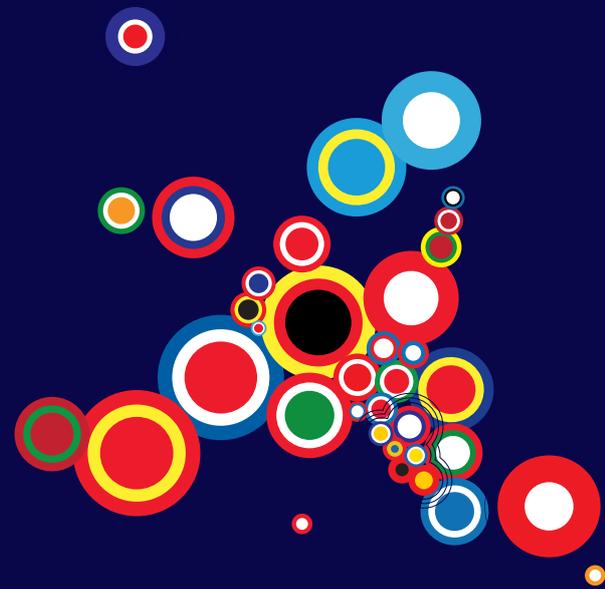




## INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

### MULTI-COUNTRY

Preparatory measures for the participation of beneficiaries in EU Agencies



#### **Action Summary**

The action is supporting EU Agencies by allowing them to carry out preparatory measures with the Beneficiaries and stakeholders in view of their future participation in these EU Agencies upon membership or earlier. The support aims as well at knowledge transfer and capacity building in the area of expertise of the EU Agencies.

Expected results are established and effective networks between EU agencies and an increase in the availability of relevant data (environment, drug monitoring) or enhanced security (transport agencies) or increased participation in society (EIGE). Furthermore, an increased protection against transmissible diseases, safer food and competitiveness are targeted by the action.

<b>Action Identification</b>	
<b>Programme Title</b>	IPA II Multi-country action programme 2014
<b>Action Title</b>	Preparatory measures for the participation of beneficiaries in EU Agencies
<b>Action Reference</b>	IPA 2014/031-603.04/MC/EU agencies
<b>Sector Information</b>	
<b>ELARG Sectors</b>	Rule of Law and fundamental rights
<b>DAC Sector</b>	43010
<b>Budget</b>	
<b>Total cost (VAT excluded)<sup>1</sup></b>	EUR 4.46 million
<b>EU contribution</b>	EUR 4.46 million
<b>Management and Implementation</b>	
<b>Method of implementation</b>	Direct management
<i>Direct management:</i> <b>ELARG unit in charge</b>	DG Enlargement – Unit D.3 Regional Cooperation and Programmes
<b>Implementation responsibilities</b>	Head of International relations departments in the EU agencies
<b>Location</b>	
<b>Zone benefiting from the action</b>	Western Balkans and Turkey
<b>Specific implementation area(s)</b>	Western Balkans and Turkey
<b>Timeline</b>	
<b>Deadline for conclusion of the Financing Agreement</b>	N/A
<b>Contracting deadline</b>	31 December 2015
<b>End of operational implementation period</b>	31 December 2018

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<sup>1</sup> The total action cost should be net of VAT and/or of other taxes. Should this not be the case, clearly indicate the amount of VAT and the reasons why it is considered eligible.

# 1. RATIONALE

## PROBLEM AND STAKEHOLDER ANALYSIS

The IPA II beneficiaries have to adopt the *acquis* in the areas which are covered by the agencies. The degree of compliance varies considerably from beneficiary to beneficiary as well as from agency to agency. The action is focussed on the areas identified as priorities in the Multi-country Indicative Strategy Paper 2014-2020<sup>2</sup>, i.e. the rule of Law and Fundamental rights, the transport sector, competitiveness as well as environment. In addition, support is provided to an agency which operates for protection against infectious diseases and food safety which are core issues for human health and equally relevant for Member States and neighbouring regions. The agencies have a good track record on implementing the assistance, and liaising and networking with their counterparts in the beneficiaries.

The European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) has built up a network of drugs correspondents over the beneficiary countries. The challenge is to integrate the correspondents fully and in a sustainable way.

The European Institute for Gender Equality (EIGE) has recently started to become a hub for Gender related issues in Europe. It needs to extend its network and build up the Gender Equality Index (easy reference for state of play on gender equality issues) in the beneficiary countries.

The transport and transport safety agencies (European Aviation Safety Agency, European Railway Agency and European Maritime Safety Agency) continue to train stakeholders on *acquis* and best practice in their area of expertise.

The European Chemical Agency (ECA) has to ensure the smooth implementation of the REACH directive which affects considerably the functioning of the Internal Market. Early adoption and the necessary training on related issues are essential for the integration of Western Balkans and Turkey.

The European Environment Agency (EEA) is building up and maintaining the reporting framework on the data for measuring the climate goals (20/20/20) of the EU 2020 strategy and helping the beneficiaries to fulfil the requirements stemming from this key strategy with an environmental impact.

The European Centre for Disease Prevention and Control (ECDC) is supervising a network of reporting points on infectious diseases. It is in the interest of the EU and its neighbours to ensure a smooth integration of this reporting mechanism as infectious diseases do not stop at EU borders.

The European Food Safety Authority (EFSA) has to ensure that food is safe in Europe and that food producers from Western Balkans fulfil the requirements for food production upon accession.

The European Safety and Health Authority (OSHA) is committed to making Europe a safer, more productive and healthier place to work. The stimulation of employment and growth is key factor in the development of the Western Balkans.

Eurofound collects data on the working conditions. This data is relevant for policy analysis in the social sector.

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<sup>2</sup> C(2014) 4293, 30.06.2014

In all the above areas the beneficiaries need to integrate themselves into European structures and have to adopt the relevant *acquis*. The degree of compliance varies from topic to topic and from country to country but in all cases the work is still in progress. The structures are not yet build up and the know-how has not been completely transferred because co-operation is highly technical and complex. A phasing out would entail serious negative consequences upon accession as assistance needs to be granted on a sustainable basis.

The key stakeholders in the process are the European Union agencies and the final beneficiaries, which are either line-ministries or dedicated services as transport security authorities or data collection and transmission hubs. Potential obstacles to smooth operation are shortage of staff, lack of political support or inadequate technical capacities. In this context, training of the final stakeholders is a key element for the sustainability of the preparatory actions.

On the side of the European Union agencies it is essential to provide the necessary technical descriptions of the actions in good time and assign adequate resources to the management of the contract.

## **RELEVANCE WITH THE IPA II MULTI-COUNTRY STRATEGY PAPER AND OTHER KEY REFERENCES**

The action targets several intervention priorities outlined in the Multi-country Indicative Strategy Paper 2014-2020 (hereafter referred to as Strategy Paper):

**The rule of law and the fight against organised crime** is one of the cornerstones of the strategy; hence the monitoring of Drugs and Drug addiction fits into this objective. The accession negotiations have a focus on the negotiation chapters 23 and 24. Strengthening the capacities for law enforcement by providing transparency on the drug problem in the beneficiaries is an important contribution to good performance on the track record in these chapters.

**Fundamental rights** are another key intervention area of IPA. The European Institute for Gender Equality contributes by monitoring Gender Equality policies in view of granting equal rights for participation of women and men in society. The agency contributes by fostering the participation of women in economy to the growth potential of the beneficiaries. In addition, the Agency will start preparatory work on the extension of the Gender Equality Index to the Candidate countries and Potential Candidates. The work of EIGE has equally an impact on employment policy.

The European Chemicals Agency prepares the beneficiaries to comply with the reporting obligations under the REACH (Registration, Evaluation, and Authorisation of Chemicals), CLP (Classification, Labelling and Packing) and Biocides Regulations. In doing so the agency fosters the functioning of the single market and the protection of consumers while enhancing the **competitiveness** of the European Chemical industry. In addition, the European Chemicals Agency improves through its work the quality of the environment across Europe and the beneficiaries.

The EFSA helps to develop EU standards in the agro-food sector and contributes to the competitiveness of the regional agriculture sector. One of the roles of Central European Free Trade Agreement (CEFTA) sub-committee on agriculture is to collect information on food safety, plant and animal health.

Capacities in implementing the *acquis* for **environment and climate change** are a key issue of the Strategy Paper as well. The European Environment Agency finances under its contribution agreement the data collection network (EIONET) for the greenhouse gas emissions. The environmental targets of the Europe 2020 strategy (20/20/20) are measured through this network.

**Transport** and investment in transport infrastructure is another priority of the Strategy Paper. The forthcoming Transport Community Treaty will promote the integration of land transport markets and infrastructure. The Transport Community Treaty currently under negotiation with the SEE Parties in the framework of the South-Eastern Europe Transport Observatory (SEETO) is designed to fully integrate the region into the European transport market and to further alignment with the Union *acquis*, including in the areas of technical standards, interoperability, safety, security, traffic management, social policy, public procurement and environment for all modes of transport except air transport. Air-transport is covered by the European Common Aviation Area (ECAA).

The European Aviation Safety Agency (EASA) is supporting the extension of the European Common Aviation Area by introducing common safety standards in the beneficiaries. The European Railway Agency has a similar mission. Common European Safety Standards have to be applied for railway transport in the Western Balkans and Turkey. The European Maritime Safety Agency has the same mission for maritime traffic. With a view to the pending Transport Community Treaty support to the agencies which deal with transport security is appropriate and required.

The Strategy Paper aims equally at supporting investments in **education, employment and social policies**, including in the health sector. The European Centre for Disease Prevention and Control has the mission to identify, assess and communicate current and emerging threats to human health posed by infectious diseases. In doing so, the Agency maintains a network of contact points all over Europe. Infectious diseases pose potentially a high risk for the neighbouring Member States. Hence it is in the interest of the EU to extend the network of information points and information exchange. Eurofound provides valid information for the quality of life in the Western Balkans and Turkey. OSHA stimulates healthy growth in these countries.

#### **LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE**

Assistance to the agencies was provided through the CARDS instrument and IPA I. The number of beneficiaries has increased over the years. The absorption rate of some agencies under IPA I indicates that the co-operation with the beneficiaries can be strengthened. This was also the result of changing political priorities and insufficient national resources to ensure the required ownership of the process. In addition, in some cases the work with Western Balkans and Turkey was not a high priority for the agencies. Under IPA II assistance needs to be targeted to the political objectives. These objectives are identified in the Strategy Paper. This entails a degree of selection according to the portfolio of the agencies.

## 2. INTERVENTION LOGIC

### LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
To ensure that IPA II beneficiaries are able to participate effectively in the activities of the agencies upon accession.	Progress in the respective areas as indicated in the progress report	Review from the agencies or line DGs by the day the beneficiaries become member or at the end of the action.	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
To ensure that counterparts in the beneficiaries are fully informed of the mission and the function of the agencies. To ensure that the necessary contacts and institutional infrastructure are established and that stakeholders are trained in order to be able to fully participate.	Degree of compliance with the acquis in the respective co-operation areas Institutional contact persons in place,  Institutional Network is operational and co-operates effective and efficiently in the different policy areas as demonstrated by high-level reporting	Same as above	Stakeholders actively participating
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<b>Result 1:</b> Rule of law strengthened (EMCDDA)  <b>Result 2:</b> Security enhanced (Aviation, Maritime & Rail) and the related procedures updated  <b>Result 3:</b> Disease prevention enhanced (ECDC)  <b>Result 4:</b> Enhanced participation of women and men in society (EIGE)  <b>Result 5:</b> Enhanced preparation to the functioning of the Common Market (ECHA). Better environmental protection (ECHA)  <b>Result 6:</b> Better food (EFSA)  <b>Result 7:</b> Comprehensive Climate Change Reporting (EEA) and informed policy decisions  <b>Result 8:</b> Updated Quality of Life Survey  <b>Result 9:</b> Enhanced occupational health and growth	1) Assessment of the quality and quantity of data on drugs and drug use 2) No or % of accidents and incidents 3) No or % of deaths as a result of transmissible diseases ) 4) % of women employed at all levels; 5) Assessment of the progress in preparation for obligations environment and common market as verified by reporting 6) Degree of alignment with acquis on food safety practice 7) Climate Change Effective policy action based on the work of the agency to be verified by exterior reporting 8) Effective policy action based on the work of the agency according to exterior reporting 9) Effective Policy Action based on the work of the agency	Same as above	Same as above

ACTIVITIES	MEANS	OVERALL COST	ASSUMPTIONS
<p><b>Activities to achieve Result 1:</b> Organisation of trainings and workshops for stakeholders, awareness raising</p> <p><b>Activities to achieve Result 2:</b> Organisation of trainings and workshops for stakeholders. Certification of security procedures</p> <p><b>Activities to achieve Result 3:</b> Organisation of trainings and workshops for stakeholders</p> <p><b>Activities to achieve Result 4:</b> Organisation of trainings and workshops for stakeholders, awareness raising</p> <p><b>Activities to achieve Result 5</b> Organisation of trainings and workshops for stakeholders, awareness raising</p> <p><b>Activities to achieve Result 2</b> Organisation of trainings and workshops for stakeholders, awareness raising</p>	<p>Grants to EU agencies</p>	<p>EUR 4.46 million</p>	<p>Stakeholders actively participating</p> <p>Agencies deploy adequate resources for contract management and implementation</p>

## **ADDITIONAL DESCRIPTION**

An EU Agency is a body governed by European public law. It is distinct from the EU Institutions (Council, Parliament, Commission, etc.) and has its own legal personality. It is set up by an act of secondary legislation in order to accomplish a very specific technical, scientific or managerial task, in the framework of the European Union's duties derived from the comprehensive implementation of the EU *acquis*. A total amount of EUR 15.8 million has been awarded under IPA I for current beneficiaries and the now member state Croatia, setting the base for a mutual beneficial full participation upon accession. Preparation for full participation in agencies is a fundamental step towards familiarising Candidate countries and Potential Candidates with the EU *acquis*.

As in the case of EU programmes, it would serve the interests of both the Union and the Candidates and Potential Candidates to get acquainted with the *acquis* early on. The degree of compliance varies from beneficiary to beneficiary. The action is focussed on the areas identified as priorities in the Strategy Paper, such as the Rule of Law and Fundamental rights, the transport sector, competitiveness, as well as environment and climate change. In addition, assistance is foreseen for an agency which provides for protection against infectious diseases and food safety which are core issues for human health and equally relevant for Member States and neighbouring beneficiaries. Last but not least assistance will be provided through Eurofound, which will provide data on the quality of life survey for the Candidate countries and Potential Candidates. The agencies have a good track record on implementing the assistance, and liaising and networking with their counterparts in the beneficiaries.

The following EU Agencies were chosen for support:

- European Monitoring Centre for Drugs and Drug Addiction (EMCDDA)
- European Institute for Gender Equality (EIGE)
- European Maritime Safety Agency (EMSA)
- European Railway Agency (ERA)
- European Aviation Safety Agency (EASA)
- European Centre for Disease Prevention and Control (ECDC)
- European Chemicals Agency (ECHA)
- European Food Safety Authority (EFSA)
- European Environment Agency (EEA)
- Eurofound
- European Occupational Safety and Health Authority (OSHA)

## **3. IMPLEMENTATION ARRANGEMENTS**

### **ROLES AND RESPONSIBILITIES**

The agencies will be in charge of drafting the relevant description of the action. In addition, they will be in charge of the management of the action and of the corresponding budget. The European Commission will be the contracting authority. Co-ordination meetings are foreseen on yearly basis. Additional *ad hoc* bilateral meetings are organised, if necessary.

### **IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING**

The Action will be implemented by direct management. To this end, grant agreements with the respective agencies will be signed in Q1 2015. Each agency will sign a contract including a description of the action. The agencies may choose to implement the action solely under their

responsibility or to launch a procurement procedure for part of the action. Such part may not exceed one third of the allocated budget.

#### 4. PERFORMANCE MEASUREMENT

##### METHODOLOGY FOR MONITORING (AND EVALUATION)

The contracting authority will focus on the management of the grant agreement. As regards monitoring of the results the Commission may use external monitoring schemes, such as Results Oriented Monitoring (ROM). In some cases, an evaluation will be carried out by the agency which is managing the activities.

The data will be monitored on annual basis and checked against the targets set in the 2017 and 2020.

##### INDICATOR MEASUREMENT

<b>Indicator</b>	<b>Description</b>	<b>Baseline (year)</b>	<b>Target (year)</b>
<i>MCSP indicator</i>	<i>According to field of activity</i>	<i>2014</i>	<i>2016</i>
<i>No aggregated indicators</i>			
<i>Indicator</i>	<i>Description</i>	<i>Baseline (year)</i>	<i>Target (year)</i>
<i>MCSP indicator</i>	<i>According to field of activity</i>	<i>2014</i>	<i>2016</i>
<i>Not applicable as crosscutting through several MSCP areas/Indicators</i>	<p><i>1) More and better data on drugs and drug use</i></p> <p><i>In the field of rule of law enabling effective policy action</i></p> <p><i>2) Absence of accidents and incidents respectively less of them in the area of transport</i></p> <p><i>3) Better protection against transmissible diseases (less dead or severely affected) in the area of social policy</i></p> <p><i>4) More information available, More women employed at all levels; Enhanced participation of women in society in the area of fundamental rights</i></p> <p><i>5)adequate preparation for obligations environment and common market as verified by</i></p>	<i>To be defined in individual action descriptions will be the basis as no aggregated indicators for the totality of the agencies</i>	<i>To be defined in individual action descriptions</i>

Indicator	Description	Baseline (year)	Target (year)
	<i>reporting</i>  6) <i>Food safety standards enhanced</i>  7) <i>Climate Change Effective policy action based on the work of the agency to be verified by exterior reporting in the area of environment</i>  8) <i>Effective policy action based on the work of the agency according to exterior reporting in the area of social policy (Eurofound &amp; OSHA)</i>		

## 5. CROSS-CUTTING ISSUES

### ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

The action has an impact on environment and climate change. Environmental protection and climate change is the core-business of the European Environment Agency (EEA). EEA maintains through the action the data collection network for greenhouse gas emissions. The environmental targets of Europe 2020 Strategy (20/20/20) are measured through this network and the beneficiaries are enabled to build up the necessary structures in their administrations through the participation in the action.

### ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

The agencies will consult and liaise with civil society where appropriate for the implementation of the programmes.

### EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING

The action directly supports equal opportunities and gender mainstreaming as the European Institute for Gender Equality undertakes to raise awareness on gender equality and gender policies in the Western Balkans and Turkey. In addition, the Institute will organise workshops and trainings and extend the Gender Equality Index, which provides an easy reference for the state of gender mainstreaming, to the beneficiaries. Stakeholders will have the possibility to benchmark the situation in their country with Member States of the European Union and identify areas of development. In addition, the work of the institute will promote women's active participation in society and in the labour market.

## **MINORITIES AND VULNERABLE GROUPS**

The activities under this action do not target specifically minorities and vulnerable groups.

## **6. SUSTAINABILITY**

Subject to a positive assessment of the results and on the basis of a midterm review, further support might be provided on a bi-annual base in 2016, 2018 and 2020. Additionally, the agencies will strive for the subsequent integration of the IPA II beneficiaries in the agencies' structures. The participation of candidate countries and potential candidates in agencies is open against an entry ticket already before accession and full integration is mandatory upon accession.

## **7. COMMUNICATION AND VISIBILITY**

Communication and visibility will be given high importance during the implementation of the Action. All necessary measures will be taken to make public the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions.

The implementation of the communication activities shall be the responsibility of each agency, and shall be funded from the amounts allocated to the Action.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be undertaken to strengthen general public awareness and promote transparency and accountability on the use of funds.

The Commission shall be fully informed of the planning and implementation of the specific visibility and communication activities.

The agencies will provide a link to the action on their webpages. The web-page will provide an executive summary of the action and its deliverables and achievements to date. Furthermore, the agencies are committed to prepare additional *ad hoc* reports upon request by the contracting authority.

**LIST OF ANNEXES**

**1. Reference to key documents**

## Annex 1 - Reference to key documents

List of links to key websites

- European Monitoring Centre for Drugs and Drug Addiction (EMCDDA); [www.emcdda.europa.eu](http://www.emcdda.europa.eu)
- European Institute For Gender Equality (EIGE) [www.eige.europa.eu](http://www.eige.europa.eu)
- European Maritime Safety Agency (EMSA); [www.emsa.europa.eu/](http://www.emsa.europa.eu/)
- European Railway Agency (ERA), [www.era.europa.eu](http://www.era.europa.eu)
- European Aviation Safety Agency (EASA) [www.easa.europa.eu](http://www.easa.europa.eu)
- European Centre for Disease Prevention and Control (ECDC), [www.ecdc.europa.eu](http://www.ecdc.europa.eu)
- European Chemicals Agency (ECHA); [www.echa.europa.eu](http://www.echa.europa.eu)
- European Food Safety Authority (EFSA), [www.efsa.europa.eu](http://www.efsa.europa.eu)
- European Environment Agency (EEA), [www.eea.europa.eu](http://www.eea.europa.eu)
- Eurofound, [www.eurofound.europa.eu](http://www.eurofound.europa.eu)
- European Occupational Health and Safety Authority (OSHA) [www.osha.europa.eu](http://www.osha.europa.eu)