

## EVALUATION ROADMAP

Roadmaps aim to inform citizens and stakeholders about the Commission's work to allow them to provide feedback and to participate effectively in future consultation activities. Citizens and stakeholders are in particular invited to provide views on the Commission's understanding of the problem and possible solutions and to share any relevant information that they may have.

<b>TITLE OF THE EVALUATION</b>	Evaluation of the European Union's co-operation with Armenia - Country Level Evaluation
<b>LEAD DG – RESPONSIBLE UNIT</b>	NEAR A3
<b>INDICATIVE PLANNING (PLANNED START DATE AND COMPLETION DATE)</b>	Planned Start Date Q1 2018 Planned Completion Date Q2 2019
<b>ADDITIONAL INFORMATION</b>	DG NEAR: <a href="https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/eastern-partnership_en">https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/eastern-partnership_en</a> EEAS: <a href="https://eeas.europa.eu/headquarters/headquarters-homepage/896/armenia-and-eu_en">https://eeas.europa.eu/headquarters/headquarters-homepage/896/armenia-and-eu_en</a> EU Delegation in Armenia: <a href="https://eeas.europa.eu/delegations/armenia_en">https://eeas.europa.eu/delegations/armenia_en</a>

**The Roadmap is provided for information purposes only. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content. All elements of the initiative described by the document, including its timing, are subject to change.**

### A. Context, purpose and scope of the evaluation

#### Context

This evaluation is part of the DG NEAR multiannual Evaluation; it is in line with the EU Better Regulation<sup>1</sup>.

EU relations with Armenia are based on the EU-Armenia Partnership and Cooperation Agreement (1999<sup>2</sup>), which provides for wide-ranging cooperation in the areas of political dialogue, trade, investment, economy, promotion of democracy and human rights, law-making and culture. The EU is committed to further developing and strengthening its comprehensive cooperation with Armenia in all areas of mutual interest. Armenia is part of the European Neighbourhood Policy (ENP<sup>3</sup>), as a southern Caucasus country since 2004 and in the Eastern Partnership<sup>4</sup> since its creation in 2009.

On 2 January 2015, Armenia joined the EEU (Eurasian Economic Union)<sup>5</sup> with Russia, Belarus, Kazakhstan and Kyrgyzstan. Despite Armenia's decision in September 2013 not to sign the Association Agreement with the EU, including a Deep and Comprehensive Free Trade Area (AA/DCFTA), Armenia and the EU continue their political and trade dialogue in areas where this is compatible with Armenia's participation to the EEU. The EU and Armenia have successfully completed their joint scoping exercise for a future legal agreement compatible with Armenia's new international obligations. On 12 October 2015 the Foreign Affairs Council authorised the European Commission and the High Representative to open negotiations on a new, legally binding and overarching agreement with Armenia, and adopted the corresponding negotiating mandate. The official launch of negotiations took place on 7 December 2015. Negotiations on the Comprehensive and Enhanced Partnership Agreement (CEPA)<sup>6</sup> were successfully concluded on 26 February 2017, initialled on 21 March 2017 and will be followed by the necessary procedural steps meant to enable the signature of the agreement. The new CEPA will replace the

<sup>1</sup> [http://ec.europa.eu/smart-regulation/index\\_en.htm](http://ec.europa.eu/smart-regulation/index_en.htm)

<sup>2</sup> [https://eeas.europa.eu/sites/eeas/files/eu-armenia\\_partnership\\_and\\_cooperation\\_agreement\\_en.pdf](https://eeas.europa.eu/sites/eeas/files/eu-armenia_partnership_and_cooperation_agreement_en.pdf)

<sup>3</sup> [http://eeas.europa.eu/enp/pdf/pdf/com03\\_104\\_en.pdf](http://eeas.europa.eu/enp/pdf/pdf/com03_104_en.pdf)

<sup>4</sup> [https://eeas.europa.eu/topics/eastern-partnership\\_en](https://eeas.europa.eu/topics/eastern-partnership_en)

<sup>5</sup> <http://www.eaeunion.org/?lang=en>

<sup>6</sup> <http://ec.europa.eu/trade/policy/countries-and-regions/countries/armenia/>

current EU-Armenia Partnership and Cooperation Agreement.

Based on the ENP Review<sup>7</sup> guidance and the new agreement, consultations with Armenia on a new, more focused, country-specific framework for bilateral cooperation in the form of joint Partnership Priorities, aimed at replacing the ENP Action Plan, have been launched.

In 2007-2013, the EU committed EUR 281.5 million for bilateral assistance to Armenia under the ENPI<sup>8</sup>. This included EUR 40 million made available in 2012-2013 under the Eastern Partnership Integration and Cooperation.

For the period 2014-2017<sup>9</sup> the EU financial cooperation with Armenia amounts to EUR 140-170 million in grants under ENI<sup>10</sup>. In line with the revised ENP's 'more for more' principle, an additional EUR 25 million was provided as grants to Armenia in 2013, under the Eastern Partnership Integration & Cooperation programme.

The main focus areas for EU assistance to Armenia funded through ENPI/ENI have been:

For the years 2007-2010<sup>11</sup>:

- Strengthening of Democratic Structures and Good Governance;
- Support for Regulatory and Administrative Capacity Building;
- Support to Poverty Reduction Efforts.

For the years 2011-2013<sup>12</sup>:

- Democratic structures and good governance;
- Trade and investment, regulatory alignment and reform;
- Socio-economic reform and sustainable development.

For the years 2014-2017<sup>13</sup>:

- Private sector development: to create employment opportunities by enhancing private sector development in Armenia;
- Public Administration Reform: to enhance public administration systems and professionalism of civil service;
- Justice sector reform: to improve the justice system in Armenia and to enhance protection of Human Rights.

For the programming period 2017-2020 a new Single Support Framework is being prepared with an overall envelope between EUR 144,000,000 and EUR 176,000,000.

During the period covered by this evaluation Armenia has also benefitted from regional, European Neighbourhood-wide collaboration, cross-border cooperation<sup>14</sup>, twinning<sup>15</sup>, TAIEX<sup>16</sup> and from the European Instrument for Democracy & Human Rights<sup>17</sup>, Non-state actors and local authorities budget line (DCI/CSO-LA<sup>18</sup>), Instrument for Nuclear Safety<sup>19</sup> and the Instrument for Stability (IfS<sup>20</sup>/IcSP<sup>21</sup>). Armenia also benefits from the Neighbourhood Investment Facility<sup>22</sup> and participates in ERASMUS+<sup>23</sup>.

<sup>7</sup> [http://eeas.europa.eu/enp/pdf/pdf/com\\_11\\_303\\_en.pdf](http://eeas.europa.eu/enp/pdf/pdf/com_11_303_en.pdf)

<sup>8</sup> [http://eeas.europa.eu/enp/pdf/pdf/oj\\_1310\\_en.pdf](http://eeas.europa.eu/enp/pdf/pdf/oj_1310_en.pdf)

<sup>9</sup> [https://eeas.europa.eu/sites/eeas/files/armenia\\_2014\\_2017\\_programming\\_document\\_en.pdf](https://eeas.europa.eu/sites/eeas/files/armenia_2014_2017_programming_document_en.pdf)

<sup>10</sup> Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014, OJ L77, p 27

<sup>11</sup> [http://eeas.europa.eu/archives/docs/enp/pdf/pdf/country/enpi\\_csp\\_nip\\_armenia\\_en.pdf](http://eeas.europa.eu/archives/docs/enp/pdf/pdf/country/enpi_csp_nip_armenia_en.pdf)

<sup>12</sup> [https://ec.europa.eu/europeaid/sites/devco/files/nip-armenia-2011-2013\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/nip-armenia-2011-2013_en.pdf)

<sup>13</sup> [http://eeas.europa.eu/archives/docs/enp/pdf/financing-the-enp/armenia\\_2014\\_2017\\_programming\\_document\\_en.pdf](http://eeas.europa.eu/archives/docs/enp/pdf/financing-the-enp/armenia_2014_2017_programming_document_en.pdf)

<sup>14</sup> [https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/cross-border-cooperation\\_en](https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/cross-border-cooperation_en)

<sup>15</sup> [https://ec.europa.eu/neighbourhood-enlargement/tenders/twinning\\_en](https://ec.europa.eu/neighbourhood-enlargement/tenders/twinning_en)

<sup>16</sup> [https://ec.europa.eu/neighbourhood-enlargement/tenders/taix\\_en](https://ec.europa.eu/neighbourhood-enlargement/tenders/taix_en)

<sup>17</sup> <http://www.eidhr.eu/>

<sup>18</sup> [http://www.welcomeurope.com/european-funds/dci-civil-society-organisations-local-authorities-cso-la-931+831.html#tab=onglet\\_details](http://www.welcomeurope.com/european-funds/dci-civil-society-organisations-local-authorities-cso-la-931+831.html#tab=onglet_details)

<sup>19</sup> [https://ec.europa.eu/europeaid/funding/funding-instruments-programming/funding-instruments/instrument-nuclear-safety-cooperation\\_en](https://ec.europa.eu/europeaid/funding/funding-instruments-programming/funding-instruments/instrument-nuclear-safety-cooperation_en)

<sup>20</sup> <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=LEGISSUM:114171>

<sup>21</sup> [http://www.welcomeurope.com/european-funds/instrument-stability-847+747.html#tab=onglet\\_details](http://www.welcomeurope.com/european-funds/instrument-stability-847+747.html#tab=onglet_details)

<sup>22</sup> [https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/neighbourhood-wide/neighbourhood-investment-facility\\_en](https://ec.europa.eu/neighbourhood-enlargement/neighbourhood/neighbourhood-wide/neighbourhood-investment-facility_en)

Budget support is the main implementation modality with 6 programmes ongoing, consuming about two thirds of the bilateral assistance. Other modalities used include technical assistance, grant contracts to civil society, delegated agreements with international organisations and twinning.

### **Purpose and scope**

This evaluation will assess the performance of the European Union's co-operation with Armenia (2010-2017) and will serve as one source of information for the implementation of the new Single Support Framework (2017-2020). The evaluation will assess to what extent the various projects and programmes financed by the EU under the European Neighborhood and Partnership Instrument (ENPI), the European Neighborhood Instrument (ENI), and the EU thematic programmes, focused on human rights and civil society, and other programmes funded by other EU instruments are contributing to the achievement of the strategic objectives of the EU Cooperation with Armenia.

It will:

- identify key lessons and produce recommendations in order to improve the current and future European Union's strategies for, and programmes and actions in Armenia.
- provide the relevant external co-operation services of the European Union and the wider public with an overall independent assessment of the European Union's past and current co-operation with Armenia.
- map present and recent interventions of different development partners and identify the distinctive role of EU support.
- provide an assessment of the effectiveness and suitability of EU bilateral and Member States' assistance mechanisms in Armenia.

In accordance with the Better Regulation, the following evaluation criteria will be used: relevance, effectiveness, efficiency, coherence and added value, complemented with impact, sustainability and complementarity.

More specifically, the evaluation will assess:

- The relevance and coherence of European Union's co-operation strategy and programmes in the period 2010-2017; this assessment should be done based on a dynamic approach looking for example at issues such as the extent to which the EU support has been responsive to the changes in the context of Armenia.
- The implementation of the European Union's co-operation, focusing on impact, sustainability, effectiveness and efficiency for the period 2010 – 2017. The evaluation should take into account the new programming for the period 2017 – 2020.
- The coherence between programming and implementation.
- The value added of the European Union's interventions (at both strategic and implementation levels)
- The quality and depth of the policy dialogue related to the partnership and the implementation of budget support.
- The coordination and complementarity of the European Union's interventions with other donors' interventions (focusing on EU Member States) and coherence between the European Union's interventions and policies that are likely to affect the partner country/region. The latter should include an assessment of the extent the programmes, financed by the EU, are coherent with the objectives set in agreement with Armenia. The evaluation should also assess the comparative advantages of the EU working in various areas, with a view to feed into the discussion on a possible joint programming.
- The coordination and coherence of the various types of cooperation (Bilateral, Regional and Thematic) and corresponding instruments. This should include an assessment of the "fitness for purpose" of the instruments relative to the context of Armenia, in particular in terms of relevance of the objectives of the instruments and efficiency of the procedures used.

The overall engagement with Armenia should be taken into consideration in the analysis, including agreements, the co-operation framework and any other official commitments. To the extent possible, the evaluation should distinguish the results obtained through the various instruments used in Armenia.

## **B. Better regulation**

### **Consultation of citizens and stakeholders**

Given that this country level evaluation will feed other major evaluations, like the one on the final review of the European Neighbourhood Instrument, the better regulation guidelines will not fully apply to this evaluation. In

<sup>23</sup> [http://ec.europa.eu/programmes/erasmus-plus/node\\_en](http://ec.europa.eu/programmes/erasmus-plus/node_en)

particular, instead of a 12-week open public consultation, there will be targeted consultations. However, all interested actors are invited to provide feedback to this roadmap.

The targeted consultation of stakeholders represents a crucial element of the evaluation methodology and will be ensured throughout all evaluation phases.

- Inception and desk phases: During the inception and desk phases, the EU and national/regional stakeholders will be consulted via phone/email/face to face discussions based on a comprehensive consultation strategy developed with the support of the contractor during the Inception phase. Use of interviews, surveys, questionnaires and other tools will be considered and decided upon during the inception phase. Comments/views will be taken on board from these stakeholders before the finalisation of the Inception and the Desk phase reports.
- Field phase: During the field phase the evaluators will visit Armenia. The mission will be an essential part of the consultation in order to ensure that views from the national stakeholders, direct and indirect beneficiaries are heard. In addition to the national authorities Civil Society Organisations will be consulted. Semi-structured interviews, group consultations and other face to face consultation methods will be used as relevant.
- Final report: A stakeholders' workshop will be held in Armenia towards the end of the field phase before the elaboration of the draft final report to discuss the findings and preliminary recommendations. The draft final report will be sent for comments to the stakeholders listed above before its finalisation.
- Dissemination: A dissemination seminar/conference will be held in Armenia or Brussels once the evaluation has been completed.

An Action Plan, validated by the management and a short summary of the final evaluation, will be prepared instead of a Staff Working Document, after the finalisation of the Evaluation Report. The evaluation findings will also be reported in the Annual Activity reports of the EU Delegation to Armenia and DG NEAR as well as in the Annual Report on the European Union's development and external assistance policies.

The stakeholders for this evaluation include (to be further be defined during Inception phase):

National stakeholders include (non-exhaustive list):

- Government of Armenia – Prime Minister's office
- Ministry of International Economic Integration and Reforms - Vice Prime Minister's Office
- Foreign Affairs, Economic Development and Investments (National coordinating Unit), and all relevant line ministries
- State Revenue Committee / Tax and Customs Services
- National Assembly and its committees
- Central bank, the financial institutions and the National Statistical Service
- Sector regulators, Competition and State aid authorities.
- Private sector representative institutions and think tanks
- Trade Promotion Agencies
- Civil Society Organisations (CSOs), including social partner organisations

International Stakeholders (non-exhaustive list):

- The World Bank
- International Finance Corporation (IFC)
- The European Bank for Reconstruction and Development (EBRD)
- The Organisation for Economic Co-operation and Development (OECD)
- The Asian Development Bank (ADB)
- The European Investment Bank
- International Monetary Fund (IMF)
- United Nations organisations (UNDP, UNHCR, UNICEF, UNIDO, UNFPA, FAO, ILO)
- The Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ)
- The Organisation for Security and Cooperation in Europe (OSCE)
- The Council of Europe (CoE)
- Mission for the US Agency for International Development (USAID)
- Swiss Cooperation Office (SDC)
- Civil Society Organisations (CSOs) and international social partner organisations

### **Data collection and methodology**

Data will be collected mainly during the Inception and Desk phases, but also during the field mission to Armenia, from different sources, including in particular:

- Programming documents, budget documents (e.g. programme statements), action documents, the EU results framework, annual reports, Results Orientated Monitoring and available evaluations launched by the EC headquarters or by the EU Delegation to Armenia.
- International sources of information concerning democracy, human rights, labour rights, judiciary, justice and security, corruption, trade flows, gender equality internal economic and social disparities and employment levels include reports from ENI partner statistical services, the statistical office of the European Union EUROSTAT, the United Nations and the Organisation for Economic Co-operation and Development and other international organisations/foundations (World Bank, International Monetary Fund, World Economic Forum, Transparency International, the ILO and the like).<sup>24</sup>

#### **General documentation**

- Communications of the European Union; and
- Partnership and Cooperation agreement
- ENP Action Plan with EU<sup>25</sup>
- EU's Black Sea Synergy initiative<sup>26</sup>
- EU's Eastern Partnership initiative
- ETF publications and projects.

#### **Country/Region**

- The Common External Relations Information System CRIS (information on the projects), Results Oriented Monitoring ROM and other databases concerning the financed projects, engagements, payments, etc.;
- EU Cooperation strategies;
- Key government planning and policy documents;
- Project/ programme evaluation reports;
- Relevant documentation provided by the local authorities and other local partners, etc.;

Other donors and OECD/DAC documentation.

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<sup>24</sup> The websites of these organisations will be consulted.

<sup>25</sup> [http://eeas.europa.eu/archives/docs/enp/pdf/pdf/action\\_plans/armenia\\_enp\\_ap\\_final\\_en.pdf](http://eeas.europa.eu/archives/docs/enp/pdf/pdf/action_plans/armenia_enp_ap_final_en.pdf)

<sup>26</sup> [https://eeas.europa.eu/enp/pdf/pdf/com07\\_160\\_en.pdf](https://eeas.europa.eu/enp/pdf/pdf/com07_160_en.pdf)