 48 Green Entrepreneurs (44% women) received personal mentoring and external technical assistance aimed at the development of their Green Business Plans and the creation of their companies.

⁵⁸⁵ Evaluation of the EU support provided at regional and bilateral level in the field of environment in the Neighbourhood South countries (2010-2017).

⁵⁸⁶ UNIDO (2019): Independent Terminal Evaluation, Switch-MED demonstration and networking components.

⁵⁸⁷ Ibid.

⁵⁸⁸ EU (2020): Switch-MED programme, Final Report.

⁵⁸⁹ UNIDO (2019): Independent Terminal Evaluation, Switch-MED demonstration and networking components.

⁵⁹⁰ EU (2020): Switch-MED programme, Final Report.

⁵⁹¹ ROM report, interview with UN agency.

different target groups, which is another limiting factor for creation of linkages and synergies in the programme⁵⁹².

UNIDO actively cooperates with other donors, e.g., with Italian Cooperation related to cotton value chain, and Swiss Cooperation and EBRD to find some common points of interest related to green value chain⁵⁹³. The Networking Facility of Switch-MED ensures regular cooperation and exchange of lessons learned between donors working on similar initiatives. For instance, i) SWITCH Africa Green, which was launched in 2013 to support countries in Africa in achieving sustainable development by transitioning to an SCP-based inclusive green economy, and ii) Switch-Asia, which aims to support the transition of Asian Countries to a low-carbon, resource-efficient and circular economy while promoting sustainable production and consumption patterns within Asia and greener supply chains between Asia and Europe⁵⁹⁴. Good examples are financial contributions of the OSCE and Italian Government to the Switchers Fund, when six Green Start-ups have been supported with EUR 15,000 each⁵⁹⁵ ⁵⁹⁶. The UfM provided financial resources for TA to assess the interest of financial institutions in investments in eco-innovative and green businesses in Jordan and Palestine⁵⁹⁷.

Coordination mechanisms between different EU-funded initiatives related to circular economy are not fully linked with each other⁵⁹⁸. Apart from project-specific coordination mechanisms there is little cooperation between the different donors. It is understood that even though there are currently many national, European and international financial programmes and support mechanisms at different levels (local, regional or national), there is very little cooperation and it regularly leads to unknown ‘competition’, especially with the international donors⁵⁹⁹.

⁵⁹² Interview with UN agency.

⁵⁹³ Interview with UN agency.

⁵⁹⁴ Interview with UN agency.

⁵⁹⁵ Ibid.

⁵⁹⁶ UNIDO (2019): Independent Terminal Evaluation, Switch-MED demonstration and networking components.

⁵⁹⁷ Ibid.

⁵⁹⁸ Rademaekers, K.; Smit, T.A.B; Artola, I.; Koehler, J.; Hemkhaus, M.; Ahlers, J.; Van Hummelen, S.; Chewpreecha, U.; Smith, A. & McGovern, M. (2020) Circular economy in the Africa-EU cooperation – Continental report. Continental report under EC Contract ENV.F.2./ETU/2018/004 Project: “Circular Economy in Africa-Eu cooperation”, Trinomics B.V., Tomorrow Matters Now Ltd., adelphi Consult GmbH and Cambridge Econometrics Ltd.

⁵⁹⁹ Rademaekers, K. Et Al. (2020) Circular economy in the Africa-EU cooperation – Continental report.

11.5 Annexes

11.5.1 Annex 1: List of persons consulted

<i>Name</i>	<i>Organisation</i>	<i>Position</i>
FONTAINE, Sylvie	(EU) DG NEAR B2 – Regional programmes Neighbourhood South	Program Manager "Environment, Water and Agriculture"
GONZALEZ-MUELLER, Carolina	UNIDO	Switch-MED Regional programme Manager

11.5.2 Annex 2: List of documents

11.5.2.1 EU Strategy Programming

- EC (2021): Renewed Partnership with the Southern Neighbourhood. A New Agenda for the Mediterranean. JOIN(2021) 2 final.

11.5.2.2 EU Reporting

- EU (2017): Evaluation of the EU support provided at regional and bilateral level in the field of environment in the Neighbourhood South countries (2010-2017).

11.5.2.3 Project documentation

- EU (2020): Switch-MED programme, Final Report.
- EU (2018): Switch-MED II, Description of Action.
- EU (2017): ROM report of SWITCH-MED Demonstration and networking components.

11.5.2.4 Other

- Abdallah, L. (2020): Egypt's NDC to Paris agreement: review and recommendations. International Journal of Industry and Sustainable Development, 1(1), 49-59.
- ILO (2016): Women in business and management: gaining momentum in the Middle East and North Africa: regional report / International Labour Organisation.
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EVALUATION OF THE EUROPEAN UNION EXTERNAL ACTION
THEMATIC EVALUATION

**EVALUATION OF THE EU'S SUPPORT TO CLIMATE
ACTION AND ENVIRONMENT IN ENLARGEMENT AND
NEIGHBOURHOOD REGIONS
(VOLUME III – ANNEXES)**

March 2022

EVIDENCE

MATTERS

Neighbourhood
and Enlargement
Negotiations



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https://ec.europa.eu/neighbourhood-enlargement/monitoring-and-evaluation_en

Evaluation of the EU's support to climate action and environment in Enlargement and Neighbourhood regions

The report consists of three volumes:

VOLUME I – MAIN REPORT

1. Introduction
2. Key methodological elements
3. Overview of the EU support to Env. & CC
4. Main findings
5. Overall assessments
6. Conclusions
7. Recommendations

VOLUME II - CASE STUDIES

Country case studies: (IPA) Kosovo, North Macedonia Serbia; (ENI East) Georgia, Ukraine; (ENI South) Egypt, Lebanon, Tunisia

Regional/Macro-regional case studies: (IPA) EUSAIR; (ENI East) EU4Climate; (ENI South) Switch-MED II

VOLUME III – ANNEXES

1. Evidence Matrix
2. EU policy review and Intervention Logic
3. Mapping of EU support
4. eSurvey report
5. List of persons consulted
6. Bibliography


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1 Annex 1: Evidence Matrix (Complementary information at JC and indicator level)

1.1 Cluster 1: Transversal EQs

1.1.1 EQ1 - Policy and strategic framework

EQ1 - To what extent have the EU Env. & CC strategies reflected the specific challenges and needs of the partner countries/beneficiaries and are in line with the evolving policy framework for EU external action?	
<p>This EQ covers issues related to relevance, coherence and sustainability, and consists of two Judgment Criteria (JC):</p> <ul style="list-style-type: none"> • JC 1.1 The EU Env. & CC strategies under IPA and ENI have been consistent and in line with the evolving policy framework for EU external action • JC 1.2 The EU Env. & CC strategies at country and regional level have responded to the main challenges and needs of the Enlargement and Neighbourhood regions 	

1.1.1.1 (JC 1.1) Consistency of EU Env. & CC strategies under IPA and ENI

I-1.1.1. Overview of sources of information and evidence base at indicator level

I-1.1.1. Degree to which Env. & CC strategies (objectives, approaches, choices in terms of the thematic focus) are clearly spelled out in the IPA and ENI key reference documents (i.e., legal/strategy/programming documents).					
<u>Overall strength of the evidence base:</u> • (strong)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., MIPs, SSF, Partnership Priorities, Action documents, Nationally Determined Contributions, etc.) reviewed in the country and regional case studies	<i>Not a main source</i>	Policy documents on Env. & CC (e.g., European Green Deal, Green Agenda for the Western Balkans, Chapter 27 of the EU accession process, 2030 Climate and Energy Framework, etc.) and EU external actions (e.g., European Consensus, Enlargement Strategy, EaP 20 Deliverables): <i>see Annex 3 (Policy review) and Annex 8 (Bibliography) in Volume III for further details.</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>See eSurvey report in Volume III for further details.</i>	<i>See mapping in Volume III for further details.</i>

Key evidence/specific findings:

- Broad Env. & CC objectives of EU support are clearly spelled out in key reference documents. The policy review (annex 3) highlights how these strategic orientations appear at various levels, including: i) EU internal policy framework; ii) Overall policy framework for EU external action; iii) Regional strategic frameworks in the Enlargement and European Neighbourhood regions.
 - In the *Enlargement region*, until the 2020 Green Agenda for the Western Balkans, the focus of EU support in the region was mostly determined by the Chapter 27 (Environment) of the EU accession process, with priorities set country by country. The IPA regulation did not provide strategic orientations on/priorities for EU support to Env. & CC, which reflects the nature of the 'IPA II regulation' document, but also the demand-driven nature of the cooperation in the region. Case studies show a more nuanced picture regarding the clarity of the strategic focus guiding EU support at IPA beneficiary level. Cases such as *Kosovo* and *North Macedonia* highlight those strategic orientations became clearer towards the end of the review. In the case of *Serbia*, the

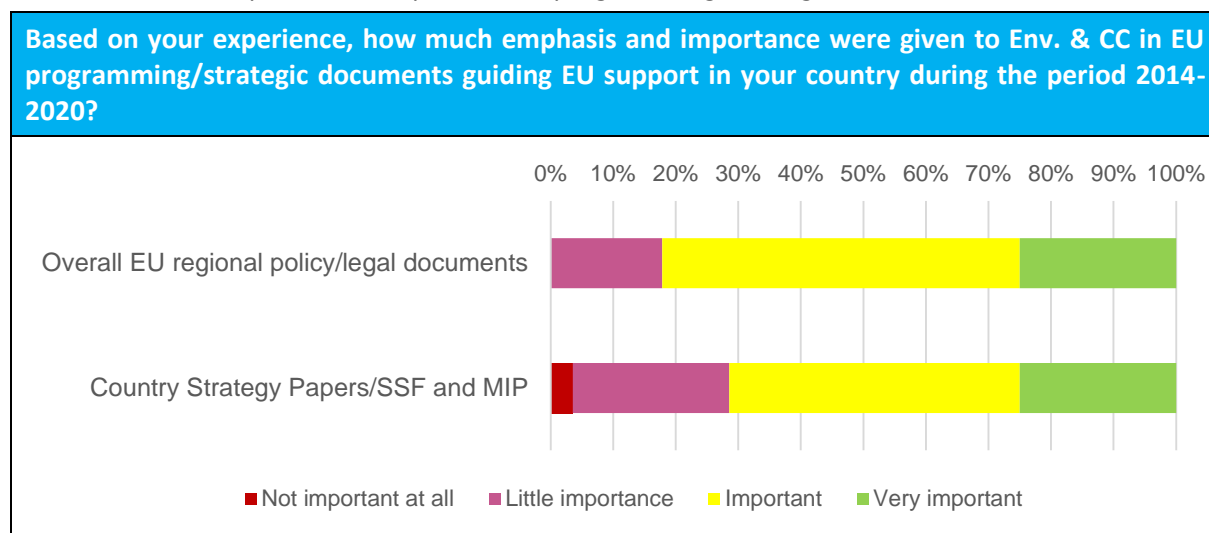
attention put on helping the country respond to the floods of 2014 somewhat overshadowed other Env. & CC priorities in EU programming in the first years under review. Overall, while Env. & CC was a key element of the Strategic Framework guiding EU action in the Enlargement Region, it was not systematically a central element in EU bilateral programming and the attention put on this thematic area in EU programming varied across the region and during the period under review.

- o In the *Neighbourhood region*, Env. & CC issues were mentioned in early policy documents where the EU placed special emphasis on partner country needs in that area, and they are increasingly featuring in the recent policy/strategy documents (see Annex 3 - Policy review). As illustrated in the case of *Georgia*, strategic orientations followed in bilateral programming were often mirroring the ones spelled out in the key strategic documents of the ENI and EaP. However, as illustrated by the case studies, Env. & CC was not often a central element in EU bilateral programming in the Neighbourhood region and, like in the Enlargement region, the attention put on this thematic area in EU programming varied across the region and during the period under review.
- o In 2018, the Commission set out its vision for a climate-neutral EU. The vision covers most EU policies and is in line with the Paris Agreement objective to keep the global temperature increase to well below 2°C and pursue efforts to keep it to 1.5°C – targets now regarded by many as unlikely to be attained. In 2020, as part of the European Green Deal, the Commission proposed the first European Climate Law to enshrine the 2050 climate-neutrality target into law. The European Green Deal marked a shift in EU policy priorities: climate neutrality (and preserving biodiversity) is now seen as an overarching goal of EU, reflected in the effort to recover from COVID-19 and with implications many different policies, including EU external assistance, trade, taxation, agriculture, maritime, energy, transport, environmental research, industrial policies. Since the drivers of CC and biodiversity loss are global and are not limited by national borders, the European Green Deal calls for cooperation to influence, provide expertise and mobilise financial resources to encourage Europe’s neighbours and partners to join it on a more sustainable path.

Results from the eSurvey

The results of the eSurvey highlight a greater attention given to Env. & CC in EU regional strategic frameworks than in bilateral ones. While a large majority of EUD respondents are of the opinion that Env. & CC was an important dimension of the strategic framework underpinning EU external action in the regions, only a quarter were of the opinion that it was a very important dimension.

Question 1 *Emphasis and importance in programming/strategic documents*



Note: for both variables, N = 28.

Box 19 presents a selection of qualitative responses explaining respondents' assessment provides further insights and illustration of different points of view:

Box 1 *Emphasis and importance in programming/strategic documents – qualitative assessments (examples)*

Env. & CC harmonisation with EU standards is an important priority in the framework of EU's enlargement policy. *EUD, Enlargement*

While Env. & CC had one of the biggest priorities in the policy and EU financial assistance planning documents and the MIPD, the budget of the environmental programme was cut by more than 45% by the EU at a later stage. *EUD, Enlargement*

The level of ambition for Env. & CC action was too low, especially in biodiversity conservation and climate action. *EUD, Enlargement*

There is no SSF [with the country]. The EU works on specific objectives that are not environment related through special measures. Indirectly, issues such as waste management are touched through the sectors of governance and private sector. *EUD, Neighbourhood South*

I-1.1.2. Overview of sources of information and evidence base at indicator level

I-1.1.2. Alignment of the Env. & CC strategies with global Env. & CC frameworks such as the SDGs and the Paris commitments.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., MIPs, SSF, Partnership Priorities, Action documents, Nationally Determined Contributions, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	(see I-1.1.1)	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	<i>Not a source</i>

Key evidence/specific findings:

- Overall, EU policy documents are strongly aligned with global Env. & CC frameworks such as the SDGs and the Paris commitments (see the policy review in annex 3).
- Although there is also good overall alignment observed at bilateral programming level, the picture is more nuanced at that level. In particular:
 - In *Kosovo*, there is a mixed view on alignment of Env. & CC strategies with global frameworks such as the SDGs and the Paris Agreement. The ISP states that Kosovo is committed to SDGs, as in 2018 a Resolution on the SDGs was endorsed by Parliament. The revised ISP from 2018 notes that priorities for IPA support are aligned with the SDGs. IPA assistance in Env. & CC focuses on SDG 6 – Ensure availability and sustainable management of water and sanitation. However, analysis of the Action Documents related to Env. & CC provided no evidence that the design of the interventions was directly linked to specific Agenda 2030 goals or to specific objectives of the Paris commitments.
 - In *Serbia*, there is some alignment of country Env. & CC strategies with global Env. & CC frameworks such as the SDGs and the Paris commitments. In advance of the Paris Agreement, Serbia submitted an Intended Nationally Determined Contributions (INDC) in which it pledged to reduce GHGs by 9.8% by 2030 in comparison to 1990. However, in order to realise this intention and obligations, Serbia needs to establish

both a national strategic and policy framework for implementing them, including structures for decision-making on future objectives, targets, and priority policies and measures for mitigation. The importance of such a strategic and policy framework, and the limitations imposed by its absence, was noted by the 2018 EU Climate Strategy & Action Plan for Serbia. The 2020 SDG status report suggests that Serbia is on track for only SDG 1 and failing or only modestly succeeding to progress towards most others.

- o In *Egypt*, EU cooperation aligned with Egypt's Sustainable Development Strategy (Vision 2030), which is in turn aligned with the SDGs and Paris Agreement. alignment of the Env. & CC strategies with global Env. & CC frameworks such as the SDGs and the Paris commitments is less clear in specific terms. For instance, Fostering Reforms in the Egyptian RE and Water Sectors through Capacity Building: Action Document is not overtly aligned with either the SDGs or the Paris Commitments and neither is the Kitchener Drain Project: Action Document though, arguably, both interventions could make a contribution by supporting several SDGs (e.g., 6 (Clean water and Sanitation) and 8 (Decent Work and Economic Growth). There was strong linkage between EU-financed interventions and the country NDC plan. It should be noted, however, that the NDC is rudimentary and has yet to be updated from its initial submission. Interviews with EU staff indicate that "a strategy" is under preparation. The current NDC does not include any emission reduction target, although it indicates that the mitigation efforts will concentrate on increasing the share of renewable energy, investment in energy efficiency and reforms to reduce energy subsidies. National efforts on adaptation focus on agriculture, water resources, coastal zones, and GHG emission reductions focus on energy, transportation, and industry. No targets for such reductions have been set.
- o EU Env. & CC support to *Lebanon* built on that country's national commitment under the Paris Agreement to reduce its greenhouse gas emissions by 30%.
- o In *Tunisia*, the planning and programming of ENI and Neighbourhood Investment Facility (NIF) / Neighbourhood Investment Platform (NIP) initiatives is in line with the Paris Agreement and Tunisia's national commitment. These provided the basis for planning from 2016 onwards. Sustainable development is a priority. However, specific SDGs are not referred to in the supporting framework, action plans nor individual project documents. Part of the project 'Objectif Transition Énergétique', addresses the needs of small actors, and also includes a part that aligns the legislation with the Paris Agreement.
- o EU Env. & CC strategies in *Georgia* are well aligned with global Env. & CC frameworks such as the Sustainable Development Goals (SDGs) and the Paris commitments and have evolved with the development of broader frameworks. The EU-Georgia Association Agenda provides specific priorities to start implementing the Paris Climate Agreement. The SSF makes an explicit focus on the joint EU-Georgia programming exercise which developed a Joint Strategy focussing on the key global policy goals set by the UN 2030 SDGs and the Paris Agreement on CC. At the Action Documents level, the AD for the EU Resilience Facility for Georgia presents its alignment with relevant SDGs and Rio markers for CC. The EaP strategy beyond 2020 is also aligned with the EU new growth strategy, the EGD. The Action Document on EU Resilience Facility provides reference to the European Green Deal target of making the EU the first climate-neutral continent by 2050 and the EU's goal to support the transition to green economy in its response to the COVID-19 outbreak.
- o In *North Macedonia*, while linkages to the Sustainable Development Goals (SDGs) have not always been clearly spelled out in programming documents (e.g., the Sector Operational Programmes 2014 and 2017), these have aligned with the 2030 Agenda and other global frameworks such as the Paris Agreement. The revised 2018 Indicative Strategy Paper explicitly states that priorities for IPA support are aligned with the 2030

Agenda and its SDGs. One of the expected results refers to supporting the Paris Agreement, including through increasing EU climate spending in the country.

I-1.1.3. Overview of sources of information and evidence base at indicator level

I-1.1.3. Consistency of Env. & CC strategies with the evolution of the broader framework of EU external action (including EU internal policies).					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	(see I-1.1.1)	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	<i>See case study notes in Volume II and mapping in Volume III for further details.</i>

Key evidence/specific findings:

- There has been consistency with the evolution of the broader framework of EU external action (see Annex 3). The country case studies carried out in this evaluation and the review of IPA and ENI programming documents confirm alignment between these different levels, as well as a high degree of consistency between the support of Env. & CC and the broader objectives of EU external action. However, as highlighted in other indicators, the growing EU ambition in Env. & CC has not been followed by a significant increase in funding during the period 2014-2020, revealing a time lag in turning EU policy ambition into action.

I-1.1.4. Overview of sources of information and evidence base at indicator level

I-1.1.4. Alignment of implemented EU support (volume of financial assistance in the different thematic areas, focus of policy dialogue) with the priorities identified in Env. & CC strategies.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	Policy documents on Env. & CC (e.g., European Green Deal, Green Agenda for the Western Balkans, Chapter 27 (Environment) of the EU accession process, 2030 Climate and Energy Framework, etc.) and EU external actions (e.g., European Consensus on Development, Enlargement Strategy, EaP 20 Deliverables, Regional South Strategy): see Annex 3 (Policy review) and Annex 8 (Bibliography) in Volume III for further details	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	<i>See case study notes in Volume II and mapping in Volume III for further details.</i>

Key evidence/specific findings:

- At the aggregate level, the EU has supported a diversity of initiatives at country and regional level that are broadly consistent with these strategic orientations (for a full inventory of EU

support to Env. & CC see annex 4). However, the mapping of EU support to Env. & CC doesn't reveal a clear upward trend in funding going to this thematic area between 2014-2020. The table below provides further details on the evolution in funding in the cases reviewed. It confirms that no clear upward trends can be observed across the cases.

- There has been a good degree of consistency between the design of the individual interventions and the objectives spelled out in the key reference documents.
 - There is a good level of alignment between the priorities spelled out in strategy documents and actions supported in *Kosovo*. Support before introduction of Env. & CC as a priority area in 2018 was focussed on mainstreaming Env. & CC into the energy sector (e.g., TPP Kosovo A, EE and RE acquis, support to EE fund). IPA support from 2018 is aligned with principles of reducing pollution and emissions at source (support to clean air in Kosovo) and improvements in environmental infrastructure (support to waste management).
 - In *Serbia*, there is alignment of implemented EU support with the priorities identified in national Env. & CC strategies; in particular the priority area of wastewater infrastructure. The Indicative Strategy Paper (ISP) 2014-2020 sets as the objective of EU assistance the alignment of Serbian legislation with the EU Env. & CC *acquis* and strengthening of institutional capacities for its implementation and enforcement. A further objective was to develop and improve environmental infrastructure, especially in the areas of urban wastewater treatment, water management and waste management. Protection against floods is another area of cooperation identified in programming documents, and indeed, programming in the different areas of Env. & CC has been overshadowed somewhat by the floods of 2014.
 - In *Turkey* (not a case study country), Env. & CC harmonisation with EU standards is an important priority in the framework of EU's enlargement policy. However, as a respondent to the eSurvey pointed out, while Env. & CC had one of the biggest priorities in policy and EU financial assistance planning documents and the MIPD, the budget of the environmental programme was cut by more than 45% by the EU at a later stage.
 - While the first SSF (2014-2017) in *Georgia* does not list environment among priority sectors of intervention, ensuring sustainable development through the protection of the environment and CC mitigation is an objective of the AA between the EU and Georgia. The SSF 2017-2020 specified the overall objectives in energy and transport, environmental and energy governance, sustainable development of infrastructures and management of resources and support for circular economy. Through TA and capacity building under budget support, the EU has contributed to the development of national strategies and action plans; these have, in turn, guided blending operations.
 - Env. & CC issues addressed in the 2017-2020 SSF for *Lebanon* are rehabilitation of critical infrastructure, including adaptation to CC, in areas such as water/wastewater, SSM and electricity/renewable energy, as well as the efficiency of the transport system. The main focus of the EU support for Lebanon was guided by the EU-Lebanon Partnership Priorities¹ which, as mentioned above, includes energy security, climate action and conservation of natural resources.
 - In *Tunisia*, Env. & CC is systematically taken as a basis for ENI, including NIF, programming and updated in every new programming phase or sub-phase. Moreover, many key documents have been elaborated with Technical Assistance (TA) from bi- and multilateral cooperation, taking into account EU policies and international agreements. The convergence of Tunisian and EU policy, which is one of the pillars of

¹ EU (2016): Decision No 1/2016 of the EU-Lebanon Association Council agreeing on EU-Lebanon Partnership Priorities.

the privileged partnership and which mentioned in the supporting framework² can be clearly observed.

- o In *Egypt*, EU strategy, programming and intervention level documents made clear references to the national development/growth strategy, environment policies, climate change strategy and NDC, biodiversity strategy and action plan, and the general processes for SDG implementation. In particular, the strategy documents underpinning EU-Egypt bilateral cooperation (e.g., SSF) aligned with the environmental policy of the Government of Egypt which seeks to achieve environmental protection through the establishment of appropriate institutional, economic, legislative and technical frameworks at local, regional, national and international levels. An aim of the EU-Egypt Partnership Priorities (2017-2020) was to reinforce cooperation to support Egypt Vision 2030.

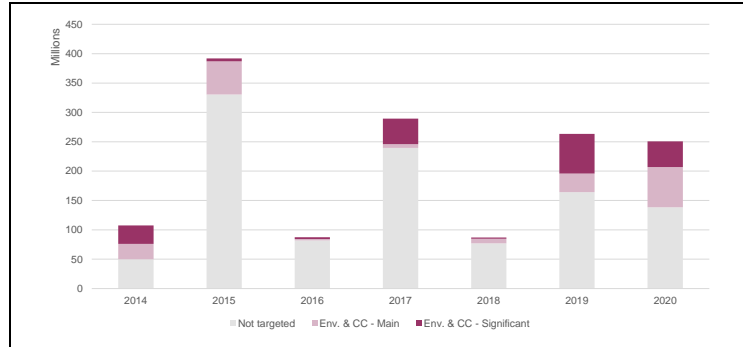
Countries	Graphs
Enlargement region	
<p>Env. & CC strategies for <i>Kosovo</i> are consistent with the evolution of the broader framework of EU external action. The revised 2018 ISP makes explicit reference for the need to align with EU policy on transition to a low carbon, resource efficient and circular economy. 67% of the EU assistance to Kosovo was not targeted on Env. & CC, 24% was Env. & CC-targeted (OECD-DAC policy marker ‘main’) and 9% included aspects of Env. & CC (OECD-DAC policy marker ‘significant’). The 24% “main” average is heavily influenced by the EUR 90.4 million 2019 Kosovo Clean Air Programme, which absorbed a large share of the funds available for IPA programming toward the end of the period under review.</p>	<p><i>Env. & CC contracts in the broader EU portfolio in Kosovo (contracted amounts)</i></p> <p style="text-align: center;"><i>Source: Particip GmbH, based on CRIS data.</i></p>
<p>There has been good alignment between EU support to Env. & CC in <i>North Macedonia</i> and the evolving EU policy framework for the sector, especially towards the end of the period under review. The Sector Operational Programme 2017 does not provide explicit references to low carbon, resource efficiency and circular economy, but these concepts did not take their place in the EU policy framework until after the SOP was prepared, Env. & CC strategies for North Macedonia are consistent with the evolution of the broader framework of the EU external action. The revised ISP (2018) does call for IPA support to be aligned with EU policy on the transition to a low carbon, resource efficient and circular economy. Major projects under SOP framework follow the evolution and alignment.</p>	<p><i>Env. & CC contracts in the broader EU portfolio in North Macedonia (contracted amounts)</i></p> <p style="text-align: center;"><i>Source: Particip GmbH, based on CRIS data.</i></p>

² EU (2013): Privileged Partnership Action Plan 2013-2017; EC (2014): EU-Tunisia SSF (2014-2015) ; and EC (2017): EU-Tunisia SSF (2017-2020).

As shown in the figure below, 16.4% was Env. & CC-targeted (OECD-DAC policy marker 'main') and 47% included aspects of Env. & CC (OECD-DAC policy marker 'significant'). The statistics are, however, heavily influenced by the large 'main' and "significant' data points for 2017.

In *Serbia*, EU support has focused on supporting the country in harmonising its legal framework with the EU environment and climate *acquis*. 73.2% of the EU assistance to Serbia did not integrate an explicit dimension on Env. & CC, 13.5% was Env. & CC-targeted and 13.3% included Env. & CC aspects.

Env. & CC contracts in the broader EU portfolio in Serbia (contracted amounts)

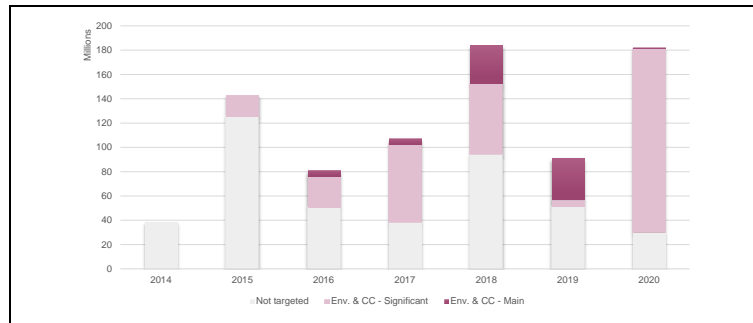


Source: Particip GmbH, based on CRIS data.

Neighbourhood East region

EU Env. & CC objectives in *Georgia* are spelled out in the key strategic documents of the ENI and EaP. The importance of the Env. & CC is further strengthened by EaP policy beyond 2020 – reinforcing resilience that aims at achieving the twin ecological and digital transition and delivery of policy objectives under Agenda 2030 and Paris Agreement. The first SSF (2014-2017) did not list environment among priority sectors of intervention; however, ensuring sustainable development through the protection of the environment and CCM is a key objective of the AA between the EU and Georgia. The SSF 2017-2020 specified the overall objectives in energy and transport, environmental and energy governance, sustainable development of infrastructures and management of resources and support for circular economy. 9.5% was Env. & CC-targeted (OECD-DAC policy marker ‘main’) and 38.7% included significant aspects related to Env. & CC (OECD-DAC policy marker ‘significant’).

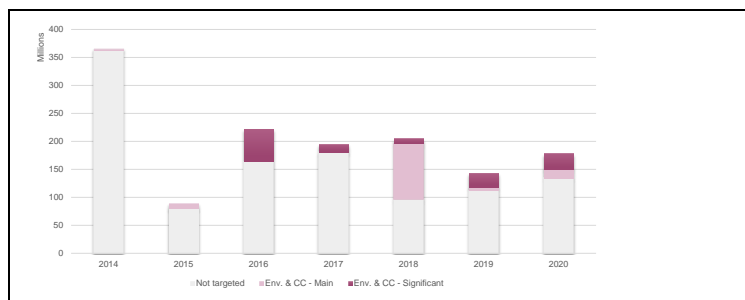
Env. & CC contracts in the broader EU portfolio in Georgia (contracted amounts)



Source: Particip GmbH, based on CRIS data

In *Ukraine*, there is a strong coherence between implemented EU interventions, the Env. & CC cooperation strategies outlined in key bilateral and regional reference documents, and global EU Env. & CC frameworks. Approximation to EU *acquis* has provided a strong guiding framework to EU support to Env. & CC in Ukraine. The concept of 'gradual approximation' appears at all levels, from EU individual interventions to key bilateral (e.g., SSF) and regional (e.g., EaP 20 deliverables) reference frameworks. Key references documents and main EU interventions adopted during the period under review all integrated well changes that were introduced in EU policies (e.g., Green Deal) and global frameworks (Paris Agreement) related to Env. & CC. For instance, the SSF 2018-2020 include reference to the promotion of a Circular Economy, a key concept in the European Green Deal. 81% of the EU assistance to Ukraine did not include an explicit dimension on Env. & CC. Only 10% was Env. & CC-targeted (OECD-DAC policy marker 'main') and 10% included aspects of Env. & CC (OECD-DAC policy marker 'significant').

Env. & CC contracts in the broader EU portfolio in Ukraine (contracted amounts)

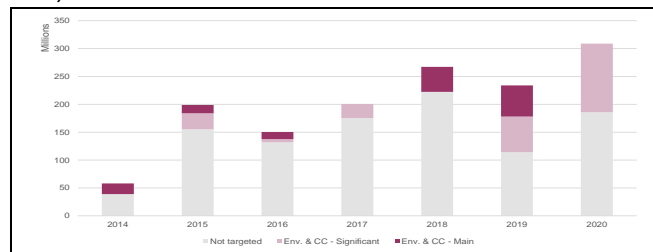


Source: Particip GmbH, based on CRIS data.

Neighbourhood South region

In *Tunisia*, Env. & CC the convergence of Tunisian and EU policy is one of the pillars of the bilateral 'Privileged Partnership'. EU assistance has consistently targeted specific priority areas such as green economy, renewable energy, depollution and climate change that are not laid out clearly in the ENI regulation, but are coherent with it and developed in the national programming documents as well as in the technical documents of the different projects. The multi-annual programme for the period 2021-2027, which is currently being prepared, integrates the guidelines of the European Green Deal and the EU's climate strategies and objectives. In addition, the delegation is finalising a strategy for the integration of the environment, climate change, biodiversity and sustainable development into the partnership between the EU and Tunisia. Looking at the broader EU portfolio in Tunisia, Env. & CC was not a 'focus' in 72% of the EU assistance to Tunisia during 2014-2020. 10.4% of EU assistance to Tunisia explicitly targeted Env. & CC and 17.4% of EU assistance included Env. & CC related objectives ('Env. & CC Significant').

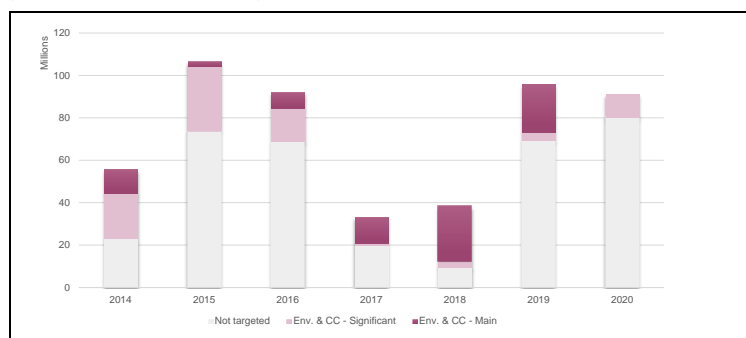
Env. & CC contracts in the broader EU portfolio in Tunisia (contracted amount)



Source: Particip GmbH, based on CRIS data.

The EU strategy to support Env. & CC in Lebanon was explicitly spelled out in the EU country-level programming / strategy documents and was consistent with the overarching policy framework for EU external action. EU support for Lebanon was guided by the EU-Lebanon Partnership Priorities, which includes energy security, climate action and conservation of natural resources. 16.1% was Env. & CC-targeted (OECD-DAC policy marker 'main') and 16.8% contained significant Env. & CC elements.

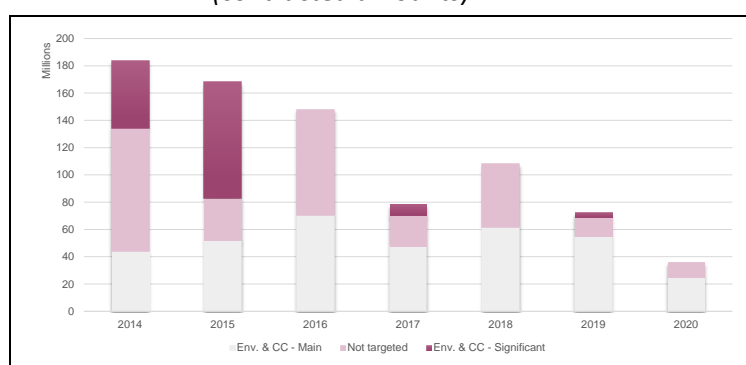
Env. & CC contracts in the broader EU portfolio in Lebanon (contracted amounts)



Source: Particip GmbH, based on CRIS data

44.7% of EU support to Egypt was Env. & CC-targeted (OECD-DAC policy marker 'main') and 18.7% included aspects of Env. & CC (OECD-DAC policy marker 'significant').

Env. & CC contracts in the broader EU portfolio in Egypt (contracted amounts)



Source: Particip GmbH, based on CRIS data

1.1.1.2 (JC 1.2) Responsiveness of EU Env. & CC to context change in Enlargement and Neighbourhood regions

I-1.2.1. Overview of sources of information and evidence base at indicator level

I-1.2.1. Evidence that EU Env. & CC strategies derive from an up-to-date and detailed context analysis (incl. main policy challenges, political economy/institutional dynamics, needs/capacity of the private sector and civil society organisations in partner countries).					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	<i>Not a source</i>

Key evidence/specific findings:

- The country case studies show that EU support was informed by solid context analysis regarding Env. & CC problems, including analysis of target beneficiary population needs and some factors related to, e.g., economic growth and employment. In a few cases (e.g., to tackle industrial pollution in Tunisia), the EU's engagement over the long term has allowed for participatory processes that enhanced the design and implementation of supported actions.

- The text below provides further observations on selected case studies:
 - *Kosovo* ISP documents from 2014 and 2018 provide a comprehensive overview of the country needs and strategic context. In addition, EU Progress Reports provide annual revisions of the progress and areas of further attention on priorities of action.
 - In *Serbia*, EU Env. & CC strategies derive from an up-to-date and detailed context analysis of economic growth, employment and trade. For instance, programming documents recognise the agriculture sector as key to economic growth, employment and trade, and that climate smart agriculture contributes to the reduction of vulnerability to disasters and increases the country's resilience to CC.
 - In *North Macedonia*, ISP 2014 and 2018 documents contain comprehensive overviews of the country needs and strategic context. In addition, EU Progress Reports provide annual reviews of progress and identification of areas for further attention and priorities of action. The annual Sub-committee meetings under SAA provide an opportunity to use the policy dialogue to discuss pressing Env. & CC issues and to discuss progress towards environmental objectives. Stakeholders interviewed stated that the EU Env. & CC assistance is based on detailed analysis and consultations, carried out especially at the time of the design of the projects under the Sector Operational Programme, as well as through Sector Working Group and EU-North Macedonia dialogue in the IPA Monitoring Committee and sub-committees.
 - EU support responds well to the local context and the needs of target groups in *Ukraine*. The main Env. & CC challenges that Ukraine faces are well described in key reference documents as well as in the design documents of the interventions implemented during the period under review. These documents also clearly highlight challenges related to e.g., technical and managerial capacity of key sector institutions, political will and weak law enforcement capacity. In addition, the focus on certain themes such as EE for residential and public buildings responds both to local needs of the population and national policy targets related to the country's commitments at global level (e.g., on the reduction of GHG emissions). The approach adopted in this area also reflects well the need for flexible financial mechanisms to support Ukrainian municipalities in achieving related policy objectives³. This has had a larger impact, as in some cases the investors have directed their funding from the fossil fuel extraction towards alternative energy projects.
 - EU Env. & CC strategies in *Georgia* have been described as relevant and context-sensitive by interviewees. EU assistance is considered most relevant when it supports i) the financing of infrastructure and ii) the development of policies and reforms. The most relevant areas of EU assistance were noted as assistance to EE, environmental awareness, waste management, regional projects such as EU4environment and EU4 climate and floods programmes. The flexibility and adaptiveness of the EU to the changing conditions, along with the EU's capacities to monitor progress in the country, were identified as major enabling factors of the overall relevance of the EU assistance in the country. There is also evidence that the SSF derives from an up-to date context analysis. The priority sectors of SSF reflect the revised ENP and Association Agenda and are coherent with the Eastern Partnership priorities set in the "20 Deliverables for 2020."
 - The review of programming and project-level documents shows that the EU interventions related to Env. & CC in *Lebanon* were built on the local context and responded well to the needs of target groups. A series of context analysis and feasibility studies were accomplished by the EU-funded interventions to design realistic strategies and actions.

³ EU (2018): Mid-term evaluation of CoMDeP and E5P programmes.

- In several cases, the complexity of the supported actions and the need to accompany them with substantial capacity building, comprehensive participatory processes, and appropriate time for the start- and closure phases (including a ‘capitalisation’/consolidation phase to ensure sustainability) have been overlooked or poorly analysed during the identification and formulation stages, leading to an over-ambitious design.
 - In the *Western Balkans*, various measures were developed to try to address this challenge. During past interventions (IPA I), the EU and its partners realised that plants were over-sized and funds to operate plants not available when needed. It was therefore understood that projects must be ready for implementation when funding is available to avoid problems related to land availability, permit delays due to bureaucracy, also weak institutional capacity, coordination within ministries and between municipalities; all of which led to problems of sustainability. Measures to overcome these were not easy due to their systemic nature and in 2014 a methodology was defined to develop a project pipeline so it could be assessed as it approached maturity, and so when financing would be needed. However, during the period under review, one of the main negative factors affecting implementation has remained the low maturity of investment projects (see EQ4).
 - In the *Neighbourhood East*, the 2019 mid-term evaluation of CoM-East and E5P programmes has highlighted the differences between large and small cities receiving support through these programmes and the importance of taking into account the lack of capacity of some smaller cities to implement large investment projects. In general, the analysis shows that insufficient attention was given to feasibility studies in the design stage of the supported investment projects.
 - In the *Neighbourhood South*, the evidence gathered on the series of EU-funded interventions on pollution abatement in Egypt (EPAP I, II and III) points to insufficient analysis of the context and clear vision on a potential exit strategy. In *Lebanon*, the EU has also been particularly active in the area of SWM for a rather long period. However, interviews and documentary evidence highlighted that feasibility studies and assessments of financial sustainability were not always conducted or did not have a high quality to enable smooth implementation. In some cases, the infrastructures developed had challenges related to their functioning already during the project.
- There have been a few instances in both *Enlargement* and *Neighbourhood East countries* where the EU support did not sufficiently take into account the specificities of the partner country context.
 - For instance, in the *Enlargement region*, transposition of international standards or legal provisions from the EU *acquis* to the national frameworks have not always been accompanied by guidance material adapted to the local context. As highlighted in some country case studies, this has related to e.g.: i) the adaptation of the content of the guidance material to the institutions in charge of implementing the new provisions in the legal framework; and ii) the availability of the guidance material in the local languages.

I-1.2.2. Overview of sources of information and evidence base at indicator level

<i>I-1.2.2. Allocation of IPA/ENI financial resources between hard (e.g., infrastructure investment, equipment, vehicles) and soft (e.g., capacity building/training) inputs to achieve the objectives of the Env. & CC strategies.</i>					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews		Document review	Interviews	eSurvey Inventory

Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	<i>See mapping in Volume III for further details.</i>
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Key evidence/specific findings:

- Overall, the EU has provided both hard (e.g., investments in infrastructure) and soft (e.g., capacity building and TA) types of assistance in all cases reviewed. However, programming documents lack a clear discussion on the relative attention to put one or the other type of assistance. The text below provides further observations on selected case studies:
 - The EU has provided both hard and soft types of assistance to *Kosovo*. Based on interviews, principle difficulties encountered relate to the sustainability of capacity building measures and the low effectiveness of short-term TA related to the drafting of strategies and approximation. Both arise from weak motivation and low ownership of the civil servants. It was noted that for example for the flagship EU project on air pollution improvement investments in the TPP, such soft measures to strengthen the TPP operations and capacities of the staff would be needed. EU support under IPA II is focussed on hard types of assistance (investments), but there were also soft areas of assistance, such as support to legal drafting.
 - EU Env. & CC strategies in *Ukraine* have covered a broad spectrum of issues. The EU provided “soft” support at all institutional levels, in areas ranging from overarching issues (e.g., NDC development through its ClimaEast regional programme) and specific gaps in sector policy and legal frameworks (e.g., on waste management through the APENA intervention) to institutional building (e.g., to the State Agency of on EE and Energy Saving and the Ministry of Energy and Environmental Protection through the Energy Saving of Ukraine (SAEE) Twinning programme), climate finance (e.g., for EE funding through the EE4U programme), and municipal infrastructure projects (e.g., through the CoM-East and E5P programmes). Interventions such as APENA have also judiciously combined activities focussing on policy development and capacity development with awareness raising activities.
 - In *Tunisia*, although not explicitly foreseen in initial programming documents, the combination of different cooperation instruments, particularly blending and budget support, each with complementary TA and capacity building complementary components, has resulted in a robust mix of hard and soft interventions, and contributed to both effectiveness and sustainability, as well as promoting flexibility.
 - In relation to the allocations of ENI financial resources between “hard” and “soft” support, interviewees in *Georgia* mentioned the need to work more on reforms and investments simultaneously (e.g., implementing sustainable transport mode to test introduced regulatory framework) and to ensure the complementarity between soft and hard assistance. In addition, some interviewees mentioned the need for hard assistance to be provided along soft measures, highlighting the importance to showcase EU assistance with investment projects and ensure more investments is made to move along with the AA implementation.
 - EU support to *North Macedonia* under IPA II represents a significant component on “hard” assistance (infrastructure investments), as the priorities are related to immediately improving living conditions. “Soft” assistance, by contrast, informs negotiations and contributes to shaping future directions of support. Most persons interviewed expressed the view that that there is a good balance between soft and hard assistance. Of some interest, NGOs and UN staff tended to call for a harder

approach, while representatives of International Financial Institutions and Government called for more soft assistance.

I-1.2.3. Overview of sources of information and evidence base at indicator level

I-1.2.3. Degree to which cross-cutting issues such as gender equality and youth have been integrated in EU Env. & CC strategies.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	Policy documents on Env. & CC and EU external actions (e.g., European Green Deal, Green Agenda for the Western Balkans, EaP 20 Deliverables, Regional South Strategy etc.) - see Annex 3 (Policy review); DG NEAR strategic evaluations and Annex 8 (Bibliography) in Volume III for further details	<i>Not a source</i>	See eSurvey report in Volume III for further details	<i>Not a source</i>

Key evidence/specific findings:

- Relevant EU global and regional EU Env. & CC policies and strategies have called for inclusiveness, with particular attention to women and youth and often citing the job-creation potential of green growth.
- However, while the promotion of inclusiveness, including gender equality and youth, in EU support to Env. & CC has generally increased over the period, the picture at country level is mixed (see also survey results presented under I-1.2.4). The evidence stemming from the country case studies aligns with the findings of the recent evaluation of the EU's external action support in the area of GEWE, which notes that: "*Mainstreaming gender in decision-making in the topic of CC and environmental issues (...) received very little attention in the period under review.*"
- One problem is that in many Env. & CC interventions, it is difficult to apportion benefits between various beneficiaries, making it difficult to design gender or youth-sensitive objectives or monitoring indicators. The text below provides further observations on selected case studies:
 - In *Kosovo*, persons interviewed expressed the view that cross-cutting issues such as gender and youth were well integrated in Env. & CC at the programming phase. IPA III provides stronger opportunity to mainstream such issues in EU assistance.
 - The degree to which cross-cutting issues such as gender equality and youth participation have been integrated into joint EU Env. & CC strategies in *Serbia* is less than desirable, partly reflecting the difficulty of involving civil society in political and policy dialogue. As a result, they are downgraded to social impact issues to be considered at project level, and opportunities for a higher-level and more robust systematic approach are missed.
 - Gender mainstreaming varied across the EU Env. & CC portfolio *Ukraine*. Although the EE4U programme has been marked as 'not targeted' (OECD DAC policy marker), there has been some attention to gender equality during the implementation, in particular, in terms of inviting women to participate in implemented activities. At regional level, implementation of the EU4Environment programme has relied on UNIDO's gender mainstreaming plans as well as specific gender mainstreaming activities in the participating countries, including gender-related trainings, and objectives of gender parity in some activities (e.g., by involving both men and women in events). Interventions such as APENA (both the phases 1 and 2 of the programme) have not

explicitly addressed issues related to gender equality. Several interventions focussing on the municipal level have focussed on services aimed at the general public, without specific attention to women’s needs. The EU Delegation (EUD) made some efforts to mainstream gender in relevant sectors. But, available gender expertise appears not to be used systematically by the relevant sector teams.

- o In the EU cooperation with *Tunisia*, priority horizontal themes are gender equality (incl. women’s participation in development processes and public policies), youth, inclusive development and combating corruption. However, there is no systematic integration of objectives or indicators related to these issues in Env. & CC interventions. In higher-level documents (strategy/programming documents), there is no explicit linkage made between these horizontal issues and Env. & CC ones. No mention of horizontal issues is made in the technical project documents for almost all major ENI and NIF/ NIP interventions, except the Gabès depollution project.
- o Programming and design of EU support to Env. & CC in *Lebanon* was often not explicitly gender sensitive and, while the development of NDC has been gender responsive, the EU has played only an indirect role in this process (e.g., through its funding at global level and general engagement in policy dialogue on gender equality).
- o Cross-cutting issues such as gender equality and youth are integrated into the strategic documents for *Georgia*. For example, the Action Document on the EU Resilience Facility states that all activities under the AD will be designed and implemented in accordance with principles of gender equality. This was further confirmed by interviewees, who indicated that gender equality and other cross-cutting issues were well integrated in their projects (e.g., the project on buses in Tbilisi provided support to encourage female bus drivers and their number increased by the end of the project from 1 to 22). Identifying meaningful ways to properly incorporate cross-cutting issues into programming was identified as quite challenging by some interviewees, especially in the field of CC, as the demonstration practices are missing. For some interventions, dedicated gender experts are hired to specifically address such needs (e.g., the EU4Climate regional programme).
- o In *Lebanon*, while the EU’s general engagement with gender equality may have contributed to development of the NDC and CC policies more generally, programming and design of EU support to Env. & CC was often not explicitly gender sensitive.
- o In *North Macedonia*, cross-cutting issues such as gender equality in the design of EU support to Env. & CC were taken into account, but at a rather low level. For example, the 2017 Environment Sector Operational Programme design document includes references to gender mainstreaming, but these are quite general. There is no objective, nor any results indicator related to gender equality, in part because Env. & CC results are difficult to apportion between men and women. There is no detailed analysis of gender equality issues related to Env. & CC and no precision of gender-targeted or gender-sensitive actions that could potentially be undertaken during implementation.

I-1.2.4. Overview of sources of information and evidence base at indicator level

I-1.2.4. Degree of understanding of EU Env. & CC strategies by national partners in the Enlargement and Neighbourhood regions.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory

Various documents (e.g., EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>See eSurvey report in Volume III for further details</i>	<i>Not a source</i>
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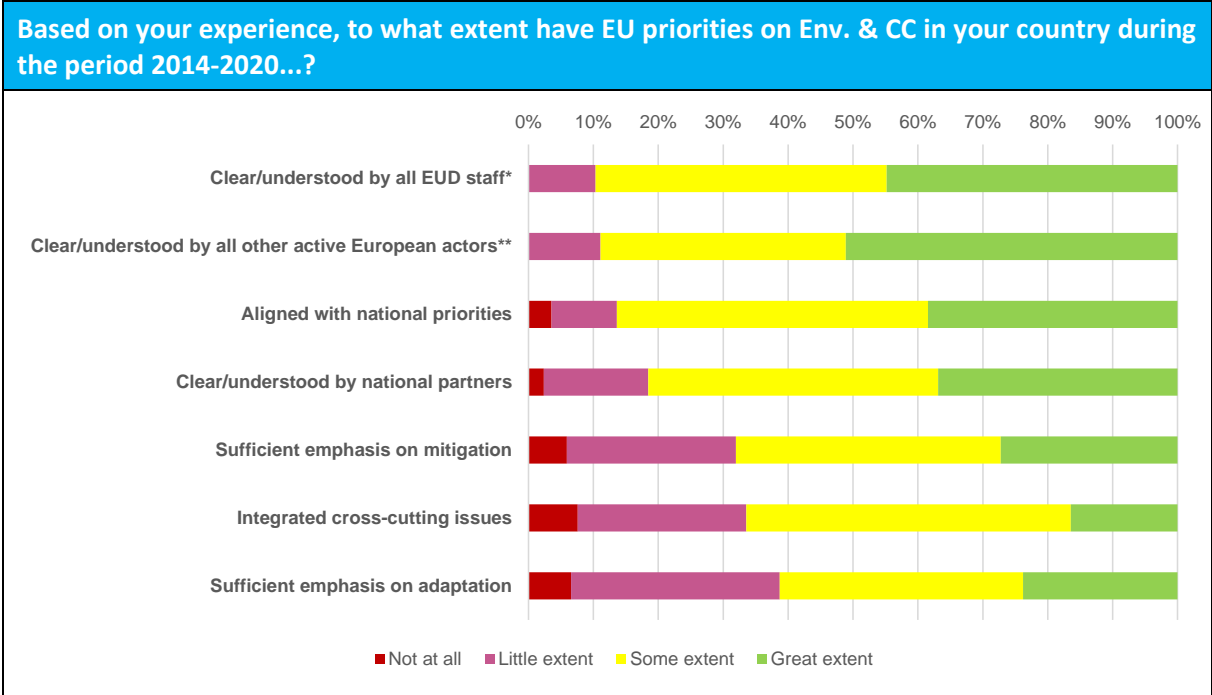
Key evidence/specific findings:

- The picture regarding the degree of understanding of EU Env. & CC strategies by national partners has been mixed. Although there has been good overall alignment with national priorities, the level of national beneficiary buy-in, and particularly the willingness to put resources on the table for Env. & CC-related actions, is a sensitive issue. Evidence from the eSurvey illustrates the situation in the various countries (see below).
- The *Ukraine* case study shows that the multiplicity of interventions and types of funding used by the EU has made it difficult for some stakeholders, including certain officials from national authorities, to have a full grasp of EU support in the area of Env. & CC in Ukraine. Although, overall, donor coordination on these issues has worked well, there is no evidence that a mapping or a detailed overview of international assistance to Ukraine in the different sub-areas of Env. & CC covered by EU support has been produced (by the Government or an international partner) during the period under review, nor has there been a detailed mapping of EU support, either. On the Ukrainian administration side, the difficulty to understand the different dimensions of EU support to Env. & CC due to the sheer number of interventions implemented is compounded by the high number of international actors also active in this area and the general weak administrative capacity of the main entities in charge of coordinating external aid on these issues.

Results from the eSurvey

As shown below, less than 40% of respondents believed that EU Env. & CC actions have been, to a “great extent”, clearly understood by national partners. The qualitative comments made by respondents refer to a number of problems. One EUD respondent in an IPA country flatly stated that Env. & CC was not a government priority in the country. Another in the same region felt that the EU had prematurely pushed the Env. & CC agenda on to a government that was not prepared for it, and an EUD respondent in a *Neighbourhood East* country observed that, despite the presence of a substantial EU Env. & CC programme, national interest was low. One respondent from the *Neighbourhood South* (not from an EUD) expressed the view that the EU’s Env. & CC programme was largely political and reflected an ambition to obtain commercial advantage from the sale of European technologies. Multiple respondents pointed to poor implementation of EU-supported policy reforms, usually an indication of limited ownership and political will. Box 2 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view.

Question 2 EU priorities on Env. & CC, including clarity of these priorities for the various stakeholders and alignment with national priorities



Note: *Only answered by EUDs; N = 29. **Only answered by EUDs, EU MS and EFIs; N = 45. For all other variables N = 158-169.

Albania

- Environment is not a priority in Albania. [regarding understanding by EUD staff] Not all sectors are familiar with everything that we do - just as much we are not deeply immersed in other fields (e.g., rule of law, dialogue or financial and audit). **EUD staff**
- Albania's central and local government failed for the 12th time in a row to prioritise environment in the national agenda. Furthermore, implications from CC are now more and more frequent whilst the technical and human capacities are not equipped or enough to face the challenge. Pollution and resource deterioration has come to an irreversible point whereas protected areas and all the coast-line are now under considerable threat throughout Albania. **CSO**

Kosovo

- Env. & CC has not been a priority for the Government of Kosovo. The sector was entirely donor dependent. Several measures in the IPA II address CC mitigation and adaptation, on gender integration more can be done. **EUD**

Serbia

- Environment was very high as priority in the EU agenda in Serbia. Since beginning of the 2000's one of the biggest support was programmed particularly in the environment sector. Nevertheless, most of the projects faced with significant difficulties in implementation and therefore were at the bottleneck list for long time. Major problem included lack of maturity with regard to situation on the field (licenses, studies and other precursors of the successful project implementation), as well as the problems related to state of preparedness on the beneficiary country (all levels, from central to local). **EUD**
- ... the environmental agenda was maybe prematurely pushed to the national authorities which level of readiness was at the low level. Since then the situation progressed a bit, but not significantly. Some of the strategies are in place, but there is a lack of proper implementation of adopted strategies and plans. The fact that Belgrade as capital still does not have even in plans proper wastewater treatment speaks for itself. **EUD**

North Macedonia

- As in many other areas of intervention, alignment of national legislation, guidelines and policies with EU priorities has been done, but there is no sufficient implementation of the strategic documents and laws. **Other organisation**

Georgia

- There is a general feeling that climate change mitigation is not considered of much importance. **EUD**

Lebanon

- The EU has invested a lot in the environmental sector, but the problem is that the money invested was badly managed. The EU should execute projects in developing countries at the same managerial standards as in Europe. The EU did not even ask governments all over these years for any technical, legal, financial, institutional reforms. these donations should have been conditional in order to be able to succeed. For example: building solid waste and wastewater treatment plants without even considering if the government will be financially able really to operate it properly. **National authorities**
- The Ministry of Environment is the focal point for CC and they are not communicating with the Ministry of Energy and Water to fully understand our concerns regarding adaptation to CC and propose good projects. Within this context I believe that there must be two focal points for CC [within] the ministry of Energy and water and the ministry of environment to integrate their visions for facing CC challenges. **National authorities**
- The focus has been on mitigation which in my opinion is driven by the donor countries to sell their technologies to beneficiaries and not necessarily to reduce emissions. A lot of politics has been weaved into the process. **Other**

⁴ including clarity of these priorities for the various stakeholders and alignment with national priorities

I-1.2.5. Overview of sources of information and evidence base at indicator level

I-1.2.5. Flexibility of EU Env. & CC strategies to respond to changes in context at national, regional and global level.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	<i>Not a source</i>

Key evidence/specific findings:

- As highlighted in I-1.2.4, EU support has been aligned with national priorities in many of the countries reviewed. While not all case studies consider the flexibility of EU support, those that do have without exception characterised the EU as responding well to changing beneficiary needs and priorities:
 - EU support to Env. & CC in *Kosovo* has been responsive to the country needs and provided flexibility to the changing context. The annual Sub-committee meetings under SAA provide an opportunity to use the policy dialogue to discuss pressing Env. & CC issues and to discuss progress towards environmental objectives.
 - Stakeholders from *North Macedonia* interviewed felt that EU assistance adjusted flexibly to shifts in the national policy context and that the selection of the projects reflected the evolving country situation. In large part, this was because, despite multiple changes of government, EU accession remained the main national priority. At the level of project design (within the Sector Operational Programme), there is flexibility in selection and prioritisation of the projects. However, EU assistance was characterised as less flexible as compared to that of other donors.
 - In *Lebanon*, EU support was sufficiently flexible to mobilise, when need arose, in areas that had not been explicitly identified in the initial programming/strategy documents for the period 2014-2020. In particular, solid waste management was not explicitly addressed or stated as an objective within the SSF 2014-2016; yet the EU applied a tailored approach to meet needs of the country in this area, particularly following the Syrian refugee crisis.
 - Interviewees in *Georgia* identified the flexibility and adaptiveness of the EU to the changing conditions, along with the EU's capacities to monitor progress in the country, as major enabling factors of the overall relevance of the EU Env. & CC support in the country.
 - In *Tunisia*, the combination of different cooperation modalities and instruments, ranging from TA and capacity building to twinning to blending in the context of NIF/NIP to budget support allowed flexible response to evolving national needs.
 - The EU's approach to energy efficiency in *Ukraine* relied on flexible financial mechanisms to support Ukrainian municipalities in achieving related policy objectives.
- EU support has also integrated well changes at the regional (e.g., new regional agreements) and global context (e.g., COVID-19).

I-1.2.6. Overview of sources of information and evidence base at indicator level

I-1.2.6. Degree to which EU interventions integrate sustainability factors (e.g., existence of exit strategies and plans) where relevant.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a main source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>See eSurvey report in Volume III for further details</i>	<i>Not a source</i>

Key evidence/specific findings:

- Evidence shows that there seems to be a lack of political commitment over the last years to ensure the sustainability of EU Env. & CC support in *Kosovo* (e.g., laws were adopted but not followed in implementation). There are signs of positive changes in attitude with the new government. Sustainability is a key topic for which Kosovo has a specific interest, as its objective is to make the best use of the available funds for its fast development. Thus, the strong political commitment of Kosovo to implement reforms proven along the past years is an important horizontal factor. The EC uses some forms of conditionality, e.g., identification of a hazardous waste disposal site, at the project design stage to ensure sustainability. This is mainly due to the fact that for years the government structures depended mainly on support from donor organisations in implementing projects. The main issues related to sustainability on ADs level include: operation and maintenance of the environmental infrastructure; institutional capacities, and awareness raising. In interviews with stakeholders, sustainability problems were cited with respect to TA and capacity building (e.g., poor staff retention), as well as the underlying problem that, because Kosovo has long been aid-dependent, there is resistance to take sustainability seriously. While the overall ambitions on the Env. & CC agenda are increasing e.g., circular economy, the basic functioning of infrastructure is not working.
- Typically, sustainability of effects is not integrated into the design of EU interventions in *Serbia*. Instead, it is integrated where and as far as possible into processes in the beneficiary ministries so they can continue to support outcomes. Ideally, ex-post evaluations should be undertaken to assess the success of these integrations, but such evaluations seem not to be undertaken routinely. Post-project Results-Oriented Monitoring (ROM) is not undertaken systematically. While the selection of projects undertaking ex-post assessments is based on specific criteria for ROM (e.g., whether it is problematic and in what way etc.), the reasons for a project to be ultimately subject to such an assessment vary from one case to another. Sensibly, value also appears to matter; all projects in excess of EUR 5 million are considered for evaluation. Sustainability has been found to be an overarching issue across EU interventions in Serbia, including in interviews with the National IPA Coordinator (NIPAC) Secretariat.
- As evidenced by the development of sustainability guidelines by the responsible ministry in *North Macedonia*, there is growing awareness among national authorities of the importance of ensuring the sustainability of Env. & CC projects, particularly at the early design stage. At the same time, much of the approach to sustainability consisted of ensuring continuity between IPA I and IPA II, implying that there is limited interest in exit strategies or time-limited turnkey approaches. National authorities interviewed identified some specific obstacles to sustainability. One is the difficulty of arranging reliable long-term supply contracts. There are cases where the equipment is not used appropriately because it is being operated by other parties or has been transferred to other departments. All persons interviewed expressed dissatisfaction with the effectiveness and sustainability of EU capacity building support. The

main problems are staff retention in the relevant institutions which receive capacity building support and the method of capacity building provision; i.e., short-term assistance implemented via workshops.

- The EU has integrated sustainability aspects in the design and implementation of EU interventions in *Ukraine*; capacity development needs (despite heavy EU investment) and the low political priority of Env. & CC issues are a persistent threat to sustainability. The case of the Energy Efficiency Fund illustrates some of the sustainability issues faced in EU support. The EU and its partners helped to create a conducive legal framework and supported concrete measures to ensure that national actors develop the necessary capacities to manage the Fund. Specific measures were also implemented to stimulate demand by Home-Owners Associations, which are the main recipient of the support from the Fund. However, although, during the establishment of the Fund, it was agreed that the Government of Ukraine (GoK) would co-finance the programme, in early 2021, the Government still had not fulfilled its commitment.
- A very important sustainability factor in *Tunisia* is the coherent policy dialogue and preparation of strategies and legal framework. There has been a great deal of continuity, based on ongoing policy dialogue with partner institutions and the outcomes of previous, preparatory projects. ENI/ NIF programming is systematically based on dialogue with the Tunisian partner institutions, as well as on the outcomes of previous, preparatory projects. Strengthened capacity to monitor emissions and/or environmental quality, as well as support for involvement of civil society in local governance also contribute to prospects for sustainability. Capitalisation of results and accompaniment of beneficiaries after the completion of investment projects is less important in Tunisia than in other countries, since beneficiaries generally have already the required technical and managerial skills. Several ENI projects have also considerably strengthened capacities for monitoring of emissions and/ or environmental quality, empowered civil society to get involved into local governance, have created vigilance procedures and supported their implementation⁵. The improvement of environmental vigilance by non-governmental organisations (NGOs) is an important factor to ensure long term sustainability of the depollution projects. The particular mix of TA projects, blending and budget support projects has allowed a broad diversification of EU support in Tunisia. The link between capacity building and improvement of governance in the TA component and the large-scale investments made by the blending project or the budget support project is a key factor for ensuring sustainability of results. It can be observed that projects without that combination of TA and investment tend to have less impact at medium or long term.
- The SFF for *Georgia* identifies multiple political risks to the sustainability of EU Env. & CC interventions in Georgia; arguing, however, that these can be partly mitigated by enhanced policy dialogue and by greater use of incentive-based mechanisms. The AD template used by the EUD does not require to provide specific information on sustainability and exit strategies of the proposed interventions, rendering information on sustainability rather scattered throughout programming documents. At implementation level, stakeholders interviewed perceived no major issues with sustainability of projects in Georgia (contrary to other countries in the region). There are good capacities at the national level supporting the implementation of projects. The challenge and a big issue for sustainability is the low capacities at the local level.
- In *Lebanon*, the lack of long-term policies, the often-changing government and its priorities, collapse of the public sector, and ongoing social crisis made consideration of sustainability a practical impossibility. Enforcement capacity was lacking and capacity, once formed, tended to dissipate quickly through low staff retention. There is no reason to think that these challenges were limited to Env. & CC. According to a national authorities respondent to the eSurvey, “The EU has invested a lot in the environmental sector, but the problem is that the

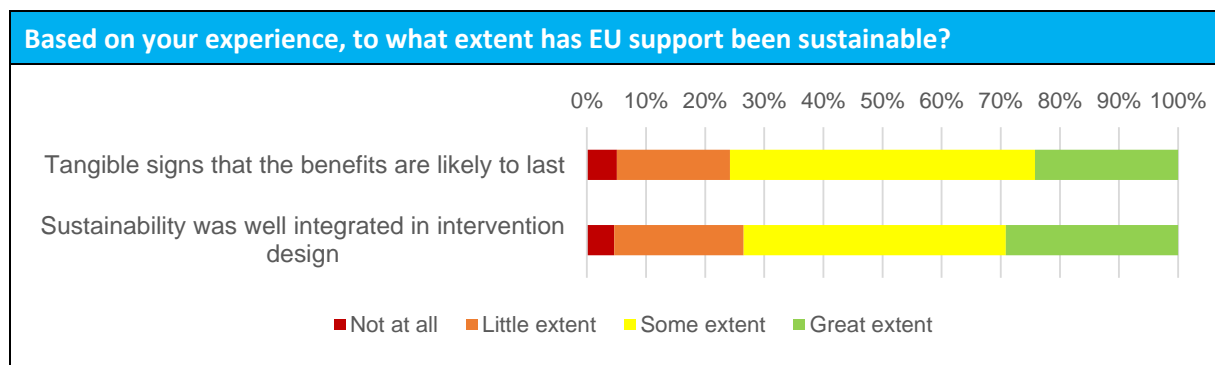
⁵ PGE Gabès and Lake Bizerte projects.

money invested was badly managed (...). The EU should execute projects in developing countries at the same managerial standards as in Europe. The EU did not even ask governments all over these years for any technical, legal, financial, institutional reforms. these donations should have been conditional in order to be able to succeed. For example: building solid waste and waste water treatment plants without even considering if the government will be financially able really to operate it properly.”

- There is evidence of integration of sustainability factors in the design of EU interventions in *Egypt*. For instance, *Fostering Reforms in the Egyptian RE and Water Sectors through Capacity Building (Action Document)* notes that water and energy are essential to Egypt's ability to achieve sustainable development and provide adequate quality of life and satisfy the needs of its increasing population. Current physical development planning policy until 2052 depends on water and energy infrastructure.

Results from the eSurvey

Question 3 Sustainability [All]



Note: for both variables N=151-157.

The share of positive answers for Q19 was:

- 76% for “There are tangible signs that the benefits which the EU contributed to are likely to last”,
- 74% for “Sustainability aspects were well integrated in the design of EU interventions (where relevant, exit strategies / plans have been developed)”.

1.1.2 EQ2 - Synergies at European level

EQ2 - To what extent has EU support to Env. & CC built on the comparative advantages of European actors (EC/ European External Action Service (EEAS), EU MS and European IFIs) and synergies between their actions?

This EQ covers issues related to coherence, EU added value and relevance, and consists of two JCs:

- **JC 2.1** EU (IPA/ENI) support has followed an integrated approach on Env. & CC based on increased mainstreaming of Env. & CC and enhanced synergies between interventions focussing on Env. & CC and other EU interventions related to Env. & CC
- **JC 2.2** The EC/EEAS and other European actors have coordinated their actions in the Enlargement and **Neighbourhood regions** with the view of using their respective comparative advantages and fostering synergies between their actions (EU added value).

1.1.2.1 (JC 2.1) Mainstreaming of Env. & CC

I-2.1.1. Overview of sources of information and evidence base at indicator level

I-2.1.1. Degree of mainstreaming of Env. & CC in IPA and ENI key reference documents (i.e., legal/strategy/programming documents) and implemented interventions.

Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	Policy documents on Env. & CC (e.g., EGD, Green Agenda for the Western Balkans, etc.) and EU external action ⁶ : see Annex 3 (Policy review) and Annex 8 (Bibliography) in Volume III for further details	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	See eSurvey report in Volume III for further details	<i>Calculations based on data extracted from the EU Dashboard</i>

Key evidence/specific findings:

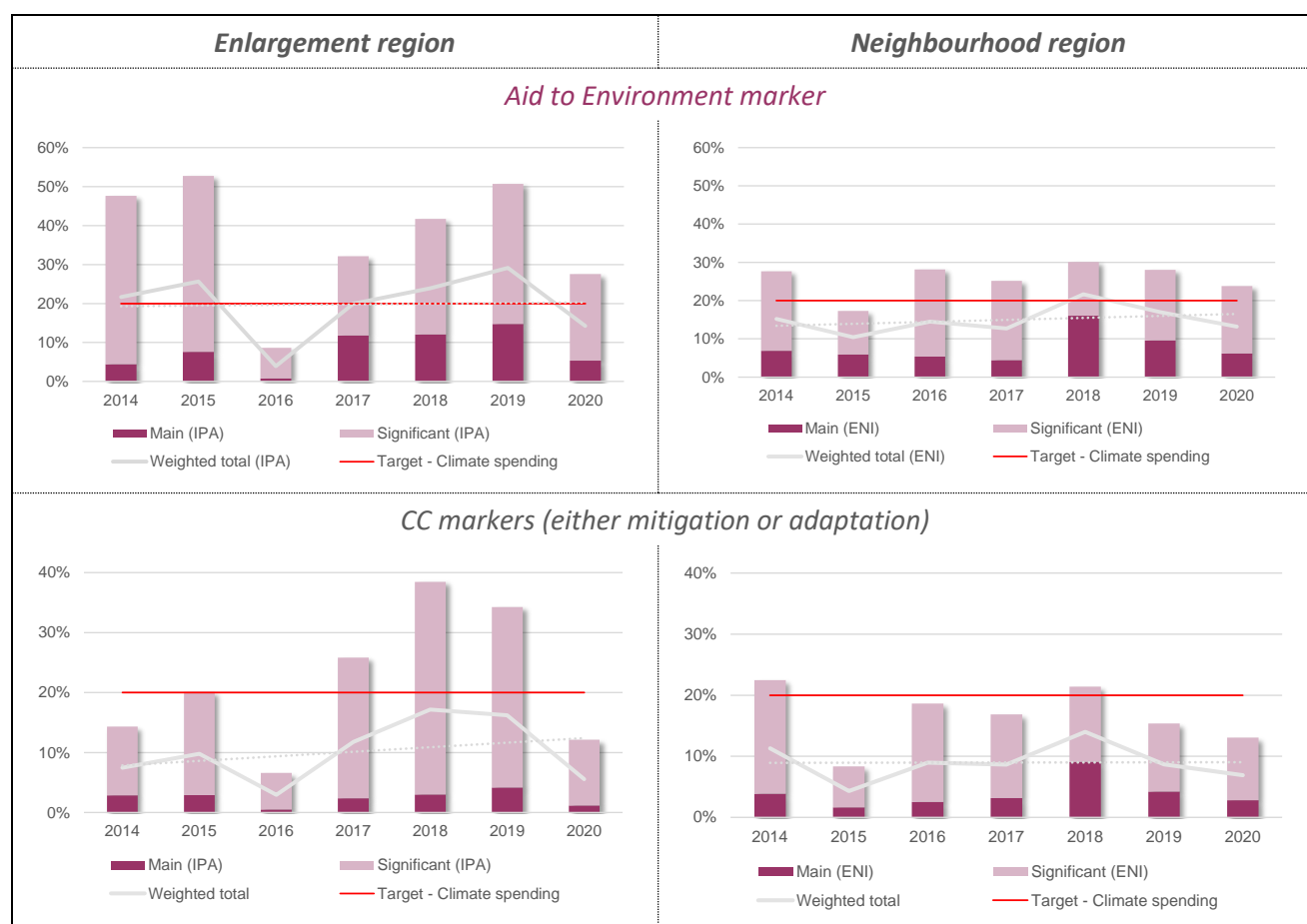
- Quality of mainstreaming greatly varies across the portfolio and mainstreaming has not been systematically and consistently done. Most EUD staff consulted during the Desk Phase (mostly staff working directly on Env. & CC issues) are aware of the latest (2019) EU guidelines on Env. & CC mainstreaming, but used them at varying degrees.
- The 2019 Guidance document come with a set of resources available online and which include: i) sector notes for the integration of Env. & CC; ii) quick Tips to integrate Env. & CC in specific sectors; iii) Sample ToR for the key mainstreaming tools such as Country Environmental Profiles, Strategic Environmental Assessments (SEA), EIAs and Climate Risk Assessments. These guidelines make only very few references to ENI and IPA. All illustrative cases and good practices relate to interventions managed by DG INTPA in countries outside the regions under review.
- There have been increasing efforts to mainstreaming Env. & CC in new EU interventions. The eSurvey results show substantial improvements in Env. & CC mainstreaming in EU support since 2018.
- In several cases environmental mainstreaming is explicitly mentioned in the supporting framework documents (e.g., *Kosovo, Tunisia*). In Kosovo, initial EU strategy documents such as the SAA noted that all policies and measures needed to be designed to bring about sustainable economic and social development of *Kosovo* and to ensure that environmental and climate considerations are also fully incorporated from the outset. The ISP from 2014 notes Env. & CC mainstreaming in the context of agriculture, rural development and energy. It also notes that climate action represents a cross-sector element that applies to most sectors in the ISP, notably transport, energy, agriculture and rural development, not excluding measures in other sectors. The ISP revised in 2018 highlights that mainstreaming of climate related actions within the priorities for IPA II assistance shall be further enhanced and ensured by all relevant stakeholders.
- Env. & CC has also been well integrated in Cross-Border Cooperation (CBC) interventions
- However, although Env. & CC was often explicitly mentioned in key reference documents underpinning EU bilateral cooperation, it has competed with other areas of cooperation and its broader integration in other areas of cooperation suffered from a lack of attention by national decision-makers. In *Lebanon*, the integration of Env. & CC in the design of individual interventions reflected more a need for compliance than a genuine integration in objectives and approaches used during implementation. There is some degree of environmental mainstreaming in blending operations. In particular, EU Environmental Directives are translated into specific standards and procedures, which are then applied in the interventions managed by European Financial Institutions such as EIB. In *Ukraine*, EU financial allocations to

⁶ e.g., Consensus, Enlargement Strategy, EaP 20 Deliverables, Regional South Strategy, the new Agenda for the Mediterranean, etc.

the 'Connectivity, EE, Env. & CC' sector represents 15% of the overall envelope of the SSF for 2018-2020. As the sector also covers broader issues related to transport and energy, which usually absorb important funding, allocations to issues directly related to Env. & CC (e.g., Environmental quality, EE/RE) have actually been much lower than 15% in the last programming cycle.

- As shown in Figure 1, the evolution of IPA and ENI spending with the 'Aid to environment' and 'CC Policy' markers⁷ 'main' or 'significant'. In average, only 8% of IPA funding in 2014-2020 had the 'Aid to environment' policy marker scored as 'main'. A same level is observed for ENI funding. The integration of Env. & CC in interventions that are not primarily focussing on Env. & CC was higher in the *Enlargement region* (28% for the 'Aid to environment' marker) than in the *Neighbourhood region* (18%). Taken as a whole, the data do not indicate a clear upward trend in climate spending under the IPA and ENI instruments.

Figure 1 Evolution in IPA and ENI funding according to the 'Aid to Environment' and 'CC' Rio Markers



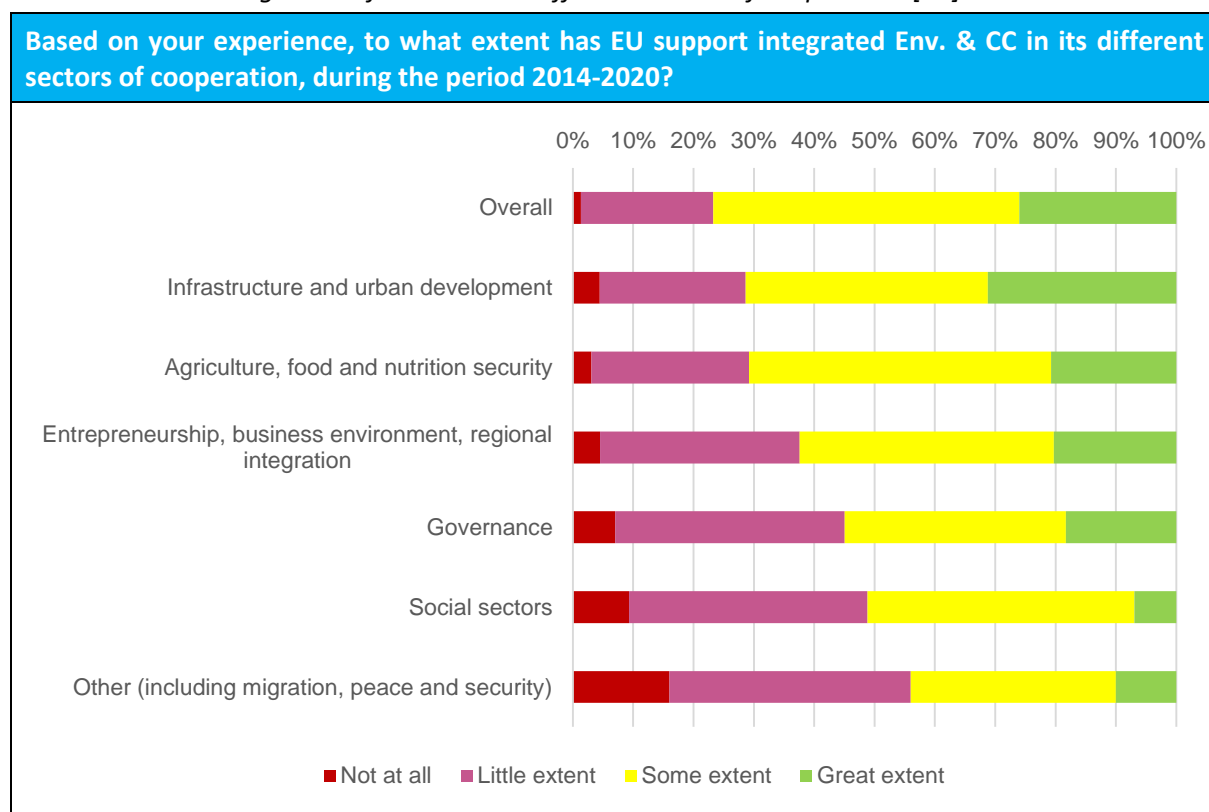
Source: Evaluation team's calculation based on data extracted from the EU Dashboard.

Note: The weighted total applies the rule recommended by the OECD-DAC⁸ regarding the tracking of Env. & CC spending – i.e., 100% of the amount for interventions marked as 'main' and 40% of the amount for the ones marked as 'significant'.

⁷ The 2016 update of the 'OECD DAC Rio Markers for Climate Handbook' provides detailed information on the DAC's statistical markers on environment, and CC mitigation and adaptation. It is available here: https://www.oecd.org/dac/environment-development/Revised%20climate%20marker%20handbook_FINAL.pdf

⁸ Organisation for Economic Co-operation and Development Development Assistance Committee

Question 4: Integration of Env. & CC in different sectors of cooperation [All]



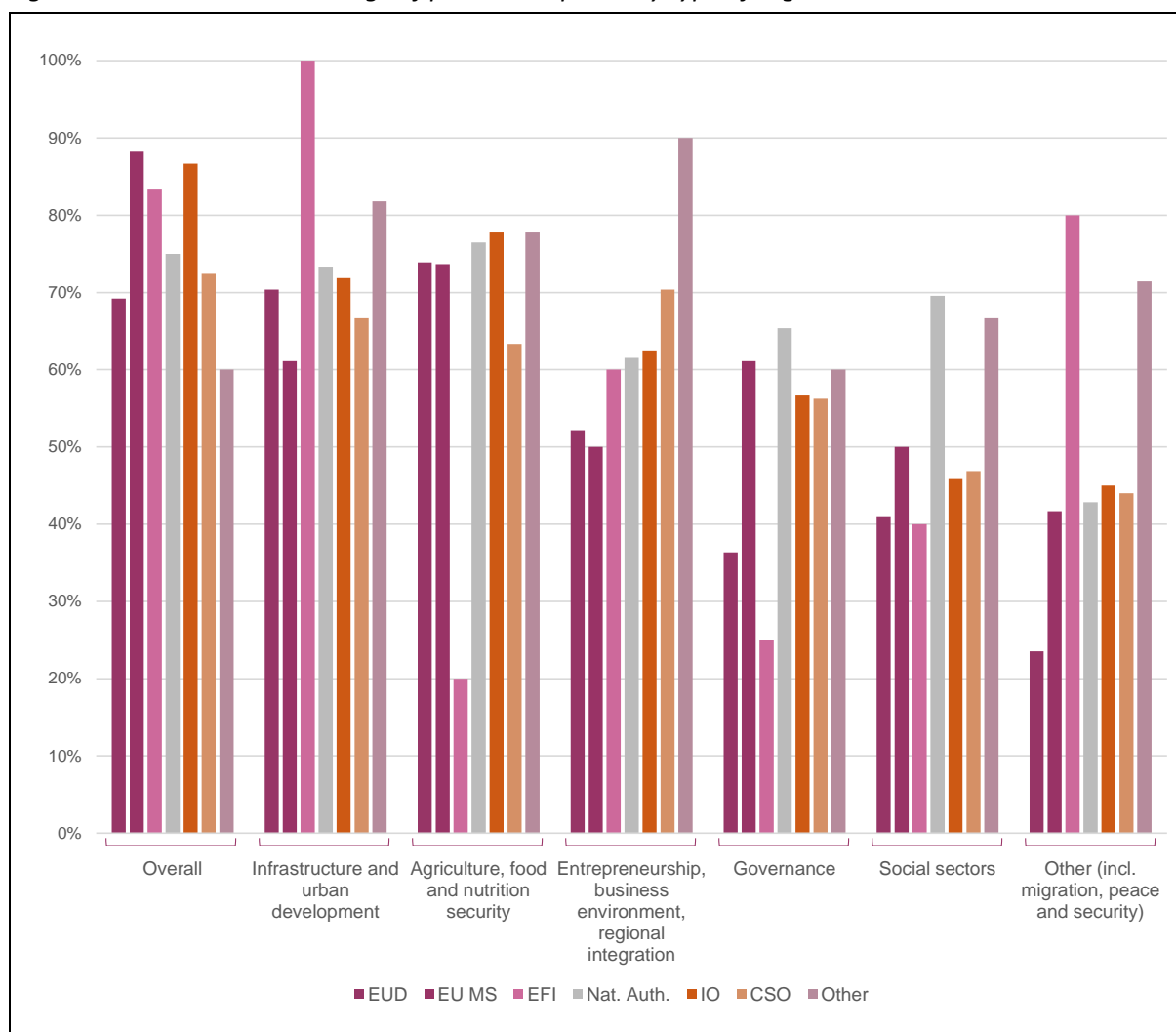
**In this question, integrating Env. & CC in the design of interventions go beyond avoiding negative effects in the area Env. & CC. It could consist in: i) identifying and integrating specific objectives and processes / approaches which aim at contributing to environmental protection and climate change; ii) relying on existing Env. & CC evidence to enhance design and implementation of projects / programmes, iii) allocating dedicated funding for Env. & CC-targeted activities; iv) bringing in Env. & CC expertise to influence policy / sector programmes at country level; etc.*

Note: For all variables N = 100-157.

The share of positive answers for Q5 was:

- 77% for “Overall (the whole EU portfolio in the country)”,
- 71% for “Infrastructure (transport, energy) and urban development”,
- 71% for “Agriculture, food and nutrition security”,
- 62% for “Entrepreneurship, business environment, regional integration”,
- 55% for “Governance (general public sector reform, democracy, the rule of law, human rights)”,
- 51% for “Social sectors (education, health, employment, social protection)”,
- 44% for “Other (including migration, peace and security)”.

Figure 2 Q5 - Percentage of positive response by type of organisation



Box 23 presents a selection of qualitative responses explaining respondents' assessment provides further insights and illustration of different points of view:

Box 3 *Integration of Env. & CC in different sectors of cooperation – qualitative assessments*

It is only in the last couple of years that we see the Env. & CC as integrated topics within other areas of support. **CSO, Enlargement**

There were other priorities rather than Env. & CC that absorbed most of the funding package. Env. & CC portfolio was relatively modest, if we do not take into account projects that were related to drinking water infrastructure, co-generation heating and energy efficiency measures. **EUD, Enlargement**

Env. & CC were mainly understood as a cross-cutting issues and they are not systematically mainstreamed into the sector specific policies. **IOs, Enlargement**

The lack of strategic documents and implementation of previous project results was the main reason why IPA finance was limited [in the country]. There was no EU support for CC in 2014-2020 in any of the sectors. Currently, there is an IPA 2022 programming process in the field of Env. & CC, where the main target is CC. **National authorities, Enlargement**

Support for the Agricultural Sector and Environment Sector appear to be mostly disconnected. [The country] is highly reliant on agriculture and leveraging IPARD and similar would have been a good opportunity to improve practices like fertiliser runoff. **Other, Enlargement**

The integration of Env. & CC in different sectors still need to be applied; only in recent years country started to take into consideration Env. & CC in developing various sectors and elaborating respective strategies and action plans. **IOs, Neighbourhood East**

Mainstreaming has started during the 2014 2020 but has gained momentum at the very end of this period - AAP 2019 in Ukraine and 2020 contain elements of mainstreaming CC in many areas with targeted actions on governance, just transition of coal producing regions, hydrogen etc. **EUD, Neighbourhood East**

The debate about Env. & CC is completely absent in some sectors, which is regrettable as Env. & CC must be a cross-cutting issue. The interest in implementing Env. & CC barriers in some important sectors is still focussed on the national level and very little is done at the local level, while we are since 2018 in a decentralised process. Through certain programmes, that I am aware of, the EU allocates great attention to agriculture, food and nutrition and security. **CSO, Neighbourhood South** Env. & CC issues were targeted indirectly and, in any case, never constituted a significant objective.

EUD, Neighbourhood South

There are no sizeable investments in governance and infrastructure. It is also not possible to invest in reconstruction due to political conditionalities. **EUD, Neighbourhood South**

Mainstreaming CC in policies, programs/projects are mostly limited to sectors and areas with direct impacts. Hard to address this issue beyond. EU MS, Neighbourhood South

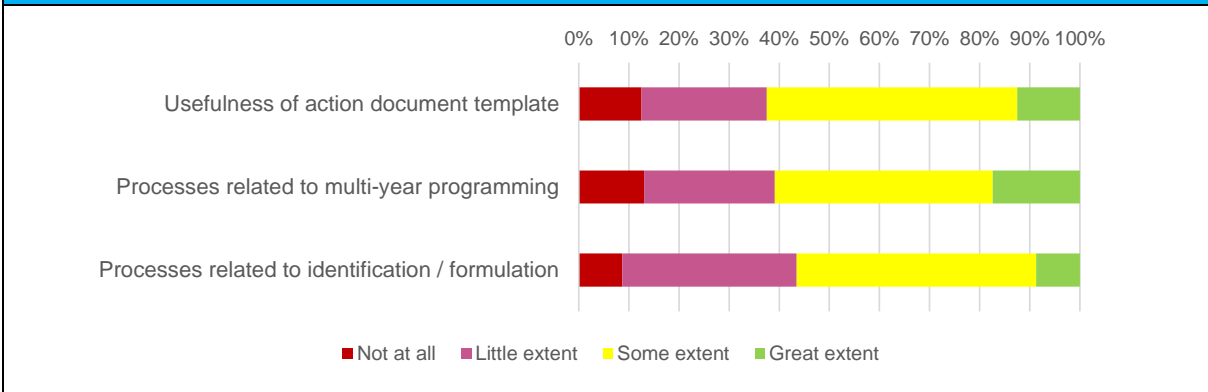
More focus is needed on food security as a main sector for intervention and the nexus with CC. The bridging between sectors to support the delivery as one (for the UN) would be excellent. **IOs, Neighbourhood South**

Often, a vertical approach is adopted whereby Env. & CC is not mainstreamed in the different sectors although this would be tackled in a comprehensive approach in some programs/projects. **IOs, Neighbourhood South**

The focus has been on traditional basic infrastructure support without consideration of the cross sectoral nature of Env. & CC. **Other, Neighbourhood South**

Question 5 Internal processes conducive to Env. & CC mainstreaming [EUD]

Based on your experience, to what extent have internal processes (incl. templates, quality review mechanisms) been conducive to Env. & CC mainstreaming?



Note: Only answered by EUDs; for all variables N = 23-24.

The share of positive answers for Q6 was:

- 63% for “Processes related to multi-year programming”,
- 61% for “Usefulness (for Env. & CC mainstreaming) of specific sections on cross-cutting issues in action document template”,
- 57% for “Processes (incl. quality review mechanisms) related to identification / formulation”.

Box 24 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 4 Internal processes conducive to Env. & CC mainstreaming – qualitative assessments

Quality review provided by the relevant DGs was helpful, whereas templates not so much. **EUD, Enlargement**

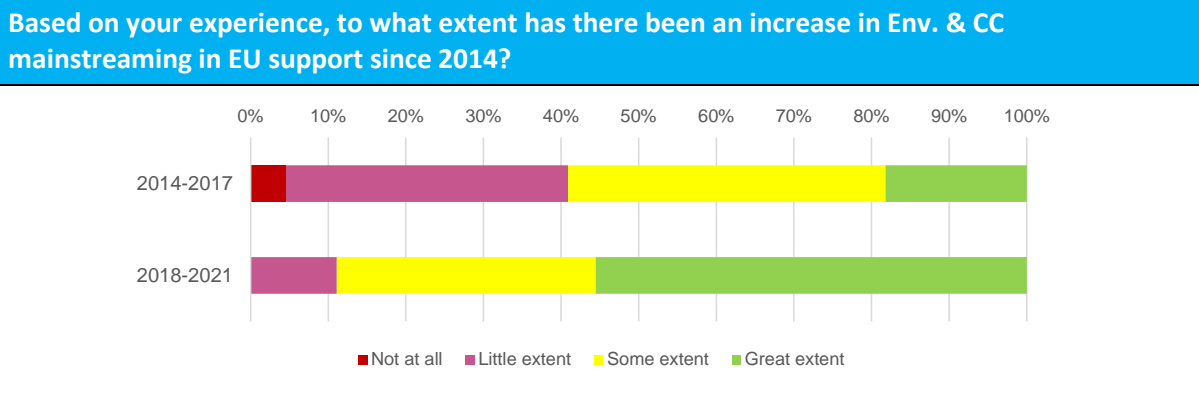
Specific guidance on Env. & CC was not provided for IPA II. Gender AP was delivered later in the process. The adaptation was difficult to adjust since the multi-annual projects were developed. The Annual programmes could have adapted easily. **EUD, Enlargement**

Again, this has evolved during the 2014-2020 period with a shift of the approach from climate marking (DAC code) for climate action in Action Documents towards an effort to mainstreaming CC issues after 2017. The replies above should read little extent for 2014-2017 and to great extent from 2017 onwards (less true for Environmental issues but this has been corrected in the 2021-27 period with the focus on the green deal which is more encompassing and includes both Env. & CC). **EUD, Neighbourhood East**

Pushing EUDs to complete impossibly sophisticated templates yields a seriously counter-productive effect on staff engagement. **EUD, Neighbourhood South**

Greater focus was put on environmental mainstreaming in the AAP drafting and quality review. However, without specific realisation that the operating context requires a context specific reply, such focus is likely to remain on paper and unsuited to the needs and operational constraints. Ambitions should also be calibrated accordingly. **EUD, Neighbourhood South**

Question 6 *Increase in Env. & CC mainstreaming [EUD]*



Note: Only answered by EUDs; for all variables N = 22-27.

The share of positive answers for Q7 was:

- 59% for “Degree of increase in the period 2014-2017”,
- 89% for “Degree of increase in the period 2018-2021”.

Box 25 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

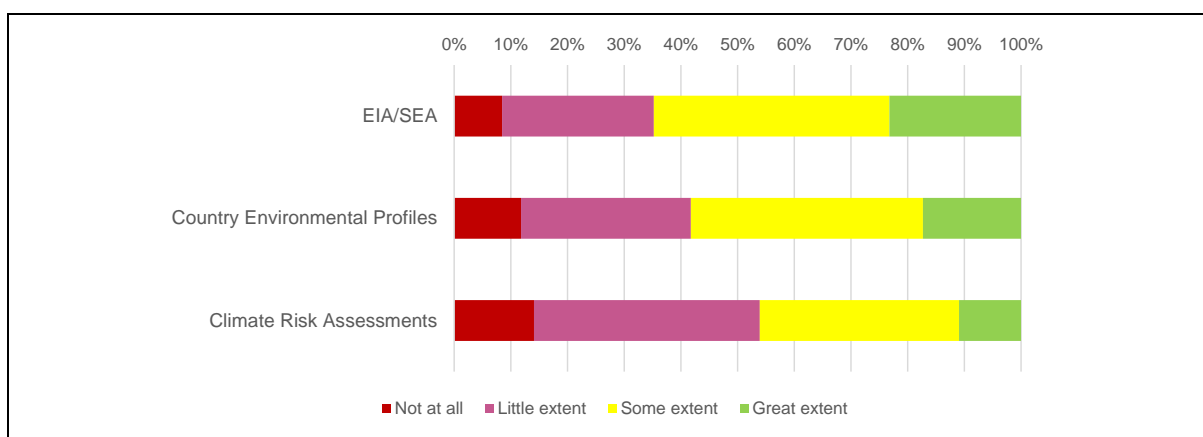
Box 5 *Increase in Env. & CC mainstreaming – qualitative assessments*

After the Paris Agreement the mainstreaming efforts increased, and the EU Green Deal gave more strategic directions and clearer and structured mainstreaming approaches in all sectors of the economy. The clear strategic orientation within the EU as well as the concrete examples of how to mainstream in many sectors facilitated this task. **EUD, Neighbourhood East**

Just few actions that were mainly touching at socio economic development and only virtually at Env. & CC. **EUD, Neighbourhood South**

Question 7 *Tools for integration of Env. & CC in cooperation [All]*

Based on your experience, to what extent have tools such as Country Environmental Profiles, Environmental Impact Assessments/Strategic Environmental Assessments and Climate Risk Assessments been used to integrate Env. & CC in the different sectors of EU cooperation during the period 2014-2020?



Note: For all variables N = 127-142.

The share of positive answers for Q8 was:

- 65% for “Environmental Impact Assessments/Strategic Environmental Assessments”,
- 58% for “Country Environmental Profiles”,
- 46% for “Climate Risk Assessments”.

Box 26 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 6 Tools for integration of Env. & CC in cooperation – qualitative assessments

We still don't have any of those tools used in process of integration. We suffer from wildfires in 2012, and in 2021. We still don't have any plans or strategy to adapt to those CC consequences. In 2014 we had severe floods, and still, we don't have any serious plans for adaptation. **CSO, Enlargement**

EIA put in place but abused for justification of environmentally harmful projects, like small hydro-power plants. **EUD, Enlargement**

I am not aware of a specific document as mentioned above have been produced by the EU. Sector based assessments and reports have been sporadically prepared and published by the EU MS or the IFI. **EUD, Enlargement**

Working in the environmental sector we would have expected to receive cross-sectoral consultations (or seen such consultations go through the Ministry of Environment) to support them in planning and implementing other projects. We didn't see that and, beyond a rubber-stamping exercise, are not aware of it happening elsewhere. **Other, Enlargement**

The information included in country environmental profiles is of use for programming reasons. EIA/SEA have been increasingly used in blended operations by IFIs receiving EU grants for infrastructure (mostly) loans. So, it had a tangible impact in blended operations (including ESP). [The use of] climate risk assessments at project or programming level [was limited]. These tools mostly provide information that can guide programming decisions or project design and they can be useful there. The extent to which they have been used for integration of Env. & CC issues in cooperation is less evident due to the nature of the tools. On their own they cannot push towards strategic decisions of the government and subsequently of the EU on priorities for EU support in the countries. **EUD, Neighbourhood East**

We contributed to other country profiles such as the gender country profile, but we were not part of any discussions/consultations on Env. & CC. **CSO, Neighbourhood South**

None of these documents has been drafted for Libya. **EUD, Neighbourhood South**

No CEPs, SEAs or Climate Risk Assessments were conducted in the framework of programming of NEAR funding. At best some limited assessments were conducted at project level. **EUD, Neighbourhood South**

I do not know, which is quite concerning because if they exist and is being implemented, I would most likely know more about it. The risk is that EU collectively is just "ticking the box" when it comes

to Env. & CC in Palestine. If a lot was being done it would for sure be more visible in the financial flow and the dialogue among all partners. **EU MS, Neighbourhood South**

The country profile in solid waste management was very helpful in the preparation of related legal documents in this sector, mainly solid waste management law issued in October 2018. **National authorities, Neighbourhood South**

I-2.1.2. Overview of sources of information and evidence base at indicator level

I-2.1.2. Evidence of linkages between EU regional and national interventions focussing on Env. & CC.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a major source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	<i>Not a source</i>

Key evidence/specific findings:

- Linkages between national and regional interventions have been most visible in the *Western Balkans* where, in particular, bilateral interventions have been complementary to the support provided through the Western Balkans Investment Facility (WBIF) and regional interventions such as the Environment Partnership Programme for Accession (EPPA) and the Environment and Climate Regional Accession Network (ECRAN) (e.g., *Kosovo*). Multi-country programmes (including CBC (e.g., *EUSAIR*)) complemented bilateral ones by giving the EU and its local partners tools to address environmental problems that are inherently regional or cross-border in nature.
- In the *Neighbourhood region*, some linkages between bilateral and regional programmes (e.g., Switch-MED) can be observed. There have also been some linkages between broader initiatives supported by the EU at national and regional level. In *Egypt*, in the fisheries sector, Egypt is a contracting party to the General Fisheries Committee for the Mediterranean (GFCM), which in the past year intensified its work to improve the situation of the Mediterranean Sea stocks. The EU invited Egypt to sign the Malta MedFish4Ever Ministerial Declaration, to work together at GFCM level to improve fisheries governance in the Mediterranean, and to use EU help to modernise its fisheries management.
- Linkages between regional interventions have also been strengthened through e.g., the joint participation of actors involved in the various interventions in specific regional fora. For instance, this was the case of the regional interventions EU4Climate, EU4Energy and EU4Environment in the Neighbourhood East region.

I-2.1.3. Overview of sources of information and evidence base at indicator level

I-2.1.3. Evidence of synergies between IPA/ENI-funded interventions focussing on Env. & CC and other IPA/ENI interventions, especially interventions focussing on institution building at national level.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory

Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	<i>Not a source</i>
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Key evidence/specific findings:

- In the countries reviewed, although Env. & CC is often covered in broad policy dialogue between the EU and national authorities, the team has identified very few explicit linkages between Env. & CC interventions and other interventions focussing on broader governance issues such as PFM.
 - In *Ukraine*, there has been some linkages established with the broader support to public administration reform (in particular, in the context of the Reform Support Teams that were deployed in various ministries, including, since 2017, in the Ministry of Environment).
 - In *Jordan* (not a case study country), the EU was able to discuss broader governance issues with national authorities, including the Ministry of Finance and the Ministry of Planning and International Cooperation, in the context of the REEP II budget support programme focussing on ‘Renewable Energy and Energy Efficiency’.
- Synergies between the support provided in the context of macro-strategies and other EU interventions in the area of Env. & CC have been limited.

I-2.1.4. Overview of sources of information and evidence base at indicator level

I-2.1.4. Evidence of linkages between the financing of infrastructure, the EU’s engagement in policy dialogue, and capacity development support.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a source</i>	<i>Not a source</i>	<i>Not a source</i>	<i>Not a source</i>

Key evidence/specific findings:

- As highlighted in the *Western Balkan* case studies, the EU’s efforts to establish a Single Project Pipeline (SPP) and NICs aimed at avoiding ad hoc approach to planning preparation and implementation of infrastructure projects, enabling systematic and timely planning of resources and meeting the necessity for strong project prioritisation as well as to help linking investment planning with programme budgeting. SPPs, which included Env. & CC related projects, were prepared and are updated by all Western Balkan countries since 2015. The NIC served as a forum through which priority investment projects were prepared and financing plans for each of the steps related to the specific projects from the SPP were discussed and agreed. However, the interviews suggest that the effectiveness of SPP/NIC approach has weakened over time, especially by the fact that it is now serving mainly as a WBIF projects selection tool and that it lost in strategic importance for e.g., programme budgeting over the last years.
- Policy dialogue covered Env. & CC issues in most countries reviewed. Regional policy dialogue (e.g., in the context of the EaP) also covered issues related to the linkages between the

financing of infrastructure, discussion on policy reforms, and capacity development support. However, examples of strong linkages at bilateral intervention level between the financing of infrastructure, EU's engagement in policy dialogue, and capacity development support are more limited. Positive cases include *Jordan* (not a case study country) and, in recent years, *Ukraine* (e.g., for the establishment of the EEF under the EE4U programme).

1.1.2.2 (JC 2.2) EU added value

I-2.2.1. Overview of sources of information and evidence base at indicator level

I-2.2.1. Degree (and quality) of coordination on Env. & CC at European level (focussed on the Enlargement and Neighbourhood regions).					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs). (See the case studies notes in Volume II for further details)	Not a main source	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	Not a source	Not a source

Key evidence/specific findings:

- Evidence gathered through interviews points to a good level of inter-service collaboration between EU institutions including in policy and political dialogue at country and regional level, provision of technical feedback during programming (e.g., comments on programming documents or Action Documents of new interventions) and management of specific financing instruments covering Env. & CC issues such as IPARD in the *Enlargement region* (see also I-4.1.2). There have also been increasingly frequent exchanges between the EC and European financial institutions, especially in the context of broad discussion on blending. These discussions have increasingly covered cross-cutting issues such as gender and, it seems to a more limited extent, monitoring and evaluation.
- Case studies show that despite slow progress in Joint Programming in most countries, there has been very good coordination between European actors (EU, EU MS and EFIs) on Env. & CC issues at partner country level.
- Regular coordination meetings are organised in various partner countries (e.g., *Kosovo, Ukraine, Egypt*). In most countries reviewed (e.g., *Georgia*), well-established division of roles for donor coordination between the EU and EU MS were already in place before 2014 and the EU has continued playing a key role in this during the period under review. EUDs/EUO or EU MS have often had a leading role in donor coordination on Env. & CC.

I-2.2.2. Overview of sources of information and evidence base at indicator level

I-2.2.2. Evidence of linkages and complementarity between the interventions of European actors focussing on Env. & CC.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory

Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs). (See the case studies notes in Volume II for further details)	See EQ1	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	See eSurvey report in Volume III for further details	Analysis of channels of support
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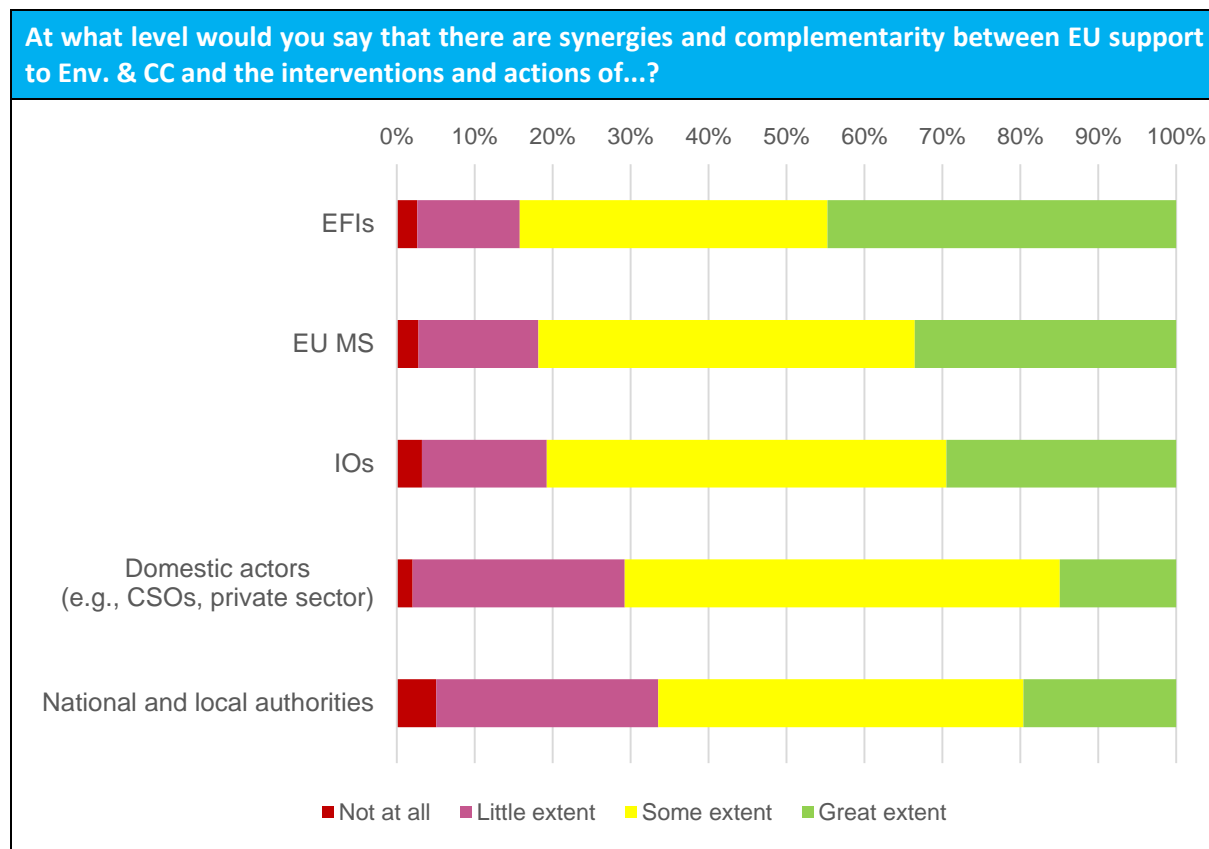
Key evidence/specific findings:

- Overall, the EU has heavily relied on EU MS technical expertise. EU MS institutions (incl. financial institutions) are an important channel of EU support to Env. & CC (see mapping in annex 4). There has also been a strong involvement from JRC and line DGs in EU support in the regions under review.
- The text below provides further observations on selected case studies:
 - As highlighted by the cases of *Kosovo*, *North Macedonia* and *Serbia*, assistance under the Western Balkan Investment Framework (WBIF) provides a good example of the EU's ability to build synergies with EU MS and international finance institutions, including EFIs. The EU and bilateral donors contribute financial resources and advice on projects and actively participate in WBIF governance. At individual level, European actors are invited to the NICs meetings in the countries, where projects in need of financial assistance are identified and prioritised according to each beneficiary's development needs and strategies.
 - In *Ukraine*, there has been good coordination between the EU, the EU MS and EFIs. There has been an interest by European actors for Joint Programming at the beginning of the period under review. However, the political context and differences in programming cycles have hampered progress towards Joint Programming. In the context of their response to the COVID-19 crisis, European actors have still coordinated their efforts and develop coherent packages of support under the 'Team Europe' banner. Notwithstanding the challenges regarding Joint Programming, there have been joint actions between the EU and EU MS. The EE4U programme, which contributed to the establishment of a national fund on EE, is a good example of how the cooperation between the EU and EU MS can contribute to achieving common objectives relying on the European actors' respective comparative advantages. Germany played an important role in launching efforts at the origin of the EEF and plays an active role in the supervision of the Fund. The EU, through its convening power and the provision of direct financial contributions, helped to mobilise national and international actors to establish the Fund. As part of the EE4U programme, a specific Twinning programme involving EU MS (esp. Austria) has helped building capacities of key national institutions in the area of RE. There have also been some linkages at municipal level between the actions supported by the EU in the context of the E5P and CoM-East programmes and specific capacity building actions of EU MS (e.g., Germany, Sweden), although the degree of synergies between these actions has greatly varied from one case to another.
 - In *Tunisia*, coordination and cooperation between the EU and EU MS as well as with EFIs has been a long standing and successful practice. A clear distribution of interventions, related both to modalities and cooperation sectors, is observed since well before the ENI 2014-2020 period. According to interviewees, the EU often acts as a lead institution, whereas bilateral cooperation agencies take over the role of technical partners (e.g., GIZ) or of financing/ implementing agency (e.g., KfW, AFD). EU programmes, annual and multi-annual, are discussed and agreed with the EU MS, in addition to this, donors organise round tables where they discuss their intervention strategies. The best example is the round table gathering the various development partners in the water sector, which is very well coordinated. For renewable energy,

the different donors have made joint efforts to convince the government to adapt its legislation in a sector with many actors. In the water sector, the Team Europe Initiative is like to support convergence of European support for Tunisian policies and to federate the actions of the EU MS, EFIs and the EU around a common intervention logic in order to maximise their impact in the new 2021-2027 programming phase.

Results from the eSurvey

Question 8 Synergies and complementarity with other actors [All]



Note: For all variables N = 143-158.

The share of positive answers for Q10 was:

- 84% for “(European actors) European Financial Institutions (e.g., KfW, GIZ, EBRD, EIB, etc.)”,
- 82% for “(European actors) EU Member States”,
- 81% for “(non-European actors) International actors (e.g., UN agencies, other IFIs)”,
- 71% for “(Non-European actors) Domestic actors (e.g., CSOs, private sector, etc.)”,
- 66% for “(Non-European actors) Domestic actors (e.g., National and local authorities)”.

Box 28 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 7 Synergies and complementarity with other actors – qualitative assessments

What we [have seen over the] last years is that CC adaptation and mitigation is used by EFIs, international actors, to prepare document's, strategies, reports, which will make illusion that our national authorities work something on CC adaptation and mitigation, like NDC (https://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/presscenter/articles/2021/NDCBiH.html) or CC adaptation and low emission development strategy (https://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/library/environment_energy/climate-change-adaptation-and-low-emission-development-strategy-.html). In these documents are planned new coal-thermo power plants, and documents is developed by consultant's agency, which sometime pretend that it is a CSO. (...) Real CSO struggle with attempt to increase awareness

about CC, about responsibility of our governments, and to stop harmful projects of new thermal power plants. **CSO, Enlargement**

The EUD always consults the EU MS, international actors, and national actors, local, central, and CSOs-private sector. **EUD, Enlargement**

NGOs and IFIs are much more interested to follow or combine EU values and financial means (than e.g., domestic actors) where traditional patterns prevails and corruption, too. The UN is running their own programmes, it seems there is no proper interest or will for enhanced cooperation and coordination. **EUD, Enlargement**

The EU Green Deal for Western Balkans, and the overall increase of priority by the Government to Green Transition, has increased the opportunity to work as Team Europe, to align policy priorities with investments from IFIs (i.e., prior actions to be taken to get a loan) and coordination with UN agencies. The EUD has to a limited extent facilitated internal EU MS dialogue on IPA programming, potential for much stronger coordination. **EU MS, Enlargement**

The EUD play a great role in synergy with other national and international institutions. **National authorities, Enlargement**

There is synergy/complementarity between EFIs and EU support also through WBIF. Also, there is complementarity between local authorities and EU support in infrastructure projects, through WBIF. **National authorities, Enlargement**

If civil society had independent funding, it would have great influence, if it would not depend on the state, and would have strong public control. **CSO, Enlargement**

A conscious effort was made with the Team Europe approach and joint programming to increase the synergies and complementarity between EU and EU MS. This has evolved very positively the last 4 years. The same goes for EU IFIs. The general principle of donor coordination and implementing agencies coordination (UN family) is there but is probably sector and actor related. The EU is a strong promoter of joint programming but not all other actors show the same energy or interest in systematically doing so. **EUD, Neighbourhood East**

A big gap is the lack of donor coordination. There are definitely synergies, but they could be increased if larger funding agencies would take a bigger role in coordination (e.g., the EU could ask government to increase their coordination effort or take over this role themselves if no one else fills the gap). **EU MS, Neighbourhood East**

Little means and capacity of the national authorities and in particular at local scale. Much work done by national consultants (private). **EU MS, Neighbourhood East**

The synergies with CSO would be greater if the EU would provide more institutional support to CSO where they can decide on priorities, rather than adapting project proposals to quite rigid requirements. **EU MS, Neighbourhood East**

Procurement of diesel locomotives through EBRD loan (2020) in Green Deal Era sounds disappointing. If it was aligned to Env. & CC priorities it should have been a railway electrification loan. **IOs, Neighbourhood East**

The EU and UN agencies are very much supportive through their projects and complement each other. **IOs, Neighbourhood East**

EU MS and EUREP are doing some work on Env. & CC [in the country]. UN and WB action on Env. & CC is not very visible. National and local authorities are slowly approaching the challenge, while the CSOs [in the country] want to do more but have become marginalised by the other stakeholders when it comes to Env. & CC. Thus, the EU needs to step up our support to the civil society, as well as convince the multilateral [organisations] to do more and better. **EU MS, Neighbourhood South**

The EU has been throwing money at NGOs and CSOs which is not necessarily good as their technical abilities to manage and supervise technical projects is often very limited and corruption is as rampant amongst them as in the governmental institutions. **Other, Neighbourhood South**

I-2.2.3. Overview of sources of information and evidence base at indicator level

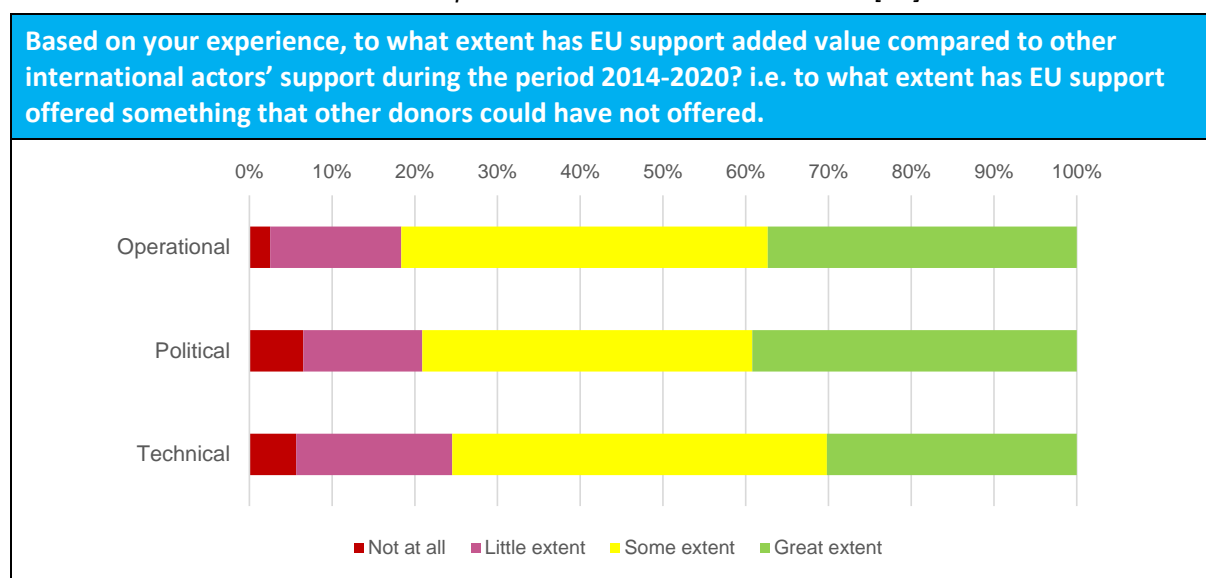
I-2.2.3. Degree to which EU support has provided benefits that would have not existed if other European actors had provided support on their own.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs). (See the case studies notes in Volume II for further details)	Not a source	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	Not a source

Key evidence/specific findings:

- Overall, the EU added value has mainly laid in its position as a convening power (e.g., *Kosovo, Serbia, Tunisia*), its funding capacity (e.g., *Ukraine*) and its role in policy dialogue on broader cooperation issues (e.g., *Tunisia*). The EU has had leverage through blending interventions. Moreover, unlike the support from EU MS which has sometimes been more directed to certain countries / themes, EU support has been comprehensive and targeted all countries in the regions under review.

Results from the eSurvey

Question 9 EU added value compared to other international actors [All]

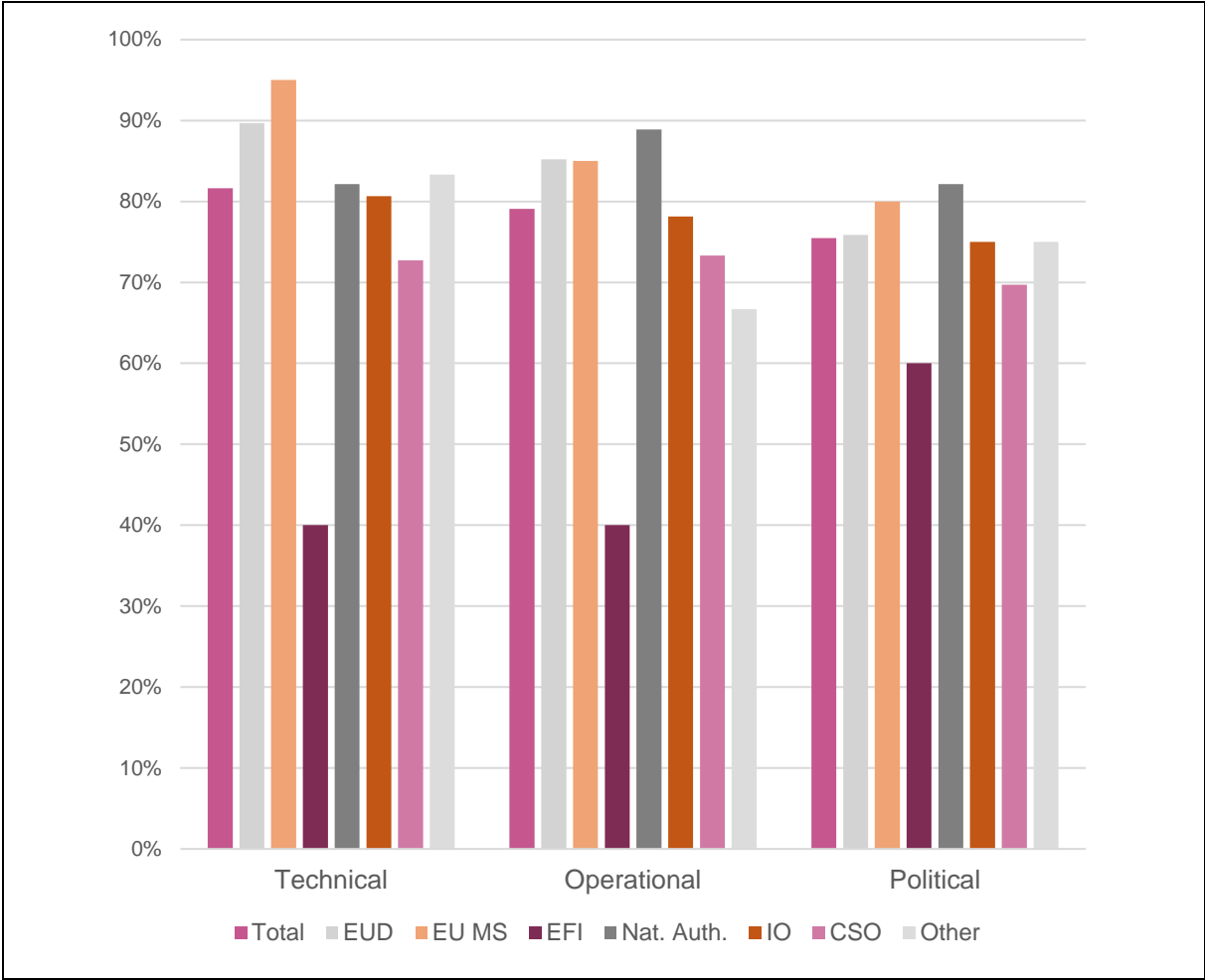


Note: For all variables N = 153-159.

The share of positive answers for Q12 was:

- 82% for “(operational) Its operational capacity, funding levels, networks, long-term commitment”,
- 79% for “(political) Its political weight, ability to bring different parties into conversation, and being above national boundaries and governments”,
- 75% for “(technical) Its technical expertise and knowledge”.

Figure 3 Q12 - Percentage of positive response by type of organisation



Box 29 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 8 EU added value – qualitative assessments

EU's technical expertise is also based on EU MS’ experts, included in TAIEX pool of experts. EU sometimes does not match the extent of UN activities of their numerous agencies based [in the country]. **EUD, Enlargement**

IPA and TAIEX instruments were instrumental in supporting drafting and reviewing legislation. Up to 2020 political weight of the EU Office was not felt by the [national] Government. **EUD, Enlargement**

The EU support is highly valued by the beneficiary institutions, it is considered impartial and sincere advice. **EUD, Enlargement**

The level of funding and assistance from the EU is much higher than any other international partner or EU MS. Env. & CC are also integrated as priority at policy level from EU side. **EUD, Enlargement**

The EU has a great influence form a political point of view (i.e., to do Demarche on different topics to bring together EU MS), but the programming of IPA is not well coordinated and well-tailored to be complementary to other EU MS and donor support/IFI support. The EUD should have been much more active in Team Europe with Embassies on the ground to make coordination prior to national IPA programming. **EU MS, Enlargement**

The EU's greatest contributions have been the overall, legislative framework, the EU accession process and long-term funding. The funding and political interventions are often better managed by EU MS or IFIs, but the framework provides the overall direction of travel. **Other, Enlargement**

The EU is on the forefront of Env. & CC policy dialogue and action and is the recognised lead in the EaP region. The mobilisation of EU MS, and EU expertise, the EU experience in its own greening and legal framework being transposed in EaP countries that has chosen to do so, Env. & CC finances bring added value with regards to international actors present in the EaP region. The fact that the EU has Association Agreements, (enhanced) partnership agreements with countries in the region organically increases the integration of Env. & CC issues in the governance and legal frameworks of these countries due to the transposition of EU acquis in these areas. **EUD, Neighbourhood East**

The additional added value that is diluted in the operational added value is financing, especially the blended financing and guarantees (EU investment Plan, EFSD+) that are leveraging enormous amounts of Env. & CC investments for public and private actors. **EUD, Neighbourhood East**

Twinning programmes are very useful. **EU MS, Neighbourhood East**

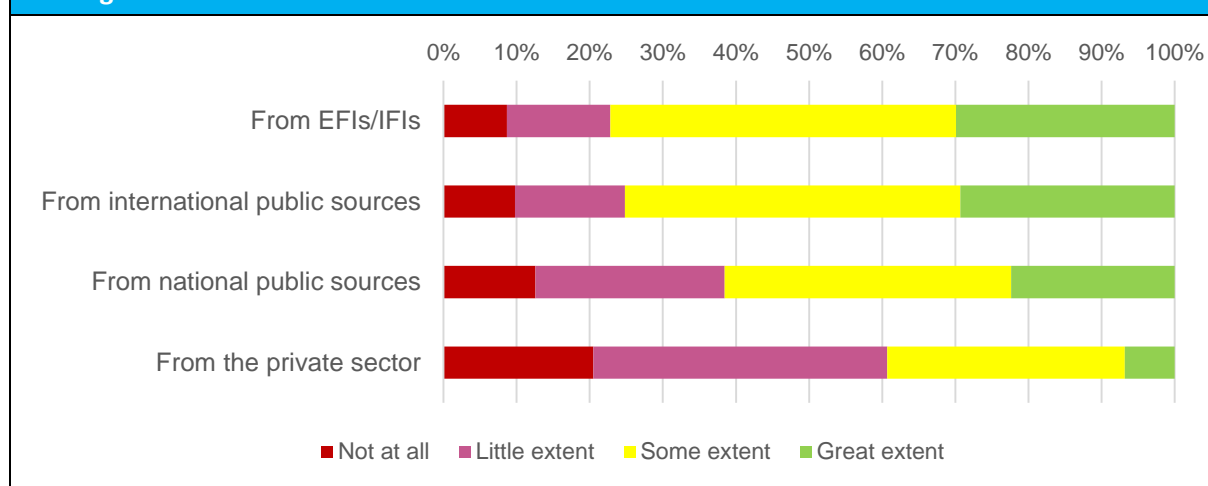
Contrary to the response to the [national] crisis where the EU has a general lead in the policy and operational dialogue with authorities, on CC, international actors and EU MS have in practice a larger instrumental role and capacity of action. **EFIs, Neighbourhood South**

The collective EU (EUREP and EU MS) approach [in the country] is represented by the annual joint EU ROF report being the basis for the high-level dialogue between the EU and [the country]. The EU collective (EUREP and EU MS) are thus very well positioned to increasingly have an impact when it comes to Env. & CC (i.e., compared to the multilaterals, other non-EU countries representation and other stakeholder). The potential strength of the collective EU (collective political weight and volumes of funding) can thus with time become a game changer when it comes to Env. & CC. **EU MS, Neighbourhood South**

Countries involved directly with the beneficiaries have been more forceful (e.g., USAID for the US, AFD for France, GIZ for Germany). **Other, Neighbourhood South**

Question 10 Leveraging additional finance from other sources [All]

Based on your experience, to what extent has EU financial support in the area of Env. & CC leveraged additional finance from other sources?



Note: For all variables N = 117-143.

The share of positive answers for Q13 was:

- 77% for “EU support helped leveraging finance from EFIs/IFIs”,
- 75% for “EU support helped leveraging finance from international public sources”,
- 62% for “EU support helped leveraging finance from national public sources”,
- 39% for “EU support helped leveraging finance from the private sector”.

Box 30 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

National sources must be better activated in order to achieve certain level of ownership. There is a general feeling that authorities are just waiting for the international community to do their job - in financial and knowledge-based terms. **EUD, Enlargement**

Most of the infrastructure investments were funded by the or the EU MS institutions. **EUD, Enlargement**

The private sector participates very little with financing. It can be applied only to multi-country (regional) programmes linked with IFI's, since grant funding cannot be given directly to SMEs. **EUD, Enlargement**

The leverage has increased in light of the Green Deal for Western Balkans (i.e., IFIs set priorities based on EU assessments, and IPA programming interlink with IFIs'/UN agencies' support in a much clearer way. This potential needs to be developed further. *EU MS, Enlargement*

EU leveraged additional finance from IFIs, through WBIF. **National authorities, Enlargement**

Greater absorption capacities at national level are needed. **National authorities, Enlargement**

There are some very good examples of multi-donor funds that the EU established or is participating in, the most successful one being the Energy Efficiency Fund [in the country] (based on a policy first approach where finance followed reforms and setting up an enabling environment) but also E5P. Leveraging finance from the private sector has not been the objective of EU financial support in Env. & CC unless we are considering the co-financing that private actors need to bring in in order to access a grant. **EUD, Neighbourhood East**

EU projects are leveraging an up to 20% cost sharing from national authorities, it responsabilises the authorities and creates the sense of ownership. Similarly, EU funding serves the role of backbone and leveraging further international public funding. **IOs, Neighbourhood East**

No significant leveraging effect. The two exceptions are i) the EU support to the WB PID MDTF and ii) the ongoing climate fund work going on [in the country] being managed by AFD/France. **EU MS, Neighbourhood South**

1.1.3 EQ3 - Coordination and partnerships at national/regional level

EQ3 - To what extent has EU support strengthened partnerships with non-European actors in the area of Env. & CC at national and regional level?



This EQ covers issues related to sustainability, coherence, relevance and effectiveness, and consists of two JCs:

- **JC 3.1** EU (IPA/ENI) support has built on and strengthen coordination frameworks related to Env. & CC at national and regional level
- **JC 3.2** Partnerships between the EU and international organisations, including other donors, on Env. & CC have resulted in increased coherence of implemented interventions and enhanced delivery of EU support

1.1.3.1 (JC 3.1) Coordination at national and regional level

I-3.1.1. Overview of sources of information and evidence base at indicator level

I-3.1.1. Alignment of IPA and ENI support with national policies and strategies on Env. & CC.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews		Document review	Interviews	eSurvey Inventory

Various documents (e.g., evaluations, ROM reports, general reviews by IOs, government websites, EAMRs) reviewed in the country and regional case studies (See case study notes in Volume II for further details)	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), CSOs, etc. (See the case studies notes in Volume II for further details)	Policy documents on Env. & and EU external actions (See Volume III – Bibliography – for further details)	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	Not a source	Not a source
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Key evidence/specific findings:

- Overall, there has been good alignment of IPA and ENI support with national policies and strategies on Env. & CC.
- In the *Western Balkans*, the EU actively supported the development of sector approaches on Env. & CC which, through the establishment of Sector Working Group and the strengthening of investment frameworks, has contributed to enhance coordination between national actors (including civil society). Despite clear improvements, weak institutional capacity and lack of clarity of the role of certain actors (e.g., CSO) have limited the full participation of all actors in these processes (e.g., *North Macedonia*). Moreover, several national investment frameworks (e.g., *Kosovo, Serbia*) still present important weaknesses.
- In the *Neighbourhood East region*, the EU support ensured a good degree of coordination with national authorities, as well as other donors (e.g., IOs, CSOs) to build on existing national policies. In *Georgia*, the EU, together with the Georgian central government, developed the EU+ Joint Approach to Programming in Georgia which provides detailed analysis of the context, national policy objectives and alignment of the EU+ joint approach. Under *EU4Climate*, UNDP, and its partner organisations (the Energy Community Secretariat (ECS), the Environment Agency Austria (EAA) and the European Environmental Agency (EEA)) supported all six targeted countries to align to the EU climate *acquis*. It helped carrying out gaps analyses of national legislation against the EU *acquis* and the climate provision of bilateral agreements on.
- In the *Neighbourhood South region*, the political context (e.g., *Tunisia*), weak institutional capacities in the leading national institutions (e.g., *Egypt*) and persisting low awareness on the urgency of the policy measures needed in the area of Env. & CC have hampered efforts of coordination at national level. EU-supported regional programmes (e.g., *Switch-MED*) have also faced challenges to promote coordination on the ground and linkages with other initiatives supported by IOs and other donors.
- Overall, coordination efforts led by national authorities at country level has not always been effective. According to interviews, in countries like *Georgia*, the Ministry of Environment has had trouble to coordinate with the Ministry of Economy, and there have also been coordination issues within the Ministry of Environment itself. In the *Neighbourhood South*, national institutions have shown limited interest in partaking in coordination mechanisms of donor funded projects. This seems mostly due to a strong reluctance among national authorities to cooperate among each other (e.g., *Tunisia, Lebanon*). In *Egypt*, the relationship between the EU and the Ministry of Environment is hesitant and very cautious, partly due to the weakness of the Ministry and partly because of the overall relationship between the Government of Egypt and the EU. In *Tunisia*, although coordination among donors works well, country-level coordination led by Tunisian authorities has been limited. Inter-institutional cooperation has also been weak. As a consequence, development partners have tended to work directly with well-functioning agencies such as the energy institution ANME (Agence Nationale pour la Maîtrise de l'Energie), leading to a situation where some national institutions

have attracted a lot of, in some cases fragmented and not well coordinated, support, and other institutions facing substantial persistent needs for external support.

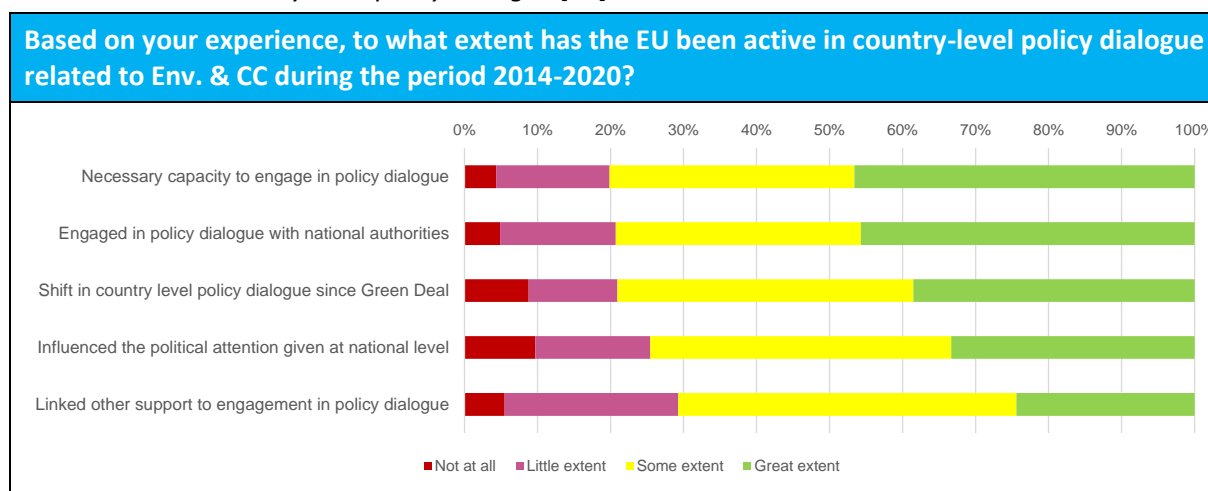
I-3.1.2. Overview of sources of information and evidence base at indicator level

I-3.1.2. Degree to which EU support has fostered the leading role of national authorities in coordination mechanisms in the area of Env. & CC.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., evaluations, ROM reports, general reviews by IOs, government websites, EAMRs) reviewed in the country and regional case studies (See case study notes in Volume II for further details)	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	Policy documents on Env. & CC and EU external actions, DG NEAR strategic evaluations (See Volume III – Bibliography – for further details)	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	Not a source

Key evidence/specific findings:

- Collected evidence shows that the EU (both at HQ and country level) has played a major role in fostering the role of national authorities in coordination mechanisms in the area of Env. & CC.
- In general, interviews, eSurvey and the documentary review (e.g., EAMRs) show that the EU has increasingly integrated Env. & CC into its policy dialogue, including dialogue at high level. The case studies show evidence of Heads of Delegation or Heads of Cooperation raising Env. & CC-related issues in their dialogue with national counterparts, revealing the high level of visibility of such efforts and the potential role they can play in strengthening actions supported in the context of specific EU-funded interventions (e.g., *Serbia, North Macedonia, Georgia*). The introduction of the European Green Deal has strengthened the EU’s engagement in policy dialogue, including high-level dialogue, on Env. & CC.
- As shown below, respondents to the eSurvey answered positively when asked about the EU’s engagement in policy dialogue related to Env. & CC at country-level. Around 80% of eSurvey respondents strongly agrees with the assertions: i) “The EU has had the necessary capacity (internal human resources and strategic positioning in the country’s donor landscape) to engage in policy dialogue related to Env. & CC”; and ii) “The EU has actively engaged in policy dialogue with national authorities focussing on Env. & CC”. 75% of respondents agree that iii) “The EU has managed to influence the political attention given to Env. & CC at national level”.

Question 11 Country-level policy dialogue [All]



Source: Particip GmbH, eSurvey, October 2022 (see Annex xxx)

*Policy dialogue involves discussions among various stakeholders to raise issues, share perspectives and reach consensus. It can be split into two types: i) operational and technical dialogue with national counterparts up to Ministerial level and ii) higher-level dialogue at Ministerial level, or above at the level of Heads of State.

Note: For all variables N = 148-165.

- In *Ukraine*, the EU has actively promoted the national authorities' involvement in the European Green Deal and has pushed for the development of new laws and policies in the area of EE, air pollution and waste management. In *Georgia*, policy dialogue has been taking place through various formats and has been both government- and donor-led according to the thematic area. In some countries the dialogue between the EU and national authorities has mostly been ad-hoc in nature (e.g., *Lebanon*). The lack of formal coordination mechanisms is often times due to the national political instabilities and weak institutional capacity (see I-3.1.1).
- However, there is only limited formal engagement and consideration of LAs when designing and implementing policy support programmes and LAs have been insufficiently involved in major EU bilateral interventions overall. The recently conducted evaluation on EU support to LAs in Enlargement and Neighbourhood regions concluded that LAs find it difficult to attract and manage resources for much-needed energy and climate resilience actions through regional programmes (e.g., under the Covenant of Mayors). LAs are often also important, on the ground, (co-)implementors of sector and thematic policies formulated and supported by the EU at central level (e.g., environmental protection, including CC).
- The EU has engaged with CSO in a systematic way at both national and regional level. However, some limitations due to the diversity of organisations active in this area and the low degree of structuration of the civil society around some Env. & CC topics have limited the possibilities to develop a partnership at a more strategic level. Though in *Egypt*, a recent intervention EU GREEN specifically plays to the strengths of the CSOs.

I-3.1.3. Overview of sources of information and evidence base at indicator level

I-3.1.3. Evidence of EU contributions to the strengthening of regional coordination mechanisms.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews		Document review	Interviews	eSurvey
					Inventory

Various documents (e.g., evaluations, ROM reports, general reviews by IOs, government websites, EAMRs) reviewed in the country and regional case studies (See case study notes in Volume II for further details)	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), CSOs, etc. (See case study notes in Volume II for further details)	Policy documents on Env. & CC and EU external actions (See Volume III – Bibliography – for further details)	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	Not a source	Not a source
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Key evidence/specific findings:

- In the *Western Balkans*, the EU has also contributed to the strengthening of regional coordination and networking platforms on environmental issues such as EU Environment Partnership Programme for Accession (EPPA), which builds on a system of Working Groups and Working Sub-Groups covering five main thematic areas: i) EU Environmental Policy, ii) Waste Management; iii) Water Management; iv) Air Quality; v) Nature. The EPPA Working Group on CSO's objective is to build and strengthen civil society active in the environment and area in EPPA beneficiary countries through institutional strengthening and information exchange on the EU environmental policy and developments in the enlargement policies.
- The EU has also supported the work of the Regional Cooperation Council in the area of Env. & CC, which, beyond the EU and EU MS, includes partners from the *Western Balkans* and the United States.
- Effective Sector Working Groups on Env. & CC have been established in various partner countries (e.g., *Kosovo, North Macedonia*).
- Through its regional programmes, the EU has tried to foster greater coordination and knowledge exchange between the various stakeholders in the area of Env. & CC, but results have been mixed. In the *Neighbourhood East, EU4Climate* brought national activities under a regional umbrella which i) facilitated the identification and sharing of good practices or successful innovative initiatives and ii) ensured efficiency gain by harmonising and centralising important aspects of budget management and monitoring and reporting processes. Regional coordination mechanisms have been less systematised and successful with the *Switch-MED* programme which, despite having a clear governance structure (incl. a Steering Committee and a Coordination Group), didn't manage to promote coordination between subcomponents on the ground as well as between different EU-funded circular economy initiatives.

1.1.3.2 (JC 3.2) Partnerships between the EU and IOs, incl. other donors

I-3.2.1. Overview of sources of information and evidence base at indicator level

I-3.2.1. Degree of complementarity between EU support to Env. & CC and the action of non-European international organisations, including other donors.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews		Document review	Interviews	eSurvey Inventory

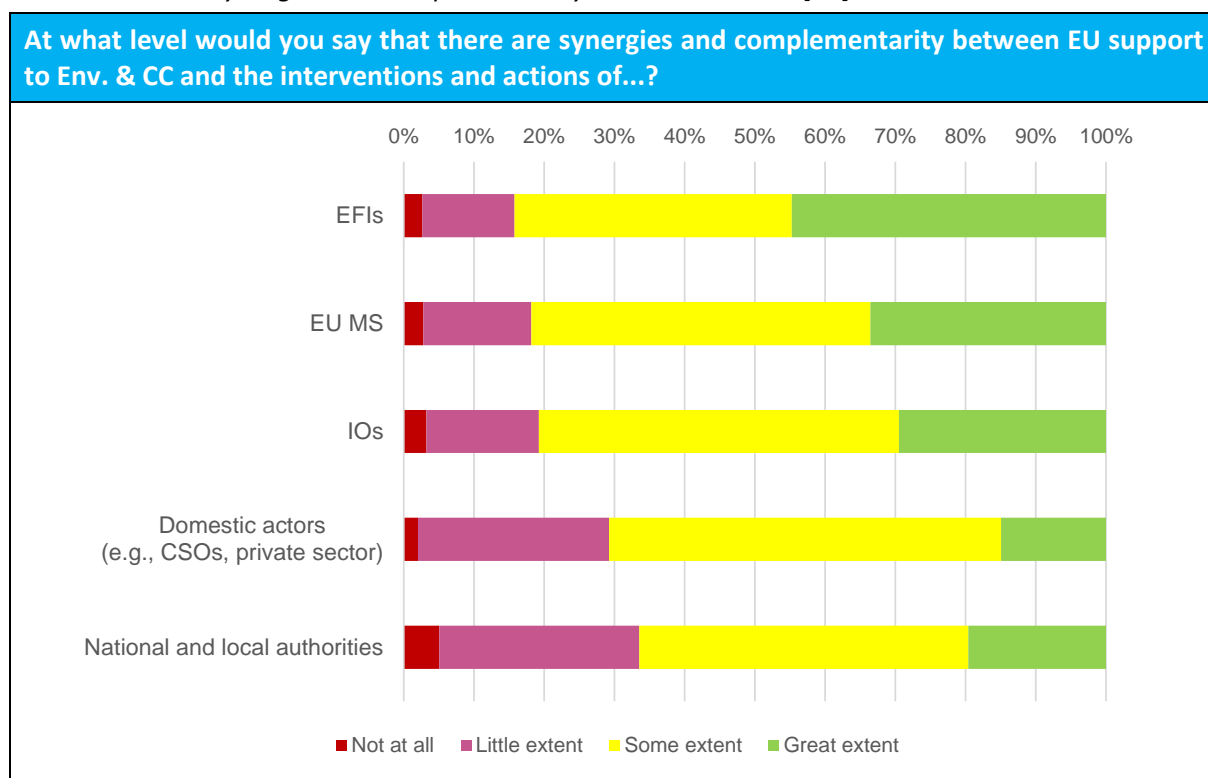
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, IOs (e.g., UN agencies), etc. <i>(See case study notes in Volume II for further details)</i>	<i>Not a source</i>	Other donors (e.g. UNDP), EFIs (e.g. EBRD) and EU HQ / DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>See eSurvey report in Volume III for further details</i>	<i>Not a source</i>
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Key evidence/specific findings:

- Overall, strong partnerships between the EU and IOs and Development Banks have been observed. IOs and Development Banks were involved in EU support both as a channel for delivery and as partners providing a complementary support to the one provided by the EU.
- In the *Neighbourhood East*, non-European agencies are delivering the most important regional cooperation projects such as *EU4Environment* and *EU4Climate* which are both implemented by international partners – UN agencies, WB, OECD. As mentioned under I-3.1.1, UNDP works with three partner organisations of the EU or EU MS, namely the ECS, EAA and EEA under *EU4Climate*. *EU4Climate* is a good example of complementarity between the EU and IOs since the design of the programme builds on lessons from previous interventions and complements other initiatives supported by the EU and IOs at both national and regional level. In addition to *ClimaEast* which *EU4Climate* directly stems from the design of the Programme builds on various past regional interventions such as *INOGATE*⁹, but also on UNDP’s direct involvement in the UNFCCC process at global level.
- In *Serbia* and *North Macedonia*, UN agencies (UNDP, UN Office for Project Services (UNOPS)) have played a key role in EU support to the response to floods in 2014. Overall, there has been good coordination with UN agencies actives in the area of Env. & CC.
- In the *Western Balkans*, the WB has participated in the WBIF and implemented specific interventions in the context of this framework (e.g., Investment Readiness Programme).
- In *Ukraine*, the EE4U programme and its contribution to the MDTF linked to the EEF is a good example of cooperation between the EU and the broader donor community, the Ukrainian Government and beneficiaries on a large scale.
- In *Egypt*, the level of dialogue has been good with UNDP and WB in areas of climate change and latterly the circular economy, though there have been few if any collaborative interventions during the period.
- In the case of *Switch-MED (Neighbourhood South)*, the EU and UN Industrial Development Organisation (UNIDO) have established a long-term partnership to support the development of a circular economy in the region, building on the comparative advantages of both parties.
- A clear majority of the eSurvey respondents believe in the EU’s capacity to ensure synergies and complementarity with EFIs (84%), EU MS (82%) and IOs (81%).

⁹ Source: <http://www.inogate.org/pages/1?lang=en>.

Question 12 Synergies and complementarity with other actors [All]



Source: Particip GmbH, eSurvey, October 2022 (see Annex xxx)

Note: For all variables N = 143-158.

- Box 10 below presents some qualitative answers that provide further insights and illustrate different point of views:

Box 10 Synergies and complementarity with other actors – qualitative assessments

What we [have seen over the] last years is that CC adaptation and mitigation is used by EFIs, international actors, to prepare document's, strategies, reports, which will make illusion that our national authorities work something on CC adaptation and mitigation, like NDC (https://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/presscenter/articles/2021/NDCBiH.html) or CC adaptation and low emission development strategy (https://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/library/environment_energy/climate-change-adaptation-and-low-emission-development-strategy-.html). In these documents are planned new coal-thermo power plants, and documents is developed by consultant's agency, which sometime pretend that it is a CSO. (...) Real CSO struggle with attempt to increase awareness about CC, about responsibility of our governments, and to stop harmful projects of new thermo power plants. **CSO, Enlargement**

The EUD always consults the EU MS, international actors, and national actors, local, central, and CSOs-private sector. **EUD, Enlargement**

NGOs and IFIs are much more interested to follow or combine EU values and financial means (than e.g., domestic actors) where traditional patterns prevails and corruption, too. The UN is running their own programmes, it seems there is no proper interest or will for enhanced cooperation and coordination. **EUD, Enlargement**

The EU Green Deal for Western Balkans, and the overall increase of priority by the Government to Green Transition, has increased the opportunity to work as Team Europe, to align policy priorities with investments from IFIs (i.e., prior actions to be taken to get a loan) and coordination with UN agencies. The EUD has to a limited extent facilitated internal EU MS dialogue on IPA programming, potential for much stronger coordination. **EU MS, Enlargement**

The EUD play a great role in synergy with other national and international institutions. **National authorities, Enlargement**

There is synergy/complementarity between EFIs and EU support also through WBIF. Also, there is complementarity between local authorities and EU support in infrastructure projects, through WBIF.

National authorities, Enlargement

If civil society had independent funding, it would have great influence, if it would not depend on the state, and would have strong public control. **CSO, Enlargement**

A conscious effort was made with the Team Europe approach and joint programming to increase the synergies and complementarity between EU and EU MS. This has evolved very positively the last 4 years. The same goes for EU IFIs. The general principle of donor coordination and implementing agencies coordination (UN family) is there but is probably sector and actor related. The EU is a strong promoter of joint programming but not all other actors show the same energy or interest in systematically doing so. **EUD, Neighbourhood East**

A big gap is the lack of donor coordination. There are definitely synergies, but they could be increased if larger funding agencies would take a bigger role in coordination (e.g., the EU could ask government to increase their coordination effort or take over this role themselves if no one else fills the gap). **EU MS, Neighbourhood East**

Little means and capacity of the national authorities and in particular at local scale. Much work done by national consultants (private). **EU MS, Neighbourhood East**

The synergies with CSO would be greater if the EU would provide more institutional support to CSO where they can decide on priorities, rather than adapting project proposals to quite rigid requirements. **EU MS, Neighbourhood East**

Procurement of diesel locomotives through EBRD loan (2020) in Green Deal Era sounds disappointing. If it was aligned to Env. & CC priorities it should have been a railway electrification loan. **IOs, Neighbourhood East**

The EU and UN agencies are very much supportive through their projects and complement each other. **IOs, Neighbourhood East**

EU MS and EUREP are doing some work on Env. & CC [in the country]. UN and WB action on Env. & CC is not very visible. National and local authorities are slowly approaching the challenge, while the CSOs [in the country] want to do more but have become marginalised by the other stakeholders when it comes to Env. & CC. Thus, the EU needs to step up our support to the civil society, as well as convince the multilateral [organisations] to do more and better. **EU MS, Neighbourhood South**

The EU has been throwing money at NGOs and CSOs which is not necessarily good as their technical abilities to manage and supervise technical projects is often very limited and corruption is as rampant amongst them as in the governmental institutions. **Other, Neighbourhood South**

Table 1 Summary of case studies' findings on partnerships between the EU and IOs, at country and regional level

Country/region	Findings
Enlargement	
Kosovo	Many investments have been channelled through the Western Balkans Investment Facility (WBIF) in the country during the period under review. This blending facility has become the umbrella under which the biggest complementarity and coordination between the EU, EU MS and IOs (e.g., IFIs) take place (e.g., the district heating in Pristina).
North Macedonia	UN agencies (UNDP, UN Office for Project Services (UNOPS)) have played a key role in EU support to the response to floods in 2014. Overall, there has been good coordination with UN agencies active in the area of Env. & CC.
Serbia	UN agencies (UNDP, UNOPS) have played a key role in EU support to the response to floods in 2014. Overall, there has been good coordination with UN agencies active in the area of Env. & CC.
Western Balkans	The WB has participated in the WBIF and implemented specific interventions in the context of this framework (e.g., Investment Readiness Programme).
Neighbourhood East	
Georgia	Donors have shown their ability to self-organise and promote informal exchanges on a variety of Env. & CC-related topics (e.g., protected areas, climate, waste sector, etc.). Some topics are "crowded" with the assistance available such as the Energy Efficiency (EE) sector.

	The UN supports the implementation of 6 thematic groups, including one on the protection of natural resources that is co-led by Germany and Sweden
Ukraine	The EE4U programme and its contribution to the MDTF linked to the EEF is a good example of cooperation between the EU and the broader donor community, the Ukrainian Government and beneficiaries on a large scale.
EU4Climate	EU4Climate is implemented under indirect management with UNDP, which cooperate with three partner organisations of the EU or EU MS, namely the ECS, EAA and EEA.
Neighbourhood South	
Egypt	The level of dialogue has been good with UNDP and WB in areas of climate change and latterly the circular economy, though there have been few if any collaborative interventions during the period.
Lebanon	Following the explosion at the Port of Beirut in August 2020, the donor community mobilised resources to address Lebanon's immediate- and short-term needs. In partnership with the WB and the UN and in cooperation with the civil society, Lebanon's government and the donor community, the EU has established the Lebanon 3 Reform Recovery and Reconstruction Framework (3RF), to address people's needs through a combination of socio-economic recovery and reform.
Switch-MED	The EU and UN Industrial Development Organisation (UNIDO) have established a long-term partnership to support the development of a circular economy in the region, building on the comparative advantages of both parties.

Source: Country case studies (See case study notes in Volume II for further details)

I-3.2.2. Overview of sources of information and evidence base at indicator level

I-3.2.2. Evidence that EU support that has been delivered through international organisations has not resulted in loss of visibility and has provided benefits that would have not existed through other channels.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	Not a source	Other donors (e.g. UNDP), EFIs (e.g. EBRD) and EU HQ / DG NEAR: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	Not a source	Not a source

Key evidence/specific findings:

- The EU has established strong partnerships with IOs and Development Banks; these actors were involved in EU support both as a channel for delivery and as partners providing complementarity support to the one of the EU.
- There has been good level of complementarity with the WB (e.g., *Ukraine*, the *Western Balkans*) and UN agencies in areas such as circular economy (*Switch-MED*) and civil protection/disaster risk management (e.g., *Serbia*).
- Although it came with a reduction in EU visibility in a few cases (e.g., *WBIF*), the delivery of the support through UN agencies (e.g., *Serbia*) has allowed the EU to benefit from dedicated and recognised technical expertise and, in some cases (e.g., *Neighbourhood East*), well established networks in the areas of intervention.

I-3.2.3. Overview of sources of information and evidence base at indicator level

I-3.2.3. Number of joint initiatives (between European actors and other key stakeholders) carried out in the area of monitoring and evaluation.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	Not a source	Other donors (e.g. UNDP), EFIs (e.g. EBRD) and EU HQ / DG NEAR: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	Not a source	Not a source

Key evidence/specific findings:

- Beyond ad hoc events/activities, the team didn't identify joint learning initiatives between European actors and between them and non-European actors on Env. & CC. While the World Bank has been active on the implementation of technical studies in the *Western Balkans* that were used in the design of EU support, no evidence has been found of specific joint learning initiatives with the World Bank on Env. & CC.
- Regional workshops organised in the context of EU-funded programmes included a broad range of participants, including European and non-European donors. Some interviewees considered them as useful joint learning mechanisms.
- In cases where EU support was channelled through EFIs or EU MS agencies, there has been a degree of joint learning among EU actors. For instance, in *Tunisia*, a ROM was carried out to better understand the reasons behind the delays in the implementation of DEPOLMED and Lake Bizerte activities carried out by the AFD and EIB. Avenues for improvements were discussed between the EUD and the partners to try and find common solutions to the difficulties observed on the ground (e.g., a re-allocation of fund for industrial depollution to other components such as wastewater treatment plant rehabilitation).
- In the context of the development of NDCs (e.g., *Ukraine*), the EU and UNDP have relied on technical studies (modelling) carried out by EBRD to establish roadmaps for NDC implementation.

I-3.2.4. Overview of sources of information and evidence base at indicator level

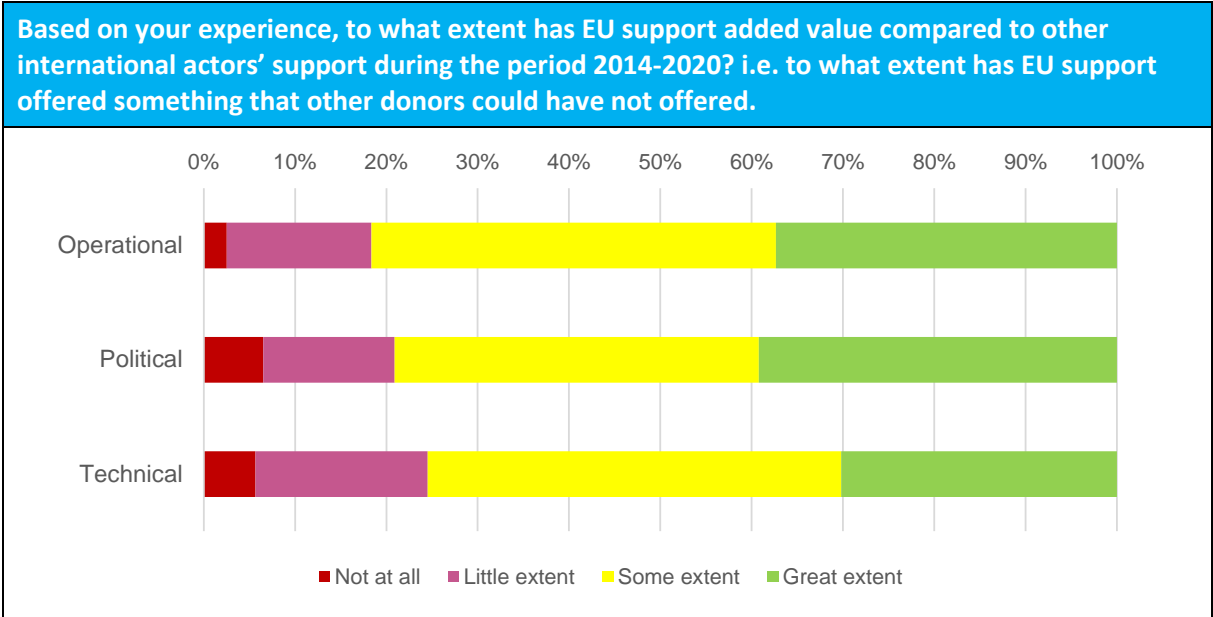
I-3.2.4. Evidence that similar (or stronger) effects could have not been achieved in the absence of EU support					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory

Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	Not a source	Not a source	See eSurvey report in Volume III for further details	Not a source
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Key evidence/specific findings:

- In most country analysed, the EU added value to the IOs through its presence in a broad range of Env. & CC-related sectors, its capacity in setting up the overall political framework on which cooperation with partner countries will build itself, its coordination efforts, its leverage exercise as a leader political actor in policy dialogues, its partnership with EU MS, EFIs and CSOs.
- As shown below, a large share of eSurvey respondents were positive about the EU support added value to other international actors, in terms of i) “its operational capacity, funding levels, networks and long-term commitment” (82%); ii) “its political weight, ability to bring different parties into conversation, and being above national boundaries and governments” (79%); and iii) “its technical expertise and knowledge” (75%).

Question 13 EU added value compared to other international actors [All]



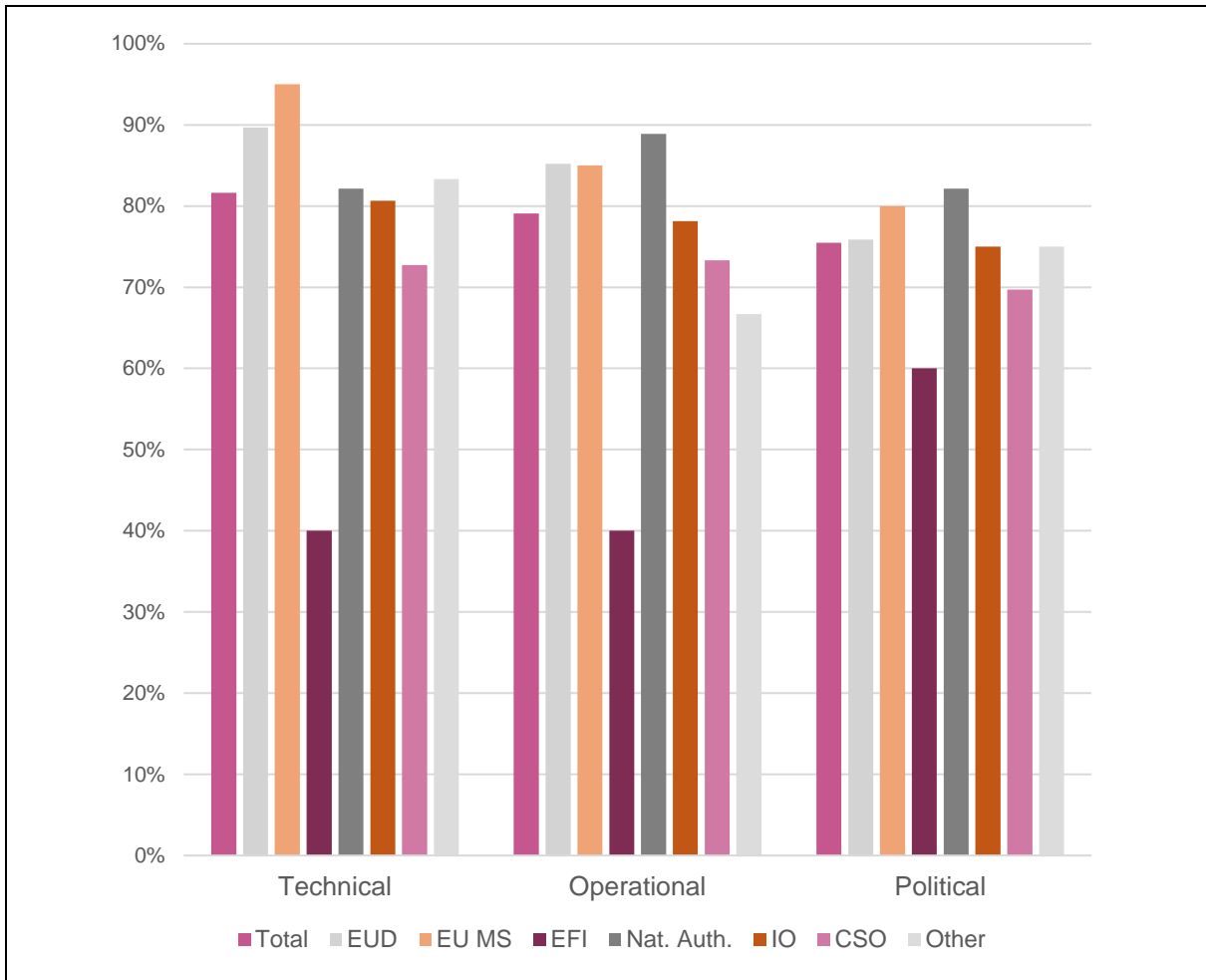
Source: Particip GmbH, eSurvey, October 2022 (see Annex xxx)

Note: For all variables N = 153-159.

The share of positive answers for Q12 was:

- 82% for “(operational) Its operational capacity, funding levels, networks, long-term commitment”,
- 79% for “(political) Its political weight, ability to bring different parties into conversation, and being above national boundaries and governments”,
- 75% for “(technical) Its technical expertise and knowledge”.

Figure 4 Q12 - Percentage of positive response by type of organisation



- Box 29 presents a selection of qualitative responses explaining respondents' assessment provides further insights and illustration of different points of view:

Box 11 EU added value – qualitative assessments

EU's technical expertise is also based on EU MS' experts, included in TAIEX pool of experts. EU sometimes does not match the extent of UN activities of their numerous agencies based [in the country]. **EUD, Enlargement**

IPA and TAIEX instruments were instrumental in supporting drafting and reviewing legislation. Up to 2020 political weight of the EU Office was not felt by the [national] Government. **EUD, Enlargement**

The EU support is highly valued by the beneficiary institutions, it is considered impartial and sincere advice. **EUD, Enlargement**

The level of funding and assistance from the EU is much higher than any other international partner or EU MS. Env. & CC are also integrated as priority at policy level from EU side. **EUD, Enlargement**

The EU has a great influence from a political point of view (i.e., to do Demarche on different topics to bring together EU MS), but the programming of IPA is not well coordinated and well-tailored to be complementary to other EU MS and donor support/IFI support. The EUD should have been much more active in Team Europe with Embassies on the ground to make coordination prior to national IPA programming. **EU MS, Enlargement**

The EU's greatest contributions have been the overall, legislative framework, the EU accession process and long-term funding. The funding and political interventions are often better managed by EU MS or IFIs, but the framework provides the overall direction of travel. **Other, Enlargement**

The EU is on the forefront of Env. & CC policy dialogue and action and is the recognised lead in the EaP region. The mobilisation of EU MS, and EU expertise, the EU experience in its own greening and legal framework being transposed in EaP countries that has chosen to do so, Env. & CC finances bring added value with regards to international actors present in the EaP region. The fact that the EU has Association Agreements, (enhanced) partnership agreements with countries in the region organically increases the integration of Env. & CC issues in the governance and legal frameworks of these countries due to the transposition of EU acquis in these areas. **EUD, Neighbourhood East**

The additional added value that is diluted in the operational added value is financing, especially the blended financing and guarantees (EU investment Plan, EFSD+) that are leveraging enormous amounts of Env. & CC investments for public and private actors. **EUD, Neighbourhood East**

Twinning programmes are very useful. **EU MS, Neighbourhood East**

Contrary to the response to the [national] crisis where the EU has a general lead in the policy and operational dialogue with authorities, on CC, international actors and EU MS have in practice a larger instrumental role and capacity of action. **EFIs, Neighbourhood South**

The collective EU (EUREP and EU MS) approach [in the country] is represented by the annual joint EU ROF report being the basis for the high-level dialogue between the EU and [the country]. The EU collective (EUREP and EU MS) are thus very well positioned to increasingly have an impact when it comes to Env. & CC (i.e., compared to the multilaterals, other non-EU countries representation and other stakeholder). The potential strength of the collective EU (collective political weight and volumes of funding) can thus with time become a game changer when it comes to Env. & CC. **EU MS, Neighbourhood South**

Countries involved directly with the beneficiaries have been more forceful (e.g., USAID for the US, AFD for France, GIZ for Germany). **Other, Neighbourhood South**

1.1.4 EQ4 - Efficiency of the EU support

EQ4 - To what extent have the implementation choices made by the EU been appropriate to promote responsive, cost-effective and timely support to Env. & CC?



This EQ covers issues related to efficiency, effectiveness, sustainability and coherence, and consists of two JCs:

- **JC 4.1** Internal resources mobilised by the EU have been adequate to achieve the objectives pursued, including to engage in policy dialogue on Env. & CC.
- **JC 4.2** Choices of implementing modalities and channels have contributed to ensuring that EU support is implemented without major delays and minimising costs

1.1.4.1 (JC 4.1) Adequate mobilisation of internal resources to engage in policy dialogue

I-4.1.1. Overview of sources of information and evidence base at indicator level

I-4.1.1.1. Quality of guidance provided by HQ to support implementation of the EU Env. & CC strategies at national and regional level.

Overall strength of the evidence base: ● (strong)

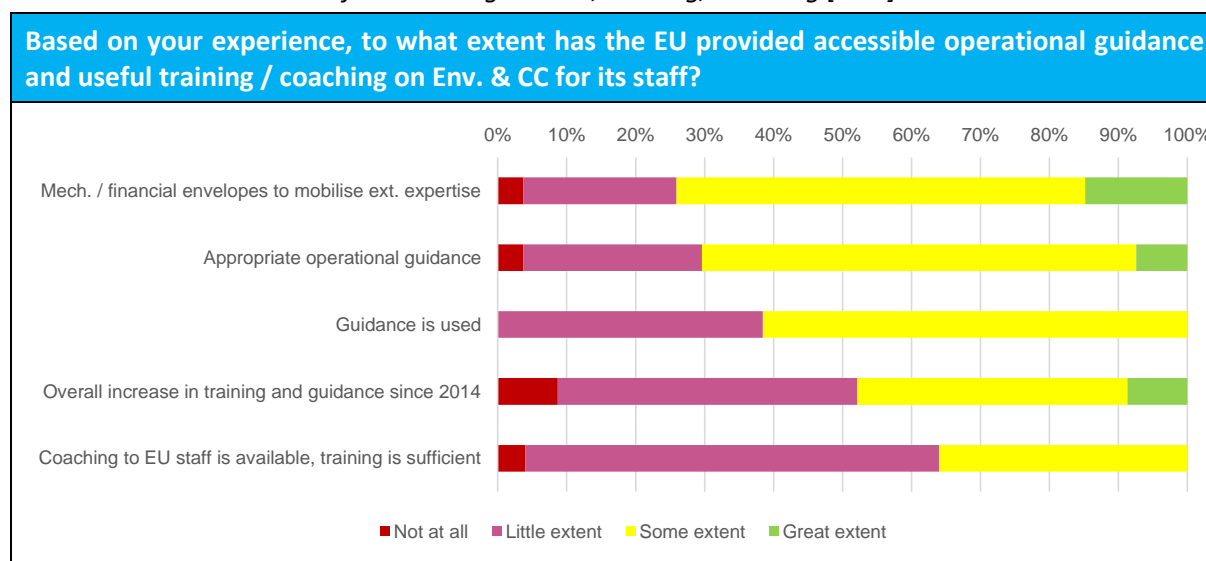
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews		Document review	Interviews	eSurvey
					Inventory

Various documents (e.g., EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	Various documents on Env. & CC mainstreaming (e.g., 2017 EU Sector Notes on how to integrate Env. & CC in agriculture, energy and water, 2016 Guidelines No. 6 on how to integrate Env. & CC into EU internal cooperation) and Green Facilities (Switch to Green Facility).	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>See eSurvey report in Volume III for further details</i>	<i>Not a source</i>
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Key evidence/specific findings:

- A large body of guidance material is available for programming and design of individual interventions in the area of Env. & CC. Training (e.g., on the European Green Deal) has been regularly organised at HQ and regional level and EUD staff have regularly accessed these opportunities.
- However, resources to guide EU support to Env. & CC in the regions were mostly located at DG INTPA during the period under review. An exception has been the presence of a staff dedicated to Env. & CC issues at DG NEAR's CoTE.
- Many guidance notes on the integration of Env. & CC in various fields such as agriculture, energy, water and international cooperation at large were developed by EU staff and published in 2016-2017. Yet, guidance on Env. & CC mainstreaming does not contain any illustrative case / good practices from DG NEAR countries. This may have limited the interest of staff based in DG NEAR countries to use these resources
- At global level, Green Facilities were established in DG INTPA, including Switch to Green Facility and Environment and Climate Change Mainstreaming Facility. They covered NEAR region. In the future it is planned that there will be more focus on NEAR region under the mainstreaming facility.
- DG NEAR Guidelines on linking planning/programming, monitoring and evaluation from 2016 improved the process of logical framework implementation and focus on results management. Guidelines resulted in improved development of Action Documents with more coherent indicators and results measurement frameworks.
- In *IPA countries* the establishment of Single Project Pipeline and the NICs contributed to systematic approach to planning, preparation, prioritisation and implementation of infrastructure projects, timely planning of resources and linking investment planning with programme budgeting as well as to better communication, coordination and transparency to the process of prioritising strategic infrastructure projects. The evidence suggests that the effectiveness of SPP/NIC approach is weakened by the fact that it serves mainly as a WBIF projects selection tool and it lost in importance over the last years.
- In some countries (e.g., in *Serbia*) the EU has provided accessible operational guidance and useful training/ coaching on Env.& CC for its staff and it has had the capacity to substantially influence country/regional level dialogue related to Env. & CC. As a result, there is evidence that the initial lack of capacity in the central and local administrations on strategic design, planning, permitting, inspection, enforcement, monitoring and project management of large investment projects has been improving.

Question 14 Provision of accessible guidance, training, coaching [EUD]



Note: Only answered by EUDs; for all variables N = 23-27.

The share of positive answers for Q3 was:

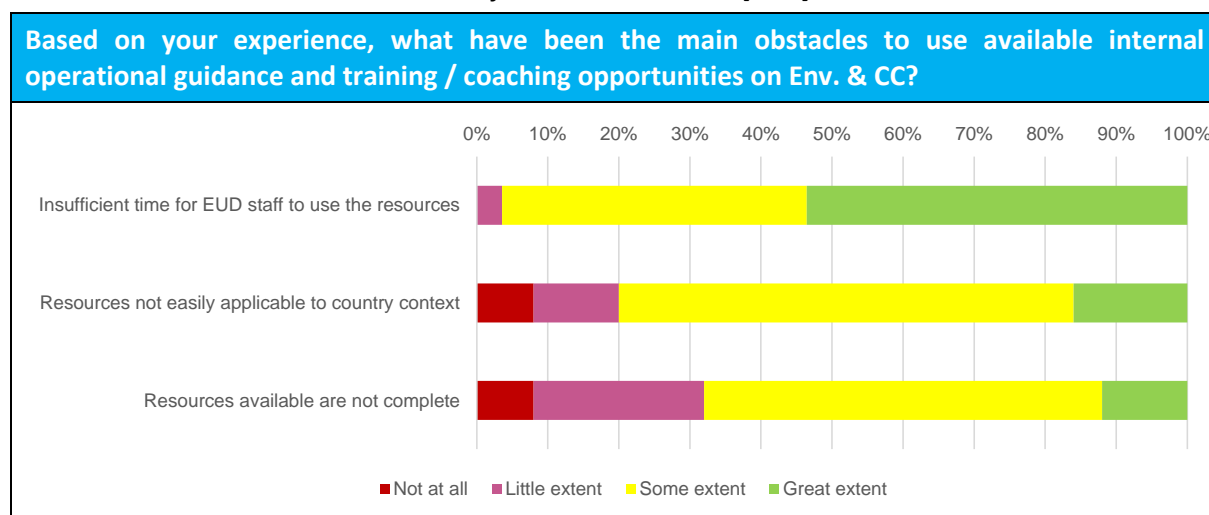
- 74% for “(Expertise) Mechanisms / financial envelopes to mobilise external Env. & CC expertise are easily accessible to EUDs”,
- 70% for “(Guidance) Appropriate operational guidance is accessible for all staff”,
- 62% for “(Guidance) Guidance is used”,
- 48% for “(Training & Coaching) Overall increase in the quantity / quality of training and guidance since 2014”,
- 36% “(Training & Coaching) Coaching to EU staff, which are not necessarily Env. & CC experts, is available and training of relevant staff is sufficient (frequency, type of content)”.

Box 21 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 12 Provision of accessible guidance, training, coaching – qualitative assessments

Overall increase without any doubt until Covid pandemic. Last two years trainings are more or virtual and not that frequent and attractive as before the pandemic. **EUD, Enlargement**
 I am not aware of a specific guidance document, although there were information seminars organised by DG ENV and DG NEAR. **EUD, Enlargement**
 TAIEX is a tool mobilising EU expert (from national administration) that is available and easily mobilizable. Remaining EU programming and delivery tools are available and increasingly focussing on CC topics (part of the post 2020 programming priorities for Ukraine, specific Horizon Europe, CSO/LA calls). The COTE Env. & CC has organised very informative and helpful online meetings/trainings that are very helpful in disseminating information, understanding and best practices on Env. & CC issues across the EaP EUDs. **EUD, Neighbourhood East**
 As Environment focal point I have been replicating the standard regional training I followed for the operations section of the delegation. **EUD, Neighbourhood South**
 Given the fragile state context and the suspension of diplomatic relations but also the modest allocations of NEAR funds and overwhelming humanitarian needs, specific guidance should be provided. **EUD, Neighbourhood South**

Question 15 Main obstacles to use of available resources [EUD]



Note: Only answered by EUDs; for all variables N = 25-28.

The share of positive answers for Q4 was:

- 96% for “Time available for EUD staff to use the resources is not sufficient”,
- 80% for “Information presented in available resources (guidance, training, coaching) is not easily applicable in my country context”,
- 68% for “Resources (guidance, training, coaching) available are not complete (e.g., they don’t cover thematic areas, instruments/modalities that are important for my EUD’s work)”.

One respondent specified “Hands-on training is missing, real case studies and exercises” under “Other” and assessed this factor with “Great extent”.

Box 22 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 13 Main obstacles to use of available resources – qualitative assessments

Enlargement Delegations are facing huge workload due to SAA and candidacy/negotiations requirements. Lack of staff and fluctuation also represent an obstacle, those are the main reasons for time (non) availability. **EUD, Enlargement**

In our EUD there is gender focal point but no Env. & CC focal point. Could be useful to have a focal point who would monitor the implementation of Env. & CC horizontally. **EUD, Enlargement**

CC issues are evolving from a sectoral issue addressing specific topics in our cooperation with third countries to a broader economy wide decarbonisation approach. This is a new approach and the number of sectors relevant to the topic are increasing. This is also true but maybe to a lesser extent for Environmental issues as the sectors have not really changed. New or relatively new areas such as EU industrial alliances, circular economy, decarbonisation of industry, green transport sectors are still in the making and the link with EU value chains also in the making. so hard to produce useful guidance in these conditions. **EUD, Neighbourhood East**

Available guidance and trainings respond more to a logic "one size fits all" without really touching or inspiring any action or analysis at country level. **EUD, Neighbourhood South**

The EUD has launched its own assessment with a partial focus on integration of CC focus [in the country]. HQs services contacted confirmed that given the specific operating context, mainstreaming objectives and aspirations are likely to be modest. They were not able to provide specific guidance suited to the fragile state setting. Comparative analysis and lessons drawn from other fragile state contexts would be useful. **EUD, Neighbourhood South**

I-4.1.2. Overview of sources of information and evidence base at indicator level

I-4.1.2. Coherence of line DGs involvement in the implementation of the EU Env. & CC strategies at national and regional level.					
<ul style="list-style-type: none"> Overall strength of the evidence base: ● (medium) 					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	<i>Not a source</i>

Key evidence/specific findings:

- Overall, EU support to Env. & CC has benefitted from well-functioning mechanisms for inter-service collaboration.
- At country level, interviews with EUD staff have shown that HQ (e.g. DG NEAR, DG CLIMA, DG ENV) provided inputs at critical moments and contributed well to enhancing the design of interventions developed at partner country level (e.g., DG NEAR's 'Connectivity, agriculture, environment and regional development' unit (CoTE) comments on programming documents or Action Documents of new interventions).
- Interviews at global level indicated that line DGs have been judiciously involved through inter-service groups (e.g., DG ENV, DG CLIMA), especially during the development of country-level or regional level cooperation strategies and of individual interventions.

I-4.1.3. Overview of sources of information and evidence base at indicator level

I-4.1.3. Adequacy of internal resources mobilised to engage in policy dialogue on Env. & CC at national and regional level.					
<ul style="list-style-type: none"> Overall strength of the evidence base: ● (medium) 					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., IPA Monitoring Committee conclusions, IPA Sectorial Conclusions, EAMRs, ROM, evaluation reports, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>See eSurvey report in Volume III for further details</i>	<i>Not a source</i>

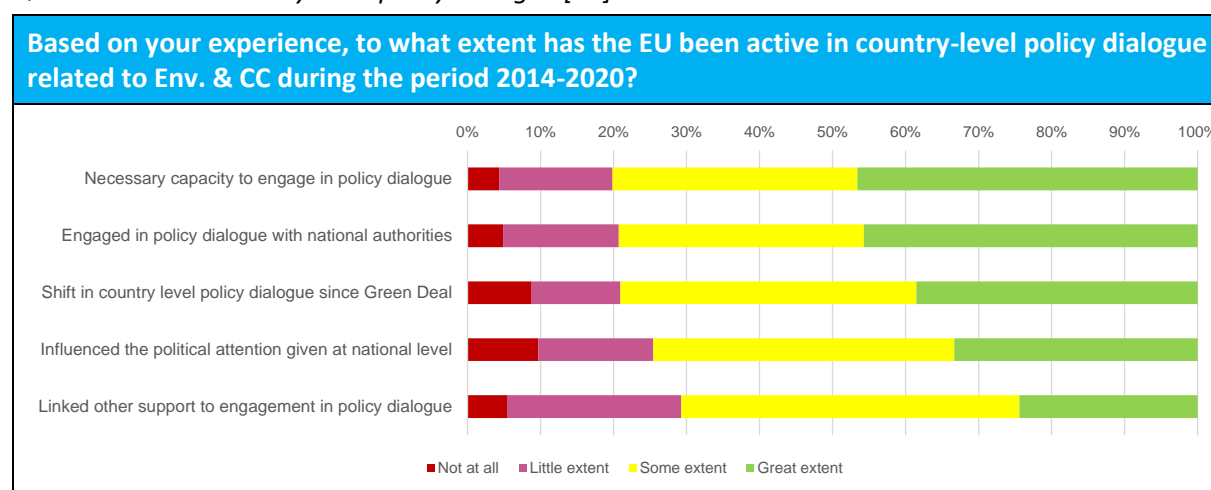
Key evidence/specific findings:

- Overall, resources allocated at EUD level have been adequate to engage in policy dialogue related to EU support to Env. & CC. However, an increase in ambition related to Env. & CC in EU external action is likely to require an increase in resources, including for policy and political dialogue.
- In both regions covered, dialogue has been carried out in a rather systematic way with annual meetings taking place between the EU and partner countries to discuss national priorities and challenges in the area of Env. & CC (e.g., sub-committees under SAA/association meetings, etc.).

- The multiplicity of stakeholders involved in Env. & CC issues at partner country level and the fact that national coordination mechanisms have not always been fully functional have made the EU engagement in dialogue more difficult in some cases (e.g., *Egypt, Kosovo*).
- The regional strategies (e.g., *EUSAIR*) are present in the policy dialogue and facilitate synergies between policies to a limited extent. It was noted in the interviews that it is still too early with regard to regional strategies in the policy dialogue discussions.
- In *Kosovo*, the EUO is actively engaged in policy dialogue in Kosovo under the Sub-committee meetings under SAA. There is an evidence of significant informal EU-beneficiary policy dialogue including in Kosovo in most of sectors. This informal policy dialogue appeared to fill the gaps left by the often-dysfunctional, sector level forums on national level
- Internal resources mobilised by the EU have been adequate to implement the foreseen assistance in the area of Env. & CC, including to engage in policy dialogue on Env. & CC and to assist *Serbia* in meeting its *acquis* aspirations.
- In *Tunisia*, enough internal resources seem to have been mobilised by the EU to achieve the objectives pursued, including to engage in policy dialogue on Env. & CC. Programme management by EU HQ and the EUD Tunisia is satisfactory, although the EUD suffered from a lack of resources at the beginning/ middle of the ENI/ NIF programming phase. The situation was improved by the creation of an additional operational section in 2017 and a reinforcement of the financing/ contracting section in 2018.

Results from the eSurvey

Question 16 Country-level policy dialogue [All]



**Policy dialogue involves discussions among various stakeholders to raise issues, share perspectives and reach consensus. It can be split into two types: i) operational and technical dialogue with national counterparts up to Ministerial level and ii) higher-level dialogue at Ministerial level, or above at the level of Heads of State.*

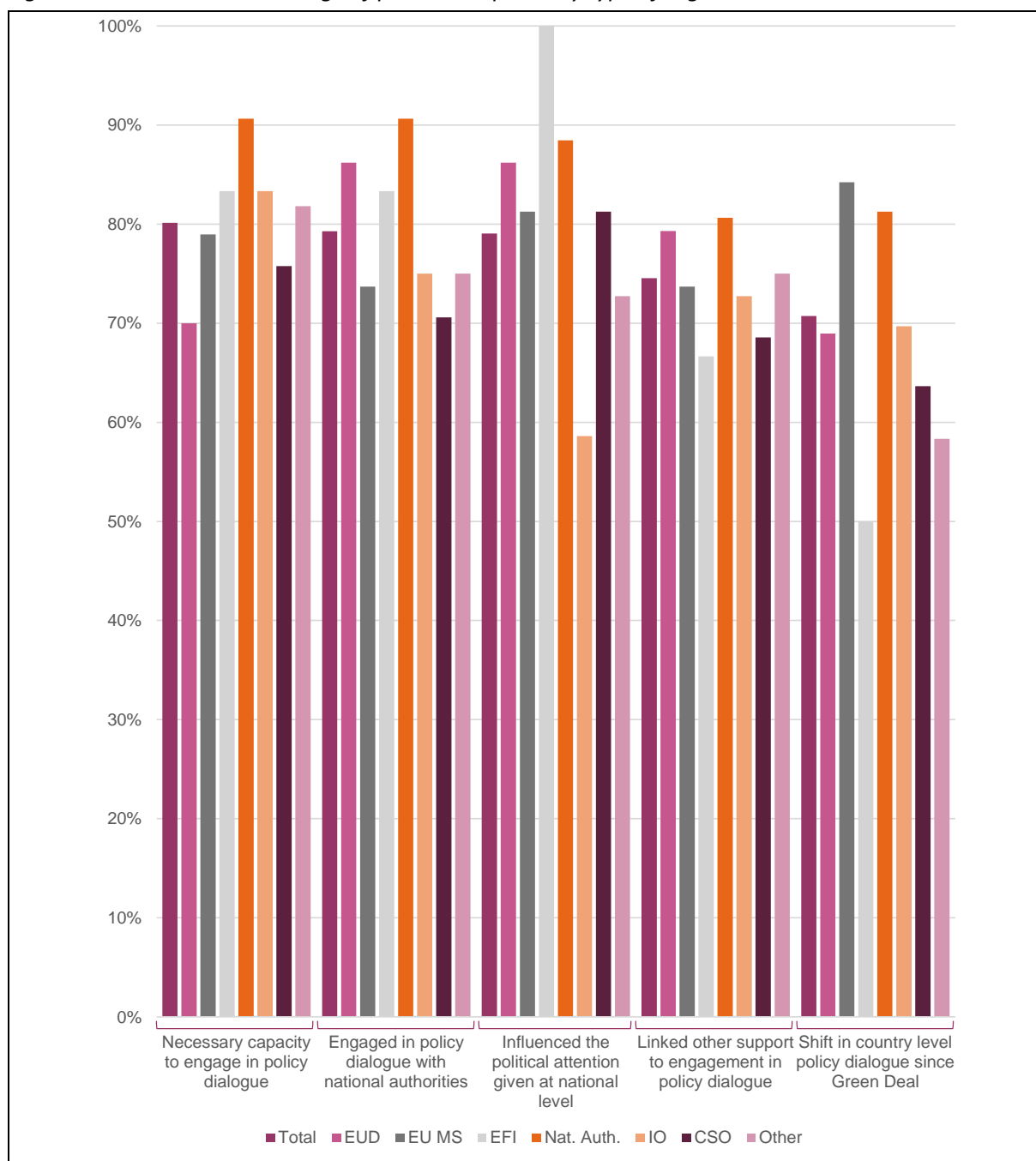
Note: For all variables N = 148-165.

The share of positive answers for Q9 was:

- 80% for “The EU has had the necessary capacity (internal human resources and strategic positioning in the country’s donor landscape) to engage in policy dialogue related to Env. & CC”,
- 79% for “The EU has actively engaged in policy dialogue with national authorities focussing on Env. & CC”,
- 79% for “There has been a shift (increase) in EU engagement in country level policy dialogue on Env. & CC after the adoption of the European Green Deal (EGD)”,
- 75% for “The EU has managed to influence the political attention given to Env. & CC at national level”,

- 71% for “The EU has managed to link its support to institutional building and infrastructure development in the area Env. & CC with its engagement in policy dialogue”.

Figure 5 Q9 - Percentage of positive response by type of organisation



Box 27 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 14 Country-level policy dialogue – qualitative assessments

My answers are related to last couple of years mainly, in which there has been significant increase of EU activities and focus [in the country] on climate change, energy and environment. The EU green Deal, and the Green Agenda for the Western Balkans have significantly influenced policy processes, especially in the last half of 2020. **CSO, Enlargement**
 Influencing [the national] authorities is hampered by traditional patterns of environmental protection, strongly anchored in people’s mentality. Strongly present corruption is another reason. **EUD, Enlargement**

The big shift in EU engagement on Env. & CC came with IPA III. **EUD, Enlargement**

Only after the adoption of the Green Deal, the EU Office had more assertive arguments to promote Environment Protection and CC. **EUD, Enlargement**

Env. & CC as Chapter 27 of the negotiations has already a great weight in terms of policy direction. Turkey follows the EU policy and to the extent possible steers its policy in the same direction. The EU has been involved in the process of the policy dialogue to a limited extent, as the EU involvement goes mainly through projects. When the budget of the Environment and Climate Action Sector Operational Programme was cut by 45 %, so was the number of projects. This reduces the leverage and involvement of EUD in policy making process. **EUD, Enlargement**

The EUD has tried to find mechanisms for dialogue (i.e., donor coordination settings), however the internal Government structure's lack the basic inter-governmental coordination has been very challenging (i.e., lack of coordination and division of responsibilities between Ministry of EU integration and line ministries). Also, until recently, there has been a dialogue in silos for energy, transport and environment, from both Government and EUD side, but mostly from the Government side. The EU Green Deal for Western Balkans, including the cluster approach to Negotiation chapters for opening by the EU Council, has however considerably increased inter-sector dialogue on all levels/btw stakeholders and this should be further developed into coordination efforts. **EUD, Enlargement**

There is a need to actively engage in supporting the Env. & CC sector, which has been fairly restricted pending the development of the common strategy for the country for a number of years. **IOs, Enlargement**

The capacities of the EUD to engage in policy dialogue is largely limited. The influence is largely due to the support offered, which provides leverage to negotiate with the partner country. Additional policy dialogue takes place through implementing agencies. **EU MS, Neighbourhood East**

When it comes to EUD, they seemed not to have enough time due to much work, but the EU high level advisor was very present and strongly advocating for promotion of the policy dialogue. **EU MS, Neighbourhood East**

With the exception of Ukraine, where a EU Green Deal / Ukraine green transformation policy dialogue has been established in 2021, no other strategic level policy dialogue exists on Env. & CC issues. The policy dialogues in the region are mostly sectoral, around sectoral issues covered by Association or Partnership Agreements. The level of interest of partner countries to engage in such strategic dialogues has also been an issue linked to the perception that Env. & CC are sectoral and not cross sectoral/economy wide issues. Bringing the discussion of these topics outside of the respective Env. & CC ministries to cross ministerial levels (including with planning and budgeting entities) is very difficult to achieve but is probably a key element to meaningful policy dialogue and reform in these areas. With the EGD, CBAM fear and opportunities of the EGD, the discussion has very positively evolved in Ukraine with the launch of a dedicated dialogue completing the sectoral policy dialogues carried out under the Association Agreement bodies. **EUD, Neighbourhood East**

The efforts made by EU on the increase of its engagement toward Env. & CC issue didn't change even after the adoption of the EGD, nor after the adoption of the climate law. The work with [national] stakeholders on Environmental topics and the importance to integrate CC in their policies, needs to really be reviewed. **CSO, Neighbourhood South**

The impact of the Green Deal cannot be seen on 2014-2020 programming. **EUD, Neighbourhood South**

No engagement in the sector. Only incidentally provided ad hoc support to INGOS and [national] NGOS in the environmental sector. **EUD, Neighbourhood South**

All political and technical dialogue with the [national] government has been suspended since 2011. **EUD, Neighbourhood South**

Engaging in a substantive and continuous policy dialogue was not done due to limited human capacities at EUD. Although important experience and programs were supported by the EU in the field, this however has not allowed to influence policy making. **IOs, Neighbourhood South**

The good news is the adoption of the EGD impact on the mindset of the EU [in the country]. Both EUREP and EU MS are concerned that the high ambitions of the EU (i.e., the EGD) is not being met by our collective work (i.e., reflected by the EU joint ROF report). So, the collective EU awareness

and concern with regards to this is well established by now, but concrete and tangible EU "action" is yet not being implemented to a sufficient degree. Also, [the country] is increasingly becoming more aware of the major policy shift that the EGD represents, and that this will have an effect on future EU programs. This shift of "awareness" between the EU and [the country] is very positive and important even if it yet has not trickled down to our design of funded programs. **EU MS, Neighbourhood South**

1.1.4.2 (JC 4.2) Choices of implementing modalities and channels

I-4.2.1. Overview of sources of information and evidence base at indicator level

I-4.2.1. Clarity of the rationale behind the implementation choices made (including in terms of channels and financial volumes mobilised).					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	<i>Not a source</i>	See mapping in Volume III for further details

Key evidence/specific findings:

- Overall, the choice of modalities and partners responded to a clear rationale.
 - The mapping carried out by the team shows that IPA support specifically targeting Env. & CC followed a mix of indirect and direct management modes. In some countries indirect management has been used for national-level implementation (e.g., SOP in *North Macedonia, Serbia*) and in other (e.g., *Kosovo*) it has been used in cooperation with EU-MSs and financial institutions including KfW, GIZ, and the World Bank.
 - The EU heavily relied on the blending modality to channel its support in the area of Env. & CC in the Neighbourhood region. In many countries with smaller national envelopes for Env. & CC interventions, the blending modality was chosen to finance complex investment projects in relevant sectors (e.g., Egypt). In some countries (e.g., Georgia) there is an increase in indirect management with various development agencies active in the country (e.g., AFD, KfW, etc.).
 - In the case of regional strategies (e.g., EUSAIR) the approach chosen was to mobilise and align existing EU and national funding of relevance for the strategy objectives. EU funds such as the European structural and investment funds and IPA provide significant resources and a wide range of tools and technical options. In addition, INTERREG resources were mobilised (e.g., ADRION Programme) to support the governance and in part implementation of the strategy.
 - Twinning was used to deliver assistance in specific areas linked to the European perspective, where EU MS assistance is considered most effective, and was considered as a primary tool to address issues arising from SAA commitments (e.g., North Macedonia, Kosovo).
 - As highlighted in the *Kosovo* and *North Macedonia* case studies, the TAIEX programme is largely needs-driven and delivers appropriate tailor-made expertise to address issues at short notice through workshops, expert missions and study visits. TAIEX support to Env. & CC is provided also via regional EPPA programme. It provided support to all areas covered by environmental legislation. It also covers environment and energy issues linked to production of energy, RE, energy savings etc. The

assistance has been highly relevant in view of existing and emerging international and national commitments of IPA country governments, with respect to furthering public administration and governance reforms and in light of the EU accession requirements. TAIEX instrument is a short term and rather ad hoc instrument and as such it is very difficult to assess the real impact of the instrument on overall reforms in a given country. The effects of TAIEX can be best considered in conjunction with other forms of EU assistance in general.

- The delivery of the support through UN agencies (e.g., *Serbia*) has allowed the EU to benefit from dedicated and recognised technical expertise and, in some cases (e.g., *Neighbourhood East*), well established networks in the areas of intervention (see I-3.2.2. above).
- The text below provides further observations on selected case studies:
 - In *Kosovo* direct management is a dominant management mode chosen for ADs supporting Env. & CC interventions. Indirect management mode is used in cooperation with financial institutions and EU MSs including KfW and GIZ as well as with the World Bank. Kosovo has experience with twinning project supporting SAA implementation. Although not focussed on Env. & CC it provided important activities improving the overall framework for SAA implementation including; contributing to establishment of an effective and efficient public administration to fulfil obligations of SAA; supporting Kosovo's administration to effectively and efficiency manage the SAA process by improving policy planning and EU acquis adoption, revising horizontal aspects of policy reforms and approximation including inter-institutional coordination, strengthening institutional capacity building process and strengthening public awareness and civil society inclusion in the SAA implementation process.
 - The SOP for environment in *North Macedonia* is implemented under indirect management. In North Macedonia the twinning instrument is extensively used to deliver assistance in specific areas linked to the European perspective, where EU MS assistance is considered most effective, and was seen as a primary tool to address issues arising from North Macedonia SAA commitments.
 - The *EUSAIR* Strategy is implemented, inter alia, by mobilising and aligning existing EU and national funding of relevance to the four pillars and topics. In particular, the ESIF and the IPA for 2014-2020 provide significant resources and a wide range of tools and technical options. In addition the ADRION Programme (Interreg) was designed to support the governance and in part also the implementation of the EUSAIR. ADRION also funds a project on EUSAIR Facility Point which is helping TSGs to develop macro-regional project concepts and to monitor and evaluate the Action Plan implementation. The interviews provided the evidence that ADRION programme supports the IPA beneficiary countries participation by developing specific approaches (e.g., organising specific calls for environmental projects and providing advance payments to IPA countries. ADRION has gathered the most relevant thematic areas of the programme into five thematic clusters paving the way for result-oriented synergies linked to the new Cohesion Policy's objectives. The clustering approach supports the creation of synergies between projects, helps the development of thematic analysis and the identification of new areas and fields of intervention as well as helps to increase the promotion of the projects in a more strategic way.
 - In the case of *EU4Climate*, the choice of UNDP to implement the action builds on the agency long track record with CC issues and the UNFCCC process as well as its access to expertise and networks in the region. It has a good grounding in the local issues for CC, and reducing the lead time for concrete activities. It also created synergies with other interventions implemented (some by UNDP) in the region.
 - In *Egypt* the blending modality has been predominantly used by the EU to finance complex investment projects in relevant sectors.

- o In *Georgia*, the support is mostly provided through policy dialogue, blending, indirectly through sector budget support programmes (e.g. ENPARD) and increasingly through various EU development agencies active in the country (e.g., AFD, KfW, etc.).

I-4.2.2. Overview of sources of information and evidence base at indicator level

I-4.2.2. Efficiency loss due to duplications between IPA/ENI-funded interventions (see EQ2).					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level. (See case study notes in Volume II for further details)	Not a source	Not a source	Not a source	See mapping in Volume III for further details

Key evidence/specific findings:

- No evidence was found on efficiency loss due to duplications between IPA/ENI-funded interventions. In general, cost-efficiency considerations have been integrated in the design of EU interventions in the area of Env. & CC and the implementation of interventions has not generated unexpected high transaction costs.
- However, some interviewees pointed out that the multiplicity of financing instruments used by the EU in a specific regional/country context, though valuable, has tended to blur the picture of who is financing what and where funding needs are the most important.

I-4.2.3. Overview of sources of information and evidence base at indicator level

I-4.2.3. Frequency of delays during implementation of Env. & CC interventions.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Interviews carried out at EUD level.	Not a source	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	Not a source	Not a source

Key evidence/specific findings:

- In many of the countries reviewed the EU interventions have faced frequent delays, especially during the start-up phases. In most cases, delays have not had any major negative effects on the attainment of the intended objectives although, in various cases (e.g. *Kosovo*, *North Macedonia*), long implementation periods have tended to be put into question the relevance and logic underpinning the initial design of some of the EU-funded interventions. Since 2020, the COVID-19 pandemic added an additional layer to the tardiness in kick-off / implementation of several interventions.
- The text below provides further observations on selected case studies:
 - o In *Serbia* a wide range of reasons for observed inefficiencies was noted e.g., i) some interventions were inefficient because small amounts of financial assistance were overwhelmed by much larger, hidden, administrative costs; ii) poor quality of TA

provided; iii) the length of the procurement processes; iv) high turnover of consultants; v) repetition of activities due to failures in achieving initial objectives; vi) failures to match international assistance interventions with national priorities.

- o In *Serbia* central and local administrations' initial lack of capacity for strategic design, planning, permitting, inspection, enforcement, monitoring, and project management of large investment projects has been improving. Whilst in the past this has resulted in delays with procurement and implementation of EU-funded investment projects, the situation has now improved. However, it is still necessary to allocate substantial assistance for project preparation facilities by the central and local government to prepare investment projects, especially in environment, transport and energy sectors. However, overall, implementation of IPA programming has been very slow. MEI captures the process and slows it down by not informing line ministries and selecting some targets that they want financed. The WBIF process is also very slow reflecting capacity constraints on the side of Government (state company or municipality) and also because of the rules that have to be followed.
- o In *North Macedonia* the SOP for environment is implemented under indirect management. Delays in implementation seem to be due to insufficient capacities of the administration to manage the SOP¹⁰. Currently the SOP is at 18% of contracting rate, being in the 6th year of its implementation¹¹. The main factors for delays include: the Coronavirus pandemic 2019 (COVID-19), low maturity of projects (it takes one to two years for major projects to become mature), quality of tendering documents – cancelations of tender procedures, capacities in the ministry to prepare ToRs and tender documentations, big turn-over of the staff (lack of motivation and lack of sustainable retention policies), long time lags for technical documentation and the need for their reviews e.g., EIA is invalid after two years, lack of effective and efficient delegation system of tasks from the minister to the technical level, implementation of indirect programme modality under which there are no strict deadlines for contracting (although there are payment and de-commitment deadlines). The EUD in *North Macedonia* is closely monitoring the progress and is taking mitigating measures, such as 1). organising monthly progress review meetings with the IPA institutions (NIPAC office, National Authorising Officer (NAO), CFCD and the line ministries and other bodies) where issues are discussed and prioritized, 2), providing additional technical assistance for both the management and operating structures and for the preparation of specific projects. At policy level, DG NEAR management has also been involved by discussing the issues with and sending letters to high level officials in the country expressing concern over the slow of progress and requesting immediate remedial actions.
- o In *Kosovo* the implementation modalities choices made are clear for all the parties. The main problems with implementation are related to difficulties with finding appropriate site (location) for infrastructure projects. Lesson was learnt by EU on the project on hazardous waste. The project had to be cancelled as the national authorities did not find a site for the project infrastructure.
- o In *Georgia* the expected level of scheduled resources the projects will be able to use before the end of the project (overall performance) is within the benchmarks.
- o In *Lebanon* delays happened often and occurred in several interventions, particularly related to infrastructure e.g., in the SWM projects. Projects were delayed by some municipal, contracting, and influential political party actors to benefit random dumpsite operators collecting tipping fees, and to reduce sorting costs at the plant. In the ARLA-MIF Programme “*without a strategically prepared design and without*

¹⁰ Interview with EU staff.

¹¹ Interviews with stakeholders. EAMR 2019 records 17% contracting rate.

technical capacity or clear institutional mandate from OMSAR, the implementation went through significant delays due to internal and external factors. EU de-committed more than EUR 16 million from SWAM II, mainly due to the delay for the implementing partner OMSAR to contract SWAM I. One of the mechanisms used by the other donors is disbursing the funds to the IP only after the infrastructure is already operation, to minimise the risks. Participatory implementation of the actions is another important factor, which was not always considered by the IPs, particularly related to consulting the water establishments when accomplishing water-related actions.

- o In *Tunisia* despite major delays in the implementation of all larger ENI/ NIF projects, the overall efficiency of the ENI implementation seems satisfactory, given that these delays are not considered to be a threat to the overall outcome and sustainability of the projects. Due to the significant delays, initial assumptions are often outdated; readjustment of design parameters according to updated parameters results in higher investment and in consequence, financing gaps. Delays (in Tunisia) were mainly due to: i) Slow administrative procedure¹², (creation of project management unit, nomination of responsible persons, ministerial decrees, cabinet meetings...); ii) In cooperation projects with European development banks, slow decision processes and cumbersome procedures of the banks¹³; iii) Tenders according to Tunisian rules, heavy control procedures, insufficiently mastered methodology; iv) Lack of preparation for blending projects, need to carry out additional feasibility studies; v) Land purchase, citizen resistance against large infrastructure; vi) Delays for renewable energy projects are in general less significant than for environment/depollution projects; delays for large, centralised government projects are more important than delays for smaller, decentralised projects.
- o In the regional *EU4Climate* study some delays were experienced and are explained by three factors: i) a difficult institutional environment in partner countries (e.g., turnover of staff, institutional reorganisation, procedural delays); ii) the demand driven nature of certain activities; iii) external factors (e.g., Coronavirus pandemic 2019, turbulent socio-economic and political situation in Belarus
- o In the *Switch-MED* project significant delays were observed in various countries during the implementation of the project. The reasons of other delays are mostly related to the pandemic, although in *Lebanon* the programme cannot operate due to the current crisis.

I-4.2.4. Overview of sources of information and evidence base at indicator level

I-4.2.4. Perception of transaction costs by various groups of stakeholders (especially national partners).					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project docs, ROMs, evals) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with various stakeholders (incl. national authorities). (See case study notes in Volume II for further details)	Not a source	Not a source	Not a source	Not a source

Key evidence/specific findings:


¹² e.g., creation of project management unit, nomination of responsible persons, ministerial decrees, cabinet meetings.

¹³ Interview with EU staff.

- In none of the case studies, transaction costs, as perceived by various groups of stakeholders (especially national partners), seemed to be a major concern. Some interviewees highlighted that EU assistance is less flexible as compared to other donors. Some stakeholders also noted room for improvement in terms of simplifying procedures to ensure speedier implementation and focussing more on linking assistance with the support provided to broader administrative reforms and. As highlighted in 1.4.2.1, several EU-funded interventions have been characterised by long delays (caused by factors not always under EU control) which naturally created additional costs for all partners involved.
- The text below provides further observations on selected case studies:
 - In *Serbia* transaction costs were felt to be a normal consequence of undertaking the work. Although not tested directly, the more efficient interventions were those where Government used a mix of different resources and financing sources to meet public policy objectives. This varied from sector to sector, though it also depended on whether or not the purpose of the intervention was well matched to the capacity of the beneficiary
 - In *Kosovo*, the EU support to TPP Kosovo B requires the plant to be stopped during the time of the modernisation work (incl. filters installation), a period during which the national authorities need to purchase electricity from neighbouring countries. However, due to delays in the launch/implementation of the project and a substantial increase in energy prices during this period, the project had to be put on hold (the costs represented by the increase cannot be covered by the EU grant).

1.2 Cluster 2: Thematic EQs

1.2.1 EQ5 - Effects on policy and legal framework

<p>EQ5 - To what extent has EU support contributed to strengthening the policy and legal framework related to the Env. & CC themes in the Enlargement and Neighbourhood regions?</p>	
<p>This EQ covers issues related to effectiveness, sustainability and impact, and consists of two JCs:</p> <ul style="list-style-type: none"> • JC 5.1 There is increased alignment between IPA beneficiaries' policy and legal framework and the EU <i>acquis</i> in the domain of Env. & CC • JC 5.2 The policy and legal framework of Neighbourhood countries in the area of Env. & CC has been strengthened, including in terms of mainstreaming Env. & CC in all relevant policy areas 	

1.2.1.1 (JC 5.1) Increased alignment of IPA's beneficiaries' policy and legal framework and the EU *acquis* in the domain of Env. & CC

I-5.1.1. Overview of sources of information and evidence base at indicator level

<i>I-5.1.1. Degree of progress in the areas of nature protection, environmental quality and industrial processes.</i>					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews	Document review	Interviews	eSurvey	Inventory

Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	<i>Not a main source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	<i>Not a main source</i>
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Key evidence/specific findings:

- Overall, there has been constant improvement in the policy and legal framework relative to Env. & CC in partner countries. In *IPA beneficiaries*, the SAA/Enlargement monitoring processes has played an important role in the progress observed (see also results from the eSurvey below).
- However, various challenges have been observed in the countries reviewed.
 - For instance, in *Serbia*, the design of modern, financially sustainable interventions in the areas of waste management, water management and wastewater treatment systems, nature protection, industrial pollution control and risk management, and air quality are still required
 - In *Kosovo*, there has been limited progress in the alignment between Kosovo’s policy and legal framework and the EU *acquis*.
 - In *North Macedonia*, there has been gradual improvement. Inter-sectoral coordination and increase financial resources for reduction of air pollution at the local and national level are still required together with an integrated regional waste management system.
- *Western Balkan* countries share similar challenges related to the low level of political interest in Env. & CC, which is seen as diverting resources from spending that produces more immediate and tangible economic benefits. Moreover, in various Env. & CC areas, unsustainable historical practices continue to exert a drag, including high dependence on coal and reluctance to move away from it.

I-5.1.2. Overview of sources of information and evidence base at indicator level

I-5.1.2. Degree of progress in the area of CC, including in terms of the NDC process.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	<i>Not a source</i>

Key evidence/specific findings:

- The EU, through Enlargement monitoring and policy dialogue, has contributed to the improvements observed (see also results from the eSurvey below), but other international players (e.g., UN agencies) have played an important role at technical level.
- Overall, progress in the area of CC has varied across the region. *North Macedonia* still needs to implement its commitments to the Paris Agreement, including the development of a comprehensive climate strategy and adoption of a law, consistent with the EU 2030 framework. *Serbia* lacks an adequate framework to monitor GHG emissions, and still needs further alignment with climate legislation and developing targets for the NDC. *Kosovo* is not a signatory to the UNFCCC and therefore does not have a nationally determined contribution under the 2015 Paris Agreement.

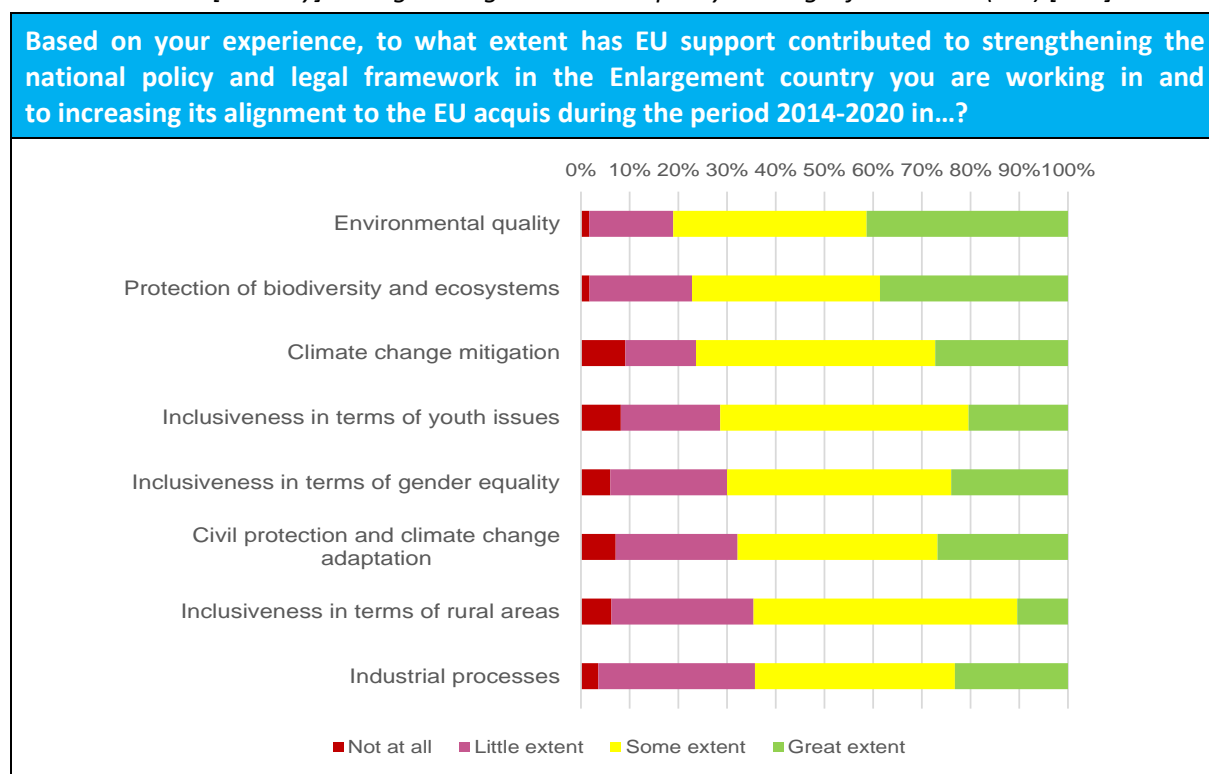
I-5.1.3. Overview of sources of information and evidence base at indicator level

I-5.1.3. Degree of increased inclusiveness of policy frameworks, including in terms of attention given to gender equality and youth issues and to the population living in rural areas.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	Not a source	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	Not a source

Key evidence/specific findings:

- While gender and youth issues have not been at the centre of the EU's engagement with Env. & CC in countries reviewed, there have been efforts to mobilise women and young people, often through CSOs (see I-1.2.3 for more information).
 - In *Serbia*, the intention of increased inclusiveness of policy frameworks is clear though the implementation of this lags behind partly due to the nature of the prevailing social hierarchy and constraints particularly within the population living in rural areas.
 - In *Kosovo*, CSOs continue to play a critical role in advocating for women's rights and advancing gender equality. The Kosovo programme for gender equality (2020-2024) was adopted by the government in May 2020.
 - Some progress has been made on gender equality in *North Macedonia*. The legal framework is largely in line with the EU *acquis*, but it still needs upgrading following the ratification of the Istanbul Convention. A Law on prevention and protection against violence against women and domestic violence, drafted in January 2020, was not adopted by the Parliament before its dissolution.

Question 17 [eSurvey] Strengthening the national policy and legal framework (IPA) [All¹⁴]



Note: Only respondents who indicated that their survey responses corresponds mainly to an IPA country were asked this question; for all variables N=48-58.

The share of positive answers for Q14 was:

- 81% for “Frameworks in areas related to environmental quality (incl. water, soil, air, noise)”,
- 77% for “Frameworks in areas related to the protection of biodiversity and ecosystems”,
- 76% for “Frameworks in areas related to climate change mitigation, including in terms of the NDC process”,
- 71% for “Increasing frameworks’ inclusiveness in terms of attention given to youth issues”,
- 70% for “Increasing frameworks’ inclusiveness in terms of attention given to gender equality”,
- 68% for “Frameworks in areas related to civil protection and climate change adaptation”,
- 65% for “Increasing frameworks’ inclusiveness in terms of attention given to population living in rural areas”,
- 64% for “Frameworks in areas related to industrial processes (incl. waste management, circular economy, hazardous substance)”.

Box 31 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 15 Strengthening the national policy and legal framework (IPA) – qualitative assessments

National policy should deliver more - the input of EU support is not properly reflected. **EUD, Enlargement**
 Implementation of legal frameworks is an issue. **EUD, Enlargement**
 NDCs are mostly covered by the UN agencies. **EUD, Enlargement**

¹⁴ Only participants who indicated that their survey responses mainly correspond to a country in the IPA region were asked to answer Question 14 and those who indicated that their survey responses mainly correspond to a country in the ENI region were asked to answer Question 15.

EU efforts for Env. & CC have allowed the policy dialogue to happen with [the country]. **EUD, Enlargement**

EU assistance and policy dialogue has influenced approximation of legislative framework and enhanced policies. **EUD, Enlargement**

There was no EU support to Env. & CC, through IPA 2014-2020. National policy and legal framework activities are in the domain of governmental ministries. **National authorities, Enlargement**

1.2.1.2 (JC 5.2) Increased alignment of ENI’s partner countries’ policy and legal framework and the EU *acquis* in the domain of Env. & CC

I-5.2.1. Overview of sources of information and evidence base at indicator level

<i>I-5.2.1. Degree of progress in strengthening the policy and legal framework in the areas of nature protection, environmental quality and industrial processes.</i>					
<u>Overall strength of the evidence base:</u> ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	<i>Not a source</i>

Key evidence/specific findings:

- In most countries reviewed, EU support - often capacity building, TA, and advocacy through policy dialogue and strengthening of stakeholders such as CSOs and the private sector -, has contributed to some modest strengthening of Env. & CC policy frameworks and laws in line with EU standards. Yet, overall, although ecosystems continue to be degraded and biodiversity has been in decline for many years (see also EQ6), progress in nature protection is not a priority.
 - In *Georgia*, relevant legal acts have been prepared but await adoption whilst ecosystems continue to be degraded and biodiversity is in decline. This is considered to be due to lack of economic opportunities and a persistent problem of weak rule of law.
 - In *Ukraine*, the EU has worked to support approximation of national legislation with the EU Directives and raise awareness of climate issues (incl. water and nature protection). Through EU4E, the Homeowners of *Ukraine* for Sustainable Energy Solutions (HOUSEES) initiative reached 1,300,000 persons with information about the advantages of Homeowners Associations.
 - Progress in nature protection in *Egypt* is not always visible and law enforcement by EEAA has yet to be undertaken. Regarding industrial processes in Egypt, the support is consistent with the priorities of EU-Egypt cooperation, notably with respect to environmental policy, competitiveness and productivity of the Egyptian economy, and in line with the National Strategy for Cleaner Production in Egyptian Industry, though implementation is significantly delayed

- o In *Tunisia*, all ministries are able to prepare policies and legislation; this capacity has also been strengthened by EU and EU-MS cooperation during the previous ENPI phase. The problem is political willingness. The sector legislation often does not pass the minister's cabinet or parliament. Where it has worked well e.g., for the renewable energy sector this is because there is a real political interest to develop the sector and has nothing to do with EU financing.

I-5.2.2. Overview of sources of information and evidence base at indicator level

I-5.2.2. Degree of progress in strengthening the policy and legal framework in the area of CCMA, including in terms of the NDC process.					
Overall strength of the evidence base: ● (strong)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	Not a source	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	Not a source

Key evidence/specific findings:

- In the specific area of climate change and the Paris Agreement, the overall picture is mixed. The updated NDC (2021) for *Georgia* provides an unconditional target of 35 % below 1990 level of its domestic total greenhouse gas emissions by 2030. In *Tunisia*, the legal framework has improved considerably since 2015 for opening the market for renewable energy. The meteorology twinning project has resulted in a stronger inter-institutional cooperation to use meteorological data more efficiently for climate policy. *Egypt* lacks an updated Nationally Determined Contribution (NDC) with credible targets. The new Egypt National Climate Change Strategy – 2050, which is not yet finalised, was announced at COP 26.

I-5.2.3. Overview of sources of information and evidence base at indicator level

I-5.2.3. Degree of increased inclusiveness of policy frameworks, including in terms of attention given to gender equality and youth issues and to the population living in rural areas.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	Not a source	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	Not a source

Key evidence/specific findings:

- While gender and youth issues have not been at the centre of the EU's engagement with Env. & CC in countries reviewed (with the exception of some countries, e.g., *Egypt*), there have been efforts to mobilise women and young people, often through CSOs (see I-1.2.3 for more information).
 - *Georgia's* updated NDC acknowledges that vulnerable groups are likely to face some of the most immediate threats of climate change. The National Adaptation Plan, commits to identifying the needs of children and women and set priorities within the climate change adaptation measures. The NDC also envisages the role of the youth in the process of combatting against climate change.
 - In *Ukraine*, various levels of gender mainstreaming have been observed across the EU portfolio related to Env. & CC in the country. Some interventions pay attention to gender equality (e.g., EE4U, EU4Environment) while others do not explicitly address the issue (e.g., APENA)
 - There is little or no evidence for increased inclusiveness in *Tunisia*.
 - The *Switch-MED II* regional project successfully sought to involve women in demonstration sustainable production projects.

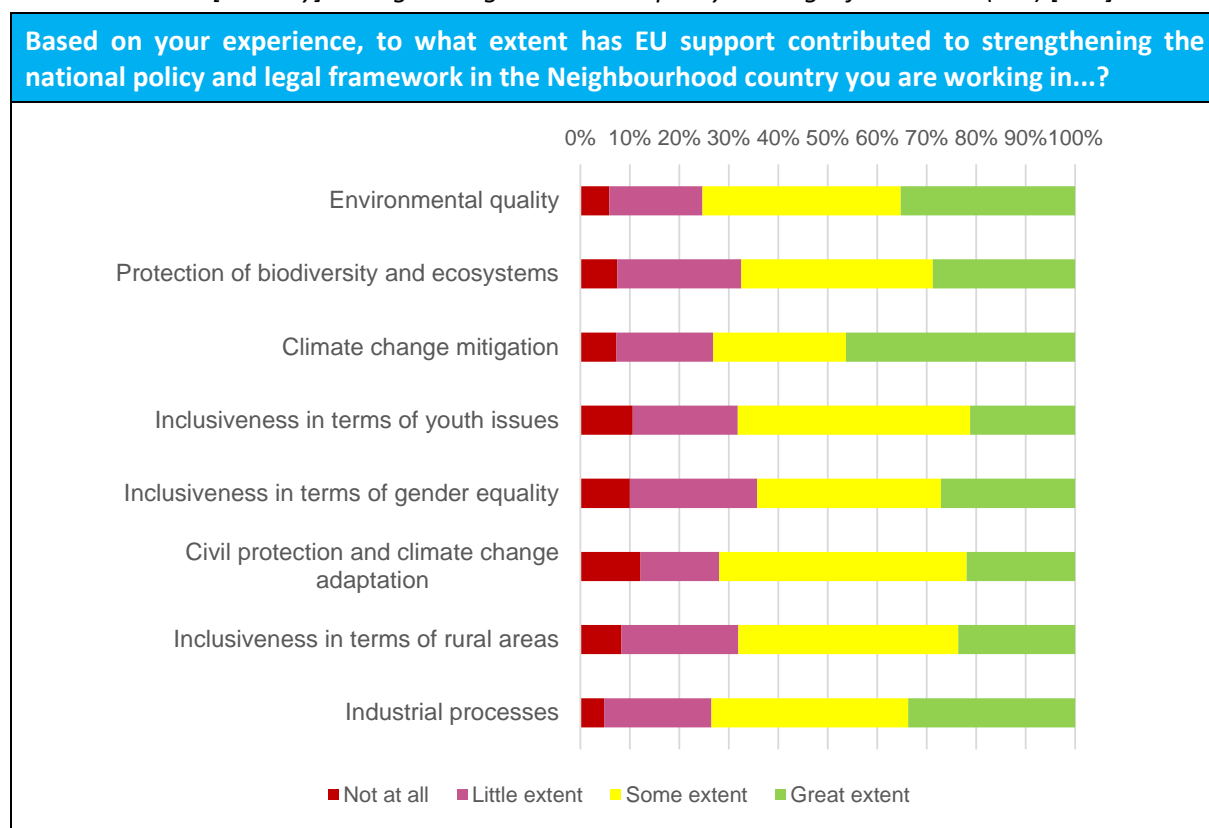
I-5.2.4. Overview of sources of information and evidence base at indicator level

I-5.2.4. Degree of increased coherence in the policy and legal framework of Neighbourhood countries with EU policy and legal framework.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc.) (See case study notes in Volume II for further details)	Not a source	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	Not a source

Key evidence/specific findings:

- Progress towards increased alignment with EU policy and legal framework has logically been more visible in countries with an Association Agreement with the EU (e.g., *Georgia, Ukraine, Tunisia*). *Tunisia* adopted the EU *acquis* well and has a clear intention on approximation. It is much more advanced in this area than its neighbours. In *Tunisia*, the recent Env. & CC horizontal integration project aims at streamlining Green Deal objectives in EU cooperation, which will probably contribute to further coherence of the Tunisian Env. & CC policy and legal framework with the EU *acquis*.
- In various specific Env. & CC areas, unsustainable historical practices continue to exert a drag. For instance, in *Egypt*, the macro-fiscal environment, heavy energy subsidies and inefficient water pricing policies impede progress in key areas of cooperation. Introduction of modern, innovative approaches to solid waste management (decentralised decision-making) and industrial pollution (risk-based management) have been slow to take hold in Egypt.

Question 18 [eSurvey] Strengthening the national policy and legal framework (ENI) [All¹⁵]



Note: Only respondents who indicated that their survey responses corresponds mainly to an ENI country were asked this question; for all variables N=66-85.

The share of positive answers for Q15 was:

- 75% for “Frameworks in areas related to environmental quality (incl. water, soil, air, noise)”,
- 73% for “Frameworks in areas related to industrial processes (incl. waste management, circular economy, hazardous substance)”,
- 73% for “Frameworks in areas related to climate change mitigation, including in terms of the NDC process”,
- 72% for “Frameworks in areas related to civil protection and climate change adaptation”,
- 68% for “Increasing frameworks’ inclusiveness in terms of attention given to youth issues”,
- 68% for “Increasing frameworks’ inclusiveness in terms of attention given to population living in rural areas”,
- 68% for “Frameworks in areas related to the protection of biodiversity and ecosystems”,
- 64% for “Increasing frameworks’ inclusiveness in terms of attention given to gender equality”.

Box 32 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 16 Strengthening the national policy and legal framework (ENI) – qualitative assessments

We are already feeling climate change. But we do not feel the state's preventive measures in this area. **CSO, Neighbourhood East**

¹⁵ Only participants who indicated that their survey responses mainly correspond to a country in the IPA region were asked to answer Question 14 and those who indicated that their survey responses mainly correspond to a country in the ENI region were asked to answer Question 15.

The signing of the CEPA agreement in the planning period can have a large effect on strengthening the national policy and legal framework. Based on my knowledge, previous support programmes have had some effect already. **EU MS, Neighbourhood East**

Signature of CEPA agreement and twinning processes are determinant. **EU MS, Neighbourhood East**

The Association Agreement was the key document that has shown the specific path, it has contributed to a considerable improvement of legislation, especially where national institutional infrastructure was present and could promote and support enforcement. **EU MS, Neighbourhood East**

Based on our experience, the EU is promoting Gender equality, youth inclusion and the population living in rural areas without necessarily addressing the root causes of the inequalities behind it (e.g., when working on gender equality it remains difficult for organisations to include issues like unpaid care work if the project/program objectives are not directly related to it). **CSO, Neighbourhood South**

The collective EU effort (EUREP and EU MS) is doing some work but not sufficiently to generate an outcome of "great extent". **EU MS, Neighbourhood South**

1.2.2 EQ6 - Effects on policy implementation and broader results

EQ6 - To what extent has EU support contributed to strengthening responses to Env. & CC challenges in the Enlargement and Neighbourhood regions?



This EQ covers issues related to effectiveness, sustainability and impact, and consists of five JCs:

- **JC 6.1** The short and long-term responses to **environmental governance** and **nature protection challenges** have been strengthened in the Enlargement and **Neighbourhood regions**
- **JC 6.2** The short and long-term responses to **environmental quality (air, soil, water, noise) challenges** have been strengthened in the Enlargement and **Neighbourhood regions**
- **JC 6.3** The short and long-term responses to **industrial processes challenges** have been strengthened in the Enlargement and **Neighbourhood regions**
- **JC 6.4** The short and long-term responses to **CCM challenges** have been strengthened in the Enlargement and **Neighbourhood regions**
- **JC 6.5** The short and long-term responses to **CCA and civil protection challenges** have been strengthened in the Enlargement and **Neighbourhood regions**

1.2.2.1 (JC 6.1) Strengthening of short and long-term responses to environmental governance and nature protection challenges

Overview of sources of information and evidence base at indicator level

I-6.1.1. Degree to which the national/local public sector capacities for policy implementation (including monitoring) has improved.

I-6.1.2. Degree to which the capacities of other national stakeholders has improved through enhanced contributions to Env. & CC challenges, including public participation (incl. role of civil society) in the decision-making process.

I-6.1.3-6.1.5. Degree to which protection of biodiversity and ecosystems, access to justice on environmental matters, access by citizens to information on Env. & CC policies have improved.

I-6.1.6. Degree to which effects in this area are likely to continue.

Overall strength of the evidence base: ● (medium)

Main sources of information

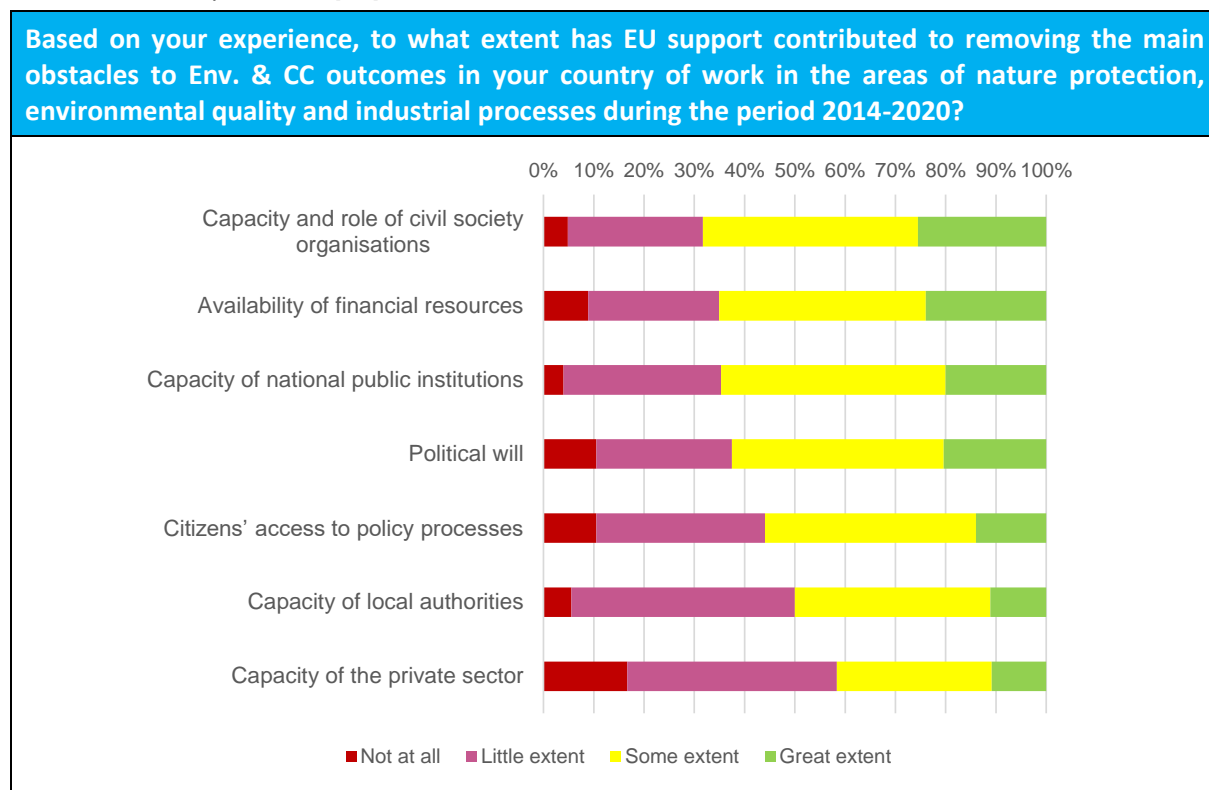
Case study level		Global analysis level			
Document review	Interviews	Document review	Interviews	eSurvey	Inventory

Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	See DG NEAR strategic evaluations and Annex 8 (Bibliography) in Volume III for further details	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	Not a source
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Key evidence/specific findings:

- Some positive effects have been observed on the strengthening of national institutions in the Environment sector (e.g., *Kosovo, Serbia, Lebanon, Ukraine*). In *Lebanon*, the EU has provided support to strengthen the Ministry of Environment’s capacity to carry out reforms in the area of environmental governance since its establishment, especially through the StREG programme. Some of the results of StREG include contribution to science-based policy formulation through establishing methodologies and protocols to assess the health impacts of landfills and providing innovative analysis of the impact of the sudden population growth related to the Syrian crisis.
- In the area of Environmental Governance and Nature Protection, EU support through a CBC project in the regions of Prespa (*North Macedonia*) and Korcha (*Albania*) has contributed to increasing environmental awareness among agro-producers (apple farmers) and citizens. The development of eco-gardens and eco-patrols, the installation of automatic agro-meteorological stations and the upgrade of agro-chemical laboratories have contributed to improving the applications of fertilisers and reducing the use of pesticides in the two regions. Also, in *North Macedonia*, a grant scheme funded by the EU contributed to improving the management of protected areas, including those proposed as pilot Natura 2000 sites, and raising awareness in the targeted areas of the importance of nature protection
- However, all case studies note that it is still too early to measure precisely broader outcomes of EU support implemented during the period 2014-2020, an observation to be linked to the time necessary to achieve deep institutional change and, at a broader level, to the slow-moving nature of resource and environmental dynamics.
- A number of obstacles limiting the achievement of long-term objectives has been identified. For instance, all case studies note that implementation lags far behind policy and legal commitments in partner countries. Political commitments have fluctuated in most cases, and, despite some progress in recent years, national decision-makers' awareness of the urgency to implement vigorous policy measures in the area of Env. & CC has remained low. Capacity building is everywhere noted in EU reporting, but rarely examined critically, potentially a legacy of the traditional practice of concentrating reporting on inputs and outputs rather than outcomes and impacts. As highlighted under I-3.1.2., the effects of EU contributions to strengthening LAs’ response to Env. & CC have been mixed. Some EU interventions have led to positive effects on capacities of LAs to develop and implement initiatives in the area of Env. & CC (e.g., *Ukraine*). However, documents examined and interviews carried out by the evaluation team all point to important persisting capacity development needs at the level of LAs in all countries reviewed. Findings related to the effects of broader EU support aiming at strengthening decentralisation processes have been mixed. As indicated in EQ3, the recently conducted evaluation on EU support to LAs in *Enlargement* and *Neighbourhood regions* concluded that LAs find it difficult to attract and manage resources for much-needed energy and climate resilience actions.

Question 19 Removing main obstacles – nature protection, environmental quality and industrial processes [All]



The share of positive answers for Q18 was:

- 68% for “Capacity and role of civil society organisations (focus on national/local actors)”,
- 65% for “Availability of financial resources for Env. & CC”,
- 65% for “Capacity of national public institutions (e.g., technical, planning, management skills)”,
- 63% for “Political will”,
- 56% for “Citizens’ access to information and involvement in policy processes”,
- 50% for “Capacity of local authorities (e.g., technical, planning, management skills)”,
- 42% for “Capacity of the private sector (incl. access to technology)”.

Box 33 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 17 Removing main obstacles – qualitative assessments

The EU supported the establishment of Air Quality Monitoring system, which somewhat helped the citizens to understand the scale of the problem. **EUD, Enlargement**

The EU is the main advocate for the Green Transition, especially if you take a geo-political perspective and compare with China and Russia. The EU has increasingly dared to speak on this topic, the shift came with the Green Deal giving highest support within the EU which also made the EUD a more active advocate. However, the IPA programming is just starting to adjust to this new green paradigm, and until now the Government has not been very interested to discuss the green topics. What made the Government more open to the Green Transition? Mostly it is the public growing pressure and awareness (i.e., on air, water and climate), secondly the acknowledgement of overall priorities to green investments globally, and in the EU. EU has a golden opportunity to remove obstacles meaning to push not only for green words but for fundamental reform, including legal economic instruments and importantly to link the Green Transition with a just transition

paradigm. This will be the major challenge for IPA programming ahead, not to do "easy" green projects or "only infrastructure" but to support long-term capacity building and a "system change" within Government/at local level. **EU MS, Enlargement**

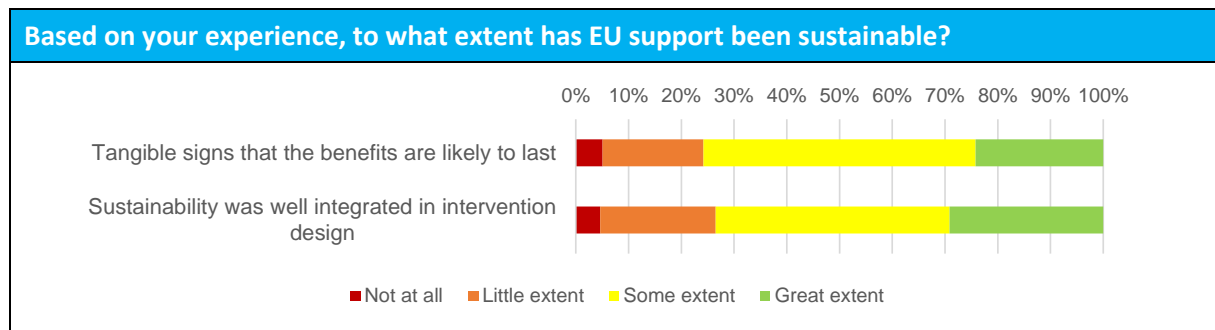
The EU support for nature conservation is very evident and is changing the situation. **National authorities, Enlargement**

The EU has not always been consistent in addressing obstacles. Often there is too much emphasis on the amount of money provided by EU taxpayers (trying to compete with the Chinese) and not enough on addressing obstacles. For example, the EUR 20 million grant to finance another wastewater project could finance 6 or more major capacity building projects that would help set standards to make EU quality worth having. **Other, Enlargement**

Civil society is almost not involved in solving problems. **CSO, Neighbourhood East**

The EU needs to do more with the CSOs on the Env. & CC [in the country]. The priority when it comes to climate action is to emphasize and prioritise work on adaptation (i.e., not mitigation). **EU MS, Neighbourhood South**

Question 20 Sustainability [All]



Note: for both variables N=151-157.

The share of positive answers for Q19 was:

- 76% for “There are tangible signs that the benefits which the EU contributed to are likely to last”,
- 74% for “Sustainability aspects were well integrated in the design of EU interventions (where relevant, exit strategies / plans have been developed)”.

Box 34 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 18 Sustainability – qualitative assessments

Investments in water or energy infrastructure contributed to sustainability of resources and long-lasting use of them (potable water, energy efficiency investments...). **EUD, Enlargement**

Sustainability depends on the type of intervention. If it involves concrete infrastructure investment, the chances for sustainability are higher. However, interventions in the form of TA are less likely to be sustainable in an environment where public administration is considerably weak. A lot of strategies and action documents have been developed by external experts engaged via projects financed by IPA. In a lot of cases there is little to no ownership by the institutions as these strategies and documents were drafted without a meaningful engagement by the civil servants. Continuous support (in the form of TA) for developing strategies and action documents as well as for transposing EU legislation, is in fact perpetuating the weakness of the public administration. This is because there is an overall perception that it is the job of external EU experts to draft strategies and transpose directives. **National authorities, Enlargement**

The planning and implementation of wastewater treatment plants has not been very efficient, resulting in very slow programming, construction and failures in operations. With the increasing interest of China in this sector, and the easy access to loan money, the EU needs to evaluate the

added value in the grant-based support to large infrastructure investments. A special evaluation of waste and wastewater investments through IPA planning should be done, especially looking at how the EU and the Government has prepared/not prepared for long term sustainability in this sector. Good examples are out there, but the bigger theory of change in large scale grant-based contributions need to be looked at. **EU MS, Enlargement**

The EU needs to look at broader programmes for IPA support, not small air-related projects with limited scope which does not give longer term support to a Ministry to build capacity and address the broader reform. IPA programming should be better designed to match the long-term needs identified in the Negotiating position for Chapter 27, translating policy and investment needs into projects. Clear conditionality should be put on building capacity and absorption capacity within authorities. **EU MS, Enlargement**

The Association Agreement produced sustainable results. **EU MS, Neighbourhood East**

Based on our experience, the sustainability of EU interventions is achieved when the national stakeholders are effectively involved since the design phase of the intervention. The results of the EU support are more likely to last when the initial needs come from national actors. **CSO, Neighbourhood South**

Sustainability is very difficult to achieve in view of the volatility of the situation, shifting lines of control among warring parties and overarching humanitarian and security concerns. **EUD, Neighbourhood South**

1.2.2.2 (JC 6.2) Strengthening of short and long-term responses to environmental quality (air, soil, water, noise) challenges

Overview of sources of information and evidence base at indicator level

I-6.2.1. Degree to which the national/local public sector capacities for policy implementation (including monitoring) has improved.					
I-6.2.2. Degree to which the capacities of other national stakeholders (including the private sector) has improved through enhanced contributions to Env. & CC challenges, including public participation in the decision-making process.					
I-6.2.3 to I-6.2.6 Degree of monitoring capability of noise levels in large towns and cities, roads, railways and airports; and of monitoring capability and reduction of pollution in relation to water resources, emissions from stationary sources, etc.					
I-6.2.7. Degree of improved access by citizens to access information on Env. & CC policies related to environmental quality.					
I-6.2.8. Degree to which effects in this area are likely to continue.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	Not a source	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	Not a source

Key evidence/specific findings:

- As mentioned in JC6.1, it is still too early to measure precisely broader outcomes of EU support implemented during the period 2014-2020. A diversity of results has been identified in the countries reviewed, e.g., improvements in air quality monitoring and meteorology (e.g., Serbia, Tunisia) and contributions to sustainable solid waste management (e.g., Kosovo). However, the evidence gathered also highlights multiple obstacles to achieve more transformative changes in these areas. As in the area of environmental governance (see JC6.1), obstacles limiting the achievement of long-term objectives include: delays in the implementation of the policy and legal commitments in partner countries, fluctuating political

commitments, lack of critical reporting on outcomes and impacts, etc. Overall, recent studies¹⁶ do not highlight any downward trend in areas such as air pollution in the regions under review.

- The text below provides further observations on selected case studies:
 - In the area of Air Quality, EU support contributed to strengthening Air Quality Monitoring systems in both the *Enlargement* (e.g., *Kosovo, North Macedonia*) and *Neighbourhood regions* (e.g., *Lebanon, Ukraine*), which somewhat helped stakeholders, including citizens, to understand the scale of the problem. In *Kosovo*, the EU has also invested in the technically complex and politically-sensitive modernisation of one of the worst polluting energy producing facilities in the sub-region ('Kosovo B' thermal power plant). While delays in implementation have not allowed the completion of the project, important progress has been made in the replacement of dust filters and the construction of De-NOx facilities to reduce nitrogen oxides emissions. Once completed, the project is likely to have substantial tangible short-term effects on air pollution in Kosovo and beyond.
 - In the area of Water Quality, EU together with EU MS (e.g., Germany) have invested in the modernisation of wastewater treatment plants in the *Enlargement region* (e.g., *Kosovo, North Macedonia*), with direct positive effects on water pollution in the targeted areas and beyond.
- In all countries reviewed, there are signs that demand for more effective Env. & CC policies from citizens is growing and capacities of CSO to monitor Env. & CC actions at the local level has increased (e.g., *Ukraine*). However, this trend has been insufficient to significantly influence existing bottlenecks in policy implementation.
- The EU has supported awareness-raising through different measures – e.g., activities embedded in large sectoral or CBC programmes (e.g., *North Macedonia*), grants provided through CSO facilities (e.g., *Ukraine*). Moreover, it has contributed to increasing access to environmental information (e.g., *Tunisia*).
- However, these issues have not been core areas of EU bilateral or regional support and positive effects observed remained often limited to a narrow set of actors or a limited geographical area. All case studies highlighted important persistent needs in terms of CSO and citizen involvement in the area of Env. & CC. Moreover, in several cases (e.g., *Egypt, Lebanon, Serbia*), despite significant EU support, an unfavourable political and institutional environment to CSO involvement in policy design and implementation have impeded these actors in playing a greater role in the partner countries' response to Env. & CC issues.
- As in other thematic areas, case studies show that important capacity development needs and low political priority given to Env. & CC in the *Enlargement* and *Neighbourhood* regions have been a persistent threat to sustainability.

¹⁶ See, for instance, 'JRC (2020): Status of air pollutants and greenhouse gases in the Western Balkans' and 'World Bank (2020): Regional Note on Air Quality Management in the Western Balkans'.

1.2.2.3 (JC 6.3) Strengthening of short and long-term responses to industrial processes challenges

Overview of sources of information and evidence base at indicator level

<p>I-6.3.1. Degree to which the national/local public sector capacities for policy implementation (including monitoring) has improved.</p> <p>I-6.3.2. Degree to which the capacities of other national stakeholders has improved through enhanced contribution to Env. & CC challenges, including public participation in the decision-making process.</p> <p>I-6.3.3, I-6.3.4. Degree of implementation of policy elements relevant to waste management and the circular economy.</p> <p>I-6.3.5. Degree of industry responsibility, including for hazardous substance replacement and knowledge of toxic chemicals.</p> <p>I-6.3.6. Degree of improved access by citizens to access information on Env. & CC policies related to industrial processes.</p> <p>I-6.3.7. Degree of implementation of policy elements relevant to pollution control of substances arising from industrial activities (impacting air, water, land), including likely achievement of expected related policy outcomes, including in terms of re-orientating national subsidies / financing decisions from fossil-based technological models to more sustainable ones.</p>					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. <i>(See case study notes in Volume II for further details)</i>	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	See eSurvey report in Volume III for further details	<i>Not a source</i>

Key evidence/specific findings:

- Progress in strengthening short and long-term responses to industrial processes challenges have been mixed. In the *Neighbourhood South*, *Switch-MED II* has had positive effects on knowledge sharing and successfully implemented demonstration activities. However, it is too early to observe lasting effects on private sector actors. Overall, although the concept has started to appear in national strategic frameworks (e.g., *Egypt*, *Georgia*), the circular economy is still at a very early stage in all countries reviewed.
- Waste management remains an issue in all cases examined (e.g., *Egypt*, *Kosovo*, *Ukraine*), with illegal dumpsites proliferating and representing increasing health risks for the local population.
- Inspection and law enforcement remain areas of concern in many of the country reviewed. Reasons include insufficient financial allocations and institutional (and legal, with regard to environmental law enforcement) cultures that do not encourage motivated personnel to remain or foster accountability in decision making. The text below provides further observations on selected case studies:
 - In *Serbia* has advanced with harmonising its legal framework with the environment *acquis* in recent years, but further efforts are needed regarding the design of modern, financially sustainable interventions in the area of industrial pollution control and risk management. Alignment with most of the EU *acquis* on industrial pollution and risk management is at an early stage, including on the Industrial Emissions Directive. Persistent administrative capacity constraints continue to hamper progress in implementation across the industrial sector.
 - In *Tunisia*, EU support to Depollution of Lake Bizerte ('EcoPact') consisted in an intervention co-financed with the EIB under the NIF. The still-ongoing intervention has built on a long-term and multi-dimensional engagement of diverse international and local actors. It has contributed to strengthening the monitoring of different environmental indicators and, according to stakeholders interviewed, is very likely to contribute to reducing dust pollution and other emissions from industrial activities located around the Lake.

1.2.2.4 (JC 6.4) Strengthening of short and long-term responses to CCM challenges

Overview of sources of information and evidence base at indicator level

<p>I-6.4.1. Degree to which the national/local public sector capacities for policy implementation (including monitoring) has been enhanced in relation to the country NDC commitments.</p> <p>I-6.4.2. Degree to which the capacities of other national stakeholders (including the private sector) has been enhanced in relation to the country NDC commitments.</p> <p>I-6.4.3. Degree to which GHG emissions from industry, agriculture, buildings and transport are being monitored and reduced through an NDC Implementation Plan.</p> <p>I-6.4.4. Degree to which the production of RE and biodiversity contribution to carbon stocks have been increased.</p> <p>I-6.4.5. Degree to which replacement of ozone-depleting substances is being undertaken.</p> <p>I-6.4.6. Degree of improved access by citizens to access information on Env. & CC policies related to CCM.</p>					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews	Document review	Interviews	eSurvey	Inventory
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, Climate Watch database etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	<i>Not a source</i>	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) <i>See full list of interviews in Volume III</i>	See eSurvey report in Volume III for further details	<i>Not a source</i>

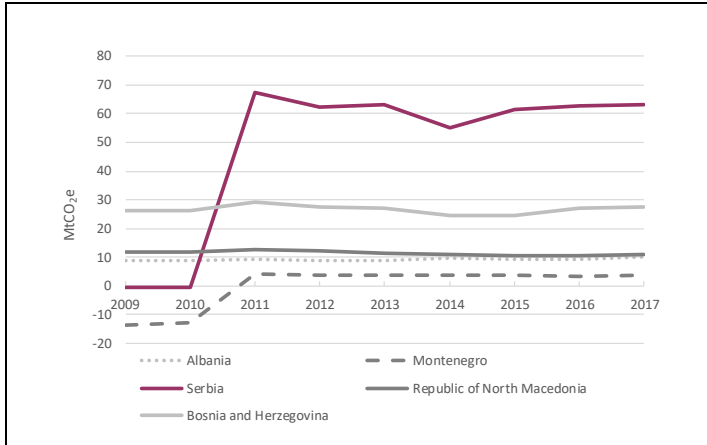
Key evidence/specific findings:

- In the area of CCM, the EU has cooperated with the World Bank and EU MS to establish EEFs focussing on public buildings (e.g., *Kosovo*) and residential buildings (e.g., *Ukraine*). In *Ukraine*, more than 17,000 families participate in the programme and there is an upward trend in the number of beneficiaries, including in the context of the COVID-19 pandemic. The EU has also supported the development of district heating systems in *Kosovo* through IPA bilateral funding (municipality of Pristina) and more recently through the WBIF (various municipalities) as well as in *Ukraine* through regional programmes such as E5P (e.g., municipality of Lutsk) and ComEast (e.g., municipality of Gola Prystan). Energy efficiency was also supported through specific interventions in other countries such as the Programme for Energy Efficiency in Public Buildings in *Georgia* launched with KfW (Germany) and the EBRD under the Neighbourhood Investment Platform.
- The EU has also provided substantial funding to promote the use of renewable energy in the energy mix of the countries reviewed. Beyond ongoing efforts to strengthen *Georgia* hydropower generation capacity, EU support includes successful experience in developing solar energy through blending operations (e.g., *Morocco*), BS (e.g., *Jordan*) or a combination of both (e.g., *Tunisia*).
- However, in all regions reviewed, efforts in the area of CC are often too small or too recent to observe any positive change at the overall level. Despite an increase in the use of renewable energy at the national level and improvements in energy efficiency observed at the local level, several countries (e.g., *Kosovo*, *Serbia*, *Georgia*) are struggling to curb GHG emissions, with increasing energy needs widening the existing energy supply-demand gap.
- As mentioned under JC 6.1, various obstacles limiting the achievement of long-term objectives have been identified in the case studies (e.g., delays in the implementation of the policy and legal commitments in partner countries, fluctuating political commitments, lack of critical reporting on outcomes and impacts, etc.)
- As mentioned under I-5.1.2., in the specific area of climate change and the Paris Agreement, countries (e.g., *Serbia*) lack an adequate framework to monitor GHG emissions and some (e.g.,

Egypt) lack an updated Nationally Determined Contribution (NDC) with credible targets (see Figure 7 and Figure 8).

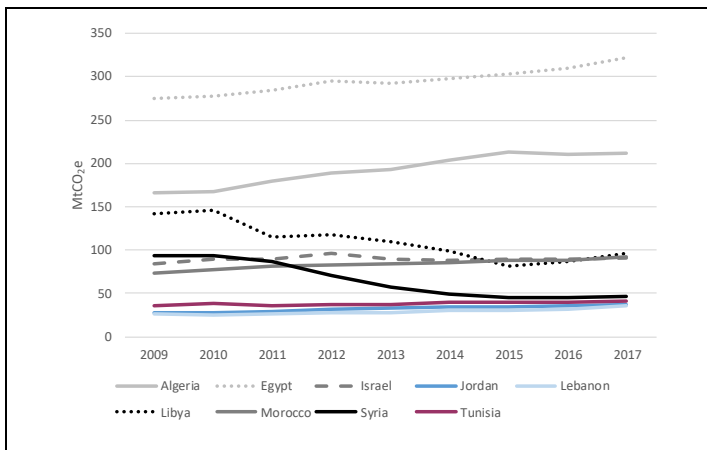
- The figures below provide some preliminary information on trends in GHG emissions in the regions under review.

Figure 6 GHG Emissions (total including LUCF) trends 2009-2017, Enlargement region



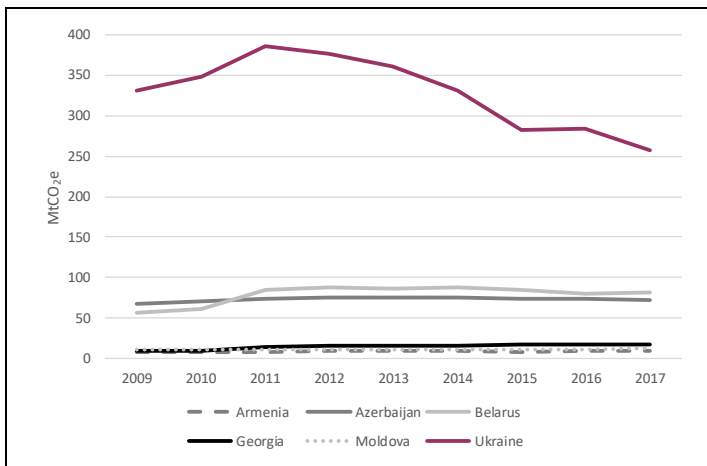
Source: Climate Watch, Global Historical Emissions; NB: 2009 Copenhagen Accord taken as baseline year.

Figure 7 GHG Emissions (total including LUCF) trends 2009-2017, Neighbourhood South



Source: Climate Watch, Global Historical Emissions; NB: 2009 Copenhagen Accord taken as baseline year.

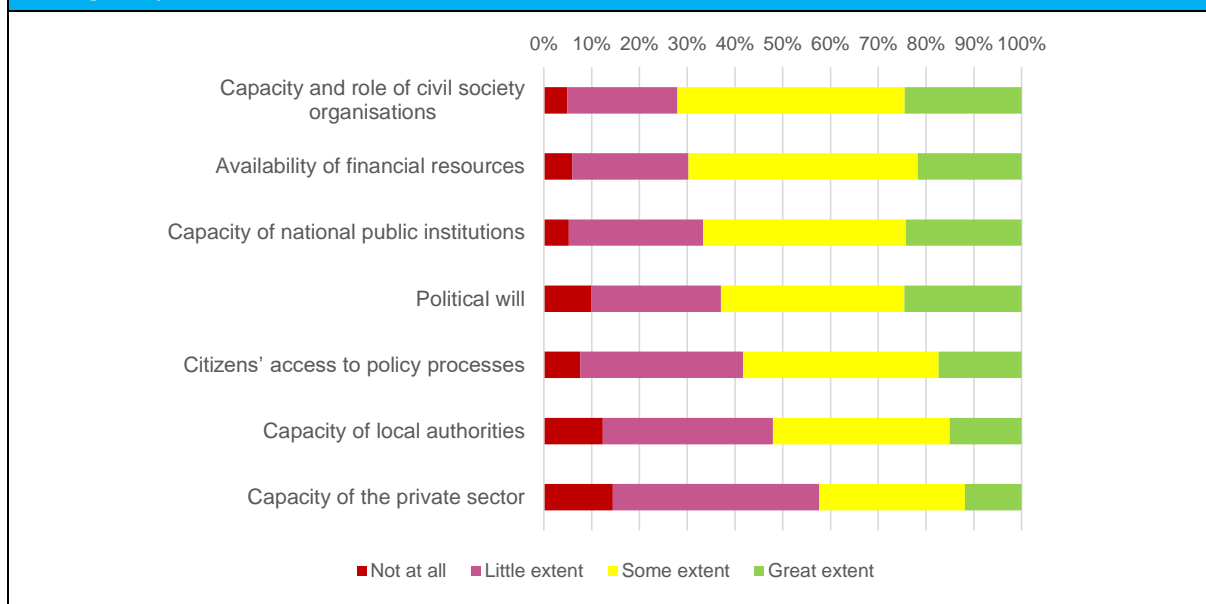
Figure 8 GHG Emissions (total including LUCF) trends 2009-2017, Neighbourhood East



Source: Climate Watch, Global Historical Emissions; NB: 2009 Copenhagen Accord taken as baseline year.

Question 21 Removing main obstacles – CC mitigation [All]

Based on your experience, to what extent has EU support contributed to removing the main obstacles to Env. & CC outcomes in your country of work in the areas of climate change mitigation during the period 2014-2020?

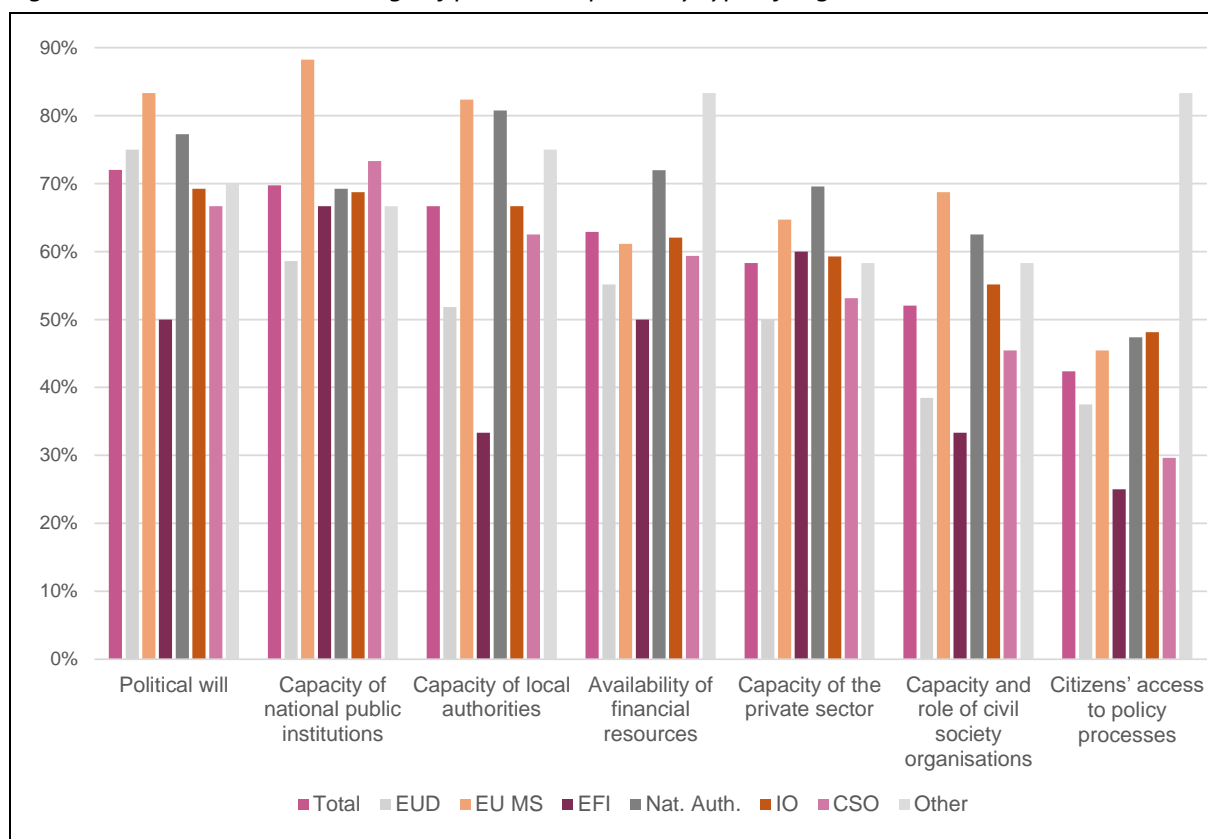


Note: for all variable N=118-153.

The share of positive answers for Q16 was:

- 72% for “Capacity and role of civil society organisations (focus on national/local actors)”,
- 70% for “Availability of financial resources for Env. & CC”,
- 67% for “Capacity of national public institutions (e.g., technical, planning, management skills)”
- 63% for “Political will”,
- 58% for “Citizens’ access to information and involvement in policy processes”,
- 52% for “Capacity of local authorities (e.g., technical, planning, management skills)”,
- 42% for “Capacity of the private sector (incl. access to technology)”.

Figure 9 Q16 - Percentage of positive response by type of organisation



1.2.2.5 (JC 6.5) Strengthening of short and long-term responses to CCA and civil protection challenges

Overview of sources of information and evidence base at indicator level

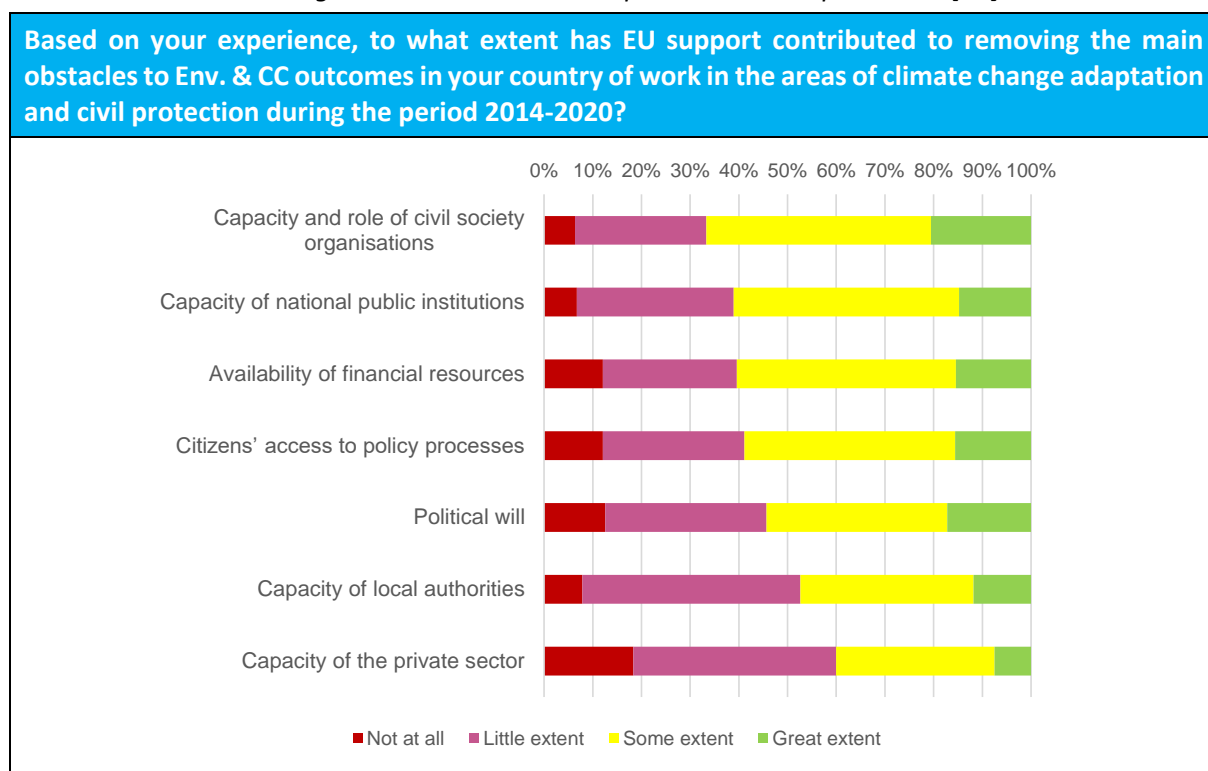
I-6.5.1. Degree to which the national/local capacity for prevention, preparedness and response to hazards (floods, forest fires, etc.) has been enhanced.					
I-6.5.2., I-6.5.3. Degree of awareness and capacity to respond to trends in vulnerability to Climate Change and adaptation to Climate Change consequence of key sectors of the economy (e.g., agriculture, forestry, transport, urban planning) has been enhanced; Degree of awareness and capacity to respond to trends in vulnerability to Climate Change of the population living in both urban and rural areas has been enhanced.					
I-6.5.4. Degree of improved access by citizens to access information on Env. & CC policies related to CCA and civil protection.					
Overall strength of the evidence base: ● (medium)					
Main sources of information					
Case study level			Global analysis level		
Document review	Interviews		Document review	Interviews	eSurvey
Inventory					
Various documents (e.g., programming documents, project documentation, EAMRs, ROMs, evaluations, etc.) reviewed in the country and regional case studies	Remote interviews carried out at EUD level and with a variety of stakeholders (incl. EU MS, EFIs, national authorities, IOs (e.g., UN agencies), etc. (See case study notes in Volume II for further details)	Not a source	EU HQ: DG NEAR, line DGs (e.g., DG CLIMA, DG ENER, DG ENV, DG AGRI, DG REGIO) See full list of interviews in Volume III	See eSurvey report in Volume III for further details	Not a source

Key evidence/specific findings:

- EU support in the area of CC (e.g., support to approximation efforts in the *Enlargement region*, EU4Climate¹⁷ in the *Neighbourhood East* region) have often included a component on CCA. In *Serbia*, the EU has contributed to improved flood risk mapping after the 2014 floods. The response to the floods led to priority being given to infrastructure for wastewater management, as well as to strengthening the framework for aligning with the EU *acquis* and implementation of the resulting legislation.
- However, overall, CCA has not been a core area of EU support in the regions reviewed and this area didn't receive much attention by partner government. This area has faced similar challenges as the other Env. & CC areas including (see also JC 6.1): delays in the implementation of the policy and legal commitments in partner countries, fluctuating political commitments, lack of critical reporting on outcomes and impacts, etc.
- Case studies highlight that needs in this area remain important in all regions reviewed and EU support has covered only a very little portion of these needs.

Results from the eSurvey

Question 22 Removing main obstacles – CC adaptation and civil protection [All]



Note: for all variables N=120-152.

The share of positive answers for Q17 was:

- 67% for “Capacity and role of civil society organisations (focus on national/local actors)”,
- 61% for “Capacity of national public institutions (e.g., technical, planning, management skills)”,
- 60% for “Availability of financial resources for Env. & CC”,
- 59% for “Citizens’ access to information and involvement in policy processes”,
- 54% for “Political will”,
- 47% for “Capacity of local authorities (e.g., technical, planning, management skills)”,
- 40% for “Capacity of the private sector (incl. access to technology)”.

¹⁷ EU4Climate was one of the first regional interventions with a dedicated component aimed at strengthening ‘adaptation planning’ in EaP countries.

2 Annex 2: Policy review and Intervention Logic

This first section of this policy review presents the overarching Env. & CC frameworks at global and EU level that underpinned the integration of Env. & CC in EU policy and strategic frameworks related to the Enlargement and Neighbourhood regions. The second section covers the integration of Env. & CC in the specific frameworks for EU external action in the Western Balkans and Turkey, and the Eastern and Southern Neighbourhoods. The third section presents the (re)constructed Intervention Logic (IL) for the EU support to Env. & CC. The “(re)constructed” IL is a conceptual model of the causal chain of effects from inputs to outputs, outcomes and impacts (chain of expected results) that the EU is judged to have had in mind when it planned and implemented its external actions.

2.1 Overarching Env. & CC frameworks

2.1.1 The Global Policy Framework

The *Rio Earth Summit* (1992) on Environment and Development set the overall context for subsequent global conferences in Johannesburg on Sustainable Development in 2002, Rio de Janeiro in 2012 (‘Rio+20’), and finally the United Nations (UN) summit in New York in 2015. During the latter, the 17 Sustainable Development Goals (SDGs) were adopted as the 2030 Agenda for Sustainable Development (‘*Agenda 2030*’). Also in 2015 was the Paris Agreement of the UN Framework Convention on CC (*UNFCCC*) which drives much of the post-Paris activity of the EU and its partners concerning CC. In parallel, a portfolio of Multilateral Environmental Agreements (MEAs) and other Conventions has been developed. The 1992 *UN Convention on Biological Diversity* (CBD) aimed to ensure the conservation and sustainable use of biodiversity. In 2010, the CBD adopted a 10-year Strategic Plan to combat biodiversity loss in the world, as well as 20 specific targets (the Aichi Biodiversity Targets) in order to achieve the overall objective. These commitments were then reflected in the EU Biodiversity Strategy (2011). *Other MEAs* that are relevant to the policy framework for Enlargement and Neighbourhood include the ones summarised in the table below.

Table 2 Examples of MEAs relevant to EU support to Env. & CC in the Enlargement and Neighbourhood regions

Global	Regional
Convention on International Trade in Endangered Species of Wild Fauna and Flora	Barcelona Convention and Mediterranean Action Plan (Regional Seas Convention)
Basel Convention (Hazardous waste)	Black Sea Convention
Nagoya Protocol (Genetic Resources)	Danube Convention
Vienna Convention and Montreal Protocol (Ozone)	Carpathian Convention ¹⁸
Bern Convention (European Wildlife and Habitats)	
Rotterdam Convention (pesticides and industrial chemicals that have been banned or severely restricted)	
Aarhus Convention (Access to Information)	
Espoo Convention (EIA)	
OSPAR Convention (Marine pollution)	
Stockholm Convention (Persistent Organic Pollutants)	
Convention on Long-range Transboundary Air Pollution ¹⁹	
Minamata Convention (Mercury)	
Ramsar Convention (Wetlands)	

¹⁸ Sustainable development and the protection of the Carpathian region ~ Czech Republic, Hungary, Poland, Romania, Serbia, Slovak Republic, Ukraine.

¹⁹ Commonly referred to as Air Convention.

2.1.2 The EU Internal Policy Framework

The EU plays a key role in international environmental negotiations and is a party to numerous **global, regional and sub-regional environmental agreements** on a wide range of issues, including nature protection and biodiversity, CC, and transboundary air and water pollution. In 2010 the EU made a major contribution to achieving an agreement on a global strategy (CBD Strategic Plan - see above) to halt the loss of biodiversity by 2020. The EU also helped to shape several major international agreements adopted in 2015 at UN level, such as the Agenda 2030, the Paris Agreement on CC and the Sendai Framework for Disaster Risk Reduction 2015-2030. It also, rather belatedly, became a party to the Convention on International Trade in Endangered Species (CITES) that year.

In 2018, the Commission set out its vision for a climate-neutral EU considering all the key sectors and exploring pathways for the transition. The vision covers most EU policies and is in line with the Paris Agreement objective to keep the global temperature increase to well below 2°C and pursue efforts to keep it to 1.5°C. In 2020, as part of the **European Green Deal**, the Commission proposed the first European Climate Law to enshrine the 2050 climate-neutrality target into law.

Following Rio+20, the EU re-stated its commitment to poverty eradication and sustainable development and proposed a common approach for the engagement of the EU in forthcoming international processes. through its Communication: **“A decent Life for All”**²⁰ in 2013. This was, itself, further reinforced the same year with the Overarching Post-2015 Agenda which promoted a post-2015 process that should reinforce the international community’s commitment to poverty eradication and sustainable development.

In 2014, the European Council consolidated its thinking on a **“transformative post-2015 agenda”** by welcoming the 2014 UN Synthesis Report on the post-2015 Agenda called the Road to Dignity by 2030, a key contribution to the UNFCCC Paris Summit. The European Council also recognised that biodiversity was a critical foundation of the Earth’s life support system as emphasised by the CBD, and supported the integration and mainstreaming of biodiversity through the Aichi Biodiversity Targets. The Council called for full compliance with the UN Convention on the Law of the Sea, which provides the legal framework within which all activities in the oceans and seas are required to be undertaken.

The European Council in 2014, took stock of progress on the **2030 Climate and Energy Framework** and supported the immediate implementation of a set of urgent measures to strengthen Europe's resilience and increase its energy security, welcoming the Commission's European Energy Security Strategy. In particular, it confirmed the aim to expand the EU Energy *acquis* to the Enlargement and Neighbourhood countries. It further concluded a number of guiding principles for a new global partnership, affirming the principles of universality, shared responsibility, mutual accountability, consideration of respective capabilities, and a multi-stakeholder approach. The new global framework should also be based on, and promote, human rights, equality, non-discrimination, democratic institutions, good governance, rule of law, inclusiveness, environmental sustainability and respect for planetary boundaries. Women’s rights, gender equality and the empowerment of women and girls were also to be promoted at all levels. The 2030 Climate and Energy Framework (2014) includes EU-wide targets and policy objectives for the period from 2021 to 2030.²¹ Of note, is that *spending targets* were established to dedicate at least 20% of its 2014-2020 budget (including the part related to external action) to climate-related actions, a target that has been increased to 25% in the 2021-2027 Multi-annual Financial Framework (MFF).

In 2016, the Covenant of Mayors (CoM) joined forces with another city initiative, the Compact of Mayors. The resulting **Global CoM for Climate and Energy** (‘Global Covenant’) is the world's largest movement for local climate and energy actions. By aligning city-led efforts, the Global Covenant should

²⁰ Full title: *“A decent Life for All: Ending poverty and giving the world a sustainable future”*.

²¹ The key targets for 2030 are: i) at least 40% cuts in GHGs (from 1990 levels); ii) at least 32% share for RE; and iii) at least 32.5% improvement in EE. The 40% GHG emission target is implemented by the EU Emissions Trading System, the Effort Sharing Regulation with EU MS emission-reduction targets and the Land Use, Land Use Change and Forestry Regulation. In this way, all sectors would contribute to the achievement of the 40% target by both reducing emissions and increasing removals. The Commission is to produce an implementation proposal of at least 55% net GHG emission reduction by June 2021.

allow for greater collaboration between cities across the world, bridging gaps and building connections, as well as increasing funding to support and empower city action on sustainable energy and CC.²²

In 2019, a set of **political guidelines** were issued (by the now-President of the Commission) that focussed on six headline ambitions for Europe during 2019-2024. These ambitions were: i) A European Green Deal; ii) An economy that works for people; iii) A Europe fit for the digital age; iv) Protecting our European way of life; v) A stronger Europe in the world; and vi) A new push for European democracy. The 2019 **European Green Deal** reset the Commission's commitment to tackling Env. & CC-related challenges and is a response to these challenges. It is a new growth strategy that aims to transform the EU into a fair and prosperous society, with a modern, resource-efficient and competitive economy where there are no net emissions of Greenhouse Gases (GHG) by 2050 and where economic growth is decoupled from resource use and pollution. The European Green Deal has various sectoral strategies (protection of biodiversity, from "farm to table", sustainable agriculture, clean and renewable energies, sustainable industry, construction, sustainable mobility, pollution elimination and climate action).

Since the drivers of CC and biodiversity loss are global and are not limited by national borders, cooperation can be used to influence, provide expertise and mobilise financial resources to encourage Europe's neighbours and partners to join it on a more sustainable path. The European Green Deal marked a shift in EU policy priorities: climate neutrality (and preserving of biodiversity) is now seen as an overarching goal of EU, reflected in recovery effort (do no significant harm principle) with implications many different policies, including EU external assistance, trade, taxation, agriculture, maritime, energy, transport, environmental research, industrial policies.

2.2 Env & CC in the specific EU External Policy Framework

2.2.1 Overall policy framework for EU external action

EU external action in the regions under review is guided by the Enlargement Policy, the European Neighbourhood Policy (ENP) (revised in 2015) and various overarching policy documents such as the Paris Agreement and the SDGs.

The 2006 **ECD** set the focus on poverty eradication and sustainable development, particularly within the MDGs to eradicate extreme poverty and hunger; achieve universal primary education; promote gender equality and empower women; reduce the mortality rate of children; improve maternal health; combat HIV/AIDS, malaria and other diseases; ensure environmental sustainability and develop a global partnership for development. These goals were a pre-cursor of the SDGs. The Consensus also set the tone for participation of civil society and for gender equality.

In 2017, the ECD was updated, specifically noting the coherence between the SDGs, Agenda 2030, the Addis Ababa Action Agenda, the Sendai Framework on Disaster Risk Reduction, and the Paris Agreement on Climate Change. The purpose of this Consensus was to provide the framework for a common approach to development policy that would be applied by the EU institutions and the EU Member States (EU MS) whilst fully respecting each other's distinct roles and competences. It would guide the action of EU institutions and EU MS in their cooperation with all developing countries. Actions by the EU and its EU MS will be mutually reinforcing and coordinated to ensure complementarity and impact.

The **European Foreign and Security Policy (EUGS)** (2016) noted the importance of Climate Change and energy in security in the context of Enlargement and the Neighbourhood. In particular, it noted the need for consistent and coherent policies, not only between EU MS and EU institutions, but also between the internal and external dimensions of EU policies. In addition, human rights and gender issues across policy sectors and institutions were to be more systematically mainstreamed. Essentially,

²² This merger should harness the convening and investment powers of the EU and Bloomberg Philanthropies, as well as the critical global city network partners of each initiative, including C40, ICLEI, UCLG, Eurocities, Energy Cities and Climate Alliance – allowing for a stronger presence and visibility of local authorities in the UNFCCC.

external support should not only align with partner priorities, it also had to be consistent with European strategic goals.

2.2.2 Strategic Framework in the Enlargement Region: Western Balkans and Turkey

The **Stabilisation and Association Process (SAP)**, established with the aim of eventual EU membership, is the EU's policy towards the Western Balkans and Turkey. Candidates or potential candidates to Enlargement are involved in a progressive partnership with a view of stabilising the region and establishing a free-trade area.²³ The EU accession process aims to prepare aspiring countries to take on rights and obligations associated with EU membership and to align their legislation with the EU *acquis* (EU-wide laws and policies), which are outlined in the 35 Chapters of the *acquis* (also sometimes referred to as “Enlargement negotiation chapters”). **Chapter 27 (Environment)** comprises over 200 major legal acts covering horizontal legislation, Water and Air Quality, Waste Management, Nature Protection, Industrial Pollution control and risk management, Chemicals and genetically modified organisms, Noise, and Forestry.

EU financial assistance provided to the Enlargement region is chiefly provided under the **IPA**. There is no explicit mention of Env. & CC in the Regulation establishing IPA I (2007-2013), nor in its 2010 amended version. However, the Regulation establishing IPA II (2014-2020) refers to the need to support actions in the area of Env. & CC under the thematic priorities (g), (k) and (l).²⁴ Also of relevance is the Commission Decision C(2014)4293 of 30.6.2014 and its revised version C(2018) 3442 of 31.5.2018 adopting a Multi-country **Indicative Strategy Paper** for the period 2014-2020 for the Western Balkans and similarly one for Turkey.²⁵ This Strategy Paper has been revised to ensure coherence with the new strategic orientations, in particular with regard to the implementation of the six Flagship Initiatives presented in the Communication. IPA II assistance will continue to support the connectivity agenda, economic development and competitiveness, environmental protection and climate change, education and youth, rule of law and fundamental rights, governance and territorial cooperation. Regarding bilateral programming, a comparison of the 2014 documents with the 2018 ones will be performed during the desk phase to highlight potential evolution in the way Env. & CC was taken into account in these documents.

The 2018 policy on a **Credible enlargement perspective for an enhanced EU engagement with the Western Balkans**²⁶ aims to provide increased connectivity through extending the EU Energy Union with the Western Balkans and working towards a true transport union with the Western Balkans. The importance of the connectivity sector was reinforced with the 2020 **Communication on EU enlargement policy**²⁷ which mentions that the green transition and sustainable connectivity will be key to promote the needed economic integration of candidates and potential candidates in the region.

Support in the field of energy has been reinforced through the **Energy Community Treaty**, signed in 2005 between the European Community and the contracting parties (Albania, Bosnia and Herzegovina, Montenegro, Republic of North Macedonia and Serbia). One of the objectives of the Energy Community is to “*improve the environmental situation in relation to Network Energy and related EE, foster the use of RE, and set out the conditions for energy trade in the single regulatory space*” and to promote the standards of the European Community and the adaptation and evolution of the *acquis*.

Launched in 2009, the **Western Balkans Investment Facility (WBIF)** was established as a joint initiative²⁸ to support socio-economic development and EU accession across the Western Balkans through the provision of finance and Technical Assistance (TA) for strategic investments. Since its

²³ The SAP sets out common political and economic goals, although progress evaluation is based on countries' own merits. Key practices and principles are the establishment of: i) contractual relationships (bilateral Stabilisation and Association Agreements - SAA); ii) trade relations (autonomous trade measures); iii) financial assistance (IPA); and iv) regional cooperation and good neighbourly relations.

²⁴ EU (2014): Regulation No 231/2014 establishing an Instrument for Pre-accession Assistance (IPA II).

²⁵ EU (2014): Commission Implementing Decision amending Commission Decision C(2014)4293 of 30.6.2014 adopting a Multi-country Indicative Strategy Paper for the period 2014-2020.

²⁶ EU (2018): COM(2018)65; A Credible enlargement perspective for an enhanced EU engagement with the Western Balkans.

²⁷ EU (2020): COM(2020)660; 2020 Communication on EU Enlargement Policy.

²⁸ Between the EC, the Council of Europe Development Bank, the EBRD, the EIB, and several bilateral donors.

launch, the WBIF has allocated EUR 1.3 billion in grants for EUR 20.8 billion estimated investments in well-connected transport, energy and digital networks, RE and EE, water supply and wastewater systems, flood protection, education, research and cultural establishments, healthcare and judicial facilities. The WBIF financed both national and regional programmes²⁹.

Finally, EU climate and energy objectives in the region have also been promoted through the **EU CoM for Climate & Energy** which brings together thousands of local governments voluntarily committed to implementation. Signatories of the Covenant commit to developing a Sustainable Energy Action Plan (SEAP) with current targets of 30% reduction in GHG emissions by 2030³⁰ and monitoring its implementation.³¹ A sister initiative focussing mostly on CC issues and called the **Mayors Adapt initiative** was launched in 2014 before being merged with the CoM in 2015. Through the **new CoM for Climate & Energy** signatory cities now pledge to actively support the implementation of the EU 40% GHG-reduction target by 2030 and agree to adopt an integrated approach to Climate Change Mitigation and Adaptation (CCMA) and to ensure access to secure, sustainable and affordable energy for all.

2.2.3 Strategic Framework in the European Neighbourhood (East and South)

The **ENP**³² was launched in 2004 and reviewed in 2011, following the “Arab Spring”³³, and again in 2015. In moving towards a new ENP and reporting on its start, the EU placed special emphasis on deepening relations with the partner countries and supporting stabilisation of the region.³⁴ Env. & CC issues are mentioned in early policy documents where the EU placed special emphasis on partner country needs in that area³⁵ and are increasingly featuring in the recent policy documents.³⁶ Moreover, policy documents clearly mention the importance of preventing environmental degradation and pollution, protecting human health, and achieving a more rational use of natural resources through increased assistance to environment protection and governance at various levels (e.g., international, regional and national).

The Energy sector is also featured prominently in the policy as several neighbouring countries (and their neighbours) directly supply energy to the EU or are transit countries for EU energy supplies. **Energy cooperation** in the framework of ENP has addressed both trade, business opportunities, and EE among the neighbour countries with the goal of promoting sustainable energy, including RE.

The **ENI** is the current (2014-2020) financial instrument that supports the ENP. Climate action and disaster resilience are among the six ENI targets, while CC action and energy cooperation are among the priority areas. The ENI regulation specifies that environment is one of the cross-cutting objectives in all actions undertaken under the regulation.

²⁹ Examples of regional programmes: the Regional Energy Efficiency Programme for the Western Balkans (REEP) which was approved in June 2012; the Western Balkans Enterprise Development and Innovation Facility (WB EDIF) which was incorporated as a window under the WBIF in 2019.

³⁰ Initially the target was 20% reduction by 2020.

³¹ In 2011 the European CoM was extended through CoM-East (TA support) and CoMDeP (investment grants) to Eastern Europe. In 2012 through the project “Cleaner Energy-Saving Mediterranean Cities”, CES-MED project (TA support) it was extended to the Neighbourhood South region (Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestine and Tunisia).

³² EU (2003): Communication from the Commission to the Council and the EP, Wider Europe – Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours. COM (2003)104.

³³ With the Arab Spring as context and recognising that many Env. and CC issues are inherently regional in nature, the EU called in 2011 for further strengthening of the UfM. In the same document, the EU called for a new Civil Society Neighbourhood Facility to support the engagement of civil society, in Env. and CC among other sectors. EU (2011): A partnership for democracy and shared prosperity with the southern Mediterranean - COM(2011)200.

³⁴ The Policy focusses on enhancing neighbourly relations with countries on its border, promoting ‘social cohesion and economic dynamism’, developing a ‘zone of prosperity and a friendly neighbourhood – a ring of friends – with whom the EU enjoys close, peaceful and co-cooperative relations.’

³⁵ EU (2012): Delivering on a new ENP - JOIN(2012)14 and EU (2012): Delivering on a new ENP Report on activities in 2011 and Roadmap for future action - SWD(2012)12

³⁶ The ENP review released in November 2015 features CC more prominently. It mentions that particular attention will be paid to promoting sustainable economic development and the transition to low-carbon economies through the creation of a resilient Energy Union with at its core an ambitious climate policy.

During the period under review, a large part of the EU support to Env. & CC was channelled through the *Neighbourhood Investment Platform (NIP)*, formerly known as the Neighbourhood Investment Facility (NIF) and established in December 2007. The NIP aims at boosting economic development and improving living standards for citizens in the EU's Southern and Eastern Neighbourhoods by addressing critical funding gaps in the two regions. It does this by pooling grant resources from the EU budget and EU MS, and using the funds to leverage loans from various financing institutions, including the European Investment Bank (EIB), the European Bank for Reconstruction and Development (EBRD) and EU MS bilateral financing institutions.³⁷

NIP support aims to address the key ENP objectives, including implementation of bilateral and regional programming and Deep and Comprehensive Free Trade Areas (DCFTA), where relevant. Two of the three strategic objectives of the NIP are related to Energy and Env. & CC. Climate action and disaster resilience are among the key pillars of ENI, while addressing CC as well as threats to the environment, more broadly, are targeted by the Strategic Priorities for the EU Response 2014-2020.³⁸

2.2.3.1 Neighbourhood East

The **Eastern Partnership (EaP)** represents the Eastern dimension of EU's relations with neighbouring countries under the overarching ENP.³⁹ Through the EaP, the EU and its six Eastern neighbours have developed a strong strategic partnership aimed at delivering concrete results for citizens and businesses. Through this framework, the EU has been playing a key role in supporting stability, economic development, and resilience across the EaP countries. Stronger Connectivity (including transport, energy and Env. & CC) is one of the four priority areas of EaP and significant support is provided to deliver on key global policy goals set by the UN 2030 SDGs and by the Paris Agreement on CC. Connectivity and Env. & CC (including EE) are reflected in the priorities of the EaP. Environment policy and CC are highlighted by the EaP, particularly related to Environmental Governance, enforcement, specific environment themes, the financing of environment investments in a regional context, CCMA and the harmonisation of the regulatory environment.⁴⁰

The '**EaP – 20 Deliverables for 2020**'⁴¹ and the First EaP Ministerial Meeting on Env. & CC (October 2016)⁴² adopted later on a Declaration that re-affirmed the importance of environmental actions and their link to economic development. The 20 Deliverables for 2020 reflected a significant support provided by the EU to the partner countries to improve EE and energy interconnections, reduce energy dependency, and bolster their resilience.

Environment remains a priority for regional cooperation involving the six partner countries and the EU. The **Riga EaP Summit of 2015**⁴³ re-affirmed earlier decisions on the need to work together in this field. The Review of the ENP highlighted the importance of addressing environmental challenges and building a resource-efficient economy, and putting into application the 2015 Paris Agreement and other climate action priorities, as well as highlighting the EU's strong support for the implementation of the 2030 Agenda for Sustainable Development. ENI Regional East Multi-annual Indicative Programme (MIP) (2014-2017) sets the programming priorities for regional cooperation. It emphasises the objective of "*deepening sustainable economic development and integration and sector cooperation, including Env. & CC*", focussing on enhancing policy reforms and cooperation on environmental issues, support to CCMA commitments and others. The Association Agreements (AA) with Georgia, the Republic of Moldova and Ukraine, as well as the Comprehensive and Enhanced Partnership Agreement with Armenia also contain ambitious time-bound commitments to reform

³⁷ e.g., KfW, AFD. For further information on the NIP: https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/neighbourhood-wide/neighbourhood-investment-platform_en.

³⁸ EU (2014): Programming of the ENI 2014-2020.

³⁹ It covers Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine. Russia takes part in CBC activities under the ENP and is not a part of the ENP as such.

⁴⁰ EU (2008): Communication from the Commission to the EP and the Council on the EaP, COM(2008) 823.

⁴¹ EU (2016): Joint Staff Working Document on EaP – Focussing on key priorities and deliverables (SWD(2016) 467 final). https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near-eeas_joint_swd_2016467_0.pdf

⁴² EU (2016): Press release, EU and EaP to step up cooperation on Env. & CC policies.

⁴³ EU (2015): Joint Declaration.

environmental and climate policies and implement relevant EU directives. A new Joint Communication “Eastern Partnership policy beyond 2020, reinforcing resilience – an Eastern Partnership that delivers for all” was adopted on 18 March 2020 and gives new impetus to enhance cooperation and outlines how to address common challenges, including in the area of environmental and climate action. The Joint Communication sets out measures that aim to strengthen resilience, foster sustainable development and deliver tangible results for society. The Black Sea Synergy initiative launched by the EU in 2007 has also promoted better regional cooperation in the area of sustainable green development in the EaP countries. With the support of the EU, Black Sea countries are developing their blue economies, with a particular focus on marine research and innovation, and preservation of the marine environment.⁴⁴

In recent years, the EU increasingly promoted “green” investments for EE and municipal infrastructure, on one hand aiming to decrease Energy consumption, pollution and GHG emissions, and on the other strengthening Environmental and Climate Resilience across the region, including through sectoral dialogues with International Financial Institutions (IFIs), leading also to the creation of “green” jobs and supporting twin digital and green transition on a path to climate neutrality.⁴⁵

Regional cooperation was established by the EU with the partner countries, e.g., the Black Sea Synergy launched in 2007, aimed to address the following policy elements, e.g., Environment, Maritime policy, Energy, Transport and strengthen cooperation with Black Sea partners.⁴⁶ One of the EU’s macro-regional strategies (MRS) - **EU Strategy for the Danube Region (EUSDR)**⁴⁷ - includes Ukraine and Moldova from the Neighbourhood East countries and addresses water quality, environmental risks, biodiversity, landscapes, air and soil quality among others. The MRS represent a framework to address the common challenges faced by a defined geographical area related to EU MS and third countries located in the same geographical area and strengthen their cooperation related to economic, social and territorial cohesion.⁴⁸

The countries of the EaP have received significant financial and technical support from the EU related to Env. & CC issues. Large-scale regional and cross-border cooperation (CBC)⁴⁹ projects were implemented, and some are still ongoing.⁵⁰

Similar initiatives were funded at municipal level, e.g., the CoM East, the Green for Growth Fund (GGF), and others. Examples of EU-supported regional initiatives in the region include (for a full inventory of EU support to Env. & CC see Annex 6):

- the **Eastern Europe EE and Environment Partnership (ESP)** is one of the regional flagship initiatives that target regional gas and electricity markets, EE and RE source. It is part of the broader **Sustainable Municipal Development Initiative** that encompasses good Environmental Governance and aims to prevent CC and many other related environmental issues. The ESP initiative was extended to Belarus beyond Ukraine and Moldova to Armenia, Georgia.

⁴⁴ EEAS (2020): EU supports better cooperation in the Black Sea region for sustainable green development. Factsheet.

⁴⁵ EU (2020): Joint Communication on the EaP policy beyond 2020: Reinforcing Resilience – an EaP that delivers for all (JOIN(2020) 7 final).

⁴⁶ EU (2014): Programming of the ENI 2014-2020, Regional East Strategy Paper (2014-2020) and Multiannual indicative programme (2014-2017).

⁴⁷ EU (2010): Communication from the Commission to the EP, the Council, the European Economic and Social Committee and the Committee of the Regions "EUSDR" (COM/2010/0715 final).

⁴⁸ EU (2017): Study on MRS and their Links with Cohesion Policy.

⁴⁹ CBC is an integral component of the ENP that aims to promote cooperation across EU MS and partner countries in the European Neighbourhood. CBC programmes under ENI builds on the experience gained with the design and implementation of CBC in the ENPI in period 2007-2013 and of ETC programmes within the EU. In the Neighbourhood East, CBC is extensively developed, especially among the Black Sea partner countries. CBC plays a key role in the implementation of the EU Marine Strategy framework Directive. See also EU (2014): Programming document for EU support to ENI Cross-Border Cooperation (2014-2020).

⁵⁰ EU (2019): ANNEX 3 to Commission Implementing Decision on the ENI East Regional Action Programme 2017 Part to be financed from the general budget of the EU.

- The **EU4Energy** programme launched in June 2016 focussed on energy security, sustainable energy and market development bringing together the Neighbourhood East with Central Asia.

The EaP partner countries have joined up to twenty MEAs each and other environmental initiatives, e.g., the 2016 Batumi Initiative on Green Economy (BIG-E) within the "Environment for Europe" process.⁵¹ Several partner countries have prioritised environmental issues in the national policies, e.g., "Azerbaijan 2020 Strategy for Sustainable Development"; "Framework Environmental Strategy" and the "National Environmental Action Plan" (NEAP) of Ukraine, the "Green Economy Action Plan" in Belarus and many others. Georgia, Moldova, and Ukraine have accomplished significant progress in legislative approximation following the adoption of the AA, and in that context the public environmental policies in the partner countries have undergone improvement in recent years, e.g., on environmental assessments (e.g., in Belarus and Moldova), on waste (e.g., in Moldova and Georgia), or on water (e.g., in Belarus and Ukraine).⁵² Georgia, Moldova and Ukraine, have developed and adopted comprehensive Public Administration Reform (PAR) strategies and Public Finance Management (PFM) programmes, which are beneficial for the development of the environmental sector.

Under the broader umbrella of the Black Sea Synergy, in May 2019, the six riparian countries of the Black Sea (Bulgaria, Georgia, Romania, Russia, Turkey, Ukraine) and the Republic of Moldova, have endorsed the Common Maritime Agenda for the Black sea (CMA)⁵³, a unique framework for regional cooperation on sustainable blue economy and covering priorities related to protection and sustainability of the marine ecosystem, marine pollution and plastic litter, sustainable fisheries and aquaculture, innovative marine research infrastructures, management and sharing of marine and coastal environmental knowledge, Port and maritime transport development and infrastructure including digital, blue skills and blue careers, innovative business models, access to financial resources and promote sustainable investment, maritime entrepreneurship and clusters, development maritime safety, Coastal Tourism and cultural heritage, Maritime Spatial Planning and Integrated Coastal Zone Management.

The CMA was launched in its implementation phase in February 2020 and will focus on the identification of regional and national projects for the achievement of its priorities. The process is supported by 2 projects financed by the EMFF: 1) the Black Sea Assistance Mechanism and its National Hubs that provide technical assistance to the countries for the implementation of the CMA and 2) the Black Sea Virtual Knowledge Centre, a stakeholders' platform for sharing marine and maritime data and knowledge and support stakeholders' in projects identification and networking.

Under the European Green Deal, Commissioner Sinkevicius has been tasked to develop a new approach to sustainable blue economy (Commission Communication in final preparation stage). Sea basins strategies contribute to promoting sustainability in the different sea basins around the EU, including in the Black sea under the Common Maritime Agenda that also contributes to the EaP initiative.

2.2.3.2 Neighbourhood South

In addition to the overarching policy documents related to EU development cooperation and the ENP highlighted above, the policy framework for cooperation with the Southern Mediterranean is outlined in various documents such as: The Barcelona Declaration (1995); The Paris and Marseille Declarations (2008) and Council Conclusions (2012); and The Communication on 'Supporting closer cooperation and regional integration in the Maghreb: Algeria, Mauritania, Libya, Morocco, Tunisia' (2012).

Programming of regional support to the Neighbourhood South, primarily funded by the ENI, is further guided by and defined in the **Regional South Strategy (2014-2020)** and associated MIP 2014-2017 and

⁵¹ Economic Commission for Europe (2016): Eighth Environment European Ministerial Conference. Pan-European Strategic Framework for Greening the Economy.

<https://www.unece.org/fileadmin/DAM/env/documents/2016/ece/ece.batumi.conf.2016.6.e.pdf>.

⁵² EU (2014): Regional East Strategy Paper (2014-2020), Part 2.

⁵³ https://ec.europa.eu/maritimeaffairs/press/common-maritime-agenda-black-sea-motion_en

2017-2020.⁵⁴ The Strategy and related MIPs define Env. & CC challenges such as the management of natural resources (including biodiversity), marine pollution, as well as priorities to be addressed at regional level in close complementarity with actions at national level.

The MIP 2014-2017 addresses a broad range of environmental issues with respect to integrated water management, protection of the marine and coastal environment, the implementation of the Horizon 2020 roadmap for the de-pollution of the Mediterranean, the development of sustainable consumption and production; and sustainable fisheries, and biodiversity. It also addresses CC, by focussing on low-carbon development and enhancing the resilience of the region against the negative impacts of CC. The Cross-sectorial tools, e.g., the integrated maritime policy aims to provide a more coherent approach to marine and maritime issues, increase coordination between different policy areas and support blue economy.⁵⁵ CC and biodiversity are also mainstreamed and addressed under other pillars, and in the expected results and indicators of the sector intervention framework.

The main challenges of the Neighbourhood South refer to limited *"abilities to tackle CC and environment degradation, inadequate administrative capacity and the lack of enforcement of relevant provisions and of implementation of MEAs, weak sustainable water resource management and limited cooperation on CC and environmental issues among the partner countries."*⁵⁶ Threats such as rapid population growth and urbanisation and unsustainable production and consumption patterns are exacerbating the environmental and climate challenges of the region. Therefore, urgent action is required to tackle pollution, the growing pressure on biodiversity and natural resources, as well as increasing desertification across the region and degradation of the marine and coastal environment, and to address CCMA issues, including improving knowledge base and research and innovation aspects. To address these challenges, the EU calls for a specific domestic response as defined in the national development strategies and in the priorities of the regional cooperation.

The **Union for the Mediterranean (UfM)** is the inter-governmental Euro-Mediterranean organisation gathering and representing all 27 countries of the EU and the 15 countries of the Southern and the Eastern Mediterranean shores. It reflects the shared political commitment of its 42 MS to strengthen regional cooperation, dialogue and integration in the Euro-Mediterranean area.⁵⁷ If CBC remains relatively less developed in the Neighbourhood South due to the maritime nature of the borders between the EU and partner countries, substantial experience has been gained under organisation such as the UfM. Among other aspects, the UfM Ministerial Declaration on Environment and Climate Change 2014, renewed their support for the Horizon 2020 Initiative and called for further strengthening of synergies with the Barcelona Convention.⁵⁸ Furthermore, the amended Treaty of the European Union grants the EU exclusive competence in the area of "conservation of marine biological resources under the common fisheries policy."

The UfM Ministerial Declaration on Water (2017) called for a UfM Water Agenda to further enhance regional cooperation on water. Six years after the first UfM Ministerial Declaration on Blue Economy, which is one of several UfM statements aimed at advancing regional and sub-regional cooperation by supporting integration and partnerships within shared objectives, the Ministers adopted in February 2021 a new declaration. It reflects commitments to cooperate closely and address joint challenges in key blue economy sectors. The declaration notes that transformative policies and tools such as maritime clusters or maritime spatial planning will be promoted and the overall shift towards low-emission technologies and circular blue economy will be supported. New joint activities and projects

⁵⁴ It covers Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestine, Syria and Tunisia.

⁵⁵ EU (2014): Programming of the ENI 2014-2020, Regional East Strategy Paper (2014-2020) and Multiannual indicative programme (2014-2017).

⁵⁶ EU (2014): Programming of the ENI 2014-2020, p.4.

⁵⁷ EU (2017): Joint Report to the EP, the Council, the European Economic and Social Committee and The Committee Of The Regions. Report on the Implementation of the ENP Review.

⁵⁸ The EU is a contracting party to the Barcelona Convention and participates actively in the design and implementation of the Mediterranean Action Plan (MAP). The EU presence ensures greater consistency and complementarity between the MAP work programme and other EU Mediterranean-related policies.

will be set up on a wide range of issues, including “blue skills”, marine litter, marine renewable energies and nature-based tourism.⁵⁹

As illustrated below, the EU has supported a diversity of initiatives in the region at country and regional level (for a full inventory of EU support to Env. & CC see Annex 6):

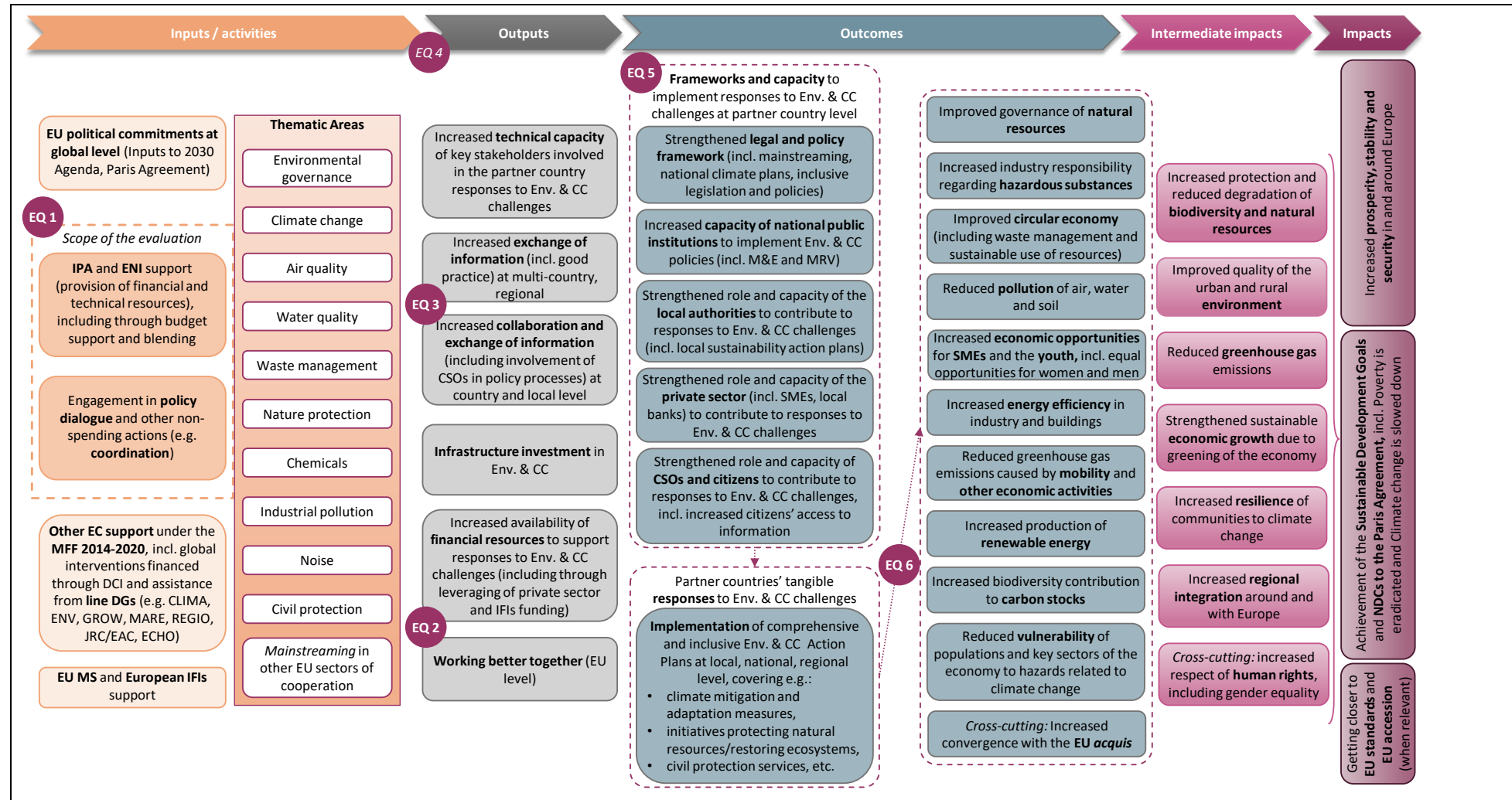
- Launched in 2018, the Clima-MED – Acting for climate in South Mediterranean is one of the EU initiatives in the Southern Neighbourhood countries supporting the transition towards sustainable, low-carbon and climate-resilient economies. At the local level, development and implementation of local **Sustainable Energy Access and Climate Action Plans (SEACAPs)** is supported to allow municipalities from Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Palestine and Tunisia to join the Covenant of Mayors. Marine protected areas are being addressed by strengthening and further developing the marine protected areas network to achieve the “Good Environmental Status” (GES) of the Mediterranean Sea;
- The initiative “**Towards a Sustainable Blue Economy in the Mediterranean region**” sets the strategic pillars for the Coastal and Maritime Tourism, Marine Renewable Energies, Fisheries and Aquaculture, Maritime Safety and Security, Maritime Transport and Ports, Marine Research and Innovation and cross-cutting issues like Marine Litter, Maritime Skills, Careers and Employment; and
- To ensure coherent environmental reporting at the regional level in support of more efficient policymaking (i.e., in terms of contributing to reducing marine pollution), the EU launched an **ENI Shared Environmental Information System (SEIS)** - ENI SEIS II South Support Mechanism for the partner countries from ENI South. The specific goal of the Information System is to improve the availability of and access to relevant environmental information for the benefit of effective and knowledge-based policymaking in ENP Southern region with a focus on water, waste, industrial emissions and cross-cutting issues.
- **MSP global** was launched as a joint initiative between IOC/UNESCO and DG MARE following the 2nd International Conference on MSP (2017) to support the implementation of their “Joint Roadmap to accelerate Maritime/Marine Spatial Planning processes worldwide”⁶⁰. A pilot regional project in the West Mediterranean: Algeria, France, Italy, Malta, Morocco, Spain and Tunisia (other WestMED countries can also participate in training activities) is ongoing.

⁵⁹ UfM (2021): UfM Ministerial declaration on Sustainable Blue Economy.

⁶⁰ http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/SC/pdf/Joint_Roadmap_MSP_v5.pdf

2.2.4 The Intervention Logic

Figure 10 Overall Intervention Logic



Source: Particip GmbH.

3 Annex 3: Mapping of EU Env. & CC-targeted support

3.1 Introduction

The mapping of EU support to Env. & CC is crucial to get an overview of the type of support, sectors, implementation modalities, implementation partners, final beneficiaries and associated budgets. **Thematically**, the mapping provides an overview of the sectors/areas in which the EU has provided support to partner countries and their relative importance in terms of number of actions and related budgets. **Geographically**, the mapping informs us about the distribution of EU support to Env. & CC per countries and regions.

For the purposes of this evaluation, “mapping” refers to the process of i) understanding what is and is not part of EU direct support to Env. & CC (based on a typology of EU interventions in the area of Env. & CC) and ii) identifying all relevant interventions for the analysis to be carried out by the evaluation team (including spending and non-spending, the latter being primarily related to policy and political dialogue).

The mapping of spending activities focusses on ENI/IPA funding. The EU has also provided support to Env. & CC through other financing instruments, including funds managed directly by line DGs (e.g., CLIMA, MARE, REGIO, JRC⁶¹). Consistent with the ToR, this support is not included in the financial analysis below, but it will be taken into account by the team in the qualitative analysis that will be performed in the next phases.

The thematic scope described in the ToR consists of the **ten thematic areas**. Building on these areas, the evaluation team has developed a simplified typology presented in Table 3.

There are clear limitations to any typology. In particular, the more detailed the typology, the more difficult it becomes to assign interventions in any one of its categories. Experience from other recent EU strategic evaluations also demonstrates that it is important to ensure that the categorisation can be justified in a rigorous way with clear underlying choices. In this evaluation, it is also important to recognise that several of the 10 areas of the *acquis* are strongly intertwined.

The simplified typology used in this evaluation takes into account these challenges and responds to the need to come up with categories which are useful to depict the EU portfolio in the area of Env. & CC. Some of the choices made by the evaluation team are detailed below:

- Compared to the 10 areas listed in the ToR, a few **new categories** were created:
 - The area of CC (last area listed in the ToR) has been split in two areas to better distinguish between the two traditional types of CC measures, but also to better reflect the considerable support provided by the EU in the area of CCM in the three regions under review.
 - Similarly, although not explicit in the list of areas presented in the ToR, the evaluation team decided to create a specific category on Circular economy to better identify interventions focussing on this theme.
- While new categories were created, a few areas listed in the ToR were **grouped in (larger) categories**.
 - EU interventions targeting Environmental Quality were often covering multiple themes at the same time and it was therefore not possible to dissociate the interventions in different sub-categories.
 - Reducing the number of categories was necessary to better highlight the main areas of support covered by EU interventions.

⁶¹ From 1999 to 2021 the JRC carried out every year a project dedicated to providing scientific support to policy in Enlargement and Integration countries. Most of the activities within these projects related to the area of Env. & CC.

Table 3 Simplified typology of EU support to Env. & CC

Macro category	Category used in the mapping	Link to the 10 areas of the acquis (extracts from the ToR)
Environmental Governance	Environmental Governance	Environmental Governance: environmental sustainability of strategic policy documents and investments, public participation in the decision-making process as well as access to information/justice on environmental matters, etc.
		Nature Protection: protecting the rich biodiversity and ecosystems of the region and promoting sustainable forestry
Environmental Quality	Environmental Quality/ Waste & water	Waste Management: turning waste into a resource, ensuring proper waste disposal; improving waste management, stimulating innovation in recycling, limiting the use of landfilling, and creating incentives to change consumer behaviour, etc.
		Water Management: managing wastewater, protecting water resources, of fresh and saltwater ecosystems and of the water we drink and bathe, etc.
	Environmental Quality/ Other	Air Quality: reduced emissions from stationary sources such as power plants and local district heating installations; tackling air pollutants such as sulphur dioxide, lead, nitrogen oxides, carbon monoxide and benzene; adapted oil refineries to meet EU standards, reinforced institutions for monitoring and data collection, address growing pollution traffic in the cities, etc.
		Noise: mapping noise levels in large towns and cities, roads, railways and airports, and coming up with plans to tackle the problem
		Chemicals: improving knowledge about toxic chemicals; making industry responsible for ensuring that the chemicals it produces are safe; replacing the most hazardous substances with safer ones, etc.
Industrial Pollution: preventing pollution on air, water, land, etc. from industrial activities		
Circular economy	Circular economy*	Any type of support specifically related to the development of a circular economy (including a shift in the model of production and consumption).
Climate Change	Climate Change Mitigation (CCM) /EE & RE	Climate Change (Mitigation): reducing GHG emissions from power stations, industrial plants, agriculture, buildings and transport; reducing the use of ozone-depleting substances; anticipating adverse effect of Climate Change and....
	Climate Change Adaptation (CCA)	Climate Change (Adaptation): minimising damage, preparing and adjusting to current or expected effects of Climate Change (adaptation measures), etc
	Climate Change general*	Support related to Climate Change that covers both Mitigation and Adaptation actions (e.g., Clima South, EU4Climate, etc.).
Civil Protection	Civil Protection	Civil Protection: improving prevention, preparedness and response to disasters such as floods, forest fires, etc.

Note: Categories marked as "*" don't correspond explicitly to any area mentioned in the ToR.

The evaluation team relied on the 'Aid to environment' marker used by the EU in the context of the DAC CRS reporting system in order to identify the interventions with Env. & CC as a principal (or main) objective (i.e., 'Aid to environment' marker = 2). However, a first analysis performed by the evaluation team revealed a few cases of inconsistent use of the marker system. Some interventions labelled with the 'Aid to environment' marker "Main Objective" have in fact, at best, Env. & CC as a significant objective and interventions labelled with the 'Aid to environment' marker "Not Targeted" are interventions with a clear focus on Env. & CC (see Table 4 for examples of interventions that were wrongly labelled in EU internal databases). The evaluation team performed checks and manually corrected wrongly labelled entries to develop an inventory as accurate as possible. The quality of the 'Aid to environment' marker system will be further analysed more broadly in the next phases.

Table 4 Examples of interventions wrongly labelled

Country/region	Title	Year	Financial amount (EUR)	'Aid to Environment' marker	Decision made by the evaluation team
Tunisia	NIP/Programme contribuant à la dépollution de la Méditerranée (DEPOLMED)	2016	10,750,000	Not Targeted	Included in the inventory

Regio - East	EU-EBRD Country-specific Investment Climate Reviews and Action Plans for EaP countries.	2018	2,000,000	<i>Not Targeted</i>	<i>Included in the inventory</i>
Armenia	NIP/Grant for the Armenia Road Safety Improvement Project	2017	5,413,000	<i>Main Objective</i>	<i>Excluded from the inventory</i>

3.2 Mapping of EU spending activities

The evaluation team has undertaken the reconstruction of an inventory of EU Env. & CC-targeted interventions financed from 2014 to 2020. The lists of main Env. & CC interventions identified at the national and regional levels are presented in Annex 6.

3.2.1 Main results of the mapping of spending activities

The following interim observations emerge from the preliminary mapping:

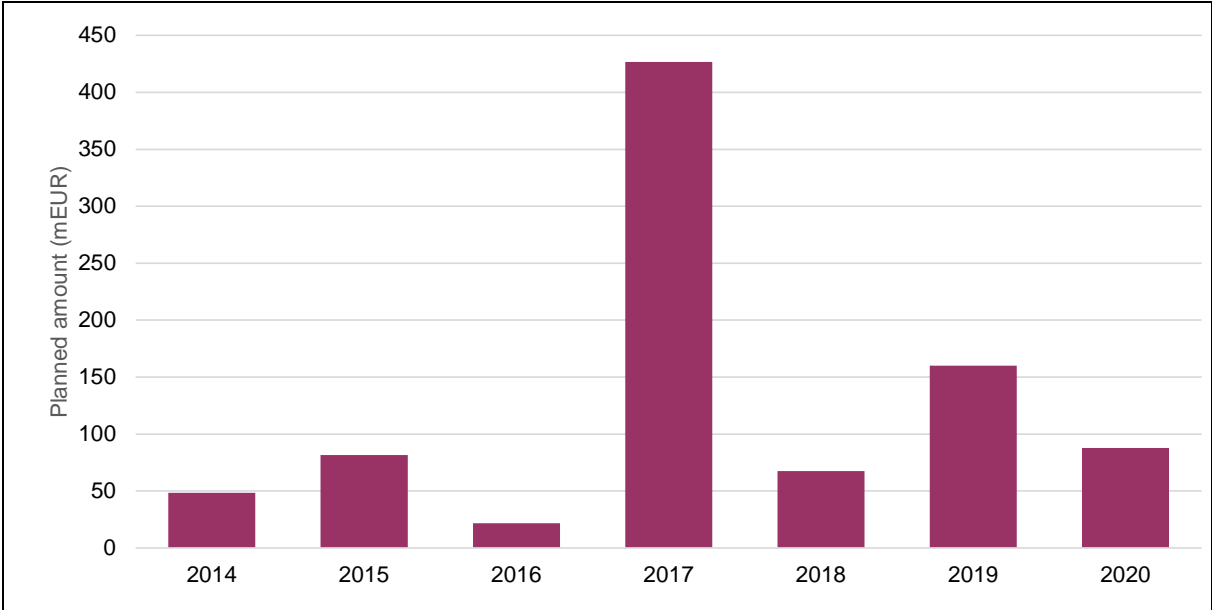
- **Total amount:** During the period 2014-2018, a total of EUR 894 million and EUR 1.9 billion were contracted for EU support to Env. & CC-targeted interventions in the Enlargement and Neighbourhood regions, respectively. In the Neighbourhood region, the sub-region receiving the highest financial amounts is the Southern Neighbourhood (EUR 1.4 billion from 2014 to 2020; or 74% of the grand total in the region).
- **Thematic areas:** Putting aside the substantial amounts going through the WBIF, the sector of Waste and Water received overall the most funding (EUR 402 in the Enlargement region and EUR 679 million in the Neighbourhood region). However, at the regional level, the sectors of CCM (EE & RE) (EUR 712 million) and Environmental Governance (EUR 123 million) ranked first in the Neighbourhood and Enlargement regions respectively.
- **Channels:** IFIs represent the largest channel of support in the regions under review although it is not possible, given the structure of the WBIF, to calculate the exact IPA contributions going to Env. & CC through this channel in the Enlargement region. *EU MS bilateral financing institutions* (e.g., KfW and AFD) and *European IFIs* (e.g., EBRD and EIB) are the most prominent channels in the Neighbourhood region (EUR 1.15 billion, or 60% of the grand total in the region). Putting aside the substantial amounts going through the WBIF, *National authorities* (e.g., governments) are the most prominent channels in the Enlargement region (EUR 475 million; or 53% of the grand total in the region). In the Neighbourhood region, Private Firms represent the second most important channel (EUR 225 million).

3.2.2 Result of the analysis in the Enlargement region

Remark: Since IPA support to WBIF pooled resources was made through general financial contributions during the period under review, it is not possible to assess IPA contributions to individual WBIF operations. Therefore, the figures below do not include amounts related to WBIF and the mapping of WBIF is presented separately (see section 03.2.3).

In the Enlargement region, the evaluation team has identified a portfolio of 284 IPA-funded interventions clearly targeting Env. & CC, for a total of approximately EUR 894 million of planned amounts covering the contract years 2014-2020. As shown in Figure 11, EU support to Env. & CC reached a peak in 2017 of EUR 427 million, with a notable decline in 2016 to EUR 22 million.

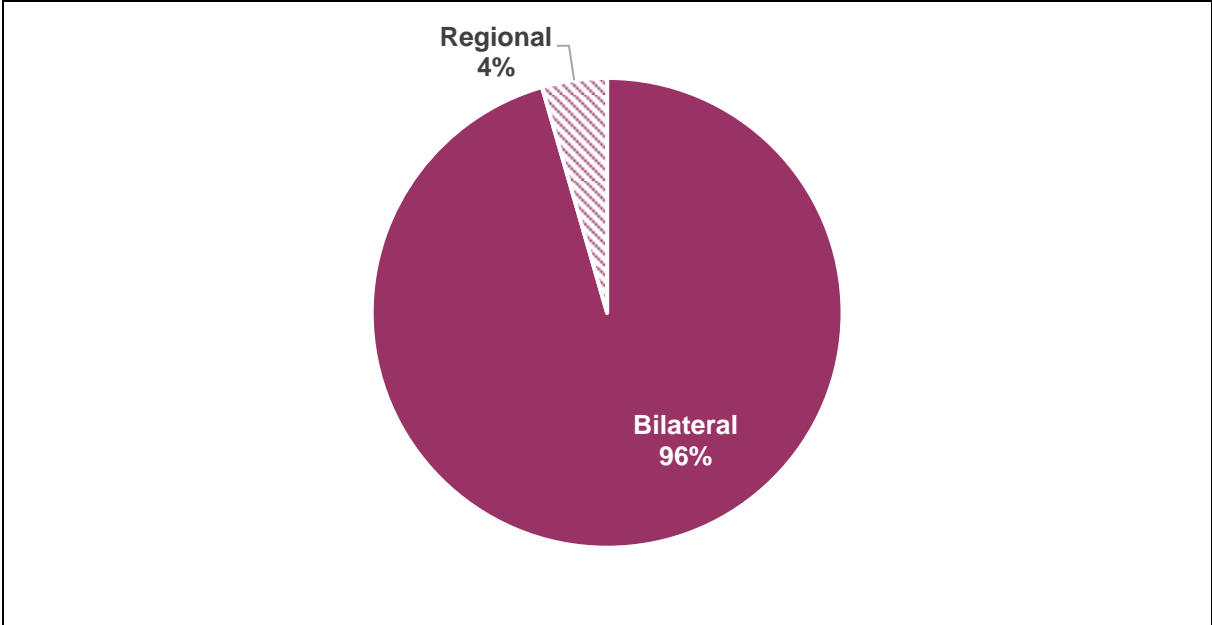
Figure 11 Evolution of IPA funding - Enlargement region (2014-2020)



Source: Particip GmbH, based on Common External Relations Information System (CRIS) data
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Enlargement region

As shown in Figure 12, EU support to Env. & CC in the Enlargement region is mainly delivered via bilateral interventions (EUR 854 million, 96%) in comparison to regional interventions (EUR 40 million, 4%).

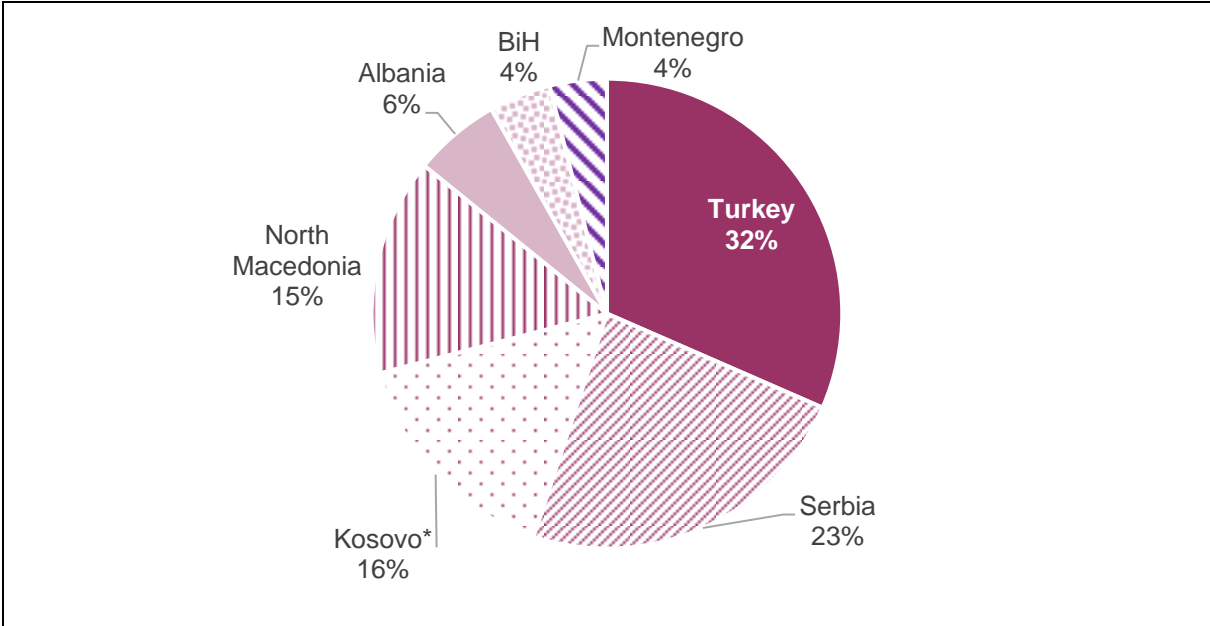
Figure 12 Type of cooperation (bilateral vs. regional) - Enlargement region (2014-2020)



Source: Particip GmbH, based on CRIS data
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Enlargement region

As shown in Figure 13, EU support to Env. & CC is concentrated in four countries: Turkey (EUR 269 million), Serbia (EUR 201 million), Kosovo* (EUR 135 million) and North Macedonia (EUR 128 million). Combined, they are allocated more than 82% of the planned amounts in the region.

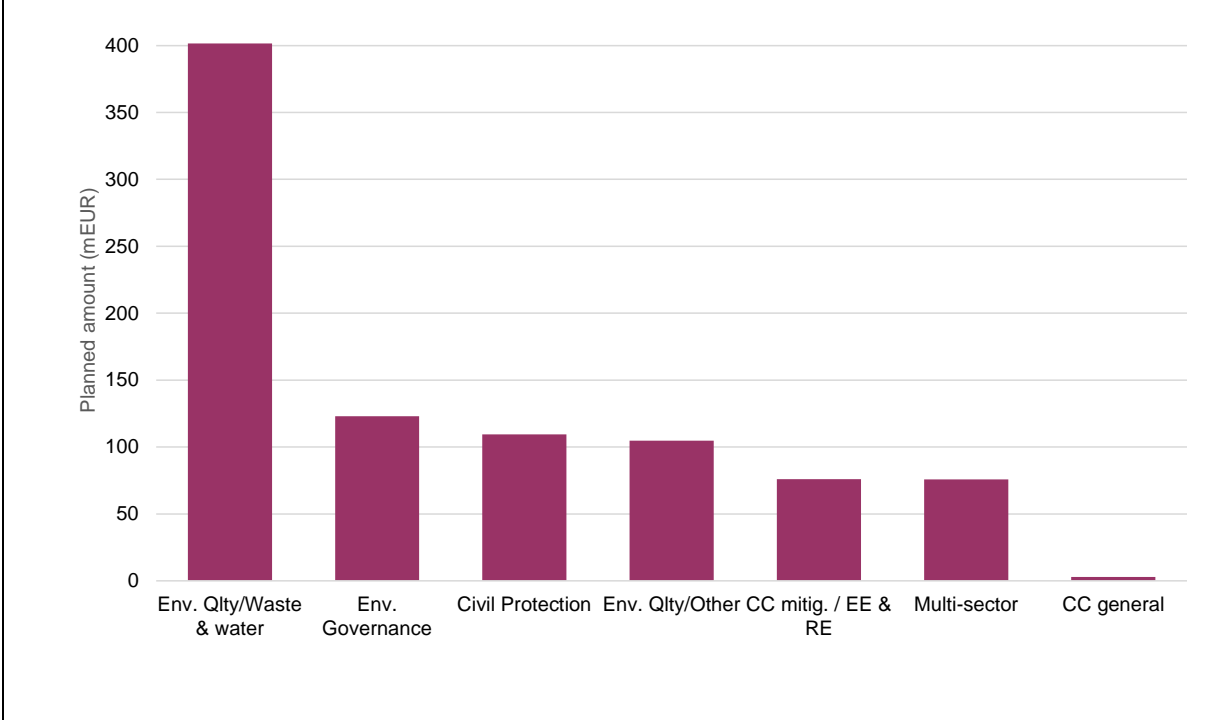
Figure 13 Breakdown of Env. & CC portfolio by beneficiary - Enlargement region (2014-2020)



Source: Particip GmbH, based on CRIS data
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Enlargement region

Applying the thematic typology described in the main report, Figure 14 shows that the sector of the area of Environmental Quality (Waste & Water) captures the majority of the financial support (EUR 402 million; 45% of the total planned amounts in the region). Environmental Governance is the second most financed area (EUR 123 million; 14% of the total planned amounts in the region) and Climate Change actions covering both Mitigation and Adaptation the smallest of all sub-categories (EUR 3 million).

Figure 14 Breakdown of Env. & CC portfolio by thematic areas - Enlargement region (2014-2020)

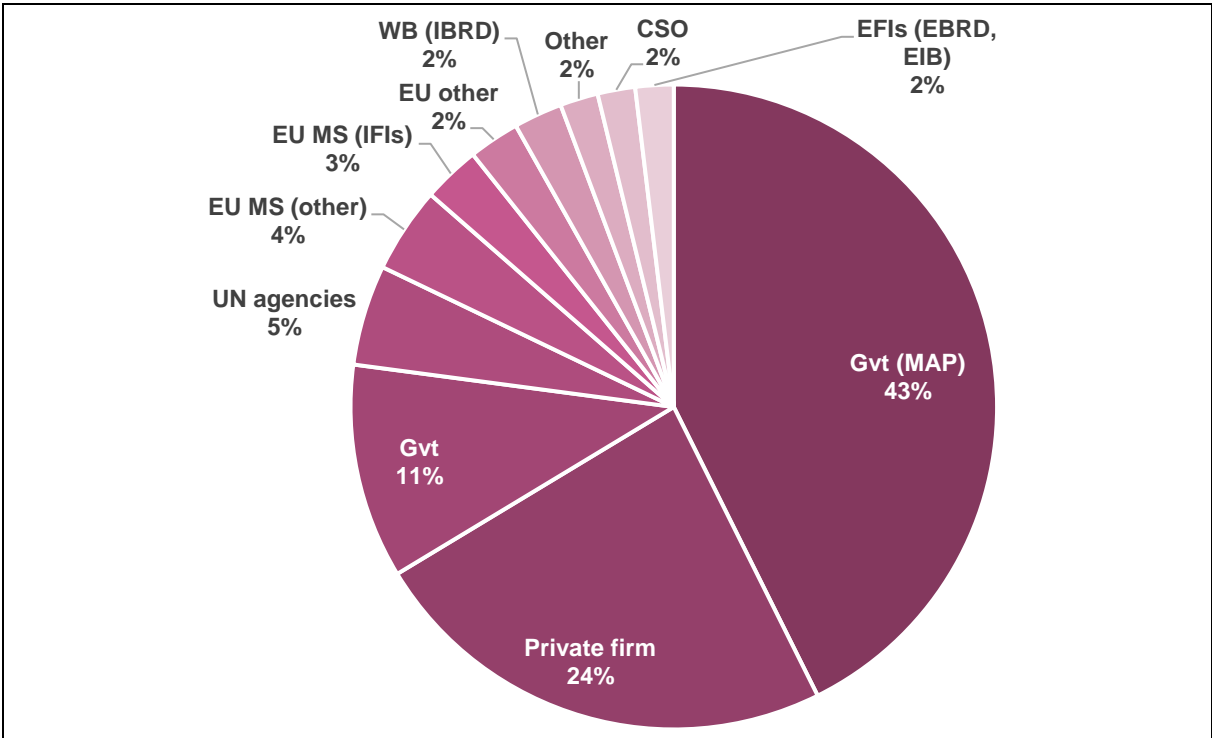


Source: Particip GmbH, based on CRIS data
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Enlargement region

When it comes to the channels used to implement Env. & CC-targeted interventions, National authorities (EUR 475 million) and Private Firms (EUR 210 million) are most prominent. UN agencies

(EUR 37 million) and EU MS bilateral IFIs (e.g., KfW, AFD) and European IFIs (e.g., EIB, EBRD) rank next. Finally, Local authorities receive the least funding (EUR 3.4 million).

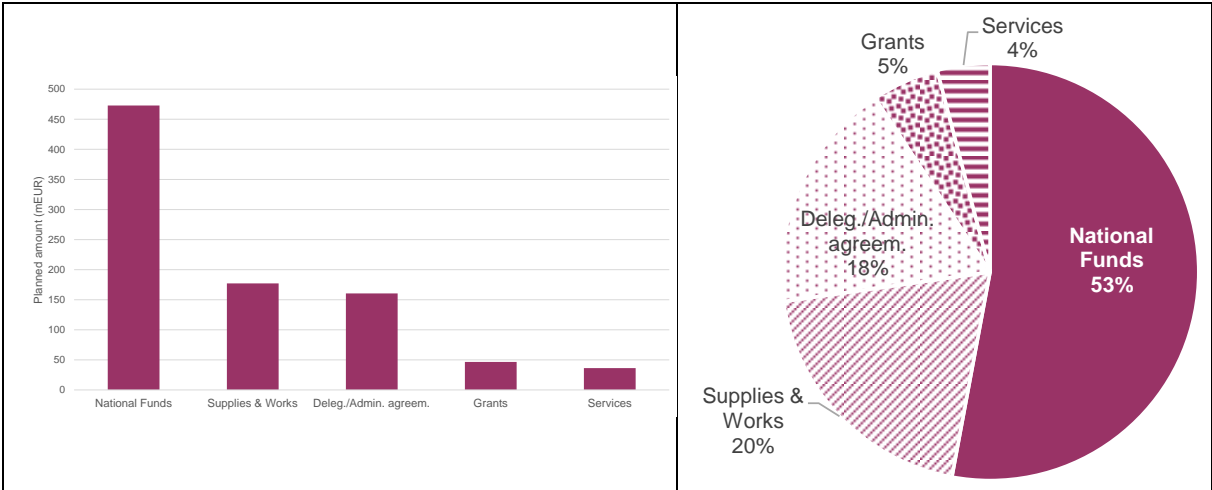
Figure 15 Channels used to implement EU support to Env. & CC - Enlargement region (2014-2020)



Source: Particip GmbH, based on CRIS data
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Enlargement region

Figure 17 presents the main modalities/aid delivery methods used in the region.

Figure 16 Overview of aid modalities - Enlargement region (2014-2020)

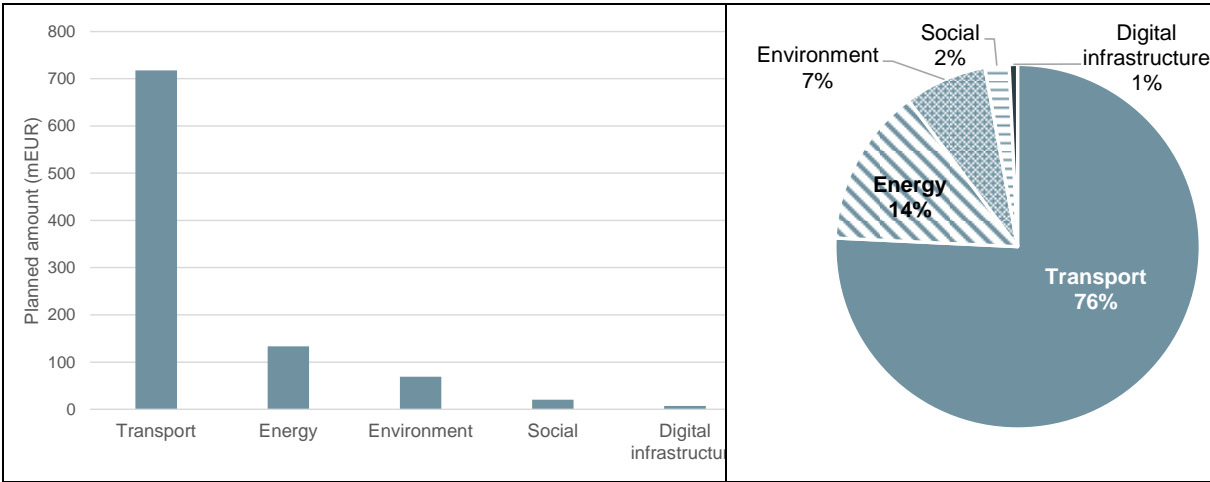


Source: Particip GmbH, based on CRIS data.
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Enlargement region

3.2.3 Result of the analysis for the WBIF

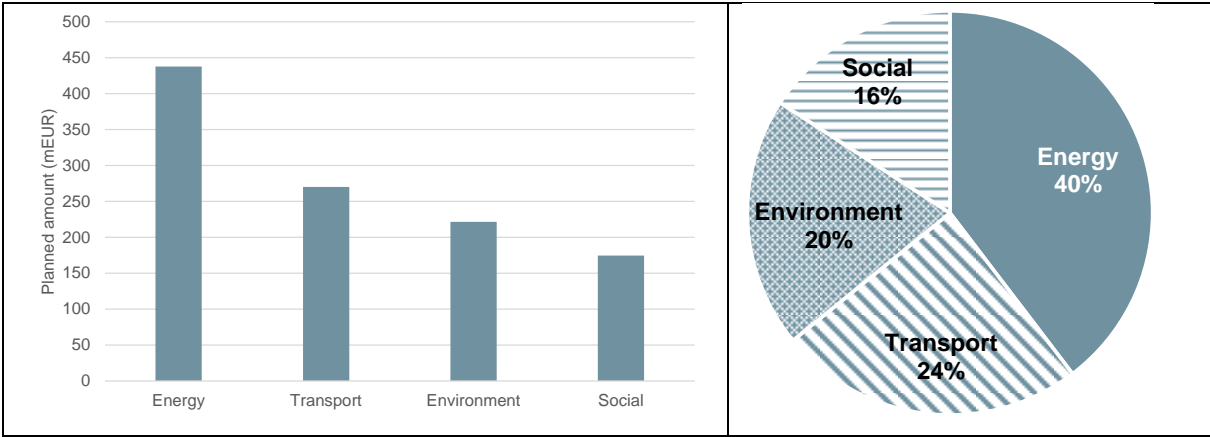
The diagrams below present the breakdown of WBIF grants (Figure 17) and loans (Figure 18) portfolio. The Transport sector received most funding throughout the period followed by the Energy sector.

Figure 17 Breakdown of WBIF grants portfolio by sectors, 2014-2020



Source: Particip GmbH, based on CRIS data

Figure 18 Breakdown of WBIF loans portfolio by sectors, 2014-2020

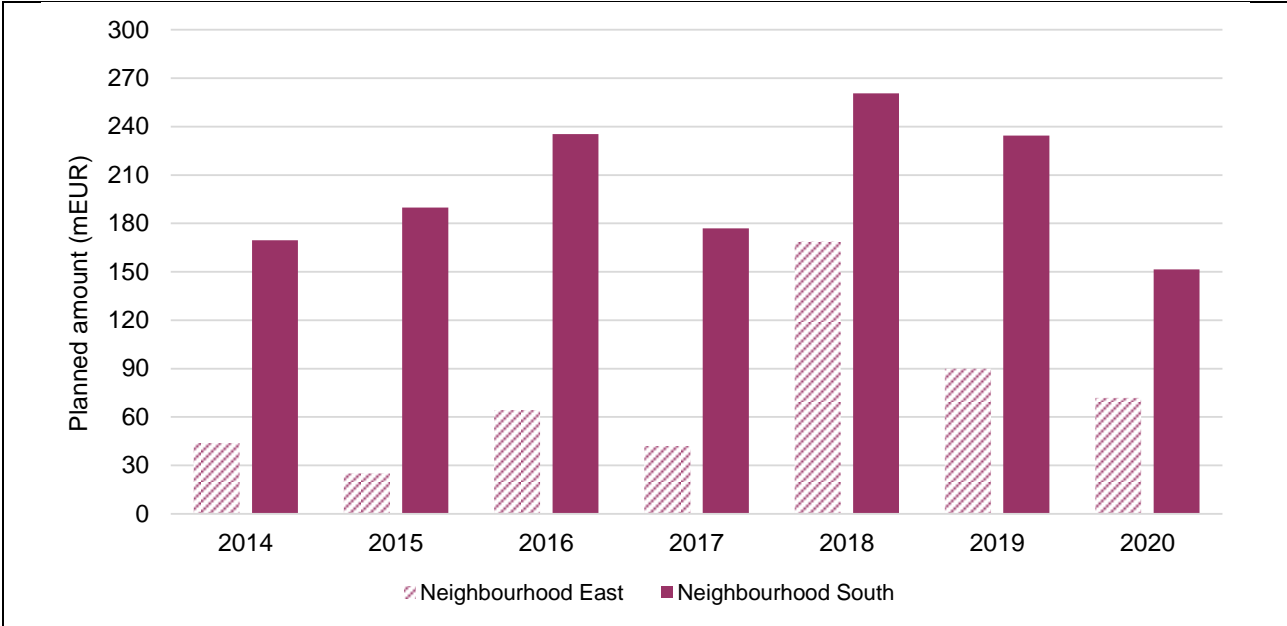


Source: Particip GmbH, based on CRIS data

3.2.4 Result of the analysis in the Neighbourhood region

The evaluation team has identified a portfolio of 490 ENI-funded interventions clearly targeting Env. & CC in the Neighbourhood region, for a total of approximately EUR 1.9 billion of planned amounts covering the decision years 2014-2020. As shown in Figure 19, EU support to Env. & CC reached a peak in 2018 of EUR 429 million for both the Eastern and Southern Neighbourhood, with a notable decline in 2017 to EUR 219 million.

Figure 19 Evolution of ENI funding - Neighbourhood region (2014-2020)

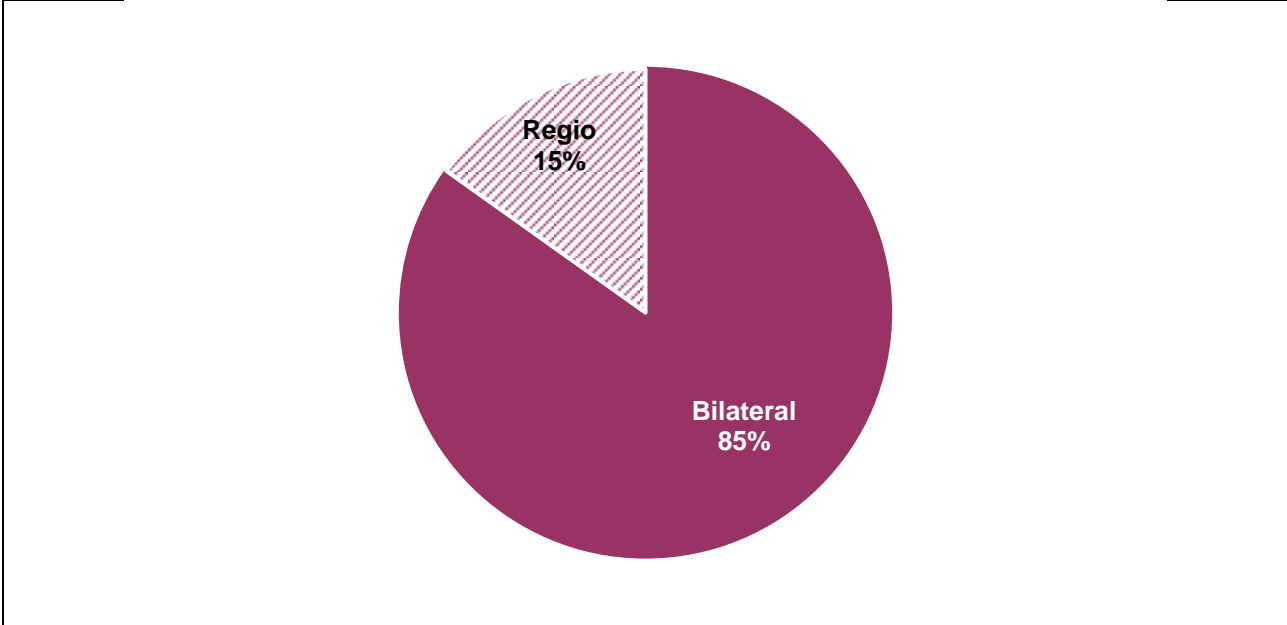


Source: Particip GmbH, based on CRIS data

Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Neighbourhood region

As shown in Figure 20, EU support is mainly delivered via bilateral interventions (EUR 1.6 billion, 85%) in comparison to regional interventions (EUR 291 million, 11%) between 2014 and 2020.

Figure 20 Type of cooperation (bilateral vs. regional) - Neighbourhood region (2014-2020)



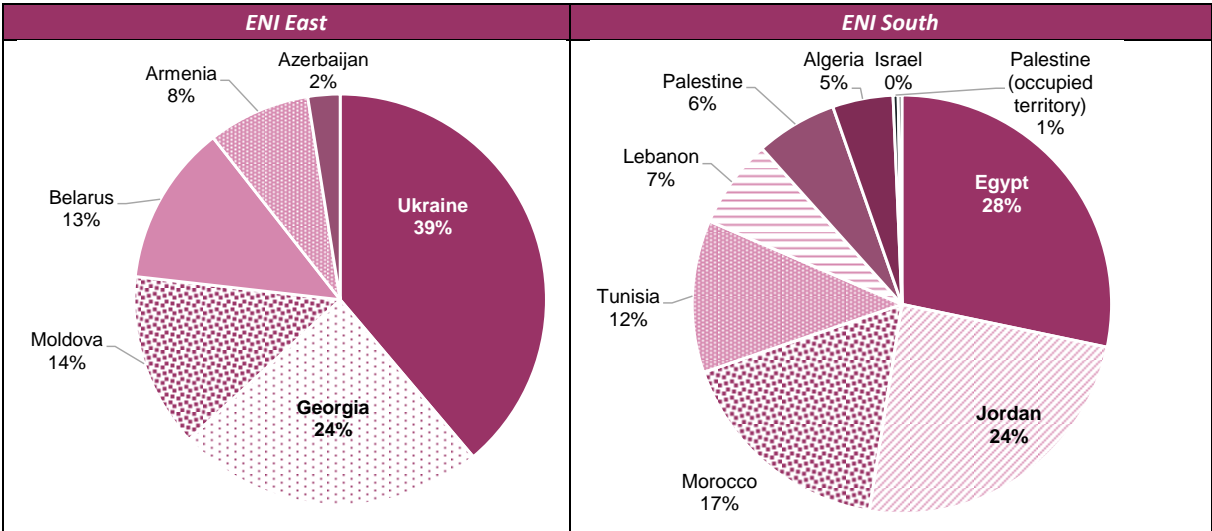
Source: Particip GmbH, based on CRIS data

Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Neighbourhood region

In the Southern Neighbourhood, support to Env. & CC is concentrated in three countries: Egypt (EUR 357 million), Jordan (EUR 305 million), and Morocco (EUR 217 million). Combined, they are allocated more than 69% of the planned bilateral amounts in the region. Syria, characterised by violent conflict during almost the entire period covered by this evaluation, received virtually no EU support to Env. & CC.

In the Eastern Neighbourhood, support to Env. & CC is concentrated in two countries: Ukraine (EUR 145 million) and Georgia (EUR 90 million). Indeed, Ukraine stands out as the largest bilateral beneficiary country in the sub-region, accounting for more than 38% of all the planned bilateral amounts in ENI East.

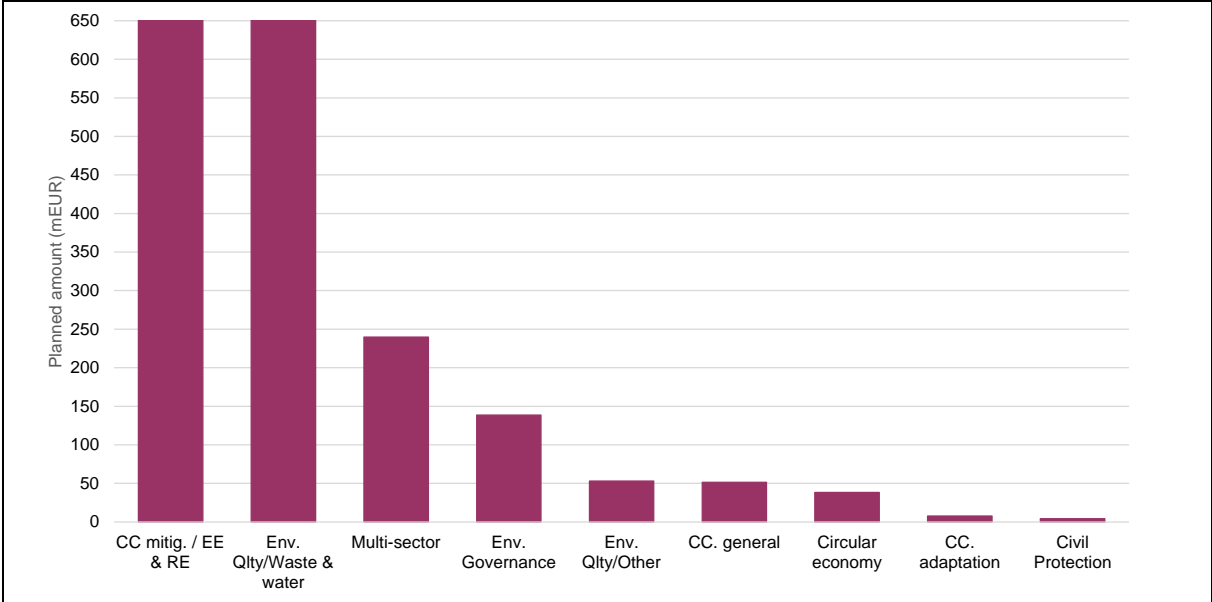
Figure 21 Breakdown of Env. & CC portfolio by beneficiary - Neighbourhood region (2014-2020)



Source: Particip GmbH, based on CRIS data
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Neighbourhood region

Applying the thematic typology described in the main report, Figure 22 shows that the majority of the financial support targets both the area of CCM (EE & RE) (EUR 712 million) and Environmental Quality (Waste & Water) (EUR 679 million). These two areas alone represent more than 72% of the overall financial assistance in the region. Civil Protection is one of the smallest of all sub-categories (EUR 4 million).

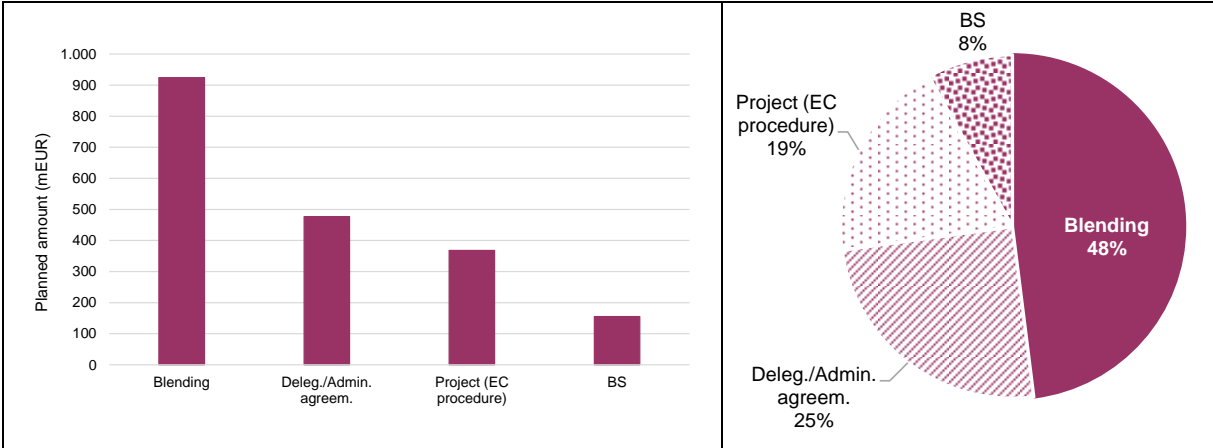
Figure 22 Breakdown of Env. & CC portfolio by thematic areas - Neighbourhood region (2014-2020)



Source: Particip GmbH, based on CRIS data
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Neighbourhood region

Figure 23 presents the main modalities/aid delivery methods used in the region.

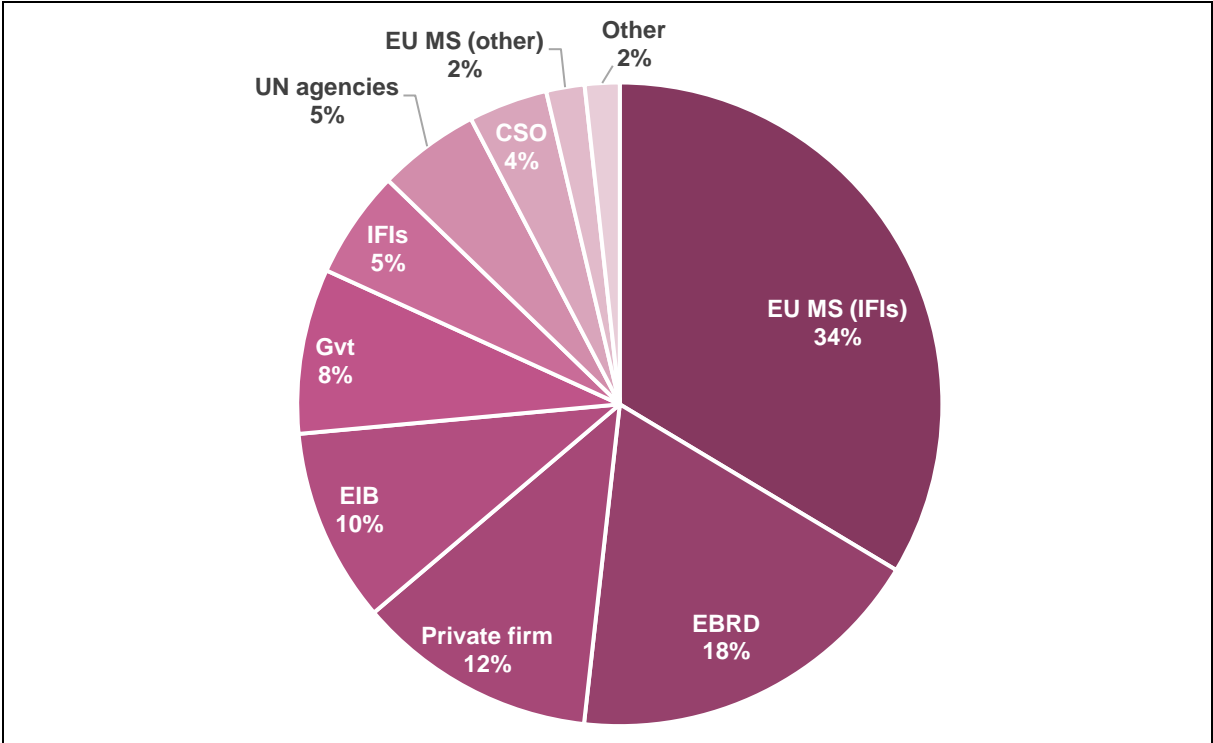
Figure 23 Overview of aid modalities - Neighbourhood region (2014-2020)



Source: Particip GmbH, based on CRIS data
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Neighbourhood region

When it comes to the channels used to implement Env. & CC-targeted interventions, EU MS bilateral IFIs (e.g., KfW, AFD, Nordic Environment Finance Corporation (NEFCO)) and European IFIs (e.g., EBRD and EIB) are most prominent (EUR 1.15 billion). Private Firms (e.g., consultancy firms), other IFIs (e.g., World Bank (WB)) and UN agencies (e.g., UNIDO, UNEP, UNDP, etc.) rank next. Direct work with National authorities (EUR 155 million) and local authorities (EUR 23 million) was limited. Finally, CSOs (e.g., international Non-Governmental Organisations (NGOs), foundations, associations, universities, etc.), “Other” organisations (e.g., International Energy Agency (IEA), European Environmental Agency (EEA), etc.) receive the least funds.

Figure 24 Channels used to implement EU support to Env. & CC - Neighbourhood region (2014-2020)



Source: Particip GmbH, based on CRIS data
 Note: this graph relates to EU Env. & CC-targeted interventions financed between 2014-2020 in the Neighbourhood region

4 Annex 4: eSurvey Report

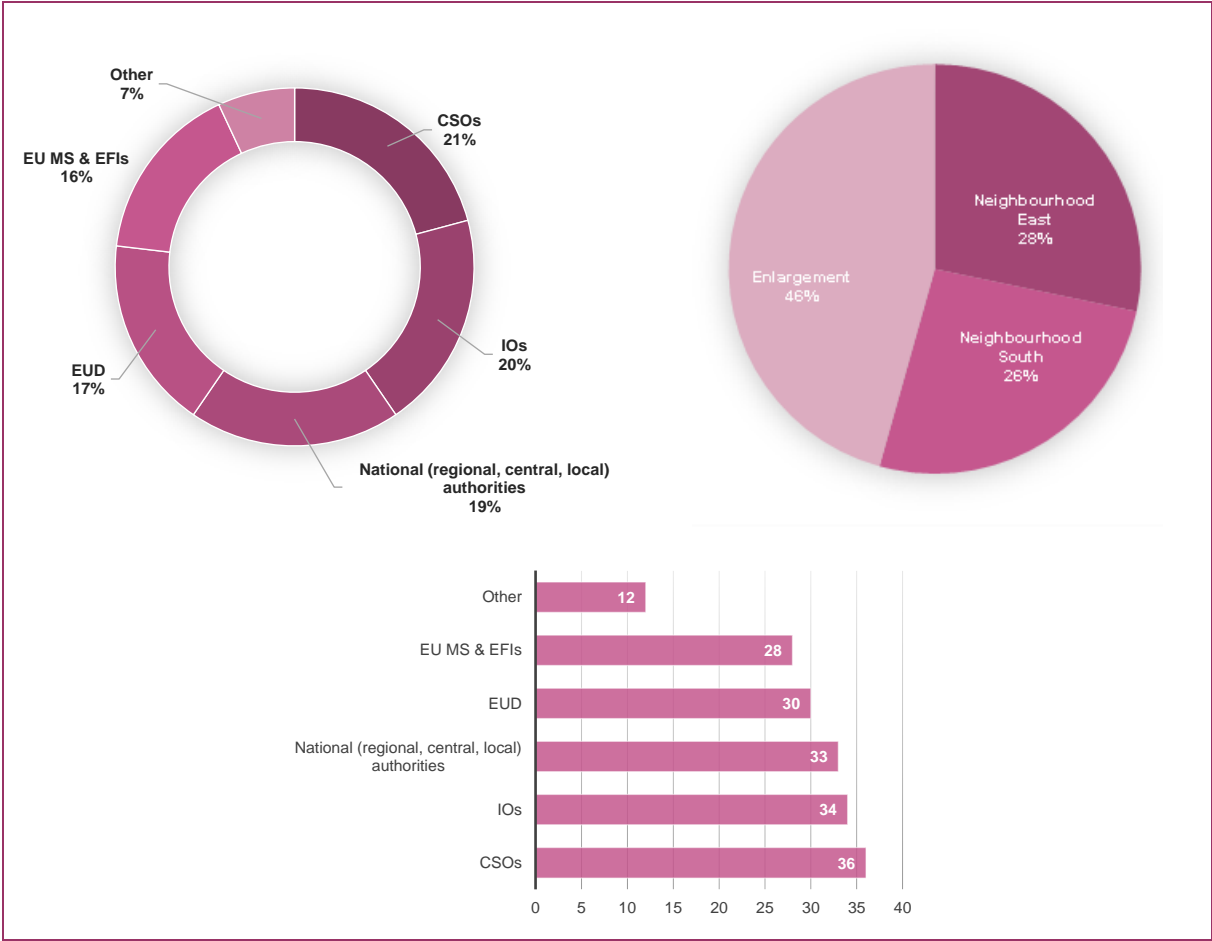
4.1 Design and implementation of the eSurvey

Purpose and objectives	The objective of the eSurvey was to collect primary information on various dimensions of the evaluation matrix from stakeholders based in partner countries and involved directly or indirectly in EU support to Env. & CC. All EUDs as well as representatives from EU MS, EFIs, national and local authorities, international organisations (incl. UN agencies) and civil society organisations based in partner countries have been invited to participate in this eSurvey. The eSurvey allows to strengthen and corroborate the findings that emerged from other sources of information, as well as fill in gaps and complement the evidence collected through other data collection tools. By also covering non-case study countries, this eSurvey facilitates the generalisation of some of the case study findings.
General survey methodology	<p>The questionnaire used for the eSurvey consisted both of closed and open questions. Closed questions had a rating scale from 1 to 4 (and, for the several questions, the possibility to answer “don’t know”). Additionally, respondents had the possibility to comment on the question in an optional text box to clarify their answer or introduce additional elements. Qualitative answers (to open questions) allowed for further contextualisation. A selection of these qualitative responses is provided below. These responses have been fully anonymised and copyedited to improve readability.</p> <p>While each survey question was related to different aspects tackled by the evaluation matrix and directly linked to specific indicators or JCs, the questionnaire as a whole did not mirror the complete spectrum of the evaluation matrix. Rather, the objective was to provide the evaluation team with additional views on a selected number of key issues. Priority was given to subjects that are difficult to capture through document review.</p> <p>The questionnaire is structured around four main sections: i) Framework and approach to implementation; ii) Env. & CC mainstreaming; iii) Policy dialogue and EU added value; iv) Effects of the EU support.</p>
Target group and response rate	In total, the survey gathered responses from 173 participants . Table 5 presents a breakdown of the number of respondents per organisations and per region.

Table 5 Breakdown of respondents by type of organisation and region

<i>Type of organisation</i>	<i>ENI</i>	<i>IPA</i>	<i>Total</i>
Civil Society Organisations (CSOs)	15	21	36
International Organisations (incl. UN agencies, World Bank)	22	12	34
National authorities	16	17	33
EU services (EUD)	14	16	30
European Member States (EU MS)	17	5	22
Other	6	6	12
European Financial Institutions (EFIs)	4	2	6
Total	94	79	173

Figure 25 Overview of responses per region and categories of respondent



Source: Particip GmbH

As indicated in Figure 25, of the respondents, 21% indicated that they worked for CSOs, 20% for IOs, 19% for National authorities, 17% for EU services/EUDs, 16% for EU MS and EFIs. Of the 7% that selected “Other”, several specified that they worked in the private sector/consulting. Other responses included a non-EU MS embassy and a private university.

The vast majority (26 of 30) of respondents from EU services indicated that they work in the Co-operation section, two that they work in the political section and two in “other” sections. 70% of respondents from CSOs indicated that they work for “Organisation/network focussing on Env. & CC.

Slightly more than half (53%) of respondents indicated that they dedicated more than 70% of their time at work to Env. & CC issues. Approximately one in three (32%) of respondents indicated that they dedicate 30-70% of their time to Env. & CC issues and one in seven (14%) less than 30%.

Figure 26 Indication of respondents' time dedicated to Env. & CC issues

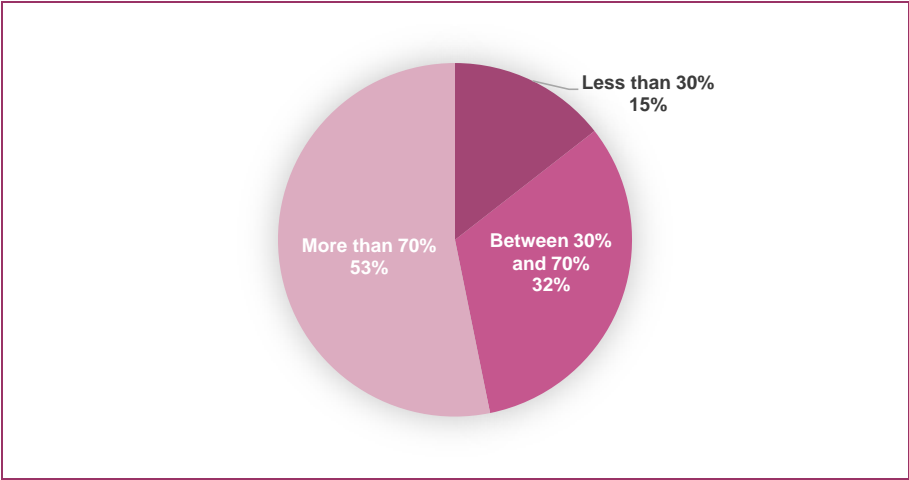
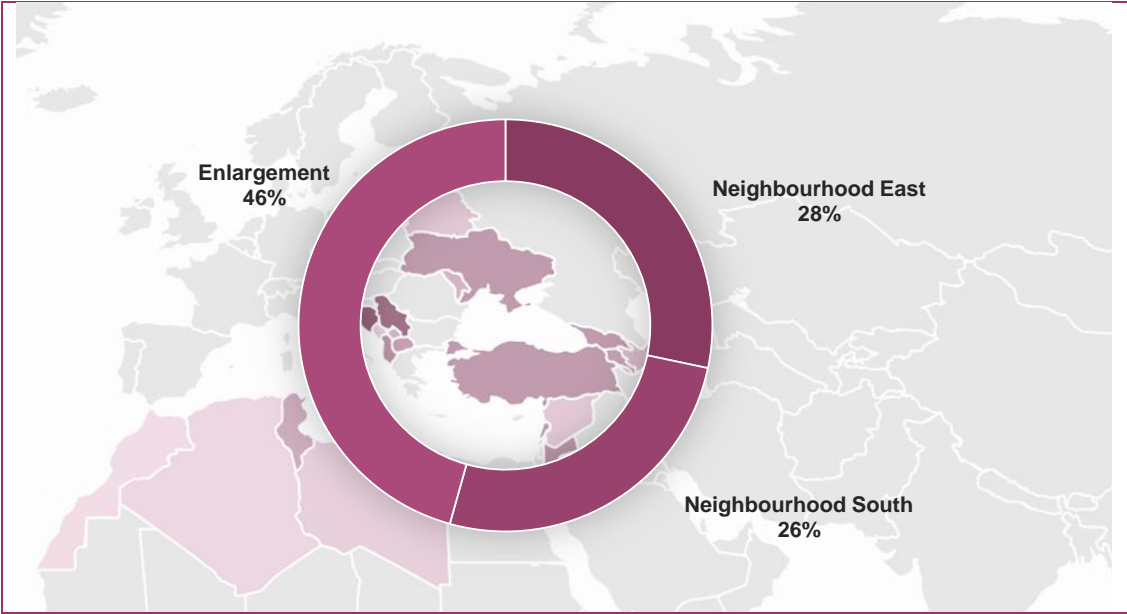


Table 6 Overview of responses per region

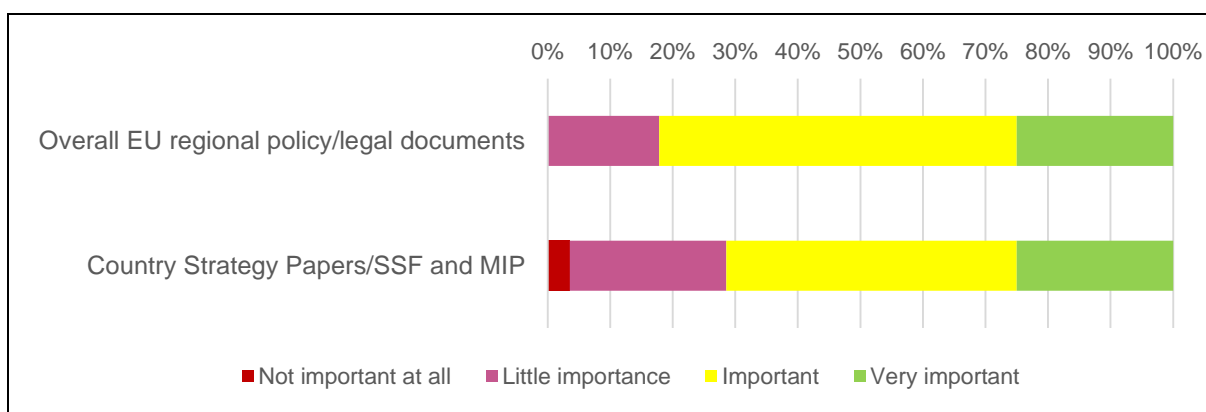


4.2 Responses

4.2.1 Responsiveness and coherence

Question 23 Emphasis and importance in programming/strategic documents

Based on your experience, how much emphasis and importance were given to Env. & CC in EU programming/strategic documents guiding EU support in your country during the period 2014-2020?



Note: for both variables, N = 28.

The share of positive answers⁶² for Q1 was:

- 82% for “Overall EU regional policy/legal documents”,
- 71% for “Country Strategy Papers/Single-Support Frameworks and Multi-Annual Indicative Programmes”.

Box 19 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 19 Emphasis and importance in programming/strategic documents – qualitative assessments

Env. & CC harmonisation with EU standards is an important priority in the framework of EU's enlargement policy. **EUD, Enlargement**

While Env. & CC had one of the biggest priorities in the policy and EU financial assistance planning documents and the MIPD, the budget of the environmental programme was cut by more than 45% by the EU at a later stage. **EUD, Enlargement**

Environment was very high as priority in the EU agenda. Since beginning of the 2000's one of the biggest supports was programmed particularly in the environment sector. Nevertheless, most of the projects faced with significant difficulties in implementation and therefore were at the bottom of the list for long time. Major problem included lack of maturity with regard to situation on the field (licenses, studies and other precursors of the successful project implementation), as well as the problems related to state of preparedness on the beneficiary country (all levels, from central to local). **EUD, Enlargement**

The level of ambition for Env. & CC action was too low, especially in biodiversity conservation and climate action. **EUD, Enlargement**

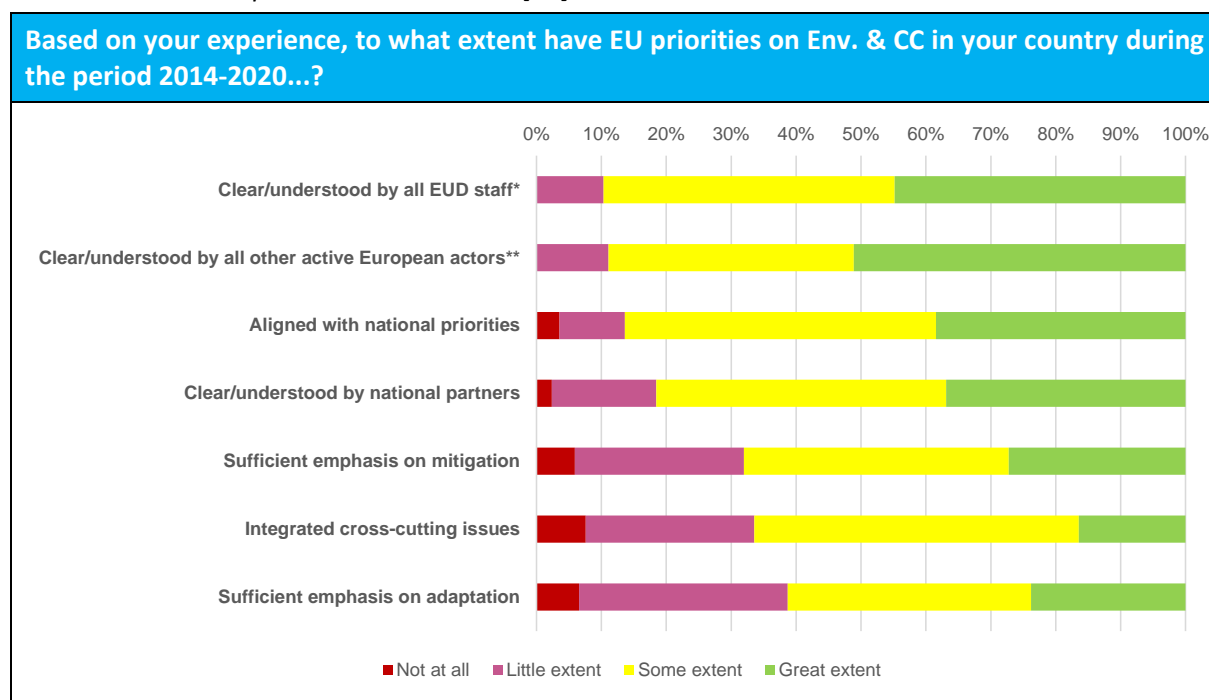
The EUD had a focus on budget support in sectors tackling Env. & CC, notably green energy, waste management and water & wastewater. **EUD, Neighbourhood South**

There is no SSF [with the country]. The EU works on specific objectives that are not environment related through special measures. Indirectly, issues such as waste management are touched through the sectors of governance and private sector. **EUD, Neighbourhood South**

Programmes funded through Annual Action Plans and all partnership with the [national] government is suspended. All funding is disbursed through project modality. EU bilateral funding is very modest and very limited as compared to environmental challenges (further amplified by humanitarian needs and suspension of technical dialogue). **EUD, Neighbourhood South**

⁶² Responses of “Important” or “Very important”.

Question 24 EU priorities on Env. & CC [All]



Note: *Only answered by EUDs; N = 29. **Only answered by EUDs, EU MS and EFIs; N = 45. For all other variables N = 158-169.

The share of positive answers⁶³ for Q2 was:

- 90% for “Been clear/understood by all EUD staff”,
- 89% for “Been clear/understood by all other European actors (e.g., EU Member States, European financial institutions) active in the country”,
- 86% for “Aligned with national priorities”,
- 82% for “Been clear/understood by national partners”,
- 68% for “Reflected a sufficient emphasis on climate change mitigation”,
- 66% for “Integrated cross-cutting issues such as gender equality and youth”,
- 61% for “Reflected a sufficient emphasis on climate change adaptation”.

Box 20 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 20 EU priorities on Env. & CC – qualitative assessments

Environment is not a priority in [the country]. Not all sector staff within the EUD are familiar with everything that we do - just as much we are not deeply immersed in other field (e.g., rule of law, dialogue or financial and audit). **EUD, Enlargement**

The central and local government failed for the 12th time in a row to prioritise environment in the national agenda. Implications from CC are now more and more frequent, but the national and local technical and human capacities are not sufficiently equipped to face these challenges. Pollution and resource deterioration has come to an irreversible point whereas protected areas and all the coastlines are now under considerable threat throughout the country. **CSO, Enlargement**

Env. & CC has not been a priority for the Government. The sector was entirely donor dependent. Several measures in the IPA II addressed CC mitigation and adaptation. On gender integration more can be done. **EUD, Enlargement**

The environmental agenda was maybe prematurely pushed to the national authorities which level of readiness was at the low level. Since then, the situation progressed a bit, but not significantly.

⁶³ Responses of “Some extent” or “Great extent”.

Some of the strategies are in place, but there is a lack of proper implementation of adopted strategies and plans. The fact that the capital city still does not have even in plans proper wastewater treatment speaks for itself. **EUD, Enlargement**

Unfortunately, we didn't see any priorities in EU in past period regarding CC. In EU plans for the Western Balkans, environment is not mentioned at all. In our meeting about progress, which takes place once a year, we always emphasise the same problems that are 4-6-10 years age. Low quality of EIA, slow progress in adopting new laws, bad implementation in the field. Mitigation and adaptation on CC are something rarely mentioned, and not implemented at all. **CSO, Enlargement**

The transition from linear waste management approach towards circular economy has not been sufficiently implemented. **EU MS, Enlargement**

The Env. & CC support is very focussed on supporting institutional change at central level, next to CSO support. The support misses clearly interlinking local and central level support. The support has until now had weak attention to social cohesion in society, i.e., leaving no one behind in the Green Transition. **EU MS, Enlargement**

EU priorities on Env. & CC have been recognised in the recent period. The main problem was non-fulfilment of preconditions for IPA financing from our side. There was no EU support for CC in 2014-2020. There is the national CC adaptation and low emission strategy. The new strategy prepared in cooperation with UNDP is in the process of adoption. **National authorities, Enlargement**

No assessment has been done about gender equality or youth neither in the IPA I nor IPA II projects. **National authorities, Enlargement**

As in many other areas of intervention, alignment of national legislation, guidelines and policies with EU priorities has been done, but there is no sufficient implementation of the strategic documents and laws. **Other, Enlargement**

EFIs have continued to provide financing for fossil fuel government projects. This relates to all countries part of EPPA multi-country project. **Other, Enlargement**

There is a general feeling that climate change mitigation is not considered of much importance in [the country]. **EUD, Neighbourhood East**

NGOs have restrictions on their activities. NGOs have financial problems. Public control is weak. Civil control over the activities of officials in the country is very weak. **CSO, Neighbourhood East**

The country is ahead of the EU as regards CC concern in environmental policy. [But, there is a] lack of operational knowledge on the integration of cross cutting issues (esp. gender & youth) from the international community and national interinstitutional framework are not ready yet. **EU MS, Neighbourhood East**

The EU priorities in Env & CC eventually materialised through infrastructure projects mainly, e.g., in energy, water supply and sanitation. There were attempts to advance green enabling framework but with no finality. National environment authorities proposed their priorities for 2014-2020 but decision on EU support was done by [*high-level decision makers*], which reoriented EU support in its own interests (energy and water supply). In the future, Ministry's voice has to be heard, without facilitators. **IOs, Neighbourhood East**

The ongoing EU collective effort on environment and climate change only overlap the national priorities about 60%. So insufficient overlap with the national priorities is one challenge, but the major challenge is that far too little (i.e., number of contributions and financial volume) is done by the EUREP and EU MS despite the very strong policy signals and instructions from Brussels and the respective capitals of the EU MS. In short: the EU as a collective is not doing enough. **EU MS, Neighbourhood South**

The EU has invested a lot in the environmental sector, but the problem is that the money invested was badly managed. The EU should execute projects in developing countries at the same managerial standards as in Europe. The EU did not even ask governments all over these years for any technical, legal, financial, institutional reforms. These donations should have been conditional in order to be able to succeed. For example: building solid waste and wastewater treatment plants without even

considering if the government will be financially able really to operate it properly. **National authorities, Neighbourhood South**

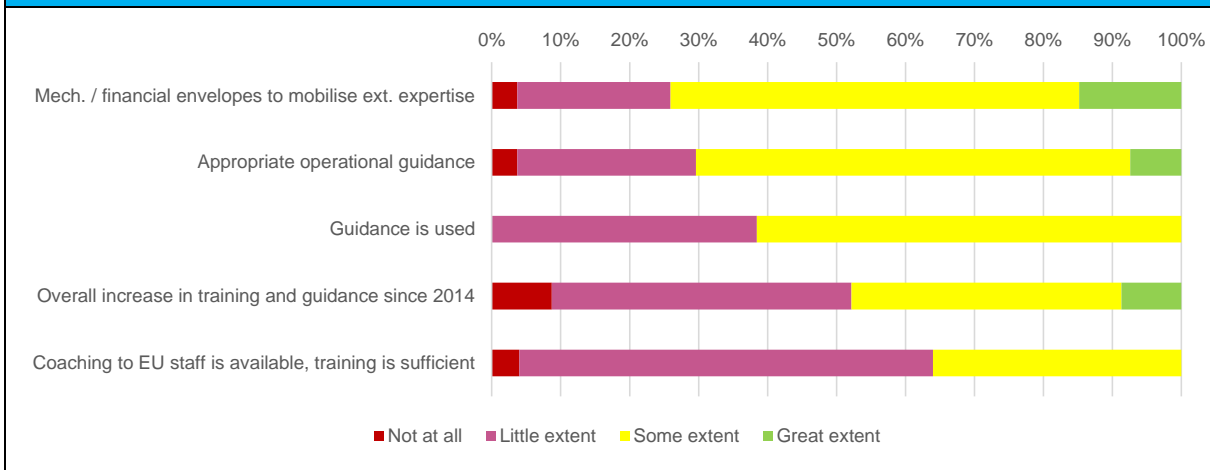
The Ministry of Environment is the focal point for CC and they are not communicating with the Ministry of Energy and Water to fully understand our concerns regarding adaptation to CC and propose good projects. Within this context I believe that there must be two focal points for CC [within] the ministry of Energy and water and the ministry of environment to integrate their visions for facing CC challenges. **National authorities, Neighbourhood South**

The focus has been on mitigation which in my opinion is driven by the donor countries to sell their technologies to beneficiaries and not necessarily to reduce emissions. A lot of politics has been weaved into the process. **Other, Neighbourhood South**

The EU contributes significantly to supporting civil society and empowering women and youth, but it has not claimed environmental problems. **National authorities, Neighbourhood South**

Question 25 *Provision of accessible guidance, training, coaching [EUD]*

Based on your experience, to what extent has the EU provided accessible operational guidance and useful training / coaching on Env. & CC for its staff?



Note: Only answered by EUDs; for all variables N = 23-27.

The share of positive answers for Q3 was:

- 74% for “(Expertise) Mechanisms / financial envelopes to mobilise external Env. & CC expertise are easily accessible to EUDs”,
- 70% for “(Guidance) Appropriate operational guidance is accessible for all staff”,
- 62% for “(Guidance) Guidance is used”,
- 48% for “(Training & Coaching) Overall increase in the quantity / quality of training and guidance since 2014”,
- 36% “(Training & Coaching) Coaching to EU staff, which are not necessarily Env. & CC experts, is available and training of relevant staff is sufficient (frequency, type of content)”.

Box 21 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 21 *Provision of accessible guidance, training, coaching – qualitative assessments*

Overall increase without any doubt until Covid pandemic. Last two years trainings are more or virtual and not that frequent and attractive as before the pandemic. **EUD, Enlargement**

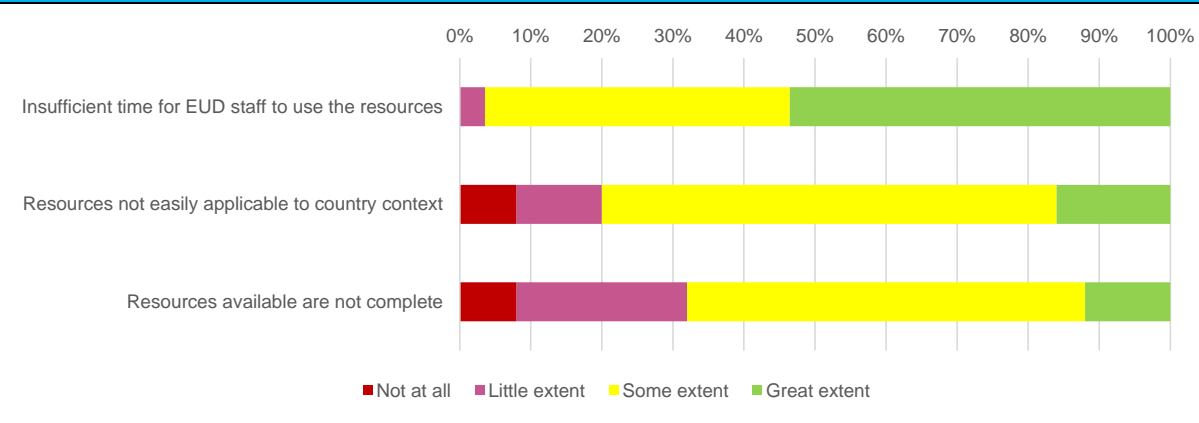
I am not aware of a specific guidance document, although there were information seminars organised by DG ENV and DG NEAR. **EUD, Enlargement**

TAIEX is a tool mobilising EU expert (from national administration) that is available and easily mobilizable. Remaining EU programming and delivery tools are available and increasingly focussing on CC topics (part of the post 2020 programming priorities for [the country], specific Horizon Europe, CSO/LA calls). The COTE Env. & CC has organised very informative and helpful online

meetings/trainings that are very helpful in disseminating information, understanding and best practices on Env. & CC issues across the EaP EUDs. **EUD, Neighbourhood East**
 As Environment focal point I have been replicating the standard regional training I followed for the operations section of the delegation. **EUD, Neighbourhood South**
 Given the fragile state context and the suspension of diplomatic relations but also the modest allocations of NEAR funds and overwhelming humanitarian needs, specific guidance should be provided. **EUD, Neighbourhood South**

Question 26 *Main obstacles to use of available resources [EUD]*

Based on your experience, what have been the main obstacles to use available internal operational guidance and training / coaching opportunities on Env. & CC?



Note: Only answered by EUDs; for all variables N = 25-28.

The share of positive answers for Q4 was:

- 96% for “Time available for EUD staff to use the resources is not sufficient”,
- 80% for “Information presented in available resources (guidance, training, coaching) is not easily applicable in my country context”,
- 68% for “Resources (guidance, training, coaching) available are not complete (e.g., they don’t cover thematic areas, instruments/modalities that are important for my EUD’s work)”.

One respondent specified “Hands-on training is missing, real case studies and exercises” under “Other” and assessed this factor with “Great extent”.

Box 22 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 22 *Main obstacles to use of available resources – qualitative assessments*

Enlargement Delegations are facing huge workload due to SAA and candidacy/negotiations requirements. Lack of staff and fluctuation also represent an obstacle, those are the main reasons for time (non) availability. **EUD, Enlargement**

In our EUD there is gender focal point but no Env. & CC focal point. Could be useful to have a focal point who would monitor the implementation of Env. & CC horizontally. **EUD, Enlargement**

CC issues are evolving from a sectoral issue addressing specific topics in our cooperation with third countries to a broader economy wide decarbonisation approach. This is a new approach and the number of sectors relevant to the topic are increasing. This is also true but maybe to a lesser extent for Environmental issues as the sectors have not really changed. New or relatively new areas such as EU industrial alliances, circular economy, decarbonisation of industry, green transport sectors are still in the making and the link with EU value chains also in the making. so hard to produce useful guidance in these conditions. **EUD, Neighbourhood East**

Available guidance and trainings respond more to a logic "one size fits all" without really touching or inspiring any action or analysis at country level. **EUD, Neighbourhood South**

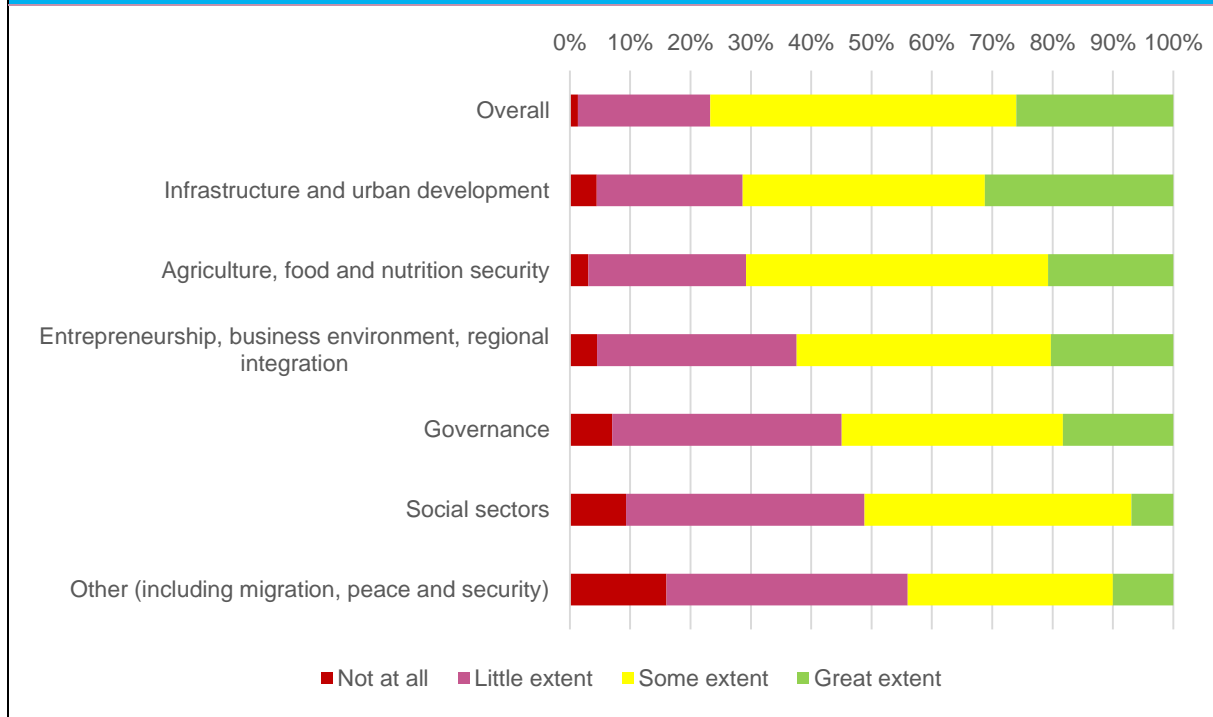
The EUD has launched its own assessment with a partial focus on integration of CC focus [in the country]. HQs services contacted confirmed that given the specific operating context,

mainstreaming objectives and aspirations are likely to be modest. They were not able to provide specific guidance suited to the fragile state setting. Comparative analysis and lessons drawn from other fragile state contexts would be useful. **EUD, Neighbourhood South**

4.2.2 Env. & CC mainstreaming

Question 27: *Integration of Env. & CC in different sectors of cooperation [All]*

Based on your experience, to what extent has EU support integrated Env. & CC in its different sectors of cooperation, during the period 2014-2020?



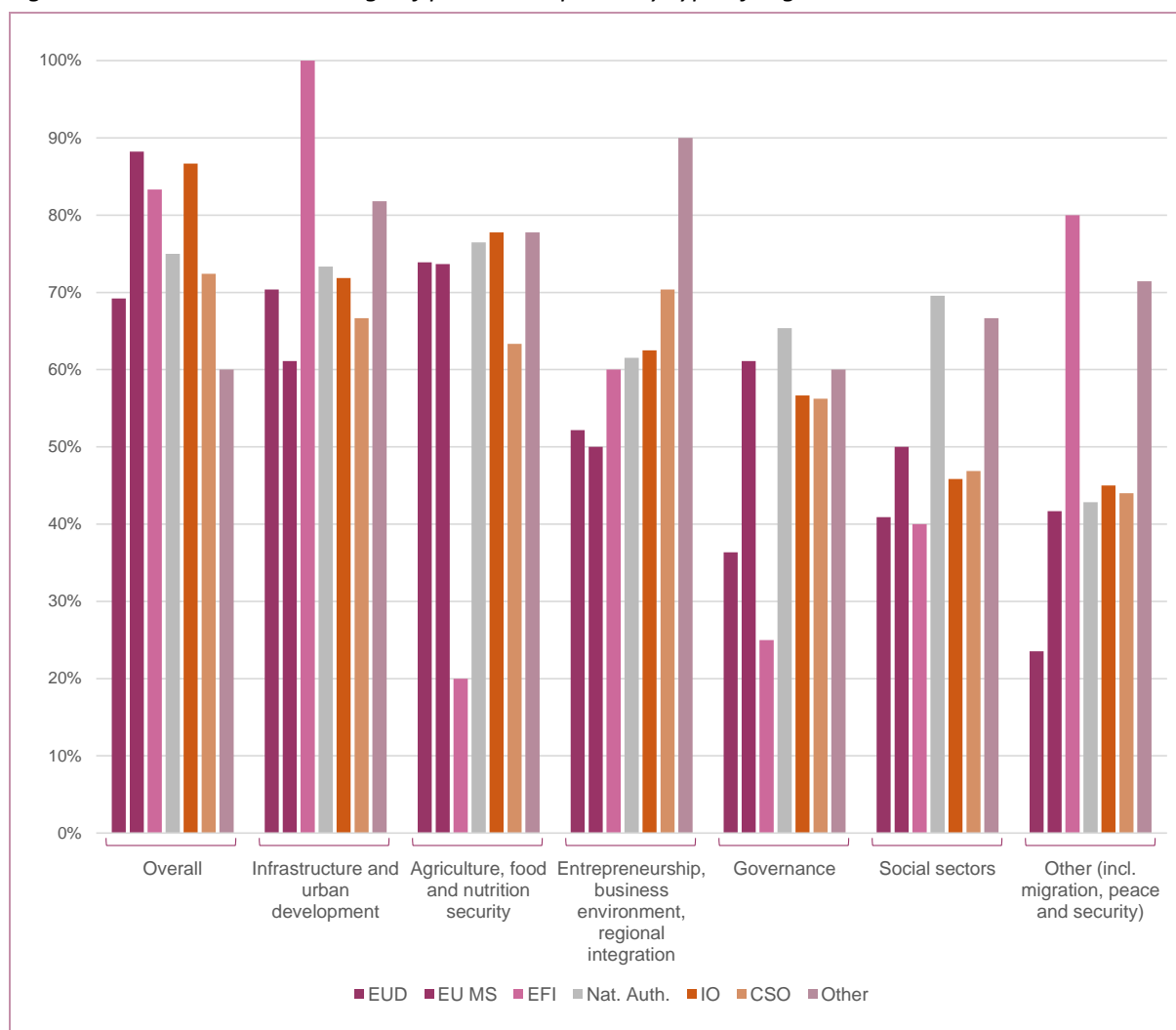
**In this question, integrating Env. & CC in the design of interventions go beyond avoiding negative effects in the area Env. & CC. It could consist in: i) identifying and integrating specific objectives and processes / approaches which aim at contributing to environmental protection and climate change; ii) relying on existing Env. & CC evidence to enhance design and implementation of projects / programmes, iii) allocating dedicated funding for Env. & CC-targeted activities; iv) bringing in Env. & CC expertise to influence policy / sector programmes at country level; etc.*

Note: For all variables N = 100-157.

The share of positive answers for Q5 was:

- 77% for “Overall (the whole EU portfolio in the country)”,
- 71% for “Infrastructure (transport, energy) and urban development”,
- 71% for “Agriculture, food and nutrition security”,
- 62% for “Entrepreneurship, business environment, regional integration”,
- 55% for “Governance (general public sector reform, democracy, the rule of law, human rights)”,
- 51% for “Social sectors (education, health, employment, social protection)”,
- 44% for “Other (including migration, peace and security)”.

Figure 27 Q5 - Percentage of positive response by type of organisation



Box 23 presents a selection of qualitative responses explaining respondents' assessment provides further insights and illustration of different points of view:

Box 23 *Integration of Env. & CC in different sectors of cooperation – qualitative assessments*

It is only in the last couple of years that we see the Env. & CC as integrated topics within other areas of support. **CSO, Enlargement**

There were other priorities rather than Env. & CC that absorbed most of the funding package. Env. & CC portfolio was relatively modest, if we do not take into account projects that were related to drinking water infrastructure, co-generation heating and energy efficiency measures. **EUD, Enlargement**

Env. & CC were mainly understood as a cross-cutting issues and they are not systematically mainstreamed into the sector specific policies. **IOs, Enlargement**

The lack of strategic documents and implementation of previous project results was the main reason why IPA finance was limited [in the country]. There was no EU support for CC in 2014-2020 in any of the sectors. Currently, there is an IPA 2022 programming process in the field of Env. & CC, where the main target is CC. **National authorities, Enlargement**

Support for the Agricultural Sector and Environment Sector appear to be mostly disconnected. [The country] is highly reliant on agriculture and leveraging IPARD and similar would have been a good opportunity to improve practices like fertiliser runoff. **Other, Enlargement**

The integration of Env. & CC in different sectors still need to be applied; only in recent years country started to take into consideration Env. & CC in developing various sectors and elaborating respective strategies and action plans. **IOs, Neighbourhood East**

Mainstreaming has started during the 2014-2020 but has gained momentum at the very end of this period - AAP 2019 in Ukraine and 2020 contain elements of mainstreaming CC in many areas with targeted actions on governance, just transition of coal producing regions, hydrogen etc. **EUD, Neighbourhood East**

The debate about Env. & CC is completely absent in some sectors, which is regrettable as Env. & CC must be a cross-cutting issue. The interest in implementing Env. & CC barriers in some important sectors is still focussed on the national level and very little is done at the local level, while we are since 2018 in a decentralised process. Through certain programmes, that I am aware of, the EU allocates great attention to agriculture, food and nutrition and security. **CSO, Neighbourhood South** Env. & CC issues were targeted indirectly and, in any case, never constituted a significant objective.

EUD, Neighbourhood South

There are no sizeable investments in governance and infrastructure. It is also not possible to invest in reconstruction due to political conditionalities. **EUD, Neighbourhood South**

Mainstreaming CC in policies, programs/projects are mostly limited to sectors and areas with direct impacts. Hard to address this issue beyond. EU MS, Neighbourhood South

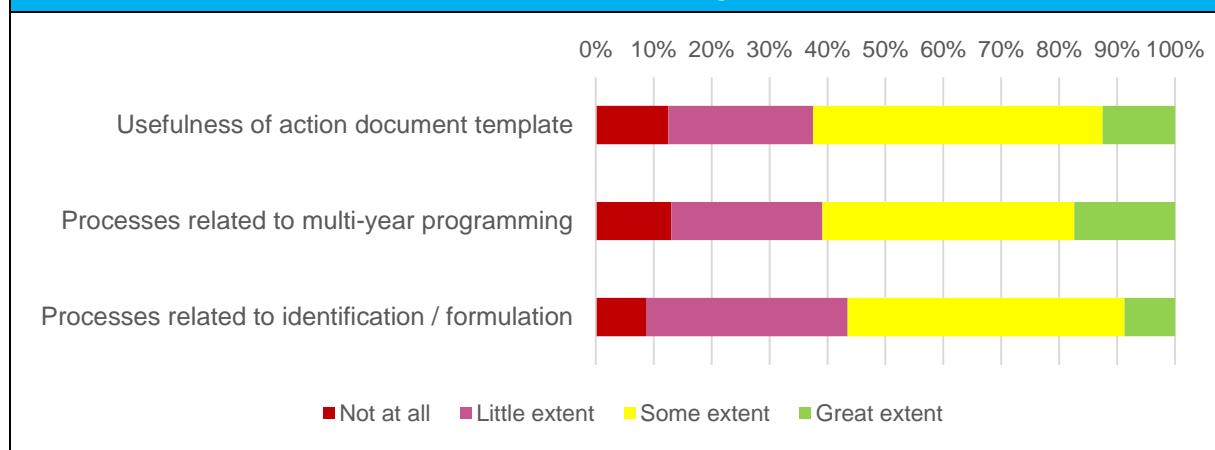
More focus is needed on food security as a main sector for intervention and the nexus with CC. The bridging between sectors to support the delivery as one (for the UN) would be excellent. **IOs, Neighbourhood South**

Often, a vertical approach is adopted whereby Env. & CC is not mainstreamed in the different sectors although this would be tackled in a comprehensive approach in some programs/projects. **IOs, Neighbourhood South**

The focus has been on traditional basic infrastructure support without consideration of the cross sectoral nature of Env. & CC. **Other, Neighbourhood South**

Question 28 Internal processes conducive to Env. & CC mainstreaming [EUD]

Based on your experience, to what extent have internal processes (incl. templates, quality review mechanisms) been conducive to Env. & CC mainstreaming?



Note: Only answered by EUDs; for all variables N = 23-24.

The share of positive answers for Q6 was:

- 63% for “Processes related to multi-year programming”,
- 61% for “Usefulness (for Env. & CC mainstreaming) of specific sections on cross-cutting issues in action document template”,
- 57% for “Processes (incl. quality review mechanisms) related to identification / formulation”.

Box 24 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 24 Internal processes conducive to Env. & CC mainstreaming – qualitative assessments

Quality review provided by the relevant DGs was helpful, whereas templates not so much. **EUD, Enlargement**

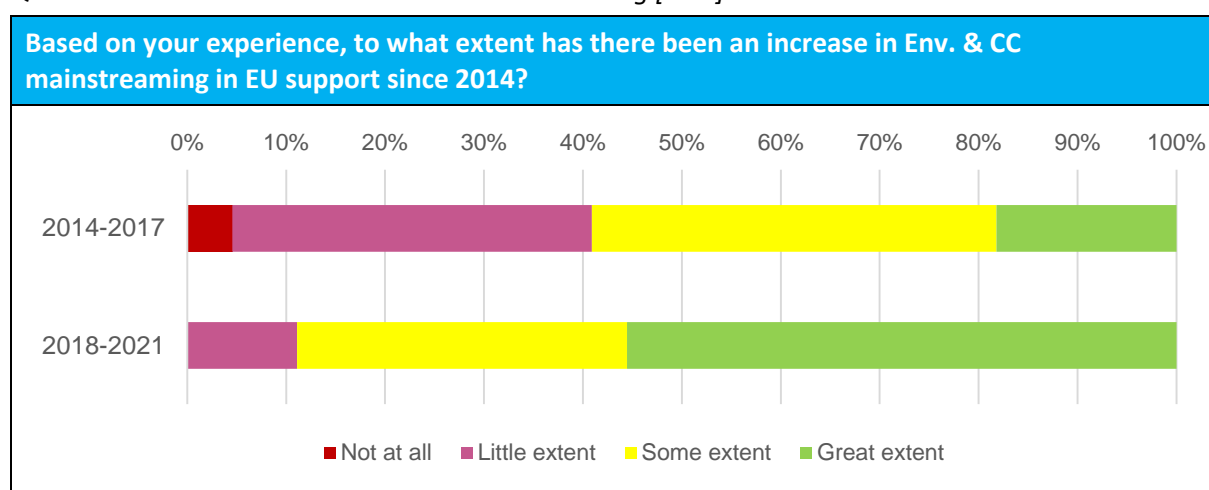
Specific guidance on Env. & CC was not provided for IPA II. Gender AP was delivered later in the process. The adaptation was difficult to adjust since the multi-annual projects were developed. The Annual programmes could have adapted easily. **EUD, Enlargement**

Again, this has evolved during the 2014-2020 period with a shift of the approach from climate marking (DAC code) for climate action in Action Documents towards an effort to mainstreaming CC issues after 2017. The replies above should read little extent for 2014-2017 and to great extent from 2017 onwards (less true for Environmental issues but this has been corrected in the 2021-27 period with the focus on the green deal which is more encompassing and includes both Env. & CC). **EUD, Neighbourhood East**

Pushing EUDs to complete impossibly sophisticated templates yields a seriously counter-productive effect on staff engagement. **EUD, Neighbourhood South**

Greater focus was put on environmental mainstreaming in the AAP drafting and quality review. However, without specific realisation that the operating context requires a context specific reply, such focus is likely to remain on paper and unsuited to the needs and operational constraints. Ambitions should also be calibrated accordingly. **EUD, Neighbourhood South**

Question 29 Increase in Env. & CC mainstreaming [EUD]



Note: Only answered by EUDs; for all variables N = 22-27.

The share of positive answers for Q7 was:

- 59% for “Degree of increase in the period 2014-2017”,
- 89% for “Degree of increase in the period 2018-2021”.

Box 25 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

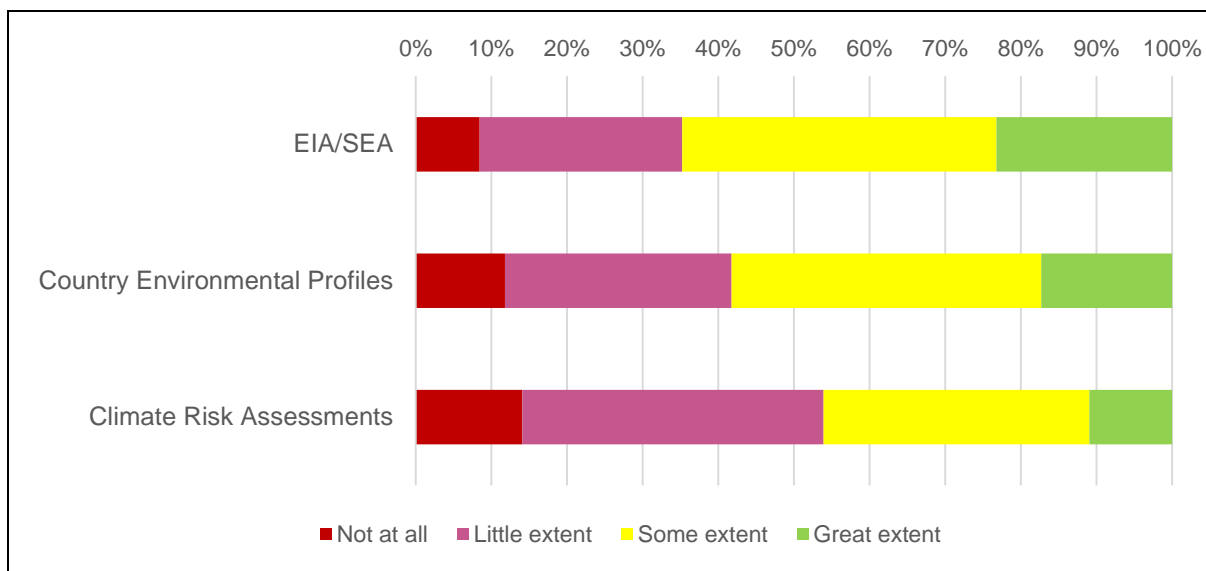
Box 25 Increase in Env. & CC mainstreaming – qualitative assessments

After the Paris Agreement the mainstreaming efforts increased, and the EU Green Deal gave more strategic directions and clearer and structured mainstreaming approaches in all sectors of the economy. The clear strategic orientation within the EU as well as the concrete examples of how to mainstream in many sectors facilitated this task. **EUD, Neighbourhood East**

Just few actions that were mainly touching at socio economic development and only virtually at Env. & CC. **EUD, Neighbourhood South**

Question 30 Tools for integration of Env. & CC in cooperation [All]

Based on your experience, to what extent have tools such as Country Environmental Profiles, Environmental Impact Assessments/Strategic Environmental Assessments and Climate Risk Assessments been used to integrate Env. & CC in the different sectors of EU cooperation during the period 2014-2020?



Note: For all variables N = 127-142.

The share of positive answers for Q8 was:

- 65% for “Environmental Impact Assessments/Strategic Environmental Assessments”,
- 58% for “Country Environmental Profiles”,
- 46% for “Climate Risk Assessments”.

Box 26 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 26 Tools for integration of Env. & CC in cooperation – qualitative assessments

We still don't have any of those tools used in process of integration. We suffer from wildfires in 2012, and in 2021. We still don't have any plans or strategy to adapt to those CC consequences. In 2014 we had severe floods, and still, we don't have any serious plans for adaptation. **CSO, Enlargement**

EIA put in place but abused for justification of environmentally harmful projects, like small hydro-power plants. **EUD, Enlargement**

I am not aware of a specific document as mentioned above have been produced by the EU. Sector based assessments and reports have been sporadically prepared and published by the EU MS or the IFI. **EUD, Enlargement**

Working in the environmental sector we would have expected to receive cross-sectoral consultations (or seen such consultations go through the Ministry of Environment) to support them in planning and implementing other projects. We didn't see that and, beyond a rubber-stamping exercise, are not aware of it happening elsewhere. **Other, Enlargement**

The information included in country environmental profiles is of use for programming reasons. EIA/SEA have been increasingly used in blended operations by IFIs receiving EU grants for infrastructure (mostly) loans. So, it had a tangible impact in blended operations (including E5P). [The use of] climate risk assessments at project or programming level [was limited]. These tools mostly provide information that can guide programming decisions or project design and they can be useful there. The extent to which they have been used for integration of Env. & CC issues in cooperation is less evident due to the nature of the tools. On their own they cannot push towards strategic decisions of the government and subsequently of the EU on priorities for EU support in the countries. **EUD, Neighbourhood East**

We contributed to other country profiles such as the gender country profile, but we were not part of any discussions/consultations on Env. & CC. **CSO, Neighbourhood South**

None of these documents has been drafted for Libya. **EUD, Neighbourhood South**

No CEPs, SEAs or Climate Risk Assessments were conducted in the framework of programming of NEAR funding. At best some limited assessments were conducted at project level. **EUD, Neighbourhood South**

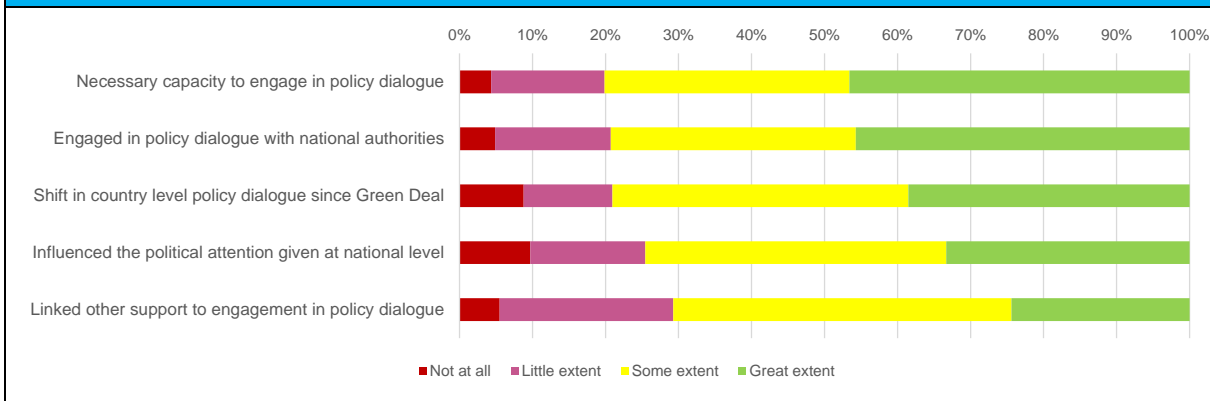
I do not know, which is quite concerning because if they exist and is being implemented, I would most likely know more about it. The risk is that EU collectively is just "ticking the box" when it comes to Env. & CC in Palestine. If a lot was being done it would for sure be more visible in the financial flow and the dialogue among all partners. **EU MS, Neighbourhood South**

The country profile in solid waste management was very helpful in the preparation of related legal documents in this sector, mainly solid waste management law issued in October 2018. **National authorities, Neighbourhood South**

4.2.3 Policy dialogue and EU added value

Question 31 Country-level policy dialogue [All]

Based on your experience, to what extent has the EU been active in country-level policy dialogue related to Env. & CC during the period 2014-2020?



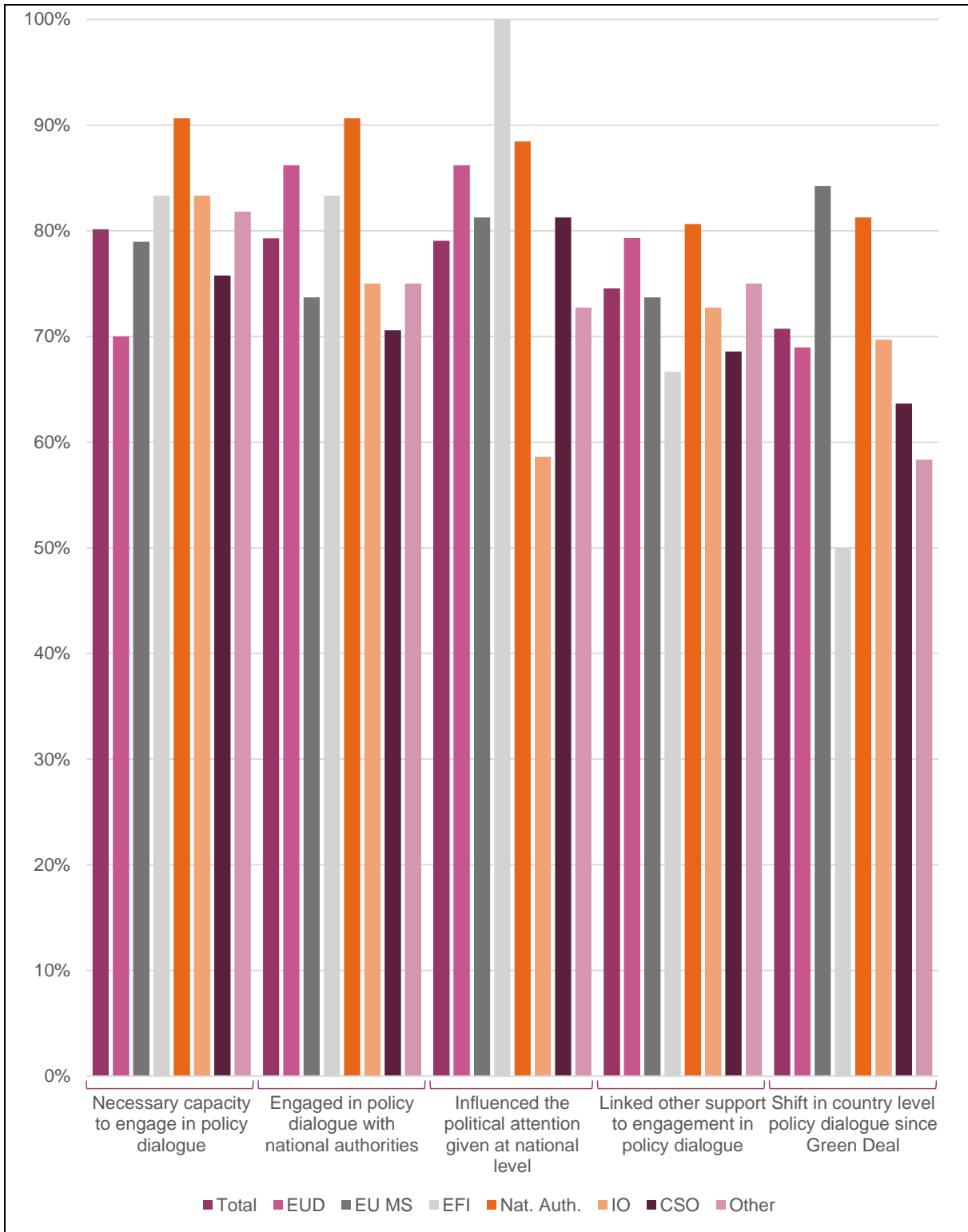
**Policy dialogue involves discussions among various stakeholders to raise issues, share perspectives and reach consensus. It can be split into two types: i) operational and technical dialogue with national counterparts up to Ministerial level and ii) higher-level dialogue at Ministerial level, or above at the level of Heads of State.*

Note: For all variables N = 148-165.

The share of positive answers for Q9 was:

- 80% for “The EU has had the necessary capacity (internal human resources and strategic positioning in the country’s donor landscape) to engage in policy dialogue related to Env. & CC”,
- 79% for “The EU has actively engaged in policy dialogue with national authorities focussing on Env. & CC”,
- 79% for “There has been a shift (increase) in EU engagement in country level policy dialogue on Env. & CC after the adoption of the European Green Deal (EGD)”,
- 75% for “The EU has managed to influence the political attention given to Env. & CC at national level”,
- 71% for “The EU has managed to link its support to institutional building and infrastructure development in the area Env. & CC with its engagement in policy dialogue”.

Figure 28 Q9 - Percentage of positive response by type of organisation



Box 27 presents a selection of qualitative responses explaining respondents' assessment provides further insights and illustration of different points of view:

Box 27 Country-level policy dialogue – qualitative assessments

My answers are related to last couple of years mainly, in which there has been significant increase of EU activities and focus [in the country] on climate change, energy and environment. The EU green Deal, and the Green Agenda for the Western Balkans have significantly influenced policy processes, especially in the last half of 2020. **CSO, Enlargement**

Influencing [the national] authorities is hampered by traditional patterns of environmental protection, strongly anchored in people's mentality. Strongly present corruption is another reason.

EUD, Enlargement

The big shift in EU engagement on Env. & CC came with IPA III. **EUD, Enlargement**

Only after the adoption of the Green Deal, the EU Office had more assertive arguments to promote Environment Protection and CC. **EUD, Enlargement**

Env. & CC as Chapter 27 of the negotiations has already a great weight in terms of policy direction. Turkey follows the EU policy and to the extent possible steers its policy in the same direction. The EU has been involved in the process of the policy dialogue to a limited extent, as the EU involvement goes mainly through projects. When the budget of the Environment and Climate Action Sector Operational Programme was cut by 45 %, so was the number of projects. This reduces the leverage and involvement of EUD in policy making process. **EUD, Enlargement**

The EUD has tried to find mechanisms for dialogue (i.e., donor coordination settings), however the internal Government structure's lack the basic inter-governmental coordination has been very challenging (i.e., lack of coordination and division of responsibilities between Ministry of EU integration and line ministries). Also, until recently, there has been a dialogue in silos for energy, transport and environment, from both Government and EUD side, but mostly from the Government side. The EU Green Deal for Western Balkans, including the cluster approach to Negotiation chapters for opening by the EU Council, has however considerably increased inter-sector dialogue on all levels/btw stakeholders and this should be further developed into coordination efforts. **EUD, Enlargement**

There is a need to actively engage in supporting the Env. & CC sector, which has been fairly restricted pending the development of the common strategy for the country for a number of years. **IOs, Enlargement**

The capacities of the EUD to engage in policy dialogue is largely limited. The influence is largely due to the support offered, which provides leverage to negotiate with the partner country. Additional policy dialogue takes place through implementing agencies. **EU MS, Neighbourhood East**

When it comes to EUD, they seemed not to have enough time due to much work, but the EU high level advisor was very present and strongly advocating for promotion of the policy dialogue. **EU MS, Neighbourhood East**

With the exception of Ukraine, where a EU Green Deal / Ukraine green transformation policy dialogue has been established in 2021, no other strategic level policy dialogue exists on Env. & CC issues. The policy dialogues in the region are mostly sectoral, around sectoral issues covered by Association or Partnership Agreements. The level of interest of partner countries to engage in such strategic dialogues has also been an issue linked to the perception that Env. & CC are sectoral and not cross sectoral/economy wide issues. Bringing the discussion of these topics outside of the respective Env. & CC ministries to cross ministerial levels (including with planning and budgeting entities) is very difficult to achieve but is probably a key element to meaningful policy dialogue and reform in these areas. With the EGD, CBAM fear and opportunities of the EGD, the discussion has very positively evolved in Ukraine with the launch of a dedicated dialogue completing the sectoral policy dialogues carried out under the Association Agreement bodies. **EUD, Neighbourhood East**

The efforts made by EU on the increase of its engagement toward Env. & CC issue didn't change even after the adoption of the EGD, nor after the adoption of the climate law. The work with [national] stakeholders on Environmental topics and the importance to integrate CC in their policies, needs to really be reviewed. **CSO, Neighbourhood South**

The impact of the Green Deal cannot be seen on 2014-2020 programming. **EUD, Neighbourhood South**

No engagement in the sector. Only incidentally provided ad hoc support to INGOS and [national] NGOS in the environmental sector. **EUD, Neighbourhood South**

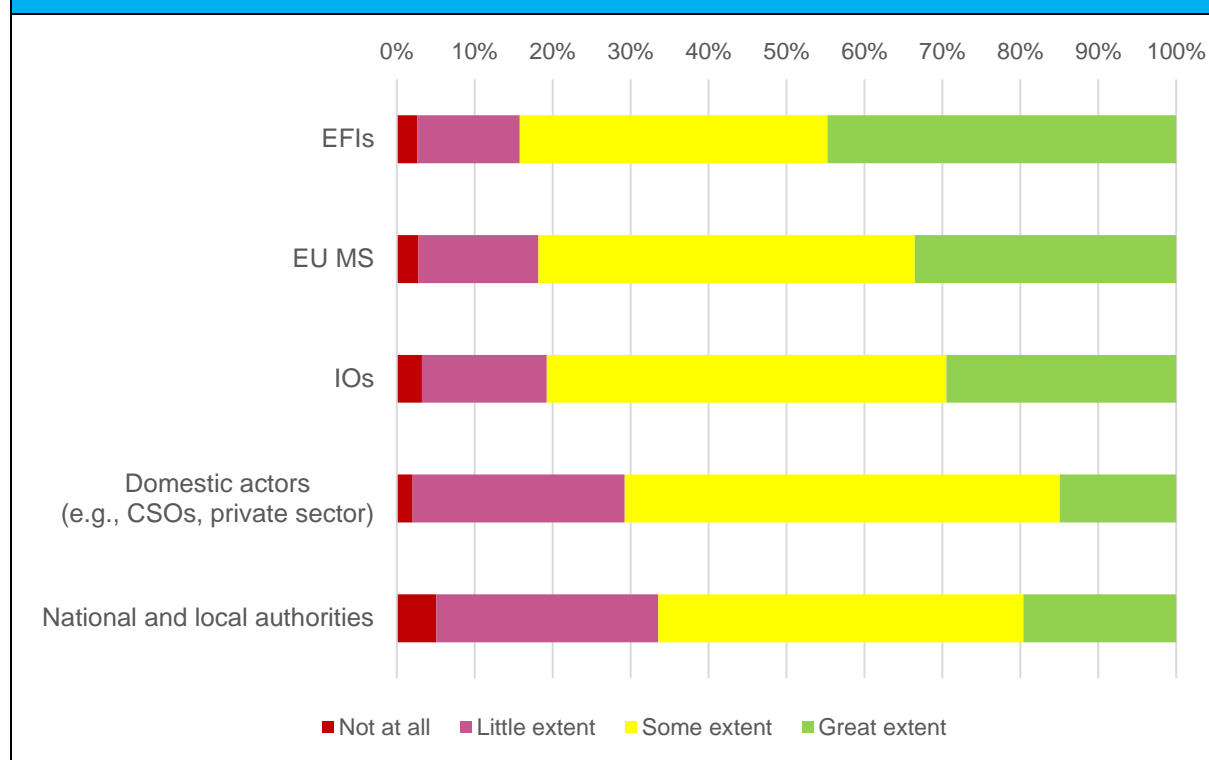
All political and technical dialogue with the [national] government has been suspended since 2011. **EUD, Neighbourhood South**

Engaging in a substantive and continuous policy dialogue was not done due to limited human capacities at EUD. Although important experience and programs were supported by the EU in the field, this however has not allowed to influence policy making. **IOs, Neighbourhood South**

The good news is the adoption of the EGD impact on the mindset of the EU [in the country]. Both EUREP and EU MS are concerned that the high ambitions of the EU (i.e., the EGD) is not being met by our collective work (i.e., reflected by the EU joint ROF report). So, the collective EU awareness and concern with regards to this is well established by now, but concrete and tangible EU "action" is yet not being implemented to a sufficient degree. Also, [the country] is increasingly becoming more aware of the major policy shift that the EGD represents, and that this will have an effect on future EU programs. This shift of "awareness" between the EU and [the country] is very positive and important even if it yet has not trickled down to our design of funded programs. **EU MS, Neighbourhood South**

Question 32 Synergies and complementarity with other actors [All]

At what level would you say that there are synergies and complementarity between EU support to Env. & CC and the interventions and actions of...?



Note: For all variables N = 143-158.

The share of positive answers for Q10 was:

- 84% for “(European actors) European Financial Institutions (e.g., KfW, GIZ, EBRD, EIB, etc.)”,
- 82% for “(European actors) EU Member States”,
- 81% for “(non-European actors) International actors (e.g., UN agencies, other IFIs)”,
- 71% for “(Non-European actors) Domestic actors (e.g., CSOs, private sector, etc.)”,
- 66% for “(Non-European actors) Domestic actors (e.g., National and local authorities)”.

Box 28 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 28 Synergies and complementarity with other actors – qualitative assessments

What we [have seen over the] last years is that CC adaptation and mitigation is used by EFIs, international actors, to prepare document's, strategies, reports, which will make illusion that our national authorities work something on CC adaptation and mitigation, like NDC (https://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/presscenter/articles/2021/NDCBiH.html) or CC adaptation and low emission development strategy (https://www.ba.undp.org/content/bosnia_and_herzegovina/en/home/library/environment_ener)

gy/climate-change-adaptation-and-low-emission-development-strategy-.html). In these documents are planned new coal-thermo power plants, and documents is developed by consultant's agency, which sometime pretend that it is a CSO. (...) Real CSO struggle with attempt to increase awareness about CC, about responsibility of our governments, and to stop harmful projects of new thermo power plants. **CSO, Enlargement**

The EUD always consults the EU MS, international actors, and national actors, local, central, and CSOs-private sector. **EUD, Enlargement**

NGOs and IFIs are much more interested to follow or combine EU values and financial means (than e.g., domestic actors) where traditional patterns prevails and corruption, too. The UN is running their own programmes, it seems there is no proper interest or will for enhanced cooperation and coordination. **EUD, Enlargement**

The EU Green Deal for Western Balkans, and the overall increase of priority by the Government to Green Transition, has increased the opportunity to work as Team Europe, to align policy priorities with investments from IFIs (i.e., prior actions to be taken to get a loan) and coordination with UN agencies. The EUD has to a limited extent facilitated internal EU MS dialogue on IPA programming, potential for much stronger coordination. **EU MS, Enlargement**

The EUD play a great role in synergy with other national and international institutions. **National authorities, Enlargement**

There is synergy/complementarity between EFIs and EU support also through WBIF. Also, there is complementarity between local authorities and EU support in infrastructure projects, through WBIF. **National authorities, Enlargement**

If civil society had independent funding, it would have great influence, if it would not depend on the state, and would have strong public control. **CSO, Enlargement**

A conscious effort was made with the Team Europe approach and joint programming to increase the synergies and complementarity between EU and EU MS. This has evolved very positively the last 4 years. The same goes for EU IFIs. The general principle of donor coordination and implementing agencies coordination (UN family) is there but is probably sector and actor related. The EU is a strong promoter of joint programming but not all other actors show the same energy or interest in systematically doing so. **EUD, Neighbourhood East**

A big gap is the lack of donor coordination. There are definitely synergies, but they could be increased if larger funding agencies would take a bigger role in coordination (e.g., the EU could ask government to increase their coordination effort or take over this role themselves if no one else fills the gap). **EU MS, Neighbourhood East**

Little means and capacity of the national authorities and in particular at local scale. Much work done by national consultants (private). **EU MS, Neighbourhood East**

The synergies with CSO would be greater if the EU would provide more institutional support to CSO where they can decide on priorities, rather than adapting project proposals to quite rigid requirements. **EU MS, Neighbourhood East**

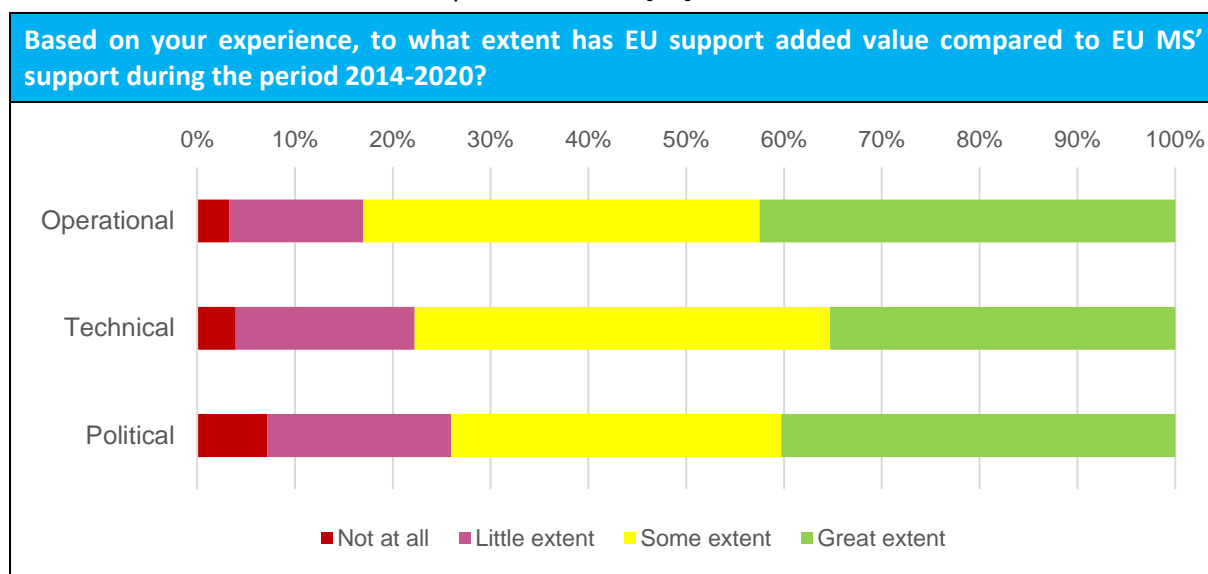
Procurement of diesel locomotives through EBRD loan (2020) in Green Deal Era sounds disappointing. If it was aligned to Env. & CC priorities it should have been a railway electrification loan. **IOs, Neighbourhood East**

The EU and UN agencies are very much supportive through their projects and complement each other. **IOs, Neighbourhood East**

EU MS and EUREP are doing some work on Env. & CC [in the country]. UN and WB action on Env. & CC is not very visible. National and local authorities are slowly approaching the challenge, while the CSOs [in the country] want to do more but have become marginalised by the other stakeholders when it comes to Env. & CC. Thus, the EU needs to step up our support to the civil society, as well as convince the multilateral [organisations] to do more and better. **EU MS, Neighbourhood South**

The EU has been throwing money at NGOs and CSOs which is not necessarily good as their technical abilities to manage and supervise technical projects is often very limited and corruption is as rampant amongst them as in the governmental institutions. **Other, Neighbourhood South**

Question 33 EU added value compared to EU MS [All]

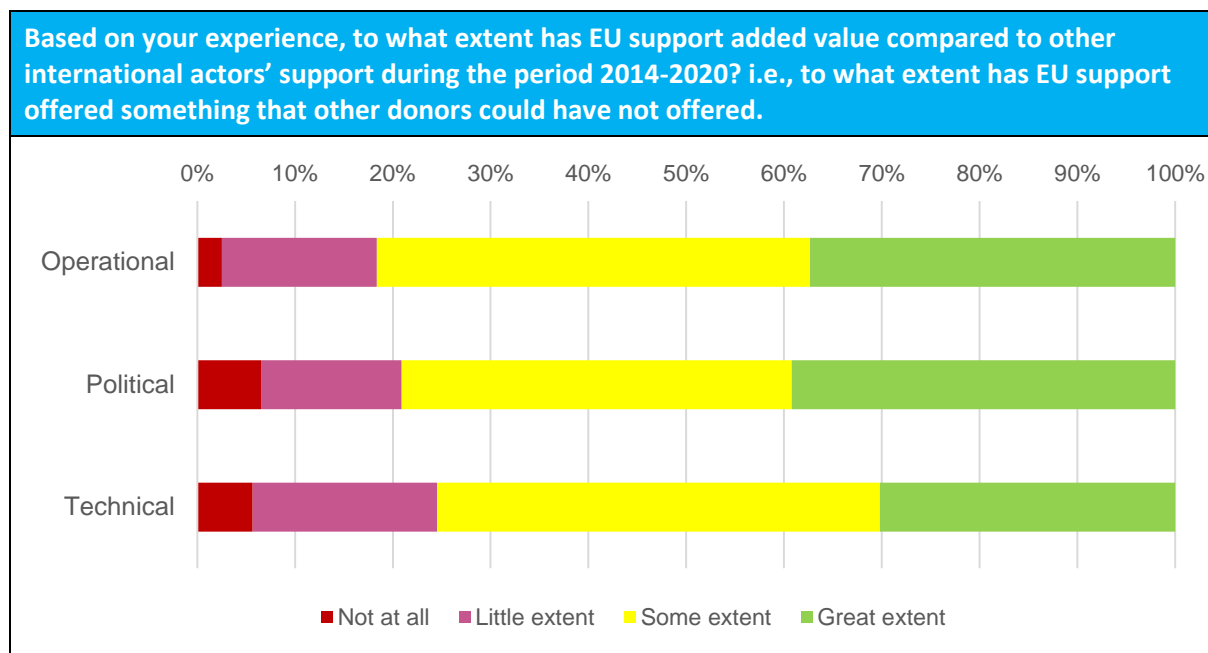


Note: For all variables N = 153-154.

The share of positive answers for Q11 was:

- 83% for “(operational) Its operational capacity, funding levels, networks, long-term commitment”,
- 78% for “(technical) Its technical expertise and knowledge”,
- 74% for “(political) Its political weight, ability to bring different parties into conversation, and being above national boundaries and governments’.

Question 34 EU added value compared to other international actors [All]

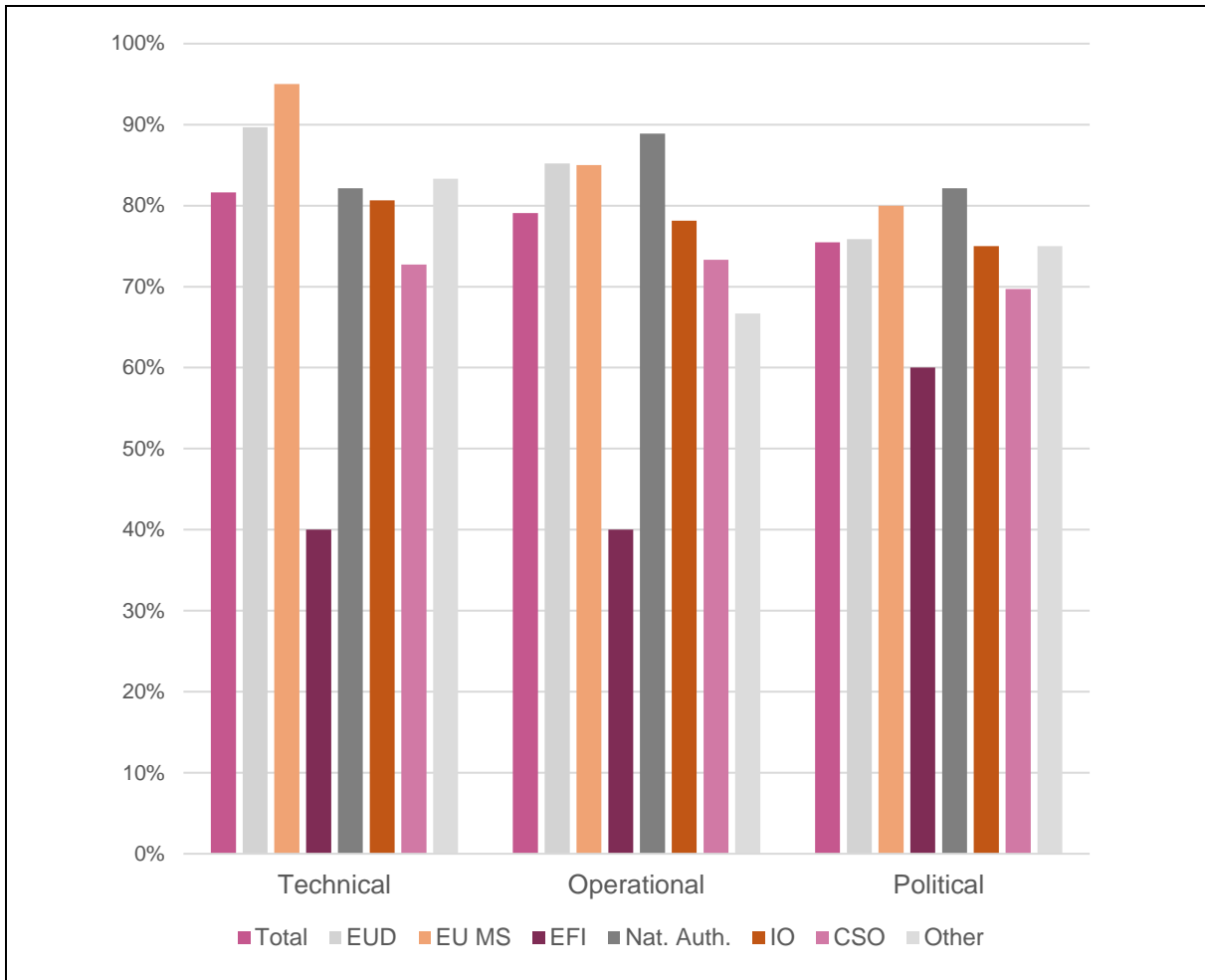


Note: For all variables N = 153-159.

The share of positive answers for Q12 was:

- 82% for “(operational) Its operational capacity, funding levels, networks, long-term commitment”,
- 79% for “(political) Its political weight, ability to bring different parties into conversation, and being above national boundaries and governments”,
- 75% for “(technical) Its technical expertise and knowledge”.

Figure 29 Q12 - Percentage of positive response by type of organisation



Box 29 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 29 EU added value – qualitative assessments

EU's technical expertise is also based on EU MS’ experts , included in TAIEX pool of experts. EU sometimes does not match the extent of UN activities of their numerous agencies based [in the country]. **EUD, Enlargement**

IPA and TAIEX instruments were instrumental in supporting drafting and reviewing legislation. Up to 2020 political weight of the EU Office was not felt by the [national] Government. **EUD, Enlargement**

The EU support is highly valued by the beneficiary institutions, it is considered impartial and sincere advice. **EUD, Enlargement**

The level of funding and assistance from the EU is much higher than any other international partner or EU MS. Env. & CC are also integrated as priority at policy level from EU side. **EUD, Enlargement**

The EU has a great influence form a political point of view (i.e., to do Demarche on different topics to bring together EU MS), but the programming of IPA is not well coordinated and well-tailored to be complementary to other EU MS and donor support/IFI support. The EUD should have been much more active in Team Europe with Embassies on the ground to make coordination prior to national IPA programming. **EU MS, Enlargement**

The EU's greatest contributions have been the overall, legislative framework, the EU accession process and long-term funding. The funding and political interventions are often better managed by EU MS or IFIs, but the framework provides the overall direction of travel. **Other, Enlargement**

The EU is on the forefront of Env. & CC policy dialogue and action and is the recognised lead in the EaP region. The mobilisation of EU MS, and EU expertise, the EU experience in its own greening and legal framework being transposed in EaP countries that has chosen to do so, Env. & CC finances bring added value with regards to international actors present in the EaP region. The fact that the EU has Association Agreements, (enhanced) partnership agreements with countries in the region organically increases the integration of Env. & CC issues in the governance and legal frameworks of these countries due to the transposition of EU acquis in these areas. **EUD, Neighbourhood East**

The additional added value that is diluted in the operational added value is financing, especially the blended financing and guarantees (EU investment Plan, EFSD+) that are leveraging enormous amounts of Env. & CC investments for public and private actors. **EUD, Neighbourhood East**

Twinning programmes are very useful. **EU MS, Neighbourhood East**

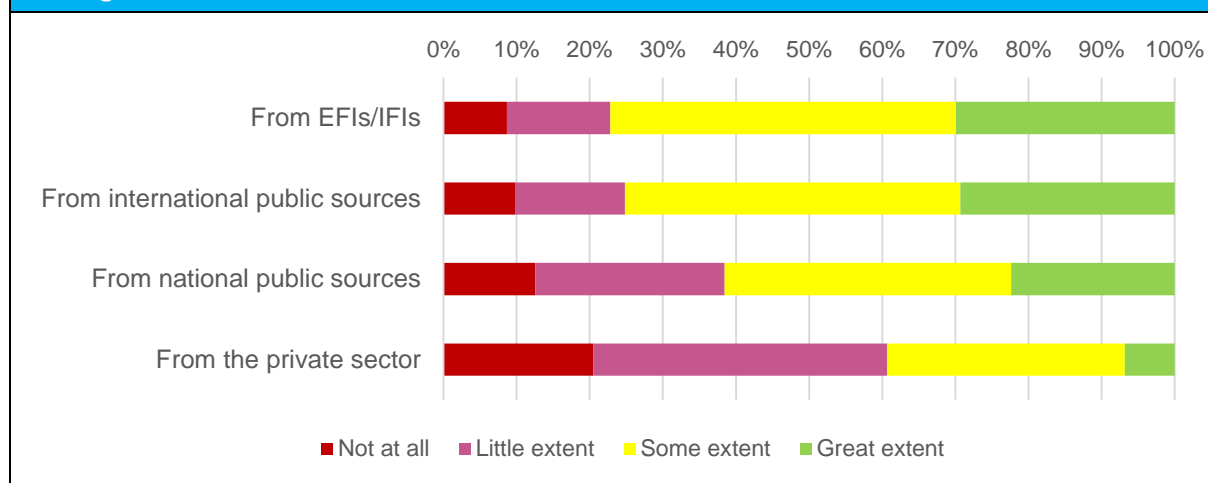
Contrary to the response to the [national] crisis where the EU has a general lead in the policy and operational dialogue with authorities, on CC, international actors and EU MS have in practice a larger instrumental role and capacity of action. **EFIs, Neighbourhood South**

The collective EU (EUREP and EU MS) approach [in the country] is represented by the annual joint EU ROF report being the basis for the high-level dialogue between the EU and [the country]. The EU collective (EUREP and EU MS) are thus very well positioned to increasingly have an impact when it comes to Env. & CC (i.e., compared to the multilaterals, other non-EU countries representation and other stakeholder). The potential strength of the collective EU (collective political weight and volumes of funding) can thus with time become a game changer when it comes to Env. & CC. **EU MS, Neighbourhood South**

Countries involved directly with the beneficiaries have been more forceful (e.g., USAID for the US, AFD for France, GIZ for Germany). **Other, Neighbourhood South**

Question 35 Leveraging additional finance from other sources [All]

Based on your experience, to what extent has EU financial support in the area of Env. & CC leveraged additional finance from other sources?



Note: For all variables N = 117-143.

The share of positive answers for Q13 was:

- 77% for “EU support helped leveraging finance from EFIs/IFIs”,
- 75% for “EU support helped leveraging finance from international public sources”,
- 62% for “EU support helped leveraging finance from national public sources”,
- 39% for “EU support helped leveraging finance from the private sector”.

Box 30 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

National sources must be better activated in order to achieve certain level of ownership. There is a general feeling that authorities are just waiting for the international community to do their job - in financial and knowledge-based terms. **EUD, Enlargement**

Most of the infrastructure investments were funded by the or the EU MS institutions. **EUD, Enlargement**

The private sector participates very little with financing. It can be applied only to multi-country (regional) programmes linked with IFI's, since grant funding cannot be given directly to SMEs. **EUD, Enlargement**

The leverage has increased in light of the Green Deal for Western Balkans (i.e., IFIs set priorities based on EU assessments, and IPA programming interlink with IFIs'/UN agencies' support in a much clearer way. This potential needs to be developed further. **EU MS, Enlargement**

EU leveraged additional finance from IFIs, through WBIF. **National authorities, Enlargement**

Greater absorption capacities at national level are needed. **National authorities, Enlargement**

There are some very good examples of multi-donor funds that the EU established or is participating in, the most successful one being the Energy Efficiency Fund [in the country] (based on a policy first approach where finance followed reforms and setting up an enabling environment) but also ESP. Leveraging finance from the private sector has not been the objective of EU financial support in Env. & CC unless we are considering the co-financing that private actors need to bring in in order to access a grant. **EUD, Neighbourhood East**

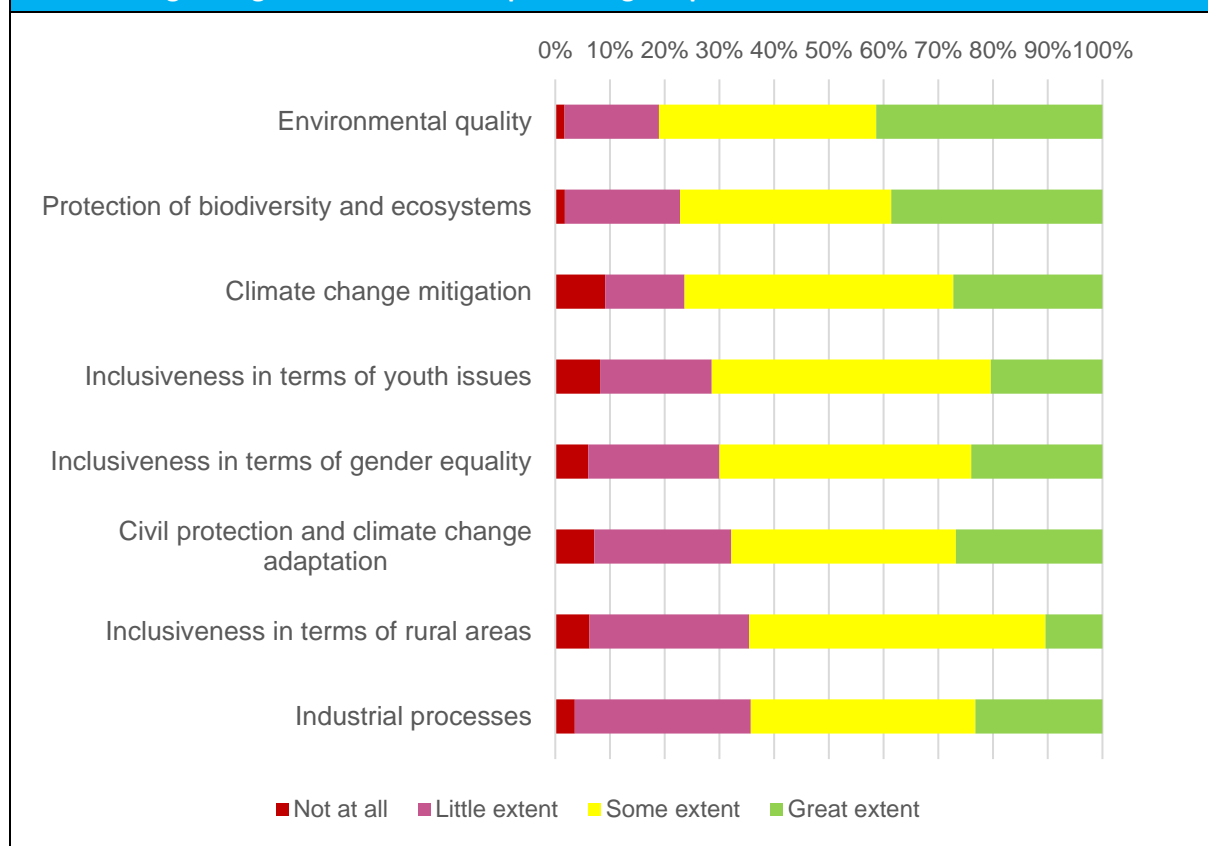
EU projects are leveraging an up to 20% cost sharing from national authorities, it responsabilises the authorities and creates the sense of ownership. Similarly, EU funding serves the role of backbone and leveraging further international public funding. **IOs, Neighbourhood East**

No significant leveraging effect. The two exceptions are i) the EU support to the WB PID MDTF and ii) the ongoing climate fund work going on [in the country] being managed by AFD/France. **EU MS, Neighbourhood South**

4.2.4 Effects of the EU support

Question 36 Strengthening the national policy and legal framework (IPA) [All⁶⁴]

Based on your experience, to what extent has EU support contributed to strengthening the national policy and legal framework in the Enlargement country you are working in and to increasing its alignment to the EU acquis during the period 2014-2020 in...?



Note: Only respondents who indicated that their survey responses correspond mainly to an IPA country were asked this question; for all variables N=48-58.

The share of positive answers for Q14 was:

- 81% for “Frameworks in areas related to environmental quality (incl. water, soil, air, noise)”,
- 77% for “Frameworks in areas related to the protection of biodiversity and ecosystems”,
- 76% for “Frameworks in areas related to climate change mitigation, including in terms of the NDC process”,
- 71% for “Increasing frameworks’ inclusiveness in terms of attention given to youth issues”,
- 70% for “Increasing frameworks’ inclusiveness in terms of attention given to gender equality”,
- 68% for “Frameworks in areas related to civil protection and climate change adaptation”,
- 65% for “Increasing frameworks’ inclusiveness in terms of attention given to population living in rural areas”,
- 64% for “Frameworks in areas related to industrial processes (incl. waste management, circular economy, hazardous substance)”.

Box 31 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

⁶⁴ Only participants who indicated that their survey responses mainly correspond to a country in the IPA region were asked to answer Question 14 and those who indicated that their survey responses mainly correspond to a country in the ENI region were asked to answer Question 15.

National policy should deliver more - the input of EU support is not properly reflected. **EUD, Enlargement**

Implementation of legal frameworks is an issue. **EUD, Enlargement**

NDCs are mostly covered by the UN agencies. **EUD, Enlargement**

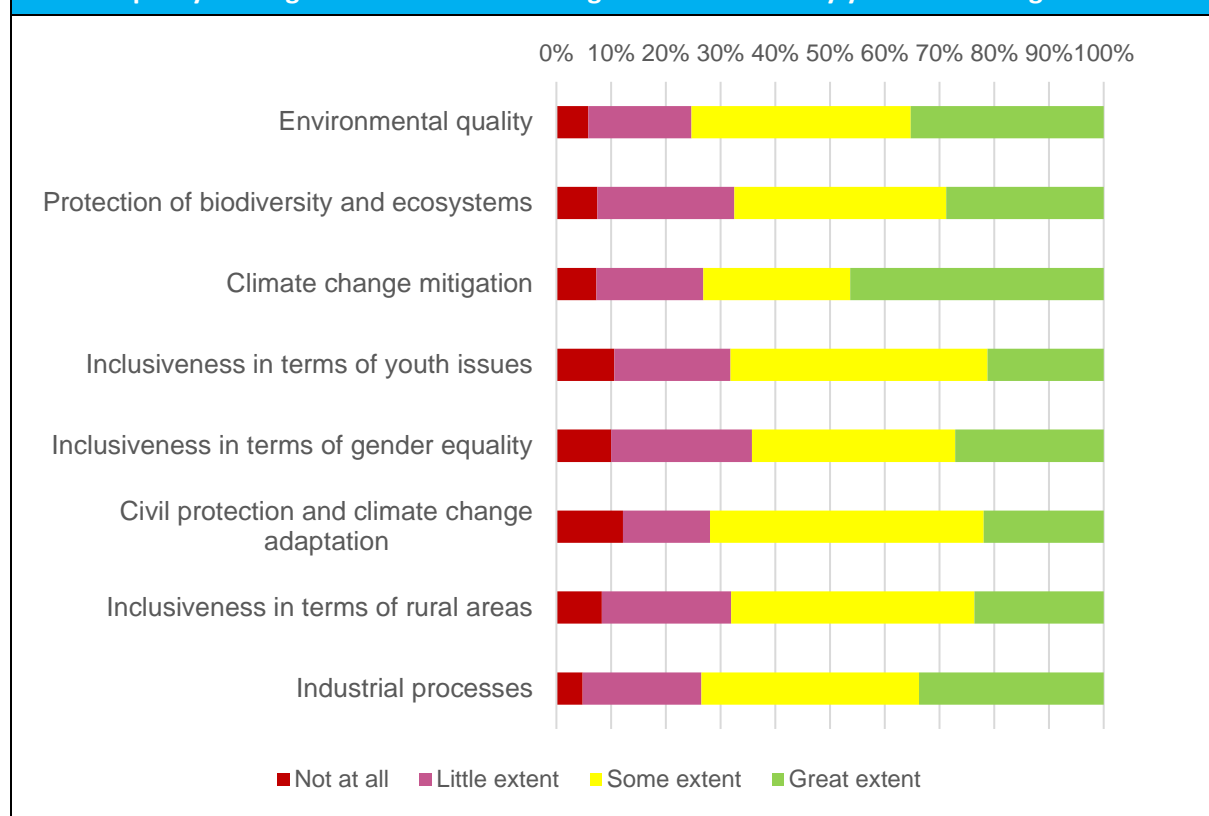
EU efforts for Env. & CC have allowed the policy dialogue to happen with [the country]. **EUD, Enlargement**

EU assistance and policy dialogue has influenced approximation of legislative framework and enhanced policies. **EUD, Enlargement**

There was no EU support to Env. & CC, through IPA 2014-2020. National policy and legal framework activities are in the domain of governmental ministries. **National authorities, Enlargement**

Question 37 Strengthening the national policy and legal framework (ENI) [All⁶⁵]

Based on your experience, to what extent has EU support contributed to strengthening the national policy and legal framework in the Neighbourhood country you are working in...?



Note: Only respondents who indicated that their survey responses correspond mainly to an ENI country were asked this question; for all variables N=66-85.

The share of positive answers for Q15 was:

- 75% for “Frameworks in areas related to environmental quality (incl. water, soil, air, noise)”,
- 73% for “Frameworks in areas related to industrial processes (incl. waste management, circular economy, hazardous substance)”,
- 73% for “Frameworks in areas related to climate change mitigation, including in terms of the NDC process”,

⁶⁵ Only participants who indicated that their survey responses mainly correspond to a country in the IPA region were asked to answer Question 14 and those who indicated that their survey responses mainly correspond to a country in the ENI region were asked to answer Question 15.

- 72% for “Frameworks in areas related to civil protection and climate change adaptation”,
- 68% for “Increasing frameworks’ inclusiveness in terms of attention given to youth issues”,
- 68% for “Increasing frameworks’ inclusiveness in terms of attention given to population living in rural areas”,
- 68% for “Frameworks in areas related to the protection of biodiversity and ecosystems”,
- 64% for “Increasing frameworks’ inclusiveness in terms of attention given to gender equality”.

Box 32 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Box 32 Strengthening the national policy and legal framework (ENI) – qualitative assessments

We are already feeling climate change. But we do not feel the state's preventive measures in this area. **CSO, Neighbourhood East**

The signing of the CEPA agreement in the planning period can have a large effect on strengthening the national policy and legal framework. Based on my knowledge, previous support programmes have had some effect already. **EU MS, Neighbourhood East**

Signature of CEPA agreement and twinning processes are determinant. **EU MS, Neighbourhood East**

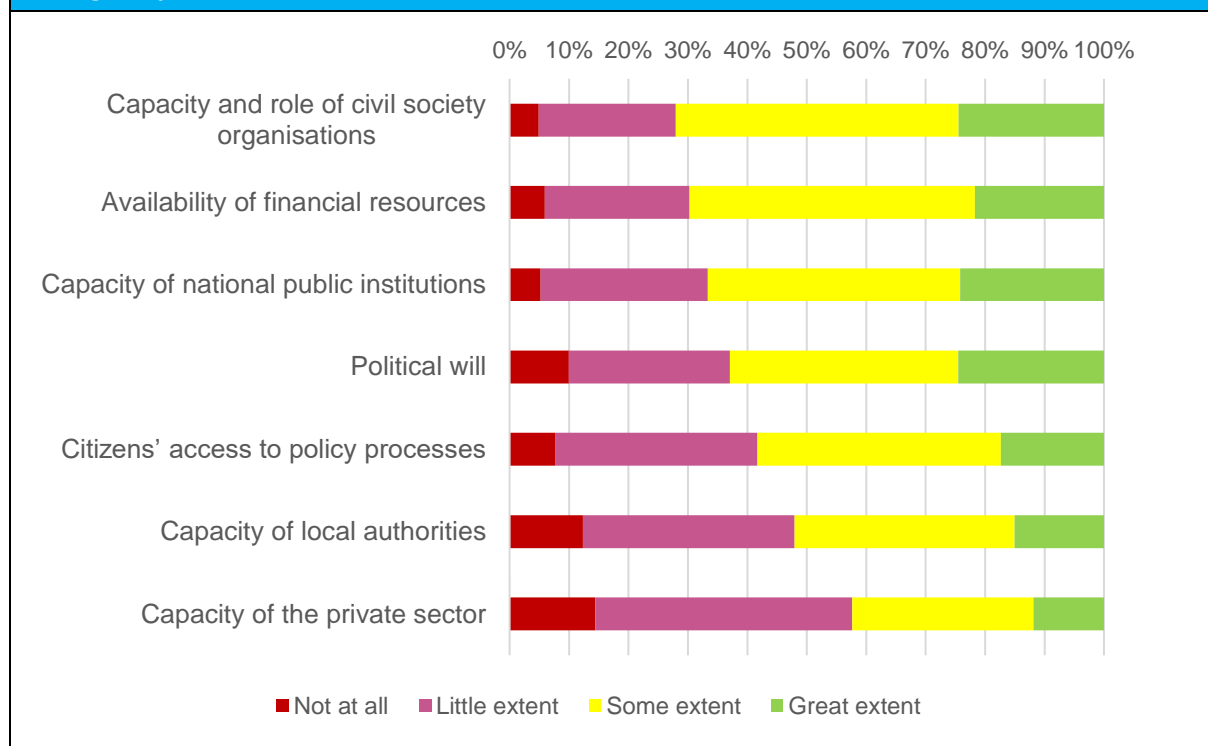
The Association Agreement was the key document that has shown the specific path, it has contributed to a considerable improvement of legislation, especially where national institutional infrastructure was present and could promote and support enforcement. **EU MS, Neighbourhood East**

Based on our experience, the EU is promoting Gender equality, youth inclusion and the population living in rural areas without necessarily addressing the root causes of the inequalities behind it (e.g., when working on gender equality it remains difficult for organisations to include issues like unpaid care work if the project/program objectives are not directly related to it). **CSO, Neighbourhood South**

The collective EU effort (EUREP and EU MS) is doing some work but not sufficiently to generate an outcome of "great extent". **EU MS, Neighbourhood South**

Question 38 Removing main obstacles – CC mitigation [All]

Based on your experience, to what extent has EU support contributed to removing the main obstacles to Env. & CC outcomes in your country of work in the areas of climate change mitigation during the period 2014-2020?

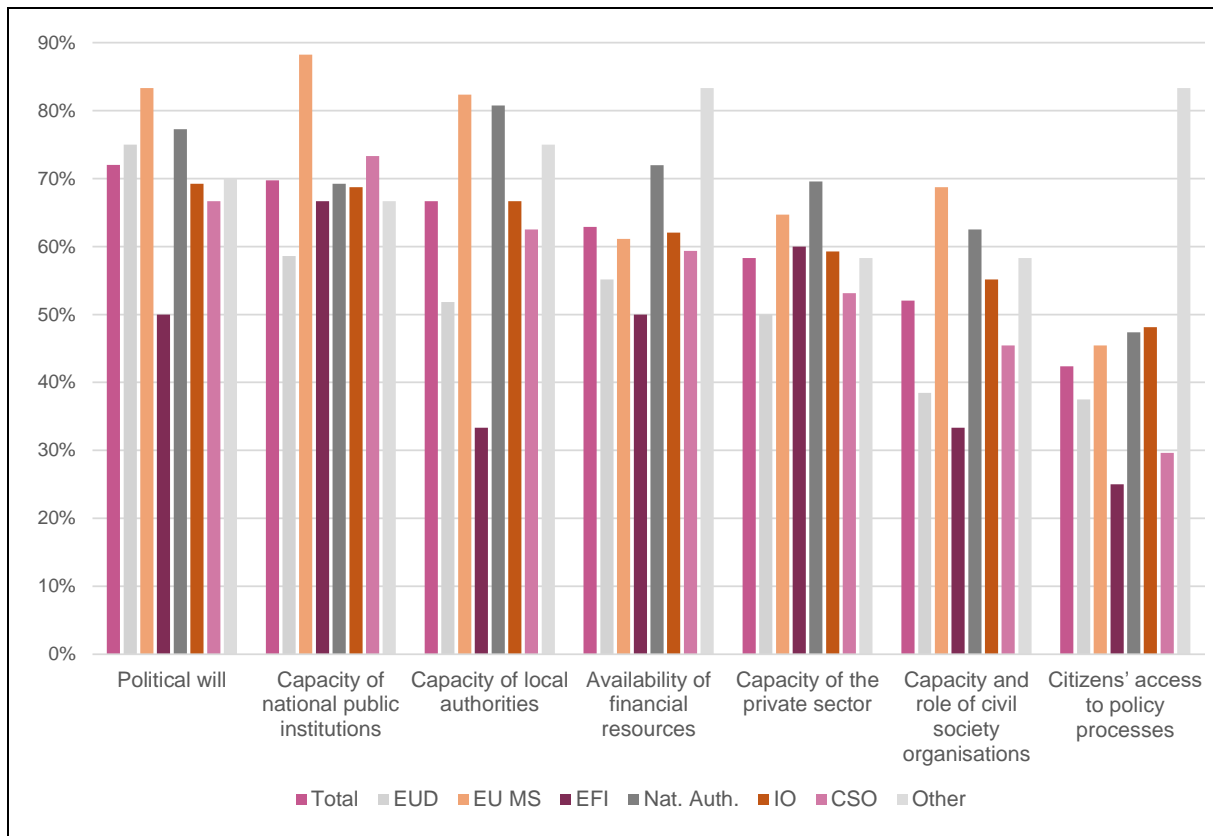


Note: for all variable N=118-153.

The share of positive answers for Q16 was:

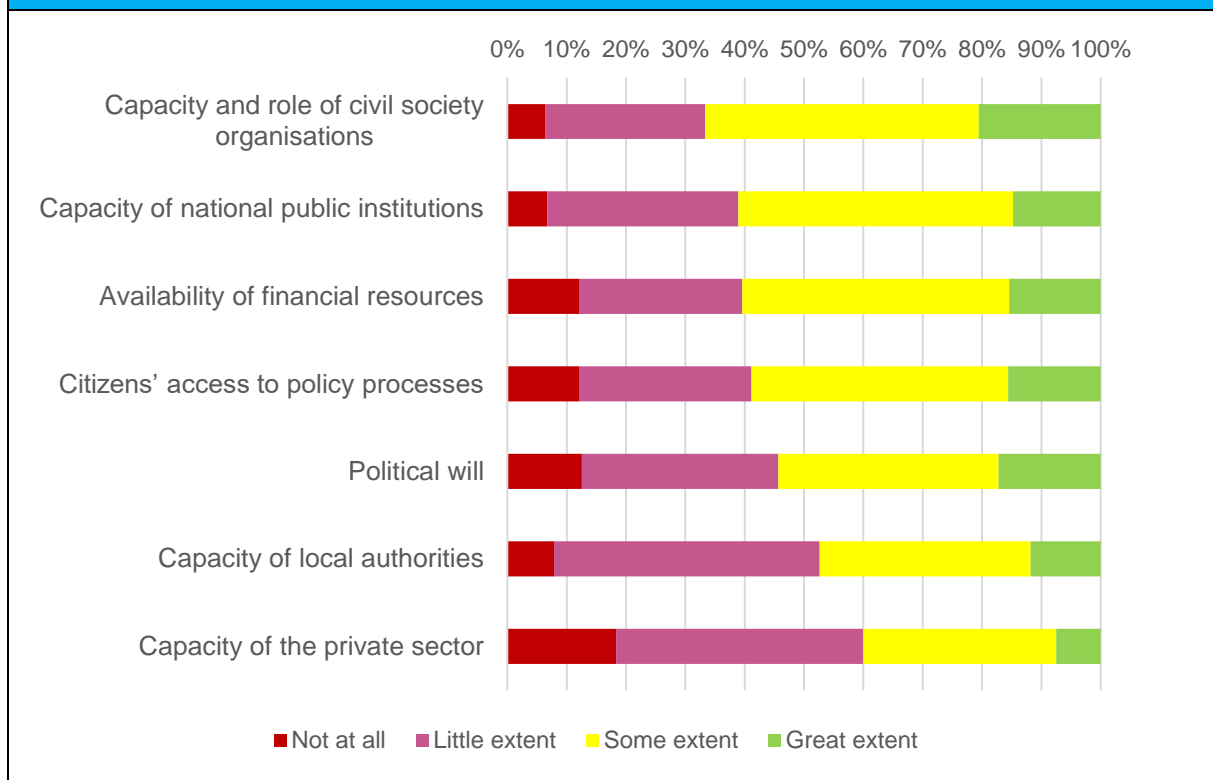
- 72% for “Capacity and role of civil society organisations (focus on national/local actors)”,
- 70% for “Availability of financial resources for Env. & CC”,
- 67% for “Capacity of national public institutions (e.g., technical, planning, management skills)”
- 63% for “Political will”,
- 58% for “Citizens’ access to information and involvement in policy processes”,
- 52% for “Capacity of local authorities (e.g., technical, planning, management skills)”,
- 42% for “Capacity of the private sector (incl. access to technology)”.

Figure 30 Q16 - Percentage of positive response by type of organisation



Question 39 Removing main obstacles – CC adaptation and civil protection [All]

Based on your experience, to what extent has EU support contributed to removing the main obstacles to Env. & CC outcomes in your country of work in the areas of climate change adaptation and civil protection during the period 2014-2020?



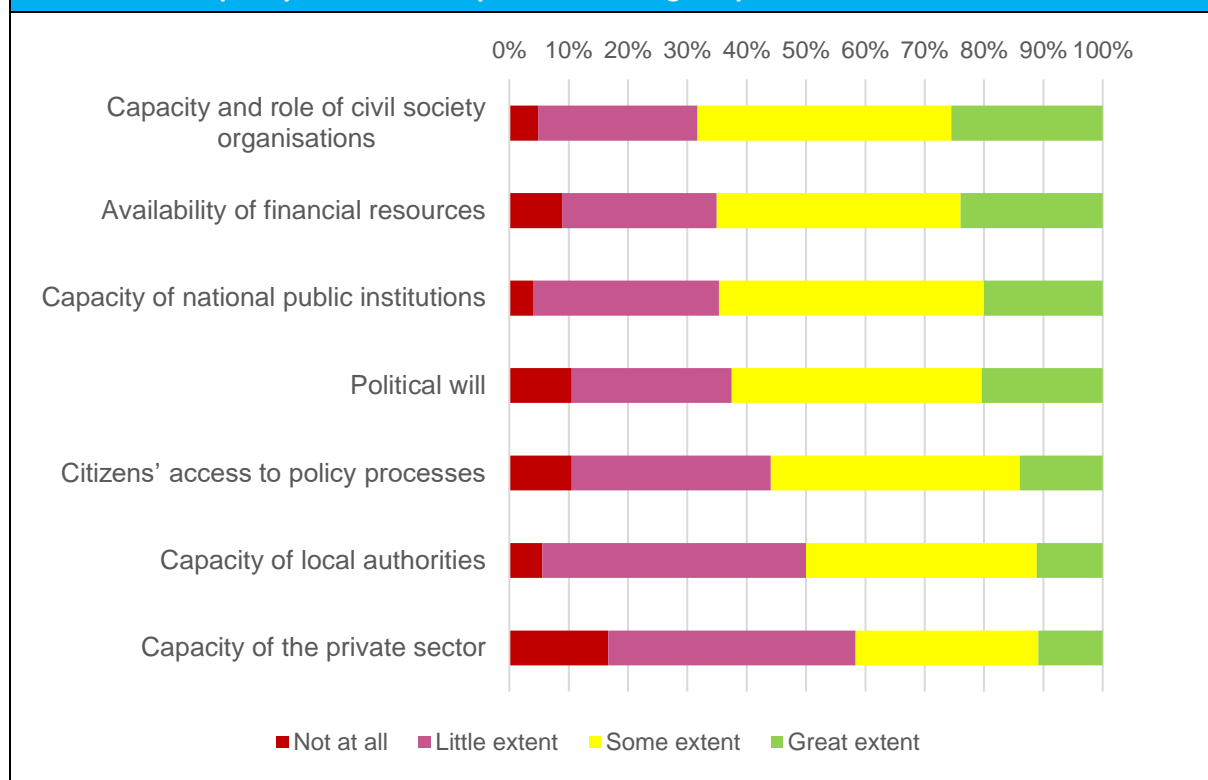
Note: for all variables N=120-152.

The share of positive answers for Q17 was:

- 67% for “Capacity and role of civil society organisations (focus on national/local actors)”,
- 61% for “Capacity of national public institutions (e.g., technical, planning, management skills)”,
- 60% for “Availability of financial resources for Env. & CC”,
- 59% for “Citizens’ access to information and involvement in policy processes”,
- 54% for “Political will”,
- 47% for “Capacity of local authorities (e.g., technical, planning, management skills)”,
- 40% for “Capacity of the private sector (incl. access to technology)”.

Question 40 Removing main obstacles – nature protection, environmental quality and industrial processes [All]

Based on your experience, to what extent has EU support contributed to removing the main obstacles to Env. & CC outcomes in your country of work in the areas of nature protection, environmental quality and industrial processes during the period 2014-2020?



Note: for all variables N=120-152.

The share of positive answers for Q18 was:

- 68% for “Capacity and role of civil society organisations (focus on national/local actors)”,
- 65% for “Availability of financial resources for Env. & CC”,
- 65% for “Capacity of national public institutions (e.g., technical, planning, management skills)”,
- 63% for “Political will”,
- 56% for “Citizens’ access to information and involvement in policy processes”,
- 50% for “Capacity of local authorities (e.g., technical, planning, management skills)”,
- 42% for “Capacity of the private sector (incl. access to technology)”.

Box 33 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

The EU supported the establishment of Air Quality Monitoring system, which somewhat helped the citizens to understand the scale of the problem. **EUD, Enlargement**

The EU is the main advocate for the Green Transition, especially if you take a geo-political perspective and compare with China and Russia. The EU has increasingly dared to speak on this topic, the shift came with the Green Deal giving highest support within the EU which also made the EUD a more active advocate. However, the IPA programming is just starting to adjust to this new green paradigm, and until now the Government has not been very interested to discuss the green topics. What made the Government more open to the Green Transition? Mostly it is the public growing pressure and awareness (i.e., on air, water and climate), secondly the acknowledgement of overall priorities to green investments globally, and in the EU. EU has a golden opportunity to remove obstacles meaning to push not only for green words but for fundamental reform, including legal economic instruments and importantly to link the Green Transition with a just transition paradigm. This will be the major challenge for IPA programming ahead, not to do "easy" green projects or "only infrastructure" but to support long-term capacity building and a "system change" within Government/at local level. **EU MS, Enlargement**

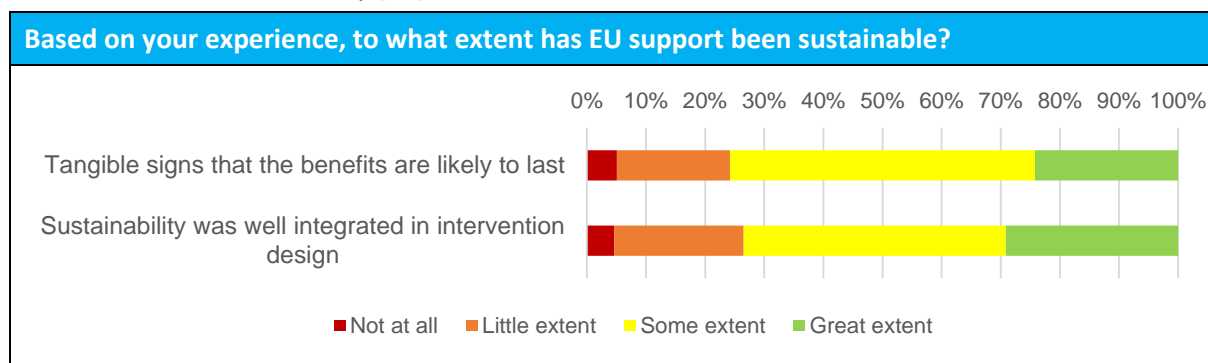
The EU support for nature conservation is very evident and is changing the situation. **National authorities, Enlargement**

The EU has not always been consistent in addressing obstacles. Often there is too much emphasis on the amount of money provided by EU taxpayers (trying to compete with the Chinese) and not enough on addressing obstacles. For example, the EUR 20 million grant to finance another wastewater project could finance 6 or more major capacity building projects that would help set standards to make EU quality worth having. **Other, Enlargement**

Civil society is almost not involved in solving problems. **CSO, Neighbourhood East**

The EU needs to do more with the CSOs on the Env. & CC [in the country]. The priority when it comes to climate action is to emphasize and prioritise work on adaptation (i.e., not mitigation). **EU MS, Neighbourhood South**

Question 41 Sustainability [All]



Note: for both variables N=151-157.

The share of positive answers for Q19 was:

- 76% for “There are tangible signs that the benefits which the EU contributed to are likely to last”,
- 74% for “Sustainability aspects were well integrated in the design of EU interventions (where relevant, exit strategies / plans have been developed)”.

Box 34 presents a selection of qualitative responses explaining respondents’ assessment provides further insights and illustration of different points of view:

Investments in water or energy infrastructure contributed to sustainability of resources and long-lasting use of them (potable water, energy efficiency investments...). **EUD, Enlargement**

Sustainability depends on the type of intervention. If it involves concrete infrastructure investment, the chances for sustainability are higher. However, interventions in the form of TA are less likely to be sustainable in an environment where public administration is considerably weak. A lot of strategies and action documents have been developed by external experts engaged via projects financed by IPA. In a lot of cases there is little to no ownership by the institutions as these strategies and documents were drafted without a meaningful engagement by the civil servants. Continuous support (in the form of TA) for developing strategies and action documents as well as for transposing EU legislation, is in fact perpetuating the weakness of the public administration. This is because there is an overall perception that it is the job of external EU experts to draft strategies and transpose directives. **National authorities, Enlargement**

The planning and implementation of wastewater treatment plants has not been very efficient, resulting in very slow programming, construction and failures in operations. With the increasing interest of China in this sector, and the easy access to loan money, the EU needs to evaluate the added value in the grant-based support to large infrastructure investments. A special evaluation of waste and wastewater investments through IPA planning should be done, especially looking at how the EU and the Government has prepared/not prepared for long term sustainability in this sector. Good examples are out there, but the bigger theory of change in large scale grant-based contributions need to be looked at. **EU MS, Enlargement**

The EU needs to look at broader programmes for IPA support, not small air-related projects with limited scope which does not give longer term support to a Ministry to build capacity and address the broader reform. IPA programming should be better designed to match the long-term needs identified in the Negotiating position for Chapter 27, translating policy and investment needs into projects. Clear conditionality should be put on building capacity and absorption capacity within authorities. **EU MS, Enlargement**

The Association Agreement produced sustainable results. **EU MS, Neighbourhood East**

Based on our experience, the sustainability of EU interventions is achieved when the national stakeholders are effectively involved since the design phase of the intervention. The results of the EU support are more likely to last when the initial needs come from national actors. **CSO, Neighbourhood South**

Sustainability is very difficult to achieve in view of the volatility of the situation, shifting lines of control among warring parties and overarching humanitarian and security concerns. **EUD, Neighbourhood South**

5 Annex 5: List of persons consulted

The tables below present the list of people consulted during the evaluation.

5.1 Persons interviewed outside of the case studies

<i>Organisation</i>	<i>Position/ Role</i>
EU HQ	
(EU) DG CLIMA.A.1	International Relations Officer - International
(EU) DG CLIMA.A.1	Policy Officer
(EU) DG CLIMA.A.1	Policy Officer - International relations - bilateral cooperation
(EU) DG ENER.A.3	International Relations Officer
(EU) DG ENV.F.2	Policy Officer - Coordination Enlargement Sector/ Policy assistance Bilateral relations and regional initiatives / Project manager
(EU) DG ENV.F.2	Policy Officer - Desk Officer for Ukraine, Moldova
(EU) DG GROW.A.3	International Relations Officer
(EU) DG MOVE.A.2	International Relations Officer
(EU) DG NEAR.DGA1.C.1	International Aid / Cooperation Assistant (incl. Agriculture, rural and regional development, connectivity, energy efficiency, environment, NIF)
(EU) DG NEAR.DGA1.C.2	International Aid / Cooperation Officer
(EU) DG NEAR.DGA1.C.2	Project Assistant
(EU) DG NEAR.DGA1.C.2	Head of Sector/Team Leader
(EU) DG NEAR.DGA2.B.2	Programme Manager - Regional Programmes Neighbourhood South in the field of climate action, Blue Economy and environment
(EU) DG NEAR.DGA2.B.2	Programme Officer - EU policies - Regional Programmes Neighbourhood South in the Field of Energy and Climate Change
(EU) DG NEAR.DGA2.B.2	Team Leader - EU policies / Programmes régionaux Voisinage Sud / Energie, environnement, changement climatique, transports et relations avec les organisations régionales
(EU) DG NEAR.DGA2.B.2	Programme Manager - EU policies - Regional Programmes Neighbourhood South in the Field of Environment, Water, Agriculture
(EU) DG NEAR.DGA2.B.3	Deputy Head of Unit
(EU) DG NEAR.DGA2.B.3	Geo-coordinator (desk officer) for Egypt
(EU) DG NEAR.DGA2.B.3	Geo-coordinator (desk officer) for Tunisia
(EU) DG NEAR.A.4	evaluation Officer
(EU) DG NEAR.D.2	Programme Manager - EU Policies - Serbia IPA Financial Assistance Coordinator
(EU) DG NEAR.D.2	Policy Officer
(EU) DG NEAR.D.3	Project Assistant
(EU) DG NEAR.D.5.001	Policy Assistant - Env. & CC sector expert
(EU) DG NEAR.D.5.001	Programme Manager
(EU) DG NEAR.D.5.003	Head of the Secretariat WBIF
(EU) DG NEAR.D.5.005	Head of sector
(EU) DG NEAR.D.5.005	Programme Assistant - EU policies / Financial assistance
(EU) DG REGIO.DDG.D.1	Policy Coordinator - EU Policies
(EU) DG REGIO.DDG. D.1	Programme Assistant - EU policies
(EU) JRC.C.5 (JRC-ISPR)	Project Leader - Scientific - Work Package Leader (WPkL)
EUDs	
(EU) EUD Ukraine	Head of Section / Env. & CC Focal Person
(EU) EUD Ukraine	Sector Manager / Env. & CC Focal Person
(EU) EUD Ukraine	Env. & CC Focal Person
(EU) EUD Ukraine	Deputy Head of Cooperation
(EU) EUD Armenia	International Aid / Cooperation Officer
(EU) EUD Serbia	Env. & CC Focal Person
(EU) EUD Georgia	Programme Officer
(EU) EUD Georgia	Env. & CC Focal Person
(EU) EUD North Macedonia	Env. & CC Focal Person

(EU) EUD North Macedonia	Env. & CC Focal Person
(EU) EUD North Macedonia	Env. & CC Focal Person
(EU) EUD Egypt	Env. & CC Focal Person
(EU) EUD Tunisia	Env. & CC Focal Person
(EU) EUD Tunisia	Env. & CC Focal Person
(EU) EUD Kosovo	Env. & CC Focal Person
(EU) EUD Kosovo	Env. & CC Focal Person
Other	
UNDP Europe and Central Asia, Turkey	UNDP Team Leader
UNDP Europe and Central Asia, Turkey	UNDP Regional Representative for EU4Climate
Energy Community	Secretariat's Director
Energy Community	Sustainable Energy Expert

5.2 List of institutions consulted per case study

The table below presents the list of organisations consulted for each case study. Each case study note has its own list of persons that were interviewed during the desk and field phases. In order to ensure anonymity, respondents' full names have been excluded and only their positions and related organisation were kept. More details are provided in the case study notes.

Case study	Organisations consulted
Kosovo <i>(desk and field)</i>	<ul style="list-style-type: none"> • DG NEAR/EUO • Balkan Green Foundation • GIZ Kosovo • INDEP • KfW Kosovo • Ministry of Environment and Spatial Planning • Project Team • World Bank
North Macedonia <i>(desk and field)</i>	<ul style="list-style-type: none"> • DG NEAR/EUD • Association of the Units of Local Self Government (ZELS) • EBRD • Embassy of Switzerland in North Macedonia/Swiss Cooperation Office • Macedonian Ecological Society • Ministry of Finance • Ministry of Environment • Secretariat for European Affairs • UNDP
Serbia <i>(desk and field)</i>	<ul style="list-style-type: none"> • DG NEAR/EUD • AFD • EBRD • EIB • Embassy of Sweden • Environment Partnership Programme for Accession • FAO • KfW • Ministry of Agriculture, Forestry and Water Management • Ministry of Environment • Ministry of European Integration • Young Researchers of Serbia • UNDP
Georgia <i>(desk and field)</i>	<ul style="list-style-type: none"> • DG NEAR/EUD

Case study	Organisations consulted
	<ul style="list-style-type: none"> • AFD • EBRD • Energy Community Secretariat • KfW • Ministry of Environmental Protection and Agriculture • World Bank
Ukraine <i>(desk and field)</i>	<ul style="list-style-type: none"> • DG ENV/EUD • EBRD • KfW • State water agency • UNDP • UNIDO
Egypt <i>(desk and remote interviews)</i>	<ul style="list-style-type: none"> • DG NEAR/EUD • EIB • KfW
Lebanon <i>(field)</i>	<ul style="list-style-type: none"> • EUD • AFD • AICS • EBRD • EIB • Greenpeace • Institute for Public Policy and International Affairs – American University of Lebanon • Ministry of Energy and Water Resources • UNDP • UNDP CEDRO 5 • Union of Dannieh Municipalitie • World Bank
Tunisia <i>(desk and field)</i>	<ul style="list-style-type: none"> • EUD • AFD • EIB • Expertise France • National Agency for Energy Conservation - ANME • Météo France • Ministry of the Environment and Spatial Planning - ANPE • Project Implementation Unit (PIU) Lake Bizerte • Worldwide Fund for Nature (WWF) North Africa • WWF North Africa • Viverdis
EUSAIR <i>(desk and remote interviews)</i>	<ul style="list-style-type: none"> • DG REGIO • Interreg - ADRION Joint Secretariat
EU4Climate <i>(desk and remote interviews)</i>	<ul style="list-style-type: none"> • DG NEAR/EUDs (Armenia, Georgia, Ukraine) • Energy Community Secretariat • UNDP HQ Turkey
Switch-MED II <i>(desk and remote interviews)</i>	<ul style="list-style-type: none"> • DG NEAR • UNIDO

6 Annex 6: Bibliography

EU regulatory, policy and Env. & CC-related key reference documents - global

6.1.1.1 General regulatory and policy documents

- European Council (2014): The Union as a strong global actor. EUCO 79/14.
- European Parliamentary Research Services (2019): Financing EU external action in the new MFF, 2021-2027 – Heading 6 ‘Neighbourhood and the World’.
- EU (2021): Draft Action Document Template prepared under the NDICI and IPA III regulations.
- EU (2021): ENI Programme Statements.
- EU (2021): Guidelines for the programming of the neighbourhood, development and international cooperation instrument - 2021-2027.
- EU (2021): IPA II Programme Statements.
- EU (2021): Working Better Together as Team Europe. Through joint programming and joint implementation. Tools and Methods Series – Guidelines n°10.
- EU (2020): Guidelines for the Programming of the Neighbourhood, Development and International Cooperation Instrument – 2021-2027.
- EU (2020): Working Better Together as Team Europe (through joint programming and joint implementation). Tools and Methods Series Guidelines No. 9.
- EU (2019): A Union that strives for more: my agenda for Europe. Political guidelines for the next EC 2019-2024.
- EU (2018): EU external financing instruments and the post-2020 architecture, European Implementation Assessment, European Parliamentary Research Service (EPRS).
- EU (2018): Proposal for a Regulation of the European Parliament and of the Council establishing the Neighbourhood, Development and International Cooperation Instrument.
- EU (2018): Regulation 2018/1046 of 18 July 2018 on the financial rules applicable to the general budget of the Union.
- EU (2017): New European Consensus on Development - 'Our world, our dignity, our future'.
- EU (2016): Charter of Fundamental Rights of the EU. 2016/C 202/02.
- EU (2016): Consolidated version of the Treaty on EU and the Treaty on the Functioning of the EU.
- EU (2016): Shared Vision, Common Action: A stronger Europe, A Global Strategy for the EU's Foreign and Security Policy.
- EU (2015): A Global Partnership for Poverty Eradication and Sustainable Development After 2015, COM(2015) 44 final.
- EU (2015): Council Conclusion - A New Global Partnership for Poverty Eradication and Sustainable Development after 2015. 9241/15.
- EU (2015): Joint Declaration of the Eastern Partnership Summit. Riga, 21-22 May 2015.
- EU (2014): COM(2014)335 A decent Life for all: from vision to collective action. COM(2014) 335 final.
- EU (2014): Council conclusions on a transformative post-2015 agenda.
- EU (2014): Guidelines on the transition to the Multiannual Financial Framework 2014-2020 under the EU Budget and the EDF Bridging Facility.
- EU (2014): ENI Regulation establishing a European Neighbourhood Instrument. Reg(2014)232.
- EU (2014): 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 action.

- EU (2013): COM(2013)92 A decent life for all. COM(2013) 92 final.
- EU (2013): Overarching Post 2015 Agenda.
- EU (2012): Delivering on a new European Neighbourhood Policy - JOIN(2012)14.
- EU (2012): Delivering on a new European Neighbourhood Policy Report on activities in 2011 and Roadmap for future action - SWD(2012)12.
- EU (2012): The Treaty of the functioning of the EU (TFEU).
- EU (2011): A partnership for democracy and shared prosperity with the southern Mediterranean - COM(2011)200;
- EU (2011): Common Position for the Fourth High Level Forum on Aid Effectiveness.
- EU (2011): Communication on how to increase the impact of EU Development Policy: An Agenda for Change.
- EU (2010): COM(715) Communication from the Commission to the EP, the Council, the European Economic and Social Committee and the Committee of the Regions "EU Strategy for Danube Region".
- EU (2007): Conclusion of the council and the representatives of the governments of the member states on EU Code of Conduct on Complementarity and Division of Labour in Development Policy.
- EU (2006): Joint Statement - European Consensus on Development. C 46/1.
- EU (2000): Charter of Fundamental Rights of the EU. 2016/C 202/02.

6.1.1.2 Env. & CC-related key reference documents

- DG IPOL (2020): Documenting climate mainstreaming in the EU budget - Making the system more transparent, stringent and comprehensive.
- Economic Commission for Europe (2016): Eighth Environment European Ministerial Conference. Pan-European Strategic Framework for Greening the Economy.
- European Parliamentary Research Service (2020): European Green Deal Investment Plan - Main elements and possible impact of the coronavirus pandemic.
- EU (2021): COM(2021) 82 Forging a climate-resilient Europe - the new EU Strategy on Adaptation to Climate Change.
- EU (2021): Short guide to the use of Rio markers.
- EU (2021): Template for the assessment of cross-cutting issues in Action Documents under NDICI-Global Europe (neighbourhood) & IPA III.
- EU (2020): COM(2020)21 Sustainable Europe Investment Plan - European Green Deal Investment Plan.
- EU (2020): COM(2020)98 A new Circular Economy Action Plan for a cleaner and more Competitive Europe.
- EU (2020): Guidelines for the Implementation of the Green Agenda for the Western Balkans.
- EU (2019): COM(2019)640 The European Green Deal.
- EU (2017): Sector Note: Integration Env. & CC in agriculture, food security and rural development.
- EU (2017): Sector Note: Integration Env. & CC in energy.
- EU (2017): Sector Note: Integration Env. & CC in water and sanitation.
- EU (2016): Integrating the Env. & CC into EU international cooperation and developments – towards sustainable development. Tools and Methods Series Guidelines No. 6.
- EU (2014): Conclusions on 2030 Climate and Energy Policy Framework.

Key documentation at regional/country level

6.1.1.3 Enlargement

6.1.1.3.1 EU regulations and overarching documents

- European Council (2018): Enlargement and Stabilisation and Association Process. 10555/18.
- EU (2020): COM(2020)641 An Economic and Investment Plan for the Western Balkans.
- EU (2020): COM(2020)660 2020 Communication on EU Enlargement Policy.
- EU (2019): COM(2019)260 2019 Communication on EU Enlargement Policy.
- EU (2018): COM(2018)450 2018 Communication on EU Enlargement Policy.
- EU (2018): COM(2018)65 A credible enlargement perspective for and enhanced EU engagement with the Western Balkans.
- EU (2018): IPA II Multi-country Programme.
- EU (2018): Proposal for a Regulation of the European Parliament and of the Council establishing the Instrument for Pre-Accession Assistance (IPA III).
- EU (2018): Support programme EU Enlargement and Neighbourhood policies for 2018-2019. C(2018) 8458 final.
- EC (2017): IPA II Multi-country Programme.
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- EU (2014): Commission Implementing Decision amending Commission Decision C(2014)4293 of 30.6.2014 adopting a Multi-country Indicative Strategy Paper for the period 2014-2020.
- EU (2014): COM(2014)700 Enlargement Strategy and Main Challenges 2014-15.
- EU (2014): Regulation (EU) No 231/2014 of 11 March 2014 establishing an Instrument for Pre-Accession Assistance (IPA II).
- EU (2010): Regulation (EU) No 80/2010 of 25 January 2010 amending Regulation (EC) No 718/2007 implementing Council Regulation (EC) No 1085/2006 establishing an instrument for pre-accession assistance (IPA).
- EU (2007): Regulation (EC) No 718/2007 of 12 June 2007 implementing Council Regulation (EC) No 1085/2006 establishing an instrument for pre-accession assistance (IPA).
- EU (2006): Council Regulation 1085/2006, adopted on 17 July 2006, establishing IPA.

6.1.1.3.2 Country or regional level strategy/programming documents

The team has started gathering project/programme level documentation for Env. & CC targeted EU-funded interventions, including actions documents, progress reports, ROM reports, projects evaluations, tranche release dossier for BS programme, etc.

The team has also started gathering EAMRs and other EU internal reporting documents.

Kosovo

- EC (2018): Amended Indicative Strategy Paper for Kosovo* for the period 2014-2020. C(2018) 5031 final.
- EC (2014): Indicative Strategy Paper for Kosovo* for the period 2014-2020.
- Energy Community (2014-2020): Reports on Kosovo.
- EU (2020): An Economic and Investment Plan for the Western Balkans. COM(2020) 641 final.
- EU (2018): A Credible Enlargement Perspective for and Enhanced EU Engagement with the Western Balkans. COM(2018) 65 final.
- EU Office in Kosovo (2014 to 2020): External Assistance Management Reports (EAMR).
- EU (2015): Stabilisation and Association agreement between the EU and the European Atomic Energy Community, of the one part, and Kosovo*, of the other part.
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North Macedonia

- EU (2020): An Economic and Investment Plan for the Western Balkans. COM(2020) 641 final.
- EU (2018): A Credible Enlargement Perspective for and Enhanced EU Engagement with the Western Balkans. COM(2018) 65 final.
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- Marleski, B. & Kolekeski, A. & Bashevaska, M. (2019): Shadow report from monitoring work and effects of sector working group for environment and climate action in the period January 2019 – February 2020
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Serbia

- EC (2020): Annual Report for Serbia. SWD (2020) 352 final.
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- EC (2020): Report on the implementation of EU macro-regional strategies. SWD(2020) 186.
- EC (2016): Implementation of EU macro-regional strategies. COM(2016) 805.
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- EC (2014): Action Plan on EUSAIR. SWD(2014) 190.
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- EC (2014): Communication concerning the European Union Strategy for the Adriatic and Ionian Region. COM (2014) 357.
- EC (2012): A Maritime Strategy for the Adriatic and Ionian Seas. COM(2012) 713.
- EC (2013): Report concerning the added value of macro-regional strategies. COM(2013) 468.
- EC (2014): concerning the EU Strategy for the Adriatic and Ionian Region. COM(2014) 257.
- ESPON programme - MRS. ESPON TOOL – monitoring of macro-regions in Europe
- EU (2020): EUSAIR report 2020 notes.

- EU (2014): SWD(2014) 191 Supportive analytical document accompanying the Commission communication concerning the EUSAIR.
- EU (2019): SWD(2019) 6 SWD accompanying the report on the implementation of EU macro-regional strategies
- EU (2019): SDG (2019) SWD accompanying the EC report on the implementation of the MRS
- EU (2016, 2019, 2020): EUMRS reports.

6.1.1.3.3 *EU interventions*

The team has started gathering project/programme level documentation for Env. & CC targeted EU-funded interventions, including actions documents, progress reports, ROM reports, projects evaluations, tranche release dossier for budget support (BS) programme, etc.

The team has also started gathering EAMRs and other EU internal reporting documents.

6.1.1.4 **Neighbourhood (overall)**

6.1.1.4.1 *EU regulations and overarching documents*

- Eastern Partnership (2009): 20 Deliverables for 2020: Bringing tangible results for citizens.
- EC (2004): COM(2004)37 European Neighbourhood Policy - Strategy Paper.
- EC (2003): COM (2003)104 Communication from the Commission to the Council and the EP, Wider Europe – Neighbourhood: A New Framework for Relations with our Eastern and Southern Neighbours.
- EU (2017): Joint Report to the EP, the Council, the European Economic and Social Committee and The Committee Of The Regions. Report on the Implementation of the European Neighbourhood Policy Review.
- EU (2015): Review of the European Neighbourhood Policy, Joint communication JOIN(2015) 50 final.
- EU (2014): Association Agreement between the European Atomic Energy Community and their Member States, of the one part, and the Republic of Moldova, of the other part.
- EU (2014): Association Agreement between the European Atomic Energy Community and their Member States, of the one part, and Georgia, of the other part.
- EU (2014): Neighbourhood at the Crossroads: Implementation of the European Neighbourhood Policy in 2013.
- EU (2014): Neighbourhood Investment Facility Strategic Orientations 2014-2020.
- EU (2014): Programming of the ENI 2014-2020.
- EU (2014): Programming document for EU support to ENI Cross-Border Cooperation (2014-2020).
- EU (2014): Regulation (EU) No 232/2014 of 11 March 2014 establishing a European Neighbourhood Instrument (ENI).
- EU (2013): The European Neighbourhood Policy: Working towards a Stronger Partnership, Joint Communication, JOIN(2013) 4 final.
- EU (2011): COM(2011)303 A new response to a changing Neighbourhood.
- EU (2006): ENPI Regulation laying down general provisions establishing a European Neighbourhood and Partnership Instrument. Reg(2006)1638.

6.1.1.5 **Neighbourhood East**

6.1.1.5.1 *EU regulations and overarching documents*

- Commission of the European Communities (2008): COM(2008)823 Eastern Partnership.
- EU (2020): Joint Communication on the EaP policy beyond 2020: Reinforcing Resilience – an EaP that delivers for all JOIN(2020) 7 final.

- EU (2019): ANNEX 3 to Commission Implementing Decision on the ENI East Regional Action Programme 2017 Part to be financed from the general budget of the EU.
- EU (2017): Eastern Partnership – 20 Deliverables for 2020 Focusing on key priorities and tangible results.
- EU (2017): European Neighbourhood Instrument – Regional East Multi-annual Indicative Programme (2017-2020).
- EU (2016): Eastern Partnership – Focusing on key priorities and deliverables.
- EU (2016): Resolution of 21 January 2016 on Association Agreements / Deep and Comprehensive Free Trade Areas with Georgia, Moldova and Ukraine (2015/3032(RSP)).
- EU (2014): ENI Part 1 East Regional Programme.
- EU (2014): Programming the European Neighbourhood Instrument (ENI) 2014-2020, Regional East Strategy Paper (2014-2020) and Multi-annual Indicative Programme (2014-2017).
- EU (2014): Regional East Strategy Paper (2014-2020), Part 2.
- European Council (2009): Joint Declaration of the Prague Eastern Partnership Summit.

6.1.1.5.2 Country or regional level strategy/programming documents

The team has started gathering project/programme level documentation for Env. & CC targeted EU-funded interventions, including actions documents, progress reports, ROM reports, projects evaluations, tranche release dossier for BS programme, etc.

The team has also started gathering EAMRs and other EU internal reporting documents.

Georgia

- Energy Community Secretariat (2020): Georgia Annual Implementation Report 2020.
- EU (2018): Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing the Neighbourhood, Development and International Cooperation Instrument {SEC(2018)310final} –{SWD(2018)337final}
- EU (2018): Single Support Framework for EU support to Georgia (2017-2020)
- EU (2017): Eastern Partnership – 20 Deliverables for 2020 Focusing on key priorities and tangible results.
- EU (2017): Joint Report to the European Parliament, the Council, the European Economic and Social Committee and the Committee on the Regions. Report on the Implementation of the European Neighbourhood Policy Review. JOIN(2017) 18 final.
- EU (2017): New European Consensus on Development - 'Our world, our dignity, our future'.
- EU (2016-2021): Association Implementation Reports on Georgia.
- EU (2015): Implementation of the European Neighbourhood Policy in Georgia Progress in 2014 and recommendations for actions.
- EU Delegation in Georgia (2014 to 2020): External Assistance Management Reports (EAMR).
- EU (2014): Neighbourhood Investment Facility Strategic Orientations 2014-2020.
- EU (2014): Programming document for EU support to ENI Cross-Border Cooperation (2014-2020).
- EU (2014): Single Support Framework for EU Support to Georgia (2014-2017).

Ukraine

- EU (2020): Association Implementation Report on Ukraine.
- EU (2018): Single Support Framework 2018-2020 Ukraine
- EU (2015): Implementation of the European Neighbourhood Policy in Ukraine Progress in 2014 and recommendations for actions.
- EU Delegation in Ukraine (2014 to 2020): External Assistance Management Reports (EAMR).

6.1.1.5.3 *EU interventions*

The team has started gathering project/programme level documentation for Env. & CC targeted EU-funded interventions, including actions documents, progress reports, ROM reports, projects evaluations, tranche release dossier for BS programme, etc.

6.1.1.6 **Neighbourhood South**

6.1.1.6.1 *EU regulations and overarching documents*

- EC (2021): Renewed partnership with the Southern Neighbourhood. A new Agenda for the Mediterranean. JOIN (2021) 2 final.
- Union for the Mediterranean (2021): Union for the Mediterranean Ministerial declaration on Sustainable Blue Economy.
- Union for the Mediterranean (2016): Union of the Mediterranean Ministerial Meeting on Energy.
- Union for the Mediterranean (2014): Union for the Mediterranean Ministerial Meeting on Env. & CC.
- EU (2014): Programming the European Neighbourhood Instrument (ENI) 2014-2020, Regional South Strategy Paper (2014-2020) and Multi-annual Indicative Programme (2014-2017).

6.1.1.6.2 *Country or regional level strategy/programming documents*

The team has started gathering project/programme level documentation for Env. & CC targeted EU-funded interventions, including actions documents, progress reports, ROM reports, projects evaluations, tranche release dossier for BS programme, etc.

The team has also started gathering EAMRs and other EU internal reporting documents.

Egypt

- Association Council (2017). EU – Egypt Partnership-Priorities (2017-2020).
- EC (ICF) (2020): Country Fiche for Egypt.
- EC (2018): EU – Egypt Partnership-Priorities (2017-2018).
- EC (2018): MoU on a Strategic Partnership on Energy between the EU and Egypt (2018 – 2022).
- EC (2015) Review of the European Neighbourhood Policy
- EC (2015): Single Support Framework for EU support to Egypt (2014-2015) updated.
- EC (2014, 2017, 2019, 2020): EU-EGYPT European Neighbourhood Policy Action Plan, Progress Reports.
- EC (2014) Implementation of the European Neighbourhood Policy in Egypt Progress in 2014 and recommendations for actions
- EEAS/EC (2017): Single Support Framework for EU support to Egypt (2017-2020).
- EEAS/EC (2014): Single Support Framework for EU support to Egypt (2014-2015).
- EU Delegation to Egypt (2015 to 2020): External Assistance Management Report (EAMRs).

Tunisia

- EC (2017): Programming of the European Neighbourhood Instrument (ENI) – 2014-2020. EU-Tunisia Single Support Framework (2017-2020).
- EC (2014): EU-Tunisia Single Support Framework (2014-2015).
- EU (2021): Joint Staff Working Document: Renewed Partnership with the Southern Neighbourhood Economic and Investment Plan for the Southern Neighbours, accompanying the Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Renewed Partnership with the Southern Neighbourhood, A new Agenda for the Mediterranean, SWD 2021/23 final, Brussels, 9.2.2021
- EU (2018): Decision no. 1/2018 of the EU-Tunisia Association Council adopting the EU-Tunisia strategic priorities for the period 2018-2020 (2018/1792)

- EU (2014): Neighbourhood Investment Facility, Strategic Orientations 2014 – 2020
- EU (2014): Programming of the European Neighbourhood Instrument (ENI) 2014 – 2020. Strategic Priorities 2014 – 2020 and Multi-annual Indicative Programme 2014 – 2017
- EU (2014): Regulation No. 232/2014 establishing a European Neighbourhood Instrument
- EU (2016): JOIN(2016) 47 final, 29/09/2016, Strengthening EU support for Tunisia.
- EU (2013): Privileged Partnership Action Plan 2013 – 2017
- EU (1998): Euro-Mediterranean Agreement establishing an association between the European Communities, and their Member States, of the one part, and the Republic of Tunisia, of the other part.
- EU Delegation in Tunisia (2017 and 2020): External Assessment Monitoring Report (EAMRs).
- NIF/NIP (2008-2019) Annual operational reports.

6.1.1.6.3 *EU interventions*

The team gathered project/programme level documentation for Env. & CC targeted EU-funded interventions, including actions documents, progress reports, ROM reports, projects evaluations, tranche release dossier for BS programme, etc.

Evaluation, Studies and Other

6.1.1.7 EU evaluations and studies focussing on Env. & CC

- EU (2020): Wastewater treatment in the Danube region: opportunities and challenges. JRC Science for Policy Report.
- EU (2020): Status of air pollutants and greenhouse gases in the Western Balkans. JRC Science for Policy Report.
- EU (2019): Study on the EU support provided at regional and bilateral level in the field of climate change in the Neighbourhood South countries (2012-2018).
- EU (2019): Sustainable energy in the Danube region as an integral part of the EU 2020 strategy. JRC Science for Policy Report.
- EU (2019): Water scenarios for the Danube River Basin: future challenges and preparedness. JRC Science for Policy Report.
- EU (2018): External evaluation of the EU's Sustainable Energy Cooperation (2011-2016).
- EU (2018): Sustainable use of biomass in the residential sector. JRC Science for Policy Report.
- EU (2017): Evaluation of the EU support provided at regional and bilateral level in the field of environment in the Neighbourhood South countries (2010-2017).
- EU (2017): Ex-ante assessment of air quality in EUSALP and EUSAIR macro-regions. JRC Science for Policy Report.
- EU (2015): Thematic evaluation of the EU support to Env. & CC in third countries (2007-2013).

6.1.1.8 EU strategy evaluations

- EU (2021): Evaluation of EU support to local authorities in Enlargement and Neighbourhood regions (2010-2018).
- EU (2021): Mid-term evaluation of cross border cooperation programmes between IPA II beneficiaries. Synthesis Report.
- EU (2020): Evaluation of performance of EU Info Centres in the Enlargement and Neighbourhood regions (2011-2017).
- EU (2019): Evaluation of EU Support for Rule of Law in Neighbourhood Countries and Candidates and Potential Candidates of Enlargement in the period 2010-2017.
- EU (2018): External evaluation of the EU's Policy Coherence for Development (2009-2016).

- EU (2018): evaluation of the EU's engagement with Civil Society in the ENI regions (2007-2018) – Thematic Level evaluation – Roadmap.
- EU (2018): Evaluation of the EU's cooperation with Armenia – Country Level evaluation – Roadmap.
- EU (2018): Ex-post evaluation of 2007-2013 ENPI CBC Programmes. Final Report.
- EU (2017): External evaluation of the European Neighbourhood Instrument (ENI).
- EC (2017): External evaluation of the Instrument for Pre-accession Assistance (IPA II) (2014 – mid 2017).
- EU (2017): Evaluation of Blending.
- EC (2017): Evaluation of the EU's Cooperation with Azerbaijan.
- EU (2016): Evaluation of Blending.
- EU (2016): Thematic evaluation on Support to Economic Governance in Enlargement and Neighbourhood Countries.
- EU (2016): Evaluation on support to SME Competitiveness in Enlargement and Neighbourhood Countries.
- EU (2016): Evaluation of the EU aid delivery mechanism of delegated cooperation (2007-2014).
- EU (2016): Evaluation of EU support to the transport sector in Africa (2005-2013).
- EU (2015): Capitalisation exercise (meta-evaluation) on EU Private Sector Development (PSD) support to third countries.
- EU (2015): Evaluation of the European Union's Cooperation with the Hashemite Kingdom of Jordan - Country Level evaluation.
- EU (2015): Evaluation of the European Union's Co-operation with Georgia (2007-2013).
- EU (2015): Evaluation of TAIEX Instrument.
- EU (2015): Evaluation of WBIF.
- EU (2015): Third interim evaluation of IPA assistance.
- EU (2014): Evaluation conjointe des opérations d'appui budgétaire au Maroc.
- EC (2014): evaluation of the EU's Cooperation with occupied Palestinian territory & support to the Palestinian people.
- EU (2013): evaluation of the EU's Support to two European Neighbourhood Policy Regions (East and South), Ref. 1320.

6.1.1.9 Other

- Bilal, S. (2021): How European financial institutions can work better together for sustainable and green (co-)investment in times of COVID-19. ECDPM.
- Convention on Biological Diversity (2017): Biodiversity and the 2030 Agenda for Sustainable Development – Technical Note.
- Council of the EU (2016): Union for the Mediterranean ministerial meeting on energy.
- Council of the European Union (2012): Council Conclusion "The Future Approach to EU Budget Support to Third Countries"
- Di Ciommo, M. & Ahairwe, P.E. (2021). The EU budget and external climate financing: the state of play. Briefing Note No.132. ECDPM.
- EEAS (2020): EU supports better cooperation in the Black Sea region for sustainable green development. Factsheet.
- EIB (2020): Trust Funds in Action.
- EIB (2019): Global Reach – The impact of the EIB Beyond the European Union.
- Energy Community Secretariat (2020): Annual Implementation Report 2020.

- EU (2020): Implementation Report of the EFSD and the EFSD Guarantee Fund.
- EU (2020): The EU External Investment Plan: a quick overview.
- EU (2019): DG Near Guidelines on linking planning/programming, monitoring and evaluation.
- EU (2019): EFSD Operation Report 2019.
- EU (2019): The performance review of the 2014-2020 Interreg programmes.
- EU (2018): EU external investment plan factsheet.
- EU (2017). Budget Support Guidelines.
- EU (2017): Study on Macro-regional Strategies and their Links with Cohesion Policy.
- EU (2016): Budget Support Annual Report 2016.
- EU (2016): DG NEAR - Guidelines on linking planning/programming, monitoring and evaluation.
- EU (2016): Press release, EU and EaP to step up cooperation on Env. & CC policies.
- EU (2015): Guidelines on EU blending operations.
- GIZ (2014): Assessing and Monitoring Climate Resilience. From Theoretical Considerations to Practically Applicable Tools – A Discussion Paper.
- Milken Institute & the OECD (2018): Guaranteeing the goals: Adapting Public Sector Guarantees to Unlock Blended Financing for the U.N. Sustainable Development Goals.
- ODI & EDFI (2021): The catalytic effects of DFI investment – gender equality, climate action and the harmonisation of impact standards – An essay series.
- OECD (2020): Environment at a Glance 2020.
- OECD (2017): Blended finance – mobilising resources for sustainable development and climate action in developing countries. Policy perspectives.
- OECD (2012): Evaluating Budget Support - Methodological Approach.
- Rivellini, M. (2020): Hope and Strength in the Western Balkans. EIB.
- Sovacool, B. K. (2021): Who are the victims of low-carbon transitions? Towards a political ecology of climate change mitigation. *Energy Research & Social Science* 73 (2021).
- Swedfund (2019): 2019 Integrated Report – Sustainable Investments: A true story about escaping poverty.
- Teevan, C., Medinilla, A., & Sergejeff, K. (2021): The Green Deal in EU foreign and development policy. ECDPM.
- United Nations (2015): Paris Agreement.
- United Nations (2015): Transforming Our World – The 2030 Agenda for Sustainable Development.
- United Nations Environment Programme (2020): Terminal evaluation of the EC DG Environment-UNEP Strategic Cooperation Agreement under the EU Thematic Programme for Environment and Sustainable Management of Natural Resources including Energy (ENRTP).

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