

EN

EN

EN



EUROPEAN COMMISSION

Brussels, 10.11.2010  
COM(2010) 640 final

**COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN  
PARLIAMENT AND THE COUNCIL**

**INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA)  
REVISED MULTI-ANNUAL INDICATIVE FINANCIAL FRAMEWORK FOR 2011-  
2013**

# COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL

## INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA) REVISED MULTI-ANNUAL INDICATIVE FINANCIAL FRAMEWORK FOR 2011- 2013

### Introduction

The Multi-Annual Indicative Financial Framework (MIFF) for the Instrument of Pre-Accession Assistance (IPA) is designed to provide information on the indicative breakdown of the overall IPA envelope proposed by the Commission in accordance with Article 5 of the IPA Regulation (EC) 1085/2006. It acts as the link between the political framework within the enlargement package and the budgetary process. The Multi-Annual Indicative Planning Documents (MIPD) established for each beneficiary country and for the multi-beneficiary programme, through which pre-accession aid is delivered, take into account the indicative breakdown proposed in the MIFF. For the first time for 2011-2013 there will also be a separate MIPD for cross-border cooperation.

The MIFF is based on a rolling three-year programming cycle. Under normal circumstances, a MIFF for years N, N+1 and N+2 will be presented in the last quarter of year N-2 as part of the enlargement package, representing a proposed financial translation of the political priorities set out within the package itself, taking into consideration the Financial Framework. As 2013 represents the last budgetary year of IPA, this MIFF covers the same years as the previous MIFF, i.e. 2011-2013. It indicates the allocation of the envelope for pre-accession assistance by country and by component for these years, and also gives an indication of the multi-beneficiary programme envelope and support expenditure.

As in previous years, the MIFF is published based on the current status of the countries concerned and so does not at this stage pre-empt any decision by the Council on the Opinions presented with the enlargement package or a likely date of accession for any candidate country. It does for the first time include Iceland as a beneficiary country<sup>1</sup>. If any significant amendments to this MIFF are needed before the next annual publication of the MIFF in autumn 2011, the Commission will publish an amended version at the appropriate time. Once a candidate country accedes to the EU, any pre-accession funds provisionally allocated to that country from the year of accession onwards will no longer be available for this new Member State.

The overall political priorities for pre-accession are set out in the Accession and European Partnerships, the annual progress reports and the enlargement strategy paper contained in the enlargement package presented to the European Parliament and the Council each year.

---

<sup>1</sup> Regulation (EU) 540/2010 of the European Parliament and the Council of 16 June 2010 amending Council regulation (EC) 1085/2006 establishing an Instrument for Pre-Accession Assistance (IPA)

## Strategic Financial Programming

### 1. Allocation of funds between countries

The starting point for allocations in 2007 was a commitment by the Commission to ensure that no beneficiary country would receive less in 2007 than they did in 2006 and furthermore that Bosnia and Herzegovina and Albania should receive no less than the annual average of the funding each received between 2004 and 2006. This latter point reflected the fact that the funding for these countries was frontloaded in 2004.

The figures for 2008 onwards have been calculated on the basis of per-capita allocations which have been quoted in the past as a proxy for needs and impact. Against this measure, the per capita levels for each of the potential candidates of the Western Balkans increase during the course of the current financial framework to above the 2004-2006 per-capita average of €23 (in 2004 prices) received under CARDS. For Montenegro, the per capita levels of funding are higher than for other potential candidate countries, reflecting a minimum level of funding needed for adequate administrations, irrespective of the size of the country. The global breakdown of funds between countries has been respected with the exception of Kosovo<sup>2</sup> which received increased IPA funding. In 2008, €60 million were granted by the budget authority as part of a wider mobilisation of new funds to support the stability and development of Kosovo. This was supplemented by a transfer of a further €60 million from unused macro-financial assistance (MFA) appropriations. In 2009, an additional €40 million was committed as a follow up of the Donor's conference which took place in July 2008.

For Croatia and the former Yugoslav Republic of Macedonia, as candidate countries, a level of over €30 per capita (in 2004 prices) is allocated. This level is maintained across the period for Croatia. For the former Yugoslav Republic of Macedonia, the funding in per capita terms continues to increase, reflecting a minimum level of funding needed for building adequate administrations, irrespective of the size of the country.

For Turkey, taking into account the size and absorption capacity of the country, there is a gradual increase in per-capita levels of assistance over the period 2007-2013.

### 2. Allocations between components

IPA is delivered through the following five components: I – Transition and Institution Building; II – Cross-border cooperation; III – Regional Development; IV – Human Resources Development; and V – Rural Development.

Component I, Transition Assistance and Institution Building, covers all institution building actions and the investments related to the *acquis communautaire*; it helps beneficiary countries build up administrative and judicial capacity and addresses, according to priority, cooperation measures not expressly covered by other components.

Component II, Cross-Border Cooperation, supports cross-border activities among beneficiary countries and between beneficiary countries and Member States; it also covers the participation of IPA beneficiaries in ERDF trans-national and interregional co-operation programmes and in ENPI sea basins programmes, as appropriate.

---

<sup>2</sup> Under United Nations Security Council Resolution 1244/99

Components III and IV are accessible to candidate countries and aim to prepare these countries for the programming, implementation and management of Structural and Cohesion Funds upon accession by approximating, to the greatest extent possible under External Aid rules, the implementation methods of these funds. Specifically, component III, Regional Development, emulates to the greatest extent possible the ERDF and Cohesion Fund. Component IV, Human Resources Development prepares candidate countries for the European Social fund, in the framework of the European Employment Strategy. Component V, Rural Development, helps the candidate countries prepare for post-accession EU-funded rural development programmes by implementing pre-accession assistance through systems which are as similar as possible to those required post accession.

In determining the allocations between components, due account has been taken of the readiness of the decentralised management systems necessary for the implementation of components III, IV and V in the current candidate countries as well as the need for component II funding as it relates to cross-border cooperation with Member States to match that of the equivalent ERDF funding from heading 1b.

### **3. Other Allocations**

#### *Support expenditure*

This envelope covers the administrative costs directly linked to the implementation of IPA.

#### *Multi-beneficiary programme allocations*

The multi-beneficiary programmes under component I are designed to complement the national programmes and to strengthen multilateral relations in the Western Balkans and Turkey. The strategy focuses on areas identified as crucial for European integration and stability in the region and to address issues for which the countries need to cooperate. Programmes with a regional impact, and / or those which can benefit from economies of scale or scope if implemented horizontally across a number of beneficiary countries, are funded under this envelope.

Multi-beneficiary programmes support, among others, the Regional School for Public Administration, the Central European Free Trade Agreement (CEFTA), the Regional Cooperation Council (RCC), fight against organised crime, ERASMUS scholarships and higher education. They also provide a basis for the Civil Society Facility which combines support from both the national and multi-beneficiary IPA programmes. Institution building for the Western Balkans, Turkey and Iceland is supported via the TAIEX instrument, and allocations are made for audits and evaluation of regional and national programmes, as well as for information and communication activities. Investment needs for SMEs, energy efficiency and infrastructure development, delivered in close collaboration with the European Investment Bank and other International Financial Institutions (IFIs), will continue to be supported with a substantial part of the regional and horizontal allocation. This support will be coordinated under the Western Balkan Investment Framework, set up at the end of 2009 to enhance coordination and cooperation among donors and IFIs actively engaged in the Western Balkans. From 2010, part of component II, namely the participation of countries in ERDF trans-national programmes "Mediterranean" and "South-East Europe" will also be implemented on a multi-beneficiary basis for ease of implementation.

## **Presentation of the figures**

The following table provides the above figures in *current prices* and in *euros*. It shows the allocations by country and by component, as well as for the multi-beneficiary programme and support expenditure. The final commitment figures for previous years as well as updated figures for 2010 are included for ease of reference.

**Revised Multi-Annual Indicative Financial Framework: Breakdown of the Instrument for Pre-Accession Assistance envelope for 2011-2013 into allocations by country and component**

<i>Component</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>
<b><i>CROATIA</i></b>							
<i>Transition Assistance and Institution Building</i>	<b>49,611,775</b>	<b>45,374,274</b>	<b>45,601,430</b>	<b>39,483,458</b>	<b>39,959,128</b>	<b>40,872,310</b>	<b>38,513,885</b>
<i>Cross-border Co-operation</i>	<b>9,688,225</b>	<b>14,725,726</b>	<b>15,898,570</b>	<b>15,601,136</b>	<b>15,869,158</b>	<b>16,142,542</b>	<b>16,698,384</b>
<i>Regional Development</i>	<b>45,050,000</b>	<b>47,600,000</b>	<b>49,700,000</b>	<b>56,800,000</b>	<b>58,200,000</b>	<b>59,348,000</b>	<b>62,000,000</b>
<i>Human Resources Development</i>	<b>11,377,000</b>	<b>12,700,000</b>	<b>14,200,000</b>	<b>15,700,000</b>	<b>16,000,000</b>	<b>16,040,000</b>	<b>18,000,000</b>
<i>Rural Development</i>	<b>25,500,000</b>	<b>25,600,000</b>	<b>25,800,000</b>	<b>26,000,000</b>	<b>26,500,000</b>	<b>27,268,000</b>	<b>27,700,000</b>
<b><i>TOTAL</i></b>	<b>141,227,000</b>	<b>146,000,000</b>	<b>151,200,000</b>	<b>153,584,594</b>	<b>156,528,286</b>	<b>159,670,852</b>	<b>162,912,269</b>
<b><i>FORMER YUGOSLAV REPUBLIC OF MACEDONIA</i></b>							
<i>Transition Assistance and Institution Building</i>	<b>41,641,613</b>	<b>41,122,001</b>			<b>28,803,410</b>	<b>28,207,479</b>	<b>27,941,228</b>
			<b>39,310,500</b>	<b>36,917,068</b>			
<i>Cross-border Co-operation</i>	<b>4,158,387</b>	<b>4,077,999</b>	<b>4,371,501</b>		<b>5,124,876</b>	<b>5,183,373</b>	<b>5,243,041</b>
				<b>4,467,526</b>			
<i>Regional Development</i>	<b>7,400,000</b>	<b>12,300,000</b>	<b>20,800,000</b>	<b>29,400,000</b>	<b>39,300,000</b>	<b>42,300,000</b>	<b>51,800,000</b>
<i>Human Resources Development</i>	<b>3,200,000</b>	<b>6,000,000</b>	<b>7,100,000</b>	<b>8,400,000</b>	<b>8,800,000</b>	<b>10,380,000</b>	<b>11,200,000</b>

<i>Rural Development</i>	<b>2,100,000</b>	<b>6,700,000</b>	<b>10,200,000</b>	<b>12,500,000</b>	<b>16,000,000</b>	<b>19,000,000</b>	<b>21,028,000</b>
<b>TOTAL</b>	<b>58,500,000</b>	<b>70,200,000</b>	<b>81,782,001</b>	<b>91,684,594</b>	<b>98,028,286</b>	<b>105,070,852</b>	<b>117,212,269</b>
<b>Component</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>ICELAND</b>							
<i>Transition Assistance and Institution Building</i>					<b>10,000,000</b>	<b>12,000,000</b>	<b>6,000,000</b>
<b>TOTAL</b>					<b>10,000,000</b>	<b>12,000,000</b>	<b>6,000,000</b>
<b>TURKEY</b>							
<i>Transition Assistance and Institution Building</i>	<b>256,702,720</b>	<b>256,125,297</b>	<b>239,550,810</b>	<b>217,809,826</b>	<b>228,620,919</b>	<b>233,900,336</b>	<b>238,325,843</b>
<i>Cross-border Co-operation</i>	<b>2,097,280</b>	<b>2,874,709</b>	<b>3,049,190</b>	<b>3,090,174</b>	<b>9,779,081</b>	<b>9,974,664</b>	<b>10,174,157</b>
<i>Regional Development</i>	<b>167,500,000</b>	<b>173,800,000</b>	<b>182,700,000</b>	<b>238,100,000</b>	<b>293,400,000</b>	<b>367,805,000</b>	<b>378,000,000</b>
<i>Human Resources Development</i>	<b>50,200,000</b>	<b>52,900,000</b>	<b>55,600,000</b>	<b>63,400,000</b>	<b>77,600,000</b>	<b>89,930,000</b>	<b>96,000,000</b>
<i>Rural Development</i>	<b>20,700,000</b>	<b>53,000,000</b>	<b>85,500,000</b>	<b>131,300,000</b>	<b>172,500,000</b>	<b>197,890,000</b>	<b>213,000,000</b>
<b>TOTAL</b>	<b>497,200,000</b>	<b>538,700,006</b>	<b>566,400,000</b>	<b>653,700,000</b>	<b>781,900,000</b>	<b>899,500,000</b>	<b>935,500,000</b>



<b>ALBANIA</b>							
<i>Transition Assistance and Institution Building</i>	<b>54,318,790</b>	<b>65,237,756<sup>3</sup></b>	<b>71,360,000</b>	<b>84,200,000<sup>4</sup></b>	<b>84,301,650</b>	<b>85,987,683</b>	<b>87,446,037</b>
<i>Cross-border Co-operation</i>	<b>6,681,210</b>	<b>8,582,244</b>	<b>9,822,921</b>	<b>9,973,173</b>	<b>10,126,636</b>	<b>10,283,169</b>	<b>10,666,232</b>
<b>TOTAL</b>	<b>61,000,000</b>	<b>73,820,000</b>	<b>81,182,921</b>	<b>94,173,173</b>	<b>94,428,286</b>	<b>96,270,852</b>	<b>98,112,269</b>
<b>BOSNIA AND HERZEGOVINA</b>							
<i>Transition Assistance and Institution Building</i>	<b>58,136,394</b>	<b>69,854,783</b>	<b>83,900,000</b>	<b>100,688,099</b>	<b>102,681,861</b>	<b>104,673,499</b>	<b>106,870,228</b>
<i>Cross-border Co-operation</i>	<b>3,963,606</b>	<b>4,945,217</b>	<b>5,207,746</b>	<b>4,696,495</b>	<b>4,746,425</b>	<b>4,797,353</b>	<b>4,942,041</b>
<b>TOTAL</b>	<b>62,100,000</b>	<b>74,800,000</b>	<b>89,107,746</b>	<b>105,384,594</b>	<b>107,428,286</b>	<b>109,470,852</b>	<b>111,812,269</b>

<sup>3</sup> Includes €3.12 million additional funds recovered from previous programmes.

<sup>4</sup> Includes €1.5 million additional funds recovered from previous programmes.

<i>Component</i>	<i>2007</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>
<b>MONTENEGRO</b>							
<i>Transition Assistance and Institution Building</i>	<b>27,490,504</b>	<b>28,112,552</b>	<b>29,832,179<sup>5</sup></b>	<b>29,838,823</b>	<b>29,843,599</b>	<b>30,446,471</b>	<b>30,996,035</b>
<i>Cross-border Co-operation</i>	<b>3,909,496</b>	<b>4,487,448</b>	<b>4,667,821</b>	<b>3,682,690</b>	<b>4,310,344</b>	<b>4,338,551</b>	<b>4,418,687</b>
<b>TOTAL</b>	<b>31,400,000</b>	<b>32,600,000</b>	<b>34,500,000</b>	<b>33,521,513</b>	<b>34,153,943</b>	<b>34,785,022</b>	<b>35,414,722</b>
<b>SERBIA</b>							
<i>Transition Assistance and Institution Building</i>	<b>181,496,352</b>	<b>179,441,314</b>	<b>182,551,643</b>	<b>186,206,679</b>	<b>189,956,810</b>	<b>193,801,948</b>	<b>203,101,005</b>
<i>Cross-border Co-operation</i>	<b>8,203,648</b>	<b>11,458,686</b>	<b>12,248,357</b>	<b>11,751,753</b>	<b>11,922,790</b>	<b>12,097,244</b>	<b>11,630,694</b>
<b>TOTAL</b>	<b>189,700,000</b>	<b>190,900,000</b>	<b>194,800,000</b>	<b>197,958,432</b>	<b>201,879,600</b>	<b>205,899,192</b>	<b>214,731,699</b>
<b>KOSOVO</b>							

<sup>5</sup> Includes €1.2 million additional funds recovered from previous programmes.

<i>Transition Assistance and Institution Building</i>	<b>68,300,000</b>	<b>184,700,000</b>	<b>106,100,000</b>		<b>65,828,286</b>	<b>67,070,852</b>	<b>70,712,269</b>
				<b>66,100,000</b>			
<i>Cross-border Co-operation</i>	<b>0</b>	<b>0</b>	<b>0</b>		<b>2,871,714</b>	<b>2,929,148</b>	<b>2,987,731</b>
				<b>1,200,000</b>			
<b>TOTAL</b>	<b>68,300,000</b>	<b>184,700,000</b>	<b>106,100,000</b>	<b>67,300,000</b>	<b>68,700,000</b>	<b>70,000,000</b>	<b>73,700,000</b>
<b>Component</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>TOTAL COUNTRY PROGRAMMES</b>							
	<b>1,109,427,000</b>						
		<b>1,311,720,006</b>	<b>1,305,072,668</b>	<b>1,397,306,900</b>			
					<b>1,553,046,687</b>	<b>1,692,667,622</b>	<b>1,755,395,497</b>

MULTI-BENEFICIARY PROGRAMMES								
<i>Transition Assistance and Institution Building</i>	<b>129,571,000<sup>6</sup></b>	137,736,644 <sup>7</sup>	188,867,536 <sup>8</sup>	141,706,551 <sup>9</sup>		186,269,100	156,860,000	177,845,477
<i>Cross-border Co-operation</i>	0	0	0	4,921,679		5,293,313	5,672,378	6,059,026
SUPPORT EXPENDITURE								
	44,793,000	51,950,000	47,648,000				80,500,000	84,500,000
				47,393,000		52,183,900		
GRAND TOTAL								
	<b>1,263,200,000</b>						1,935,700,000	2,023,800,000
		1,501,406,650	1,541,588,204	1,591,328,130		1,796,793,000		

*Figures are in euros, current prices*

<sup>6</sup> Includes €20.6 million additional funds recovered from previous programmes.

<sup>7</sup> Includes €2.0 million additional funds recovered from previous programmes.

<sup>8</sup> Includes €2.8 million additional funds recovered from previous programmes.

<sup>9</sup> This includes a reduction of €9 million for the food security facility which will be paid back in 2011 (€14 million), 2012 (€6 million) and 2013 (€9 million). The funds paid back in these years will be used for the allocation to Iceland. The figure also includes €2.7 million additional funds recovered from previous programmes.