



Guide to EuropeAid funding instruments 2014–2020

CSO engagement in EU development cooperation

This report aims to provide the reader with a comprehensive, up-to-date overview of the instruments and programmes (both thematic and geographic) used by the European Union (EU) in its development cooperation. It highlights the roles played by civil society in policy dialogue on these instruments and programmes, and in their implementation.

CONCORD has been actively engaged with both the EU's institutions and its member states, monitoring and influencing the negotiations on the EU's Multiannual Financial Framework 2014–2020 with a particular focus on the development-related instruments and programmes. The various multiannual programmes that will shape the EU's development cooperation over the coming years were finally adopted in mid-2014.

CONCORD EUROPE

CONCORD is the European NGO Confederation for Relief and Development. Its 28 national associations, 18 international networks and 2 associate members represent over 1,800 NGOs, which are supported by millions of citizens across Europe. CONCORD leads reflection and political actions, and regularly engages in dialogue with the EU institutions and other civil society organisations. At global level, CONCORD is actively involved in the CSO Partnership on Development Effectiveness, the Beyond 2015 campaign and the International Forum of NGO platforms. Find out more about CONCORD on www.concordeurope.org.

THE FUNDING FOR DEVELOPMENT AND RELIEF WORKING GROUP

The core mandate of CONCORD's Funding for Development and Relief (FDR) Working Group is to translate the political recognition of civil society organisations (CSOs) as development actors into an enabling environment, where CSOs can access a large quantity of high-quality EU development funding, as well as having political, regulatory and policy-influencing space.

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LIST OF ABBREVIATIONS

AAP	Annual Action Programme
ACP	African, Caribbean and Pacific group of states
AU	African Union
AUC	African Union Commission
AWP	Annual Work Programme
B4LIFE	Biodiversity for Life (flagship)
CBSS	Country-Based Support Schemes
CPA	Cotonou Partnership Agreement
CSDN	Civil Society Dialogue Network
CSO-LA	Civil Society Organisations and Local Authorities thematic programme
DCI	Development Cooperation Instrument
DEAR	Development Education and Awareness Raising
DEVCO	DG DEVCO, Directorate-General for Development Cooperation
EC	European Commission
EDF	European Development Fund
EEAS	European External Action Service
EIDHR	European Instrument for Democracy and Human Rights
ENI	European Neighbourhood Instrument
ENPI	European Neighbourhood and Partnership Instrument (2007-2013)
ENRTP	Environment and Sustainable Management of Natural Resources Thematic Programme
EP	European Parliament
EU	European Union
EUBLI	EU Biodiversity for Livelihoods Initiative (flagship)
EURTI	EU Resource Transparency Initiative (flagship)
FDR	Funding for Development and Relief working group within CONCORD Europe
FLEGT	Forest Law Enforcement, Governance and Trade (flagship)
FSTP	Food Security Thematic Programme
GCCA+	Global Climate Change Alliance Plus (flagship)
GPE	Global Partnership for Education
GPGC	Global Public Goods and Challenges thematic programme
HRBA	Human Rights-Based Approach
HRD	Human Rights Defenders
IcSP	Instrument contributing to Stability and Peace
IfS	Instrument for Stability (2007-2013)
IPA	Instrument for Pre-Accession
JAES	Joint Africa-EU Strategy
LA	Local Authorities
MDG	Millennium Development Goal
MEA	Multilateral Environmental Agreement
MEP	Member of the European Parliament
MFF	Multiannual Financial Framework
MIP	Multiannual Indicative Programme
MS	Member states
NIP	National Indicative Programme
OCT	Overseas Countries and Territories
ODA	Official Development Assistance
OECD DAC	The Development Assistance Committee of the Organisation for Economic Co-operation and Development
RIP	Regional Indicative Programme
SD	Structured Dialogue
UN	United Nations

WHAT IS A FUNDING INSTRUMENT?

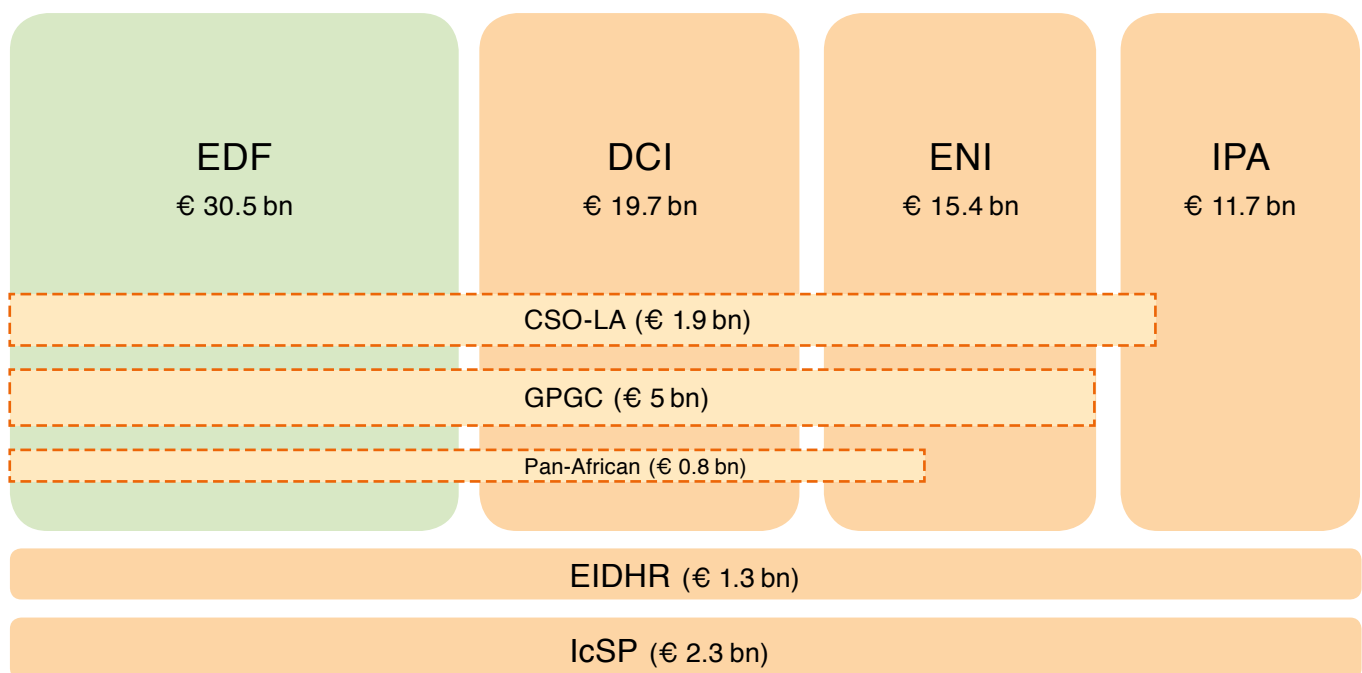
The EU budget for development cooperation is divided into different funding instruments, which provide the legal basis for the implementation of the various programmes.

Some of these funding instruments have a geographical focus, and some a thematic one. Each instrument is then divided into different programmes: some are country-specific, some region-specific, and some thematic. Notably, the DCI (Development Cooperation Instrument) includes both geographical and thematic programmes.

The European Development Fund (EDF) provides the EU’s largest amount of funding to one geographical area (Africa, the Caribbean and the Pacific region). It is a separate fund which is managed outside the framework of the EU’s general budget and funded by the member states on the basis of negotiated voluntary contributions.

This publication covers four geographical funding instruments, two thematic funding instruments (EIDHR and IcSP) and two thematic programmes within the DCI (CSO-LA and GPGC).

The diagram below shows the size of the EU’s funding instruments and programmes for 2014–2020. Most of the EU development cooperation budget is implemented by partner countries. The role of CSOs, in policy dialogue and in implementing aid programmes, varies across the instruments and programmes.



EDF: European Development Fund
 DCI: Development Cooperation Instrument
 ENI: European Neighbourhood Instrument
 IPA: Instrument of Pre-Accession

CSO-LA: Civil Society Organisations and Local Authorities programme
 GPGC: Global Public Goods and Challenges programme
 EIDHR: European Instrument for Democracy and Human Rights
 IcSP: Instrument contributing to Stability and Peace

THE EU PROGRAMMING CYCLE

People in many parts of the world come across EU development cooperation in their daily lives – perhaps in a newspaper headline about EU support for the agricultural sector in their country, on a signpost at the roadside announcing that a local waste-management facility is funded by the EU, or in the form of EU support for a local human rights organisation.

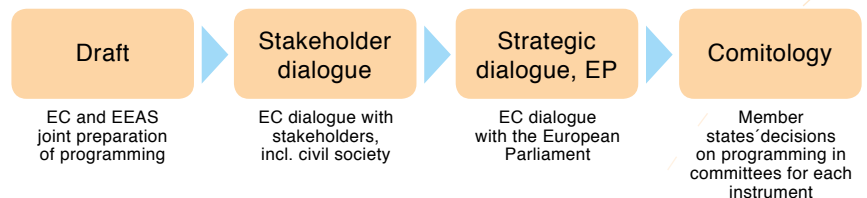
But what are the priorities behind all of these investments in development? Where are the decisions that shape the programming of EU development cooperation being made?

One fundamental decision concerns the allocation of resources. This is done for the EU as a whole in the seven-year *Multiannual Financial Framework (MFF)*, which defines the budget lines and sets a ceiling for costs under each of them. The current MFF covers the period from 2014 to 2020. The budget lines for development cooperation make up different *funding instruments*. These will be described in more detail below.

Each funding instrument has its legal basis in a regulation adopted by the European Parliament (EP) and the Council of Ministers. The legal basis establishes which countries, regions, thematic programmes or other special programmes will receive development cooperation funding under that instrument, and what rules will apply.

To guide the implementation of each country programme, or regional or thematic or other programme, the European Commission (EC), jointly with the European External Action Service (EEAS), drafts a Strategy for the period of the MFF and a *Multiannual Indicative Programme (MIP)*. This is a multi-year plan for each programme, setting out priorities, objectives, expected results and indicators, as well as indicative financial allocations for different objectives. In the geographical programmes, the multi-year plans are referred to as *NIPs (National Indicative Programmes)* and *RIPs (Regional Indicative Programmes)*. It is the role of the EC and the EU delegations to ensure that there are consultations and dialogue with stakeholders, including partner countries, local authorities and civil society.

Halfway through the seven-year period of the MFF a *Mid-Term Review* of the MIP will be carried out, and then a revised MIP will be adopted for the final three years of the period. When the strategies and MIPs are



being drawn up there is a strategic dialogue between the EP and the EC about the drafts presented by the EC. For each instrument there is a separate committee, on which EU member states are represented, and this is where the relevant decisions are made.

Following the approval of the strategies/MIPs, the EC presents its draft *Annual Action Programme (AAP)* for each programme. The AAPs are based on decisions in the committees for each instrument.¹ In an AAP, the actions to be funded under that annual budget are described in annexes. There are also Annual Work Programmes which give further details of the grants it is planned to award during the year.

CSO involvement can strengthen each step of EU programming. For geographical programmes, stakeholder consultations at country level are prescribed in the regulations of each instrument. CSO participation in programming is an EU priority² demonstrating the importance of ensuring systematic, meaningful CSO participation in the MFF, MIPs, Mid-Term Reviews and AAPs, in both geographical and thematic programmes. Greater diversity in how aid is delivered, including through delivery mechanisms known as “aid modalities”, has also generated a need for new transparency measures and greater dialogue between CSOs and the EU institutions.

1 The members of these committees are representatives from the member states and from DEVCO.

2 The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations, 2012

Monitoring EuropeAid funding opportunities

Funding opportunities for CSOs are often published as calls for proposals. These calls for proposals come with *Guidelines*, which are drawn up either in an EU delegation or at EC headquarters in Brussels. The calls are public and are always available on the EuropeAid website:

http://ec.europa.eu/europeaid/funding/calls-proposals_en

Calls for tenders relating to EU development cooperation are also available in the Funding section of the EuropeAid website:

<https://ec.europa.eu/europeaid/node/1072>

The website of each EU delegation will also publish calls for proposals for a particular country. EU delegation websites can be found through:

http://www.eeas.europa.eu/delegations/index_en.htm

Establishing relations with EU delegations is key to monitoring funding opportunities and EU policies at country-level.

Documents such as strategies, MIPs, AAPs and AWP are also published on the EuropeAid website. Through AAPs and AWPs it is possible to be aware of upcoming funding opportunities and the approximate time of publication of calls for proposals.

THE PROGRAMMING VISUALISED

MFF

Multiannual Financial Framework 2014–2020



Strategy 2014–2020

MIP 2014–2017

Mid-Term
Review

MIP 2018–2020



AAP
2014

AAP
2015

AAP
2016

AAP
2017

AAP
2018

AAP
2019

AAP
2020



Guidelines

for calls for proposals
(or decisions about other
funding modalities)

THE ROLE OF CSOS IN EU DEVELOPMENT COOPERATION

Civil society organisations (CSOs) play a vital role in international development. In 2011 in Busan, during the fourth high-level forum on aid effectiveness, CSOs were formally recognised for the first time by the international community as independent development actors who “play a vital role in enabling people to claim their rights, in promoting rights-based approaches, in shaping development policies and partnerships, and in overseeing their implementation. They also provide services in areas that are complementary to those provided by states.”³

At the level of EU development cooperation, CSOs have played this important role for a long time. They have implemented EC-funded development projects amounting to around one billion euros annually, out of the total annual EC aid of almost €13 billion.⁴ Apart from being direct implementers, CSOs also play numerous other roles in relation to the aid programmes and development policies of EU member states and partner countries – as stakeholders in implementation, monitoring and policy dialogue at all levels. This makes CSOs key actors in EU development cooperation.

Open, transparent and regular dialogue with civil society is a principle in all EU policies.⁵ In EU development cooperation, the first legal instrument to formally recognise CSOs as key partners was the 2000 Cotonou Agreement. The principles of CSO participation and dialogue at the programming and implementing levels have since been reinforced, and extended to the other instruments.

CSOs are a diverse group of actors, operating on different levels with different mandates and roles. The CSO landscape is constantly evolving, with new types of actors emerging, and eventually a more strategic EU approach to engagement with CSOs was needed. This was the background to the European Commission’s launch of the *Structured Dialogue for an efficient partnership in development* in 2010. This intensive consultation process brought together more than 700 CSOs and Local Authorities (LA) from all over the world, together with representatives from EU Member states, the European Parliament and EU delegations, to reflect on how to improve the effectiveness of all those involved in EU development cooperation. Following this, a *Policy Forum on Development*⁶ was established, to follow up on the Structured Dialogue and dialogue on global policy issues.

The CSO landscape is constantly evolving, with new types of actors emerging, and eventually a more strategic EU approach to engagement with CSOs was needed.

3 Busan Partnership, Article 22

4 DEVCO project statistics and OECD DAC aid statistics, 2012

5 Lisbon Treaty, Article 8B

6 https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/Policy_forum_on_development

The 2012 EC Communication on the role of civil society states that “the EU values CSOs’ diversity and specificities; it engages with accountable and transparent CSOs which share its commitment to social progress and to the fundamental values of peace, freedom, equal rights and human dignity”.⁷

Existing EU development policies such as the European Consensus on Development (2005) and the Agenda for Change (2011) clearly state the importance of CSO participation. In setting a direction for future activities, the latter says: “There is also scope for the EU to work more closely with the private sector, foundations, civil society and local and regional authorities as their role in development grows”.⁸

In order to take diversity and contextual specificities into account, the EU will need to adapt and diversify its aid modalities and forms of dialogue over the coming years. One step in this direction is the decision by the EU to develop country-level “CSO Roadmaps”, as they are called: a tool to help each EU delegation map out a strategy for the EU’s interactions with CSOs, and to monitor its progress. Also, as a result of the Structured Dialogue, twelve different aid modalities⁹ were recommended, in order to reach the broadest possible range of civil society actors, while respecting their diversity. In the 2014–2020 programming there is extra emphasis on diversifying aid modalities in order to channel more support to local grassroots organisations and through local CSOs.

Three Priorities

Three priorities set out in the communication entitled *The roots of democracy and sustainable development: Europe’s engagement with Civil Society in external relations* (2012):

To enhance efforts to promote a conducive environment for CSOs in partner countries.

- To promote a meaningful and structured participation of CSOs in domestic policies of partner countries, in the EU programming cycle and in international processes.

To increase local CSOs’ capacity to perform their roles as independent development actors more effectively.

7 The roots of democracy and sustainable development: Europe’s engagement with Civil Society in external relations, 2012

8 Agenda for Change, 2011, p. 3

9 https://webgate.ec.europa.eu/fpfis/mwikis/aidco/index.php/structured_dialogue#Technical_fiches_on_EU_delivery_and_selection_mechanisms

Thematic instruments and programmes

CSO-LA

CIVIL SOCIETY ORGANISATIONS AND LOCAL AUTHORITIES THEMATIC PROGRAMME

The new 2014–2020 programme on Civil Society Organisations and Local Authorities is the successor to the 2007–2013 Non-State Actors and Local Authorities in Development programme. The CSO-LA programme is dedicated to strengthening CSOs and LAs. The legal basis for this programme is the DCI.¹⁰

Objectives and scope

The objective of this Programme is *to strengthen civil society organisations and local authorities in partner countries, improving governance and accountability through inclusive policy-making by empowering citizens and populations through the voicing and structuring of their collective demands.*

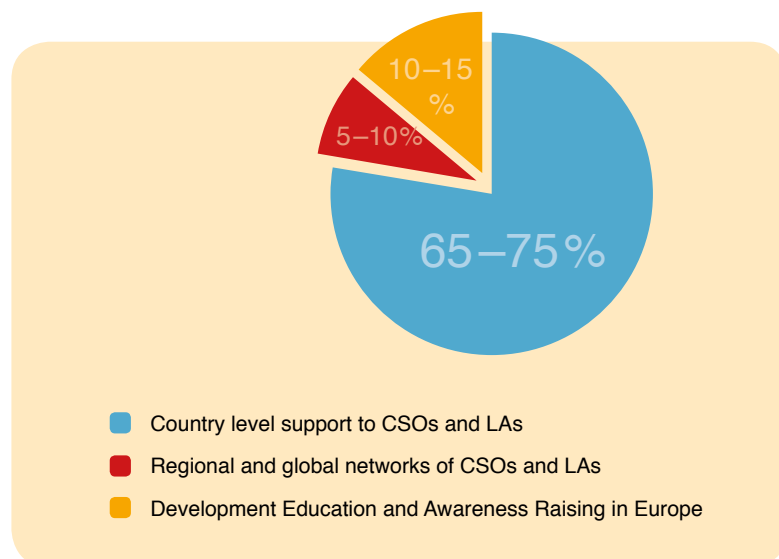
By focusing on both types of actors at the same time, the programme will support multi-actor approaches and inclusive partnerships for development aimed at poverty eradication and sustainable development.

In addition, the programme will seek to develop European citizens' awareness and critical understanding of complex development issues and global interdependence, and to support their active engagement with global attempts to eradicate poverty and promote justice, human rights and democracy, social responsibility, gender equality, and sustainable development strategies in partner countries.

The programme will provide support to CSOs and LAs along three priorities:

- Focus on country level: enhancing CSOs' and LAs' contributions to governance and development processes.
- Reinforcing regional and global CSO networks and associations of LAs.
- Develop and support education and awareness-raising initiatives, fostering citizens' awareness of and mobilisation for development issues.

¹⁰ See page 21 of this publication.



Budget and allocations

The programme allocation amounts to €1.907 billion for the period 2014–2020.

Actions at country level (65–75% of the funds available) will be at the core of the programme. They will be aimed at supporting CSOs' and LAs' contributions to governance and accountability through inclusive policy-making.

Development education and awareness raising in Europe about development issues will receive 10–15% of the funds available. Support to global and regional networks of CSOs and LAs will constitute 5–10% of the budget.

Aid modalities

The programme will be implemented through a mix of aid modalities. Calls for proposals will be the default award mechanism, but in exceptional cases funding may be awarded directly. EU delegations will be responsible for launching calls for proposals at country level.

Strategic partnerships will also be established (through framework partnership agreements) around objectives and actions of common interest to the EU and potential partner CSO networks and associations of LAs.

Geographical coverage

This programme covers all countries on the ODA list of the OECD DAC, excluding those covered by the Instrument of Pre-Accession (IPA), but including European Overseas Countries and Territories. Actions for development education and awareness raising include IPA countries. Countries phased out of the DCI's geographical programmes will still be eligible under CSO-LA.

CSOs – roles and access to funding

The CSO-LA programme will be instrumental for the implementation of EU Country Roadmaps for engagement with CSOs. The roadmaps will be the tool at EU delegation level for strengthening strategic cooperation and structured dialogue between the EU and its member states and CSOs in partner countries. The European Commission has confirmed its clear commitment to continuing its dialogue with CSOs through the roadmap process.

The programme will be carried out primarily by CSOs and LAs. The new programme mentions that, where appropriate, actions may be carried out by other actors for the benefit of CSOs and LAs.

Main changes compared to the previous programme (2007–2013)

In many countries, the 2014–2020 programme will be focused more on supporting CSOs and LAs in their contributions to good governance than on service delivery. Calls for proposals in middle-income countries¹¹ will no longer focus on service delivery, in line with the EU's application of differentiation principles.¹²

A larger proportion of the total budget will be channelled through country-specific calls for proposals, and a smaller amount through thematic global calls.

The multiannual programming aims to direct a larger proportion of funds to local CSOs in each country, and there is mention of new aid modalities to make funding increasingly available to grassroots organisations. International CSOs are mentioned as partners in cases where their involvement brings added value and is based on local demand.

There is also a new emphasis on multi-stakeholder approaches and finding synergies in partnerships, including between CSOs and LAs. In the country-level priority, besides the actions to strengthen CSOs and LAs, a new component consists of pilot actions with a territorial approach to local development.

In the regional and global networking component, the new aspect is that the focus now is mostly on reinforcing existing networks, rather than supporting the building of new ones.

In terms of development education and awareness raising (DEAR) in Europe, two strategic goals are mentioned:

1. Added value and complementarity to DEAR actions in EU member states;
2. Focusing on key global issues.

The importance of a pan-European perspective is emphasised, so the tendency by DEAR calls for proposals in recent years to require actions in multiple countries may be expected to continue.

CSO-LA

¹¹ www.oecd.org/dac/stats/daclistofodarecipients.htm

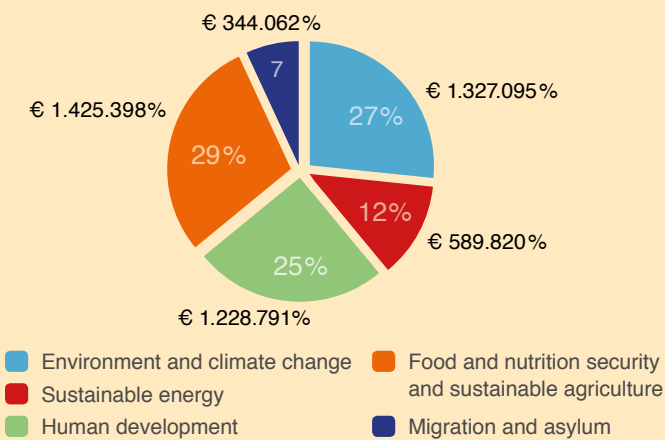
¹² DCI Regulation, Article 3(2) <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014R0233&from=EN>

GPGC

GLOBAL PUBLIC GOODS AND CHALLENGES THEMATIC PROGRAMME

This new programme was introduced in 2014 and replaces the four previous DEVCO thematic programmes: ENRTP (Environment and Climate Change), FSTP (Food Security), Migration and Asylum, and Investing in People. The budget for the GPGC programme amounts to roughly €5 billion over seven years. The legal basis for this programme is the DCI.¹³

GPGC 2014-2020 proposed budget allocation in M€, %



Geographical coverage

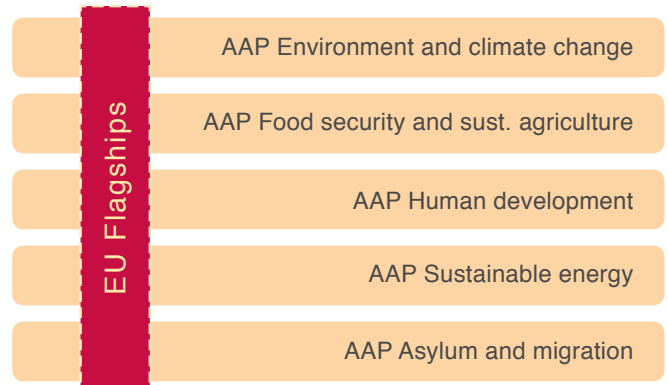
All countries on the ODA list of the OECD DAC are eligible for funding under the GPGC, excluding countries covered by the Instrument of Pre-Accession, but including European Overseas Countries and Territories. Countries phased out of the Development Cooperation Instrument's geographical programmes will still be eligible under the GPGC. This programme addresses thematic issues on a multi-country or global scale, rather than at country level alone.

Objectives and scope

- Support for development goals that are universally applicable to global challenges, equitable, inclusive and sustainable.
- Address inclusive, sustainable growth while assisting partner countries to reduce vulnerability to global shocks.

The GPGC is based on the concept of a public good defined as follows: “[one] with benefits that are strongly universal in terms of countries (covering more than one group of countries), people (accruing to several, preferably all, population groups), and generations (extending to both current and future generations, or at least meeting the needs of current generations without foreclosing development options for future generations)”.¹⁴

The five strategic areas of the GPGC remain more or less aligned with the key thematic priorities of the previous programmes. The Multiannual Indicative Programme for the GPGC will be implemented on the basis of five Annual Action Programmes, articulated around five key areas:



Flagship programmes

An innovation in the GPGC programme are some cross-cutting, multidimensional programmes known as “flagship initiatives”.

The EC sees the flagship programmes as promoting alliances and cooperation between relevant stakeholders. The flagships will be funded through joint contributions from the relevant strategic area budgets, and could also be supplemented by geographical programmes. As this approach is new, the flagship pro-

grammes will be developed and launched gradually over the 2014–2020 period. An initial list of 12 flagship programmes has been proposed by the EC:

¹³ See page 21 of this publication.

¹⁴ UNDP website: <http://web.undp.org/globalpublicgoods/globalization/glossary.html>

GPGC

1. Global Climate Change Alliance + (GCCA+)
2. EU Biodiversity for Livelihoods Initiative (EUBLI)
3. SWITCH TO GREEN: supporting private sector-led inclusive green growth
4. FLEGT: improving forest law enforcement, governance and trade
5. Addressing health risks at the animal-human-ecosystems interfaces
6. The EU Resource Transparency Initiative (EURTI)
7. Trade integration for green and inclusive growth
8. EU initiative on pro-poor land acquisitions
9. Migrant domestic workers' labour and human rights
10. Domestic Revenue Mobilisation Initiative for Inclusive Growth and Development
11. Rights-based human development for the working poor
12. Climate-change mitigation: supporting low-carbon development.

the *Forest Law Enforcement, Governance and Trade (FLEGT) Flagship Initiative*.

Component 3 will address the transformation towards an inclusive green economy and the mainstreaming of environmental sustainability, climate-change and disaster-risk reduction. In doing so, it will focus specifically on (1) green economy pathways, (2) waste and pollution control, (3) the increased mainstreaming of environmental sustainability, and climate-change and disaster-risk reduction, in development policies, and (4) green business.

Component 4 will tackle international environmental and climate governance. The programme will support the stepping up of Multilateral Environmental Agreement (MEA) processes, in particular by strengthening the voice of developing countries in negotiation processes; alliances on the environment, and the international building and sharing of knowledge, scientific research and technology cooperation.

GPGC STRATEGIC AREA: ENVIRONMENT AND CLIMATE CHANGE

Objectives and scope

This strategic area of the GPGC aims to improve environmental protection and to help people mitigate and adapt to climate change in a development context. It will support a transformation towards an inclusive green economy in developing countries through the four following components and five flagship initiatives:

Component 1 will address climate-change adaptation and mitigation, and support for the transition to climate-resilient, low-carbon societies. The mitigation priority will be supported through the *Climate Change Mitigation – Supporting Low-Carbon Development Flagship Initiative*.

The climate adaptation priority will be supported through the *Global Climate Change Alliance Plus (GCCA+) Flagship Initiative*.

Component 2 will focus on valuing, protecting, improving and sustainably managing ecosystems, including forest and water basins. The biodiversity and ecosystem priority will be mostly supported through the *Biodiversity for Life (B4LIFE) Flagship Initiative*. The forest priority will be mostly supported through

Budget and allocations

Environment and climate change
Total budget: € 1,327.1 million

Component areas	% allocated	Amount in €
Component 1:	41–46%	544–610 million
Component 2:	30–38%	398–504 million
Component 3:	6–11%	79–146 million
Component 4:	9–12%	119–132 million

Aid modalities:

Component 1's climate adaptation priority will be put into practice by means of agreements with third countries, including via budget support, EU member states' agencies and international organisations. The climate mitigation priority will work through UN agencies and the World Bank, member states' agencies, blending mechanisms, and support for global funds.

Components 2 and 3 will be financed through calls for proposals, calls for tenders, direct grants, initiatives coordinated by international organisations and EU member states' agencies.

Finally, Component 4 will use calls for proposals, calls for tenders, direct grants, and initiatives coordinated by international organisations.

CSOs – roles and access to funding

The role of civil society organisations is not spelled out clearly in the GPGC MIP for environment and climate. Under the components where calls for proposals are not mentioned as an aid modality, it is not as likely that CSOs could access funding. Under Components 2 and 3, where calls for proposals and tenders are mentioned as possible modalities, they could potentially access funding. Whether or not CSOs can access funding will be specified every year in the AAPs.

GPGC STRATEGIC AREA: FOOD AND NUTRITION SECURITY AND SUSTAINABLE AGRICULTURE AND FISHERIES

The EC has been committed to the fight against hunger since 1996. The Food Security thematic programme was created in 2007. The main idea here was to complement geographical instruments in addressing global and regional aspects of food security and to improve the transition from humanitarian assistance to development. Under the new GPGC programme, food security has been made one of five strategic areas.

Objectives and scope

The overall objective is to improve food security for the poorest and most vulnerable, to help eradicate poverty and hunger for current and future generations, and to tackle under-nutrition better, thereby reducing child mortality. In pursuing this objective the programme will look at the vital role of smallholder farmers as producers of food for local, regional and global markets. Better linkages to markets and value chains, improved and sustainable agricultural practices, the reduction of post-harvest food losses and waste, and secure tenure and access to land, will all be promoted.

There are three priorities:

1. “Generating and exchanging knowledge and fostering innovation”, which will support international agricultural research and knowledge dissemination as well as building the capacity of local organisations in this area.
2. “Strengthening and promoting governance and capacity at the global, continental, regional and national level, for all relevant stakeholders (public and private sector, civil society and professional organisations)”, which will help increase the effectiveness of the multi-stakeholder international policy dialogue

on land access, secure tenure and responsible land investments, and will also help improve access to food security information and services.

3. “Supporting the poor and the food- and nutrition-insecure to react to crises and strengthening resilience”, which can mean intervening in countries not covered by bilateral programmes, at regional, national and subnational levels, to help the most vulnerable groups recover from shocks and crises and build resilience.

Budget and allocations

Food and nutrition security

Total budget 2014–2020: € 1,425.4 million

Priority areas	% allocated	Amount in €
Priority 1:	30–34%	427–484 million
Priority 2:	30–35%	427–498 million
Priority 3:	32–42%	456–598 million

Aid modalities

A variety of aid modalities are available, but the MIP gives only limited information on them. Priorities 1 and 2 are to be programmed using both direct management (calls for tenders and proposals) and indirect management (contributions to international organisations like the UN, and to EU member states’ agencies). Priority 3 will use direct management (calls for tenders and proposals, as well as direct grants), and also indirect management (via contributions to international organisations and EU member states’ agencies). CSOs are mentioned explicitly as potential implementers only under the third priority.

CSOs – roles and access to funding

In the GPGC MIP the role of CSOs is recognised in the three priorities for food security. In the first, CSOs are mentioned as partners in providing market opportunities and support services to create new jobs in rural areas along value chains. Under the second priority, the programme will support the governance aspects of the work done by those dealing with food and nutrition security issues at all levels (policy dialogue). Under the third priority, CSOs are clearly recognised as key implementing partners in assisting the most vulnerable to increase their resilience and their food and nutrition security, in implementing early responses, and in linking humanitarian aid with long-term development.

In the previous food security thematic programme, the funds accessible to CSOs via calls for proposals varied. In particular, they decreased from a high rate in

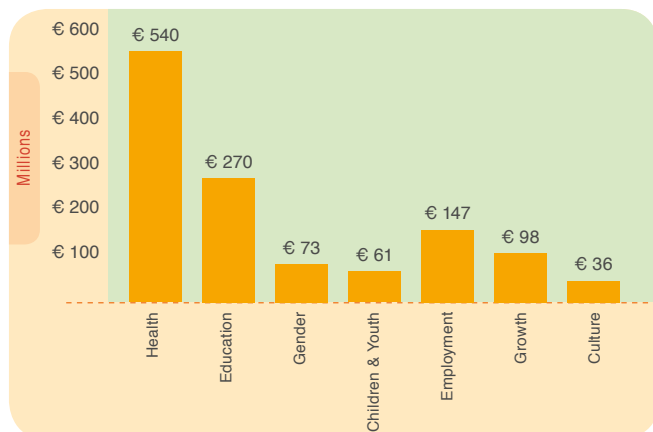
2011 – 52% of the total funds – to 18% in 2013. It seems clear that, among other actors, CSOs will play a part as implementers under Priority 3. Whether CSOs will have access to funding under other components, however, is still quite unclear.

Main changes compared to the previous period (2007–2013)

One of the most obvious changes is the title of the programme, which quickly gives an idea of the main elements introduced under the new GPGC. Within this new framework the focus is not only on food security but also on *nutrition, sustainable agriculture and fisheries*. The three main priorities, however, remain unchanged. Yearly budgets have been slightly reduced compared to those for the final period of the previous programme.

GPGC STRATEGIC AREA: HUMAN DEVELOPMENT

This strategic area includes a long list of thematic priorities. Details of some of them are given below. Besides those mentioned, other areas receiving support under this area of the GPGC programme are *growth, jobs and the private sector, and culture*.



Health

The role of the health programme under the GPGC will be complementary to that of the geographical programmes and will mainly target global health challenges. It will aim at achieving universal health coverage, in line with EU commitments on human rights and development.

The health programme will aim at (i) controlling communicable diseases, (ii) building capacity and translating knowledge into practice in order to deal with the

changing disease burden, with a focus on non-communicable diseases and environmental risk factors, and (iii) improving access to essential health commodities and to sexual and reproductive health services. The health sector will receive between €491.52 and €577.53 million (40–47% of the strategic area budget for human development).

Actions in the health sector will be implemented mainly via direct management by the EC, through calls for tenders and proposals and direct grants, and via indirect management, by contributions to international initiatives. Like many other programmes under the GPGC, the health sector plans to support CSOs only indirectly, as sub-recipients of international organisations (e.g. the Global Fund, which disburses approximately one-third of its resources to CSOs). This will be the key change from the previous instrument (2007–2013): calls for proposals are no longer envisaged for this sector.

Education

The EU's Agenda for Change development policy emphasises the need to improve the EU's support for quality education, as it plays a pivotal role in enabling long-term growth and improvements in productivity. The human development section of the GPGC programme will therefore include a specific programme in the area of education, knowledge and skills, with three main components:

Component 1: Education policy and practice

Component 2: Access to and quality of education

Component 3: Education opportunities in fragile contexts.

The education sector will receive between €245.76 and €294.9 million (20–24% of the strategic area budget for human development).

In addition to these sums, during this period a total of approximately €1.3 billion will be allocated by EuropeAid to education programmes under other instruments, including the EDF, DCI, Erasmus+, etc., with most of it being disbursed through geographical DCI programmes. Most of the funding for education under the GPGC will be allocated to the Global Partnership for Education (GPE). The EC has pledged a total of €375 million, in a combination of GPGC and intra-ACP funds.

No flagship programmes have so far been planned in the education sector, but EuropeAid is willing to include one if a suitable global action is identified. In addition to the funding allocated to the GPE (which is managed by the World Bank), under the GPGC the education sec-

tor will probably also include a number of funding opportunities targeting CSOs that are directly managed by EuropeAid, especially in relation to Components 1 and 3 above. No information about these actions is available yet, however, as these components will be included only from the 2015 AAP onwards.

EuropeAid would be willing to have a dialogue with the CSO community regarding possible actions using these additional funding opportunities, especially in relation to education in fragile states.

Gender, women's empowerment, and the protection of women's and girls' rights

This programme will aim at (i) promoting and implementing gender equality, tackling its structural causes and addressing all forms of gender-based discrimination, (ii) reinforcing the empowerment of women and girls, (iii) reinforcing women's equal participation and representation in decision-making processes at all levels, and (iv) the continued implementation of the Beijing Platform for Action. The MIP clearly indicates that these priorities will complement the programmes on education, health and social protection that include specific activities for women and girls, and that gender equality will be mainstreamed in all development activities.

Gender and women's empowerment will be allocated between 5% and 7% of the human development budget, corresponding to an amount somewhere between €61.4 million and €86 million.

The four programmes will be funded through a mix of direct management – through calls for proposals in which the Commission intends to promote grassroots organisations – and indirect management, through UN agencies and EU member states, where the aim is to address the partner countries' structural problems.

Promotion of child well-being

The focus here is on supporting the establishment of national systems, tools and strategies to ensure the comprehensive well-being of children, leading to the full enjoyment of their rights in societies where those rights are promoted and protected. These priorities will be tackled in the following three ways: 1) with support systems to ensure that children have access to

an identity as “child first rights”, 2) by fighting against harmful traditional practices and social norms, 3) by establishing national and local systems and strategies aimed at protecting children from all forms of violence.

The total budget envisaged for the promotion of child well-being is between €49 million and €73 million, which correspond to 4% and 6% respectively of the total human development budget. The activities decided on under the three priorities will be funded through a mix of direct management – through calls for proposals in which the Commission intends to promote grassroots organisations – and indirect management through UN agencies and EU member states, where the aim is to address structural problems in the partner countries.

Employment, decent work, skills, social protection and social inclusion

This programme will focus on (i) developing effective employment policies and relevant vocational education and training, (ii) contributing to the decent work agenda, to empowerment for better livelihoods for people dependent on the informal economy, to youth employment and to the elimination of the worst forms of child labour; (iii) advocacy, knowledge generation and capacity-building for social protection; and (iv) support for the social inclusion of groups and individuals subject to marginalisation and discrimination.

Decent work and other relevant fields will receive between €122.88 million and €172.03 million (equivalent to 10%–14% of the human development budget, as identified in the GPGC MIP).

Decent work-related programmes will be implemented mainly via direct management by the Commission – through calls for tenders and proposals, and direct grants – and indirect management, by contributions to international initiatives. Whether or not CSOs can access funding will be specified each year in the AAPs.

Gender and women's empowerment will be allocated between 5% and 7% of the human development budget, corresponding to an amount somewhere between €61.4 million and €86 million.

GPGC STRATEGIC AREA: MIGRATION AND ASYLUM

The GPGC's migration and asylum programme aims to improve the governance of migration in and by developing countries, paying particular attention to maximising the positive impact and minimising the negative impact of migration and mobility on development in low- and middle-income countries of origin and destination.

The programme puts particular emphasis on the need to promote the benefits of migration for migrants themselves and for their communities of origin, while supporting their integration into host communities.

Objectives and scope

The programme will focus on three priorities: 1) promoting the effective governance of migration and mobility and improving the management of all aspects of migratory flows, 2) highlighting the positive impact of people's increased regional and global migration and mobility on economic, social and environmental development, and 3) improving the public's understanding of the migration and development nexus.

Budget and allocations

Migration and asylum

Total budget: € 344.1 million

Priority areas	% allocated	Amount in €
Priority 1:	45–55%	154–189 million
Priority 2:	35–40%	120–137 million
Priority 3:	13–17%	44–58 million

Aid modalities

The priority areas will be funded through direct management by the Commission – calls for tenders and proposals, and direct grants – and indirect management, through contributions to initiatives coordinated by international organisations and EU member states' agencies. Calls for proposals are not the main modality. Tenders will be considered where competition is needed (e.g. re research).

CSOs – roles and access to funding

To increase sustainability, bigger, more strategic projects are envisaged. International organisations such as UN agencies will be the main implementers, and CSOs' opportunities to receive funds will be limited. It is planned to issue a couple of calls for proposals (targeted geographically or thematically) between 2014 and 2020.

GPGC STRATEGIC AREA: SUSTAINABLE ENERGY

The GPGC's sustainable energy sub-programme aims to support the three objectives of the UN's Sustainable Energy for All initiative: universal access to modern and sustainable energy services; doubling the rate of improvement in energy efficiency, and doubling the

proportion of renewable energy sources in the global energy mix – all by 2030. In particular it will support access to sustainable energy for people living in poverty, whether in urban, semi-urban and rural areas. This sub-programme is new as a separate strategic area for the 2014–2020 budget period.

Objectives and scope

Component 1: *enabling energy stakeholders to improve the regulatory framework for sustainable energy and accelerate investment in partner countries.*

1(a) Better access to modern, affordable, secure and sustainable energy, including by improving rural electrification. Strengthen regulatory frameworks, policies, business models, and private-sector investment. Improve governance and the capacity of policy makers and the energy sector. Scale up successful energy access models.

1(b) Support an integrated approach to planning, and investing in, sustainable energy infrastructure and smart energy use in poor urban and semi-urban communities.

Component 2: *Building strategic alliances to achieve sustainable energy goals*

The programme will promote increased coherence, coordination and cooperation on energy issues at global and regional levels, in particular with EU member states and international organisations.

Budget and allocations

Sustainable energy

Total budget: € 589.8 million

Priority areas	% allocated	Amount in €
Component 1(a):	70–80%	412–471 million
Component 1(b):	20–30%	117–176 million
Component 2:	5–10%	29–58 million

Aid modalities

The programme will use calls for proposals, calls for tenders, trust funds, direct grants and contributions to initiatives coordinated by international organisations and EU member states' agencies.

CSOs – roles and access to funding

The aim is to involve civil society, local communities and local authorities at all levels of the programme. Quite how these actors are to be involved is not clearly spelled out, however.

EIDHR EUROPEAN INSTRUMENT FOR DEMOCRACY AND HUMAN RIGHTS

The EU Regulation establishing the European Instrument for Democracy and Human Rights (EIDHR)¹⁵ for the period 2014–2020 was adopted on 11 March 2014.¹⁶ EIDHR began in 2006, building on the European Initiative (2000–2006). It aims to promote democracy and human rights in non-EU countries, and covers a broad range of actions.

Objectives and scope

The EIDHR currently funds more than 1,200 projects in around 100 countries. Its key objectives are:

- To support human rights and fundamental freedoms in situations where they are most at risk;
- To support the EU's other priorities in the field of human rights, such as fighting against the death penalty, torture, children in armed conflicts, discrimination, gender inequality, etc.;
- To support democracy: strengthening the role of civil society in promoting participatory and representative democracy, transparency and accountability;
- To support targeted key actors and processes, including international and regional human rights frameworks and mechanisms;
- To step up the reliability and transparency of democratic electoral processes, in particular by monitoring them.

Budget and allocations

The total budget will amount to €1,333 million. Approximately 20% of EIDHR funding for this period is expected to support human rights defenders (HRDs).

Aid modalities

Funds have thus far been allocated mainly through:

Global calls for proposals: Between 2014 and 2020, six global calls are expected to be published, each with an approximate budget of €20–40 million. Such calls are managed in Brussels.

Country calls for proposals: Country-Based Support Schemes (CBSS), designed to reinforce the role of civil society in promoting human rights and democracy. These calls focus on local CSOs and are managed by EU delegations. An annual budget of €82 million is being distributed through 101 calls for proposals in 2014.

Small grants for HRDs: The EC manages a small facility to provide ad hoc grants of up to €10,000 in support of HRDs in urgent need.

Direct awards of funds: Through direct negotiation with the EU delegations in crisis situations, amounting to €1,000 per action.

New in 2014–2020

Human Rights Facility: A new facility to ensure the provision of funds beyond regular calls for proposals. The facility targets the most difficult situations, in which calls for proposals are tricky to handle, and aims for a flexible, demand-driven application process.

EU Human Rights Defenders Mechanism: A mechanism to create a faster, ongoing EU response to HRDs, increasing the security and safety of HRDs and reducing their isolation; a fully fledged, temporary relocation system; improved coordination, and greater recognition of the need to protect HRDs.

Geographical coverage

The EIDHR has worldwide coverage outside the EU, and can act with or without the consent of the governments of the countries concerned.

CSOs – roles and access to funding

During the planning of the programme CSOs can engage formally with the Commission both at Brussels and EU delegation level, mainly through consultations. In December 2013, civil society was consulted in Brussels on the development of the multiannual programming for the 2014–2020 EIDHR. Depending on the particular objectives of each action/call for proposal, the entities eligible for EIDHR funding are: civil society organisations; public- and private-sector non-profit organisations; national, regional and international parliamentary bodies.

Main changes compared to the previous instrument (2007–2013)

In the lead-up to the 2014–2020 period it was decided that a human rights-based approach (HRBA) will apply to all the Commission's development cooperation. Human rights are seen as both a means and a goal, and will add both a new analytical perspective and a stronger focus on the final beneficiaries and on capacity building. A toolbox,¹⁷ adopted by the EU in early May 2014, will support the roll-out of the rights-based approach.

15 www.eidhr.eu

16 www.eidhr.eu/files/dmfile/EIDHR.2014-2020.pdf, EIDHR Regulation No 235/2014, replacing the earlier Regulation No 1889/2006

17 <http://register.consilium.europa.eu/doc/srv?l=EN&f=ST%209489%202014%20INIT>

IcSP INSTRUMENT CONTRIBUTING TO STABILITY AND PEACE

The Instrument Contributing to Stability and Peace (IcSP) 2014–2020¹⁸ replaces the Instrument for Stability (IfS) and is the main EU external funding instrument for peacebuilding and conflict prevention. It is managed jointly by the EEAS and the EC, through the service for Foreign Policy Instruments and DG DEVCO.

Objectives and scope

The purpose of the IcSP is “to address those conflict, peace and security issues having an impact on development or other cooperation policies of the EU – and very often on the EU’s own security, too – and which cannot be addressed under any other cooperation instrument of the EU”.¹⁹ Cross-cutting issues included are: the promotion of democracy and good governance; human rights and humanitarian law, including children’s rights and the rights of indigenous peoples; non-discrimination; gender equality and the empowerment of women; conflict prevention, and climate change.

In its regulation, the implementation of the IcSP is described in three main articles:

Article 3: *Assistance in response to situations of crisis or emerging crisis to prevent conflicts*

This is non-programmable crisis response assistance, which accounts for the largest proportion of the overall IcSP budget.

Article 4: *Assistance for conflict prevention, peacebuilding, and crisis preparedness*

This is the IcSP area in which support for the work of CSOs is most prominent.

Article 5: *Addressing global, trans-regional and emerging threats*

For Articles 4 and 5 there are separate Annual Action Plans.

Budget and allocations

Instrument contribution to Stability and Peace

Total budget: € 2,340.000 million

Priority areas	% allocated	Amount in €
Article 3:	70%	1,600 million
Article 4:	9%	210 million
Article 5:	21%	491 million

Not all priorities are targeted every year, so that larger allocations can be made every 2–3 years in order to increase efficiency and effectiveness.

Aid modalities

Modalities include calls for proposals, direct grants, delegation agreements, contribution agreements, and public tenders. IcSP funds are generally handled at EU delegation level, with an IcSP representative usually present in the EU delegation. For Article 3, the funding will be released through exceptional assistance measures and interim response programmes. CSOs are eligible to apply for these funds, but they are “non-programmable”, and this appears to be an informal process at a time of crisis.

Geographical coverage

The IcSP is not tied to ODA eligibility requirements and can support actions anywhere, so as to allow regional or non-country-specific actions, as well as counter-terrorism assistance.

CSOs – roles and access to funding

Engagement with civil society, particularly through the Civil Society Dialogue Network (CSDN), began in 2010. It is likely to continue, as Article 9 of the IcSP regulation specifically addresses the role of civil society in “the preparation, programming, implementation and monitoring measures”. Dialogue, based on the CSDN model, may also be expanded to a regional level with local CSOs. The role of local civil society groups in capacity-building and peacebuilding processes is highlighted in the IcSP strategy, particularly throughout Article 4. Under Article 5, state institutions are the main beneficiaries. Specific funding is indicated for CSOs promoting the control of small arms and light weapons.²⁰

Main changes compared to the previous instrument (2007–2013)

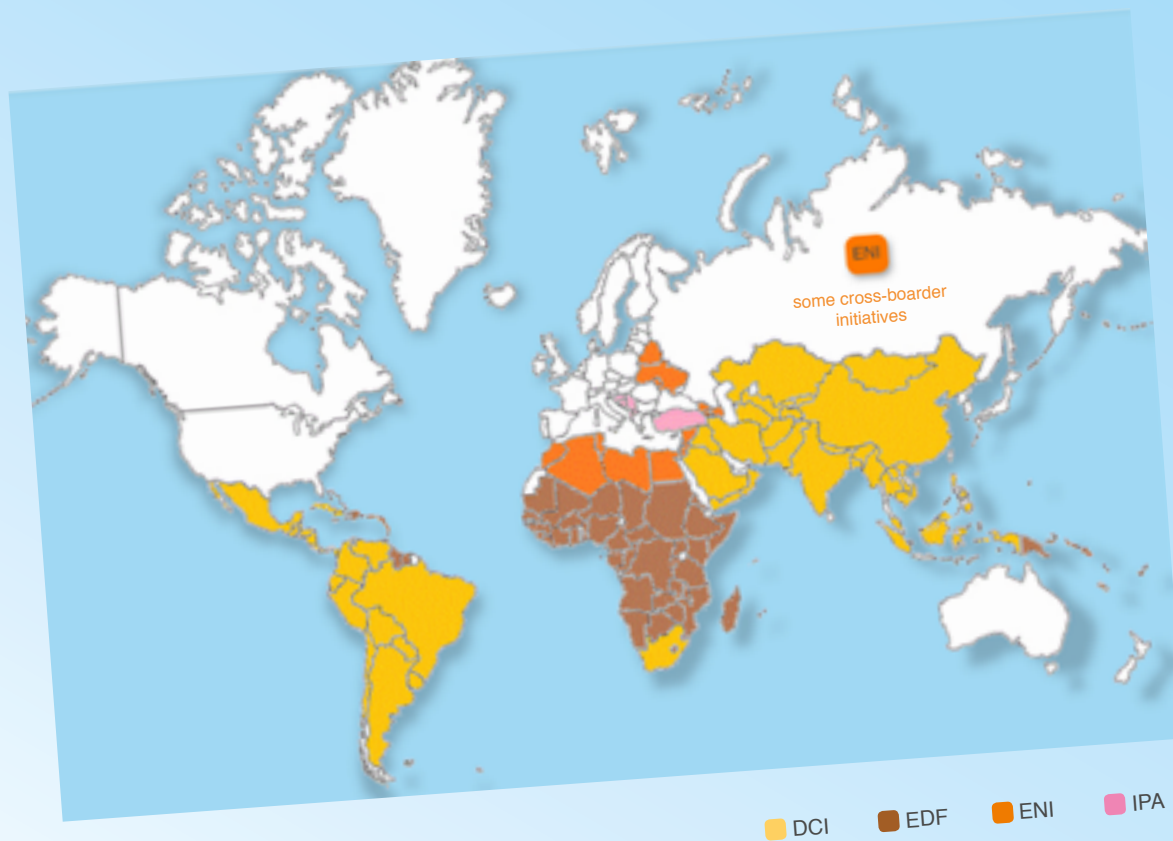
The IcSP has expanded into new areas such as climate change and security, new forms of illicit trafficking, cyber security, small arms, etc. However, much of the focus remains on pre- and post-crisis capacity building, which does not seem to have changed greatly since the previous IfS. The budget for actions under Article 4 has nearly doubled compared to the previous period (from 5% of €2.06 billion under the IfS, to 9% of €2.34 billion under the IcSP). Finally, the programming process is to be more cyclical, focusing on different targets, with larger allocations every few years rather than one small allocation every year.

¹⁸ Regulation No 230/2014 of the European Parliament and of the Council of 11 March 2014 establishing an Instrument contributing to Stability and Peace.

¹⁹ IcSP 2012-2020 Thematic Strategy Paper, 5. http://eeas.europa.eu/ifs/docs/icsp_strategy_paper_2014-2020_and_mip_2014-2017_annex_en.pdf

²⁰ IcSP 2012-2020 Thematic Strategy Paper, 15. http://eeas.europa.eu/ifs/docs/icsp_strategy_paper_2014-2020_and_mip_2014-2017_annex_en.pdf

Geographical instruments and programmes



DCI

DEVELOPMENT COOPERATION INSTRUMENT

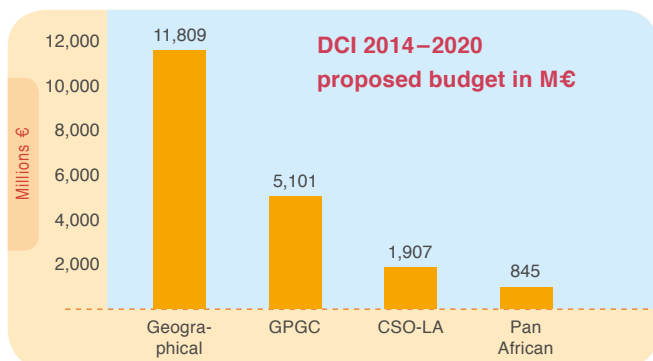
After the EDF, the DCI is the second-largest instrument for funding EU development cooperation.

Objectives and scope

The objective of this instrument is poverty reduction in developing countries. Other aims are to achieve the internationally agreed Millennium Development Goals (MDGs) and the post-2015 agenda for sustainable development; and to consolidate and support democracy and human rights. Geographical programmes are implemented in 47 countries. Two thematic programmes are included in the DCI – GPGC and CSO-LA – and a new pan-African programme makes up a small part of the DCI.

Budget and allocations

The tentative budget for DCI for the seven-year period from 2014 to 2020 is €19.5 billion (around 21.5% of total EU aid). The largest share of DCI’s budget, €11.8 billion, is allocated to the geographical programmes. The rest goes to the budget for the CSO-LA, GPGC and pan-African programmes.

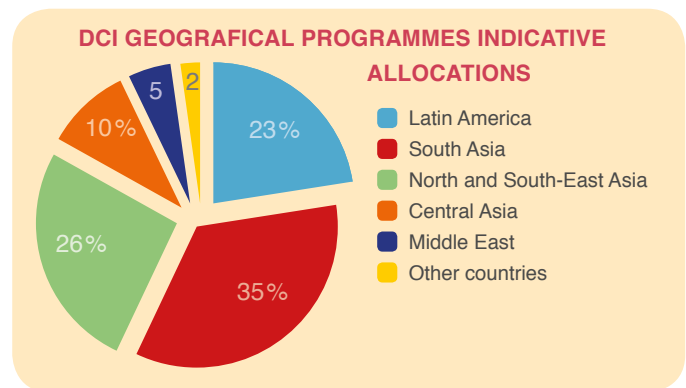


Aid modalities

The DCI’s geographical programmes are managed mainly under agreements between the EU and partner countries (for country programmes), and between the EU and Regional Economic Communities for regional programmes. Aid is given to partner countries and regions as budget support or as projects and programmes. The use of innovative financial instruments, such as the blending of grants and loans, is provided for, under certain conditions.

Geographical coverage

The DCI covers all countries on the ODA list of the OECD DAC except those countries covered by the other geographical instruments (EDF, ENI or IPA). This means that it is the EU’s instrument for development cooperation with Latin America, Asia, Central Asia, the Gulf States and South Africa.



CSOs – roles and access to funding

The DCI’s geographical funds are not channelled to civil society to any significant extent, although there may be occasional opportunities for accessing funds through the local EU delegation, government institutions in the partner country, or regional institutions that have EU funding. There will be calls for proposals through the thematic programmes and the pan-African programme, and also other aid modalities.

Main changes compared to the previous instrument (2007–2013)

The new DCI regulation takes into account principles set out in EU development policies such as Policy Coherence for Development,²¹ the European Consensus on Development²² (2005) and the Agenda for Change²³ (2011). EU support through the DCI will be concentrated on three sectors in each country.

21 http://ec.europa.eu/europeaid/policies/policy-coherence-development_en

22 http://ec.europa.eu/development/icenter/repository/european_consensus_2005_en.pdf

23 https://ec.europa.eu/europeaid/policies/european-development-policy/agenda-change_en

Between 2014 and 2020 there will be increased "differentiation" in the support for different countries, meaning that more priority will be given to the least-developed countries, and aid will be given on the basis of the partner country's needs, capacity and results. Upper-middle-income countries on the OECD DAC list, and countries with more than 1% of the world's gross domestic product (GDP), are set to "graduate" out of the DCI. This includes China, India and Indonesia for example. From 2014 to 2017, Cuba, Colombia, Ecuador, Peru and South Africa will be in a phasing-out period.

PAN-AFRICAN PROGRAMME

The new pan-African programme was created to support the Joint Africa-EU Strategy (JAES)²⁴ and to cover Africa as a whole. It is part of the Development Cooperation Instrument. While based on a continental or trans-regional approach, it will complement other programmes, such as the EDF, GPGC or CSO-LA, where cooperation is considered to be of mutual benefit.

Objectives and scope

Some of the objectives under this programme were previously funded by the intra-ACP allocation of the European Development Fund. In line with the JAES, this programme will serve five key objectives:

1. Peace and security;
2. Democracy, good governance and human rights;
3. Human development;
4. Sustainable and inclusive development and growth, and continental integration;
5. Global and cross-cutting issues, which will address (i) climate change and the environment, (ii) capacity-building for the AUC and other AU institutions/bodies, (iii) civil society in the JAES, and (iv) support for the implementation of the JAES.

Budget and allocations

The overall allocation will be €845 million for 2014–2020.

Aid modalities

The pan-African programme will be implemented mostly by regional institutions and partner countries.

Calls for proposals for CSOs are explicitly mentioned under only a few areas: CSOs' contribution to good governance and human rights, for which €20 million have been allocated for the period 2014–2020, and mobility and migration.

It will also be possible to launch joint calls for proposals in synergy with the CSO-LA budget line of the DCI under Component 5, "Civil society in the JAES". Informally, it has been said that the indicative envelope for civil society is expected to be €5 million for the seven-year period.

CSOs – roles and access to funding

In addition to direct support from the above-mentioned components, other implementation modalities listed under each strategic area might potentially include CSO support. This has yet to be confirmed.

In terms of policy dialogue and governance, CSO representatives will be invited to the JAES Joint Annual Forum, and, if deemed appropriate, civil society may also become associated with the Consultative Committee on the Pan-African Programme. This committee includes representatives from the EC, EEAS, African Union Commission, African Development Bank, UN Economic Commission for Africa, and Africa's regional economic communities.

In addition, the EU undertook a scoping study which included a strategic review of how stakeholders, such as CSOs, could contribute better to the implementation of the JAES roadmap (2014–2017). Its conclusion is expected to outline further the characteristics of future support from the pan-African programme for CSOs.

24 http://www.africa-eu-partnership.org/sites/default/files/documents/eas2007_joint_strategy_en.pdf

EDF THE EUROPEAN DEVELOPMENT FUND

Created in 1958, the EDF is the EU's oldest and largest development instrument, and it respects the principles enshrined in the Cotonou Partnership Agreement (CPA) between the EU and the Group of African, Caribbean and Pacific (ACP) countries. The Cotonou principles include the following: equality and ownership; participation (governments are the main partners but other actors – civil society, economic and social partners, the private sector – are also involved); differentiation and regionalisation (cooperation varies according to needs, level of development and performance).

Objectives and scope

The primary objective of the EDF is the reduction and, in the long term, the eradication of poverty in ACP countries and regions. The EDF also aims to help foster sustainable economic, social and environmental development, and to consolidate and support democracy, the rule of law, good governance, human rights and the relevant principles of international law.

Budget and allocations

Unlike the EU's other funding instruments, the EDF is not part of its general budget and is subject to an intergovernmental process among EU member states. For this reason, the European Parliament has no official scrutiny over the EDF's budget or priorities. For the period 2014–2020, EU member states will contribute €30.5 billion to the 11th EDF. The total amount breaks down into two separate allocations: 1) a geographical allocation which targets ACP countries and regions (approximately 80% of total funds); and 2) the intra-ACP programme which finances thematic actions that should benefit many or all of the ACP countries. Anticipating the internal agreement establishing the 11th EDF, due to enter into force in January 2015, the Commission has proposed transitional measures (a "bridging facility") to close what might otherwise be a gap in implementation.

Aid modalities

Aid modalities are adapted to the particular circumstances of each partner country or region, with a focus on programme-based approaches, the predictability of aid, the mobilisation of private resources, universal, non-discriminatory access to basic services, and the development and use of country systems. The most common aid modalities are budget support, grants and tenders. Support can also be given to sectoral policies through training and technical assistance. The 11th EDF will step up the use of innovative modalities, such as the blending of loans and grants, in order to leverage new resources from the private sector and investment banks.

Under the 9th and 10th EDFs there were thematic facilities – for water or energy, for example – which were implemented partly through calls for proposals. It is unclear whether these facilities will continue under the new EDF.

Geographical coverage

The EDF is the financial mechanism for EU cooperation with 79 countries in Africa, the Caribbean and the Pacific regions, plus the EU's Overseas Countries and Territories (OCTs).

CSOs – roles and access to funding

The Cotonou Partnership Agreement at the core of the EDF recognises the key role of CSOs and aims to strengthen their role in development cooperation. It states that civil society should be fully involved, as an actor in its own right, in political and policy processes and in the implementation and monitoring of aid. CSOs can benefit from funds in different ways. Support for civil society and local authorities can be chosen as one of a country's priority sectors. Where this is not the case, CSOs might be eligible for funds allocated to priority sectors, or as earmarked support. In addition, the intra-ACP funds have in the past supported global initiatives that disburse funds to CSOs.

Main changes compared to the previous period

The new trends in the EU development policy set by the Agenda for Change are strongly reflected in the design and priorities of the 11th EDF. More than in the 10th EDF, assistance is concentrated in countries and sectors (three to four per country) where the need is greatest and the impact could be maximised. In practice this principle of "differentiation" means that the budget is allocated with a preference for some countries, taking into consideration their economic capacity, the human development index and vulnerability criteria.

The division of labour and complementarity with the EU's other external aid instruments, EU member states and other international organisations is also reinforced. Special mechanisms have been introduced to facilitate the rapid allocation of additional aid in order to respond to evolving circumstances (such as a crisis, fragility or a transition).

Finally, fixed amounts of the total EDF funding are allocated to particular priorities, for example 20% for climate action objectives and 20% for basic social services, with a focus on health and education.

ENI EUROPEAN NEIGHBOURHOOD INSTRUMENT

The ENI is the EU's main instrument for financing its so-called neighbourhood region during the 2014–2020 financial period. It funds the European Neighbourhood Policy, focusing on the commitment to bring the EU and its neighbouring countries closer together.

Objectives and scope

The ENI aims to encourage democracy and human rights, sustainable development and the transition towards a market economy in the EU's neighbouring partner countries. In particular, it supports political and economic reforms.

More specifically, ENI support focuses on:

promoting human rights and the rule of law; sustainable and inclusive growth and economic, social and territorial development, including progressive integration into the EU's internal market; energy cooperation, adaptation to climate change and the management of natural resources; strengthening civil society; mobility and people-to-people contacts; and regional integration, including cross-border cooperation programmes.

Budget and allocations

The ENI's overall budget for the period 2014–2020 amounts to €15.4 billion.

Support through the ENI is given in three different ways: bilateral programmes covering support to one partner country; multi-country programmes which address challenges common to some or all partner countries, and regional and sub-regional cooperation between two or more partner countries; and cross-border cooperation programmes between member states and partner countries, implemented along their shared part of the EU's external border (including Russia).

Aid modalities

Most of the funding accessible to CSOs – one of the main recipients of ENI budget – is expected to be made available through calls for proposals.²⁵

Geographical coverage

The ENI covers cooperation with the following southern neighbourhood countries: Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, the occupied Pal-

estinian territory, Syria, Tunisia, and eastern neighbourhood countries: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine. Russia has signed a framework cooperation agreement with the EU outside of the ENI, but is involved in some cross-border initiatives.

CSOs – roles and access to funding

The ENI has a Southern and an Eastern Civil Society Facility which handles support for CSOs. There is also a Civil Society Forum which provides platforms where CSOs and other stakeholders can meet regularly.

Following a review of the European Neighbourhood and Partnership Instrument (ENPI) in 2010–2011, a strong focus was placed on the promotion of deep and sustainable democracy, accompanied by inclusive economic development. In this context, the EU stressed the particular role of civil society in promoting democracy. The EU states that, through the ENI, it explicitly seeks to support the strengthening of the capacity of civil society organisations, in order to guarantee effective domestic accountability and local ownership, and to play a full role in the democratisation process.

The ENI regulation stresses that external action partners, including CSOs and local authorities, are invited to be involved in preparing, implementing and monitoring EU support.

Main changes compared to the previous instrument (2007–2013)

Compared to the ENPI (2007–2013)²⁶, the ENI aims to become faster and more flexible, reducing the complexity and length of the programming process so that the relevance of the assistance is not undermined. It aims to be increasingly policy-driven, based on the key policy objectives agreed with the partners, mainly in the ENP's bilateral action plans. The ENI allows for greater differentiation, whereby the EU will allocate a higher proportion of funds to those areas where aid can have the greatest impact. Mutual accountability plays a crucial role in ensuring that the instrument takes greater account of human rights, democracy and good governance when it comes to allocating assistance. Special emphasis and support will be given to engaging with civil society and strengthening it.

²⁵ More info: http://www.enpi-info.eu/main.php?id_type=2&id=402#Howsupportisgiven

²⁶ This instrument used to be called the European Neighbourhood and Partnership Instrument. As of 2014, the partnership instrument is a separate instrument of EU foreign policy.

IPA INSTRUMENT FOR PRE-ACCESSION

The IPA is the funding instrument for the countries next in line to become EU member states, and for potential future candidates, in accordance with the EU's enlargement policy.

Objectives and scope

The IPA targets social, economic and legal reforms in the countries that are future or potential EU member states. EU support through the IPA focuses on:

- Public-sector reform
- Legal reform
- Sustainable economic development
- Social development, including democracy, gender equality, and employment
- Agriculture and rural development.

Budget and allocations

The tentative budget for the seven-year period 2014–2020 is €11.7 billion. The IPA will finance country-specific, multi-country and cross-border programmes.

Aid modalities

Most of the aid channelled through the IPA is for direct cooperation with partner countries, and is managed by government institutions and decentralised authorities in partner countries. Other modalities envisaged are programme funding, pooled funding, simplified calls for proposals, follow-up grants and re-granting schemes.

Geographical coverage

The countries covered by the IPA are Albania, Bosnia and Herzegovina, Kosovo, Macedonia, Montenegro, Turkey and Serbia. Iceland is also included, though not with development cooperation funds.

CSOs – roles and access to funding

The EU offers both political and financial support for the strengthening of civil society in the pre-accession process, by using political dialogue to promote a more favourable environment for civil society and by providing funding through a range of modalities. Between 2014 and 2020 it wants to move away from a project-based way of working with civil society and to introduce more programme funding, pooled funding, simplified calls for proposals, follow-up grants and re-granting schemes.

The IPA has a regional budget of €125 million for strengthening civil society and the media in the period 2014–2020. There will also be funding available to civil society from sectoral programmes in the partner countries. DG Enlargement has drafted specific “Guidelines for EU support to civil society in enlargement countries 2014–2020”.²⁷ The main purpose of the support for CSOs is to create the conditions for enabling and stimulating participatory democracy. This means supporting the development of civil society dialogue, empowering civil society both to create a demand for greater transparency, accountability and effectiveness from the public authorities and to get policy-makers to focus more on the needs of citizens.

Main changes compared to the previous instrument (2007–2013)

Between 2014 and 2020, more money will be paid to the partner countries as budget and sector support than in the previous budget period. A new feature is how the priorities are set in the country strategy papers that are written together with each partner country, to increase ownership. There is also a new multi-country strategy which involves cross-border activities between IPA countries and EU member states, between IPA countries themselves, and between Turkey and its neighbours involved in the ENI. Geographical instruments and programmes

²⁷ http://ec.europa.eu/enlargement/pdf/civil_society/doc_guidelines_cs_support.pdf

OTHER EU FUNDING OPPORTUNITIES FOR CSOS

Humanitarian aid and emergency operations are managed not by DEVCO/EuropeAid but by a separate Directorate-General, DG ECHO. Civil society organisations are important implementing partners in EU humanitarian aid, and funding from DG ECHO is provided on the basis of framework partnership agreements.

Humanitarian Aid and Civil Protection, DG ECHO,

<http://ec.europa.eu/echo/en>

Other DGs and EU agencies also offer funding opportunities, instruments and programmes that can be of interest to CSOs, especially those operating in European countries. The list below – which makes no claim to be exhaustive – gives some of them, all with their own scope and eligibility criteria.

Horizon 2020, DG Research & Innovation,

<https://ec.europa.eu/programmes/horizon2020/en/what-horizon-2020>

Europe for Citizens, Education, Audiovisual and Culture Executive Agency (EACEA),

http://eacea.ec.europa.eu/index_en.php

Erasmus +, Education, Audiovisual and Culture Executive Agency (EACEA),

http://eacea.ec.europa.eu/index_en.php

European Anti-Fraud Office (OLAF),

http://ec.europa.eu/anti_fraud/about-us/funding/index_en.htm

Progress, EU Programme for Employment and Social Innovation (EaSI), DG Employment, Social Affairs & Inclusion ,

<http://ec.europa.eu/social/main.jsp?catId=1082&langId=en>

Programme for the Environment and Climate Action, Life, DG Environment,

<http://ec.europa.eu/environment/life/funding/life2014>

Justice Programme and REC Programme, DG Justice,

http://ec.europa.eu/justice/grants1/programmes-2014-2020/rec/index_en.htm

CONCORD'S COMMENTS ON THE 2014–2020 PROGRAMMING PROCESS

Throughout the programming of the current MFF (2014–2020), CONCORD's Funding for Development and Relief (FDR) working group has engaged directly with the European Commission on the new instruments and programmes and has taken part in the consultations.

The processes for consulting CSOs still need to be improved, however, as their inclusiveness and transparency varied greatly among the different instruments. CSOs were not systematically consulted at the different stages of the programming process, and European CSOs had to use alternative channels to ensure that CSOs' comments and concerns were taken into account (contact with MEPs, with member state representatives in committees, etc.).

Some of CONCORD's general comments and positions on the new instruments are as follows:

Role of CSOs:

CSOs are essential partners in EU development cooperation, thanks to their key role in guaranteeing the universality, equity, inclusiveness, accountability, transparency and sustainability of development programmes. Only a combination of innovative programmes implemented by CSOs complementing and working together with other actors – such as UN agencies and other donors, national and local authorities and the private sector – can guarantee global development outcomes without neglecting those in need. CSOs have a valuable role at all levels of development cooperation, and different types of CSOs have different roles to play. Support for CSOs should not be limited to the CSO-LA programme. The important roles of CSOs should be recognised and financially supported in all geographical instruments and thematic programmes.

Funding modalities:

The choice of aid modalities should be transparent and based on analysis of country-specific needs and clearly defined criteria, in consultation with CSOs. The Commission should ensure that the mix of funding mechanisms is the most appropriate one for dealing with a particular situation and that it takes into account the roles different actors can and should play at both institutional and non-institutional levels, locally and globally.

CSOs were not systematically consulted at the different stages of the programming process, and European CSOs had to use alternative channels to ensure that CSOs' comments and concerns were taken into account.

Transparency of financial allocations:

Transparency throughout the process of allocating EuropeAid funds is important. Annual action programmes should be published early in the calendar year, following consultation with CSOs. Information needs to be shared with CSOs in good time, before consulting them, to enable them to make substantive contributions. To allow transparency and the tracking of indicative financial allocations, AAPs should show allocations and commitments for each programmatic area as well as for funding modalities.

Flagship programmes:

The “flagships” represent development issues on which the EU would like a high profile internationally, so it is particularly important to include a wide range of EU stakeholders in identifying and designing them. When the various flagships in the GPGC thematic programme are being developed there should be a clear timeline and a comprehensive dialogue with all stakeholders, including civil society.

Gender equality:

Women’s rights and gender equality should be sufficiently mainstreamed in all programme areas. Gender equality and women’s empowerment should be meaningfully and substantively integrated into all programme objectives, activities and indicative results. The process of meeting the targets in the EU Plan of Action for Gender Equality and Women’s Empowerment should be stepped up.

Human rights-based approach:

The programming for 2014–2020 will use the newly adopted EU toolbox for a human rights-based approach. A strong effort will be needed to ensure that the fundamental human rights principles of equality, participation and accountability will be applied to all aspects of both the theory and the practice of EU development cooperation. In particular, many aspects of equality/non-discrimination and participation/inclusion need to be strengthened in order to ensure that EU development cooperation empowers women, men, youth and children living in poverty to claim their rights.



CONCORD

The European Confederation of Relief and Development NGOs

OUR MEMBERS

Key: **NP** National Platform Member, **NW** Network Member, **AS** Associate Member

NW Action Aid International	NW EU-CORD	NW Plan International
NW ADRA	NP Finland: Kehys	NP Poland: Grupa Zagranica
AS ALDA	NP France: Coordination SUD	NP Portugal: Plataforma ONGD
NW APRODEV	NP Germany: VENRO	NP Romania: FOND
NP Austria: Globale Verantwortung	NP Greece: Hellenic Platform	NW Save the Children International
NP CONCORD Belgium	NW Handicap International	NP Slovakia: MVRO
NP Bulgaria: BPID	NP Hungary: HAND	NP Slovenia: SLOGA
NW CARE International	NW IPPF European Network	NW SOS Children's Villages
NW Caritas Europa	NW Islamic Relief Worldwide	NW Solidar
NW CBM International	NP Ireland: Dochas	NP Spain: Coordinadora ONGD
NW CIDSE	NP Italy: CONCORD Italia	NP CONCORD Sweden
NP Croatia: CROSOL	NP Latvia: Lapas	NW Terres des hommes IF
NP Cyprus: CYINDEP	NP 'LU' Lithuanian development NGO umbrella	NP United Kingdom: Bond
NP Czech Republic: FoRS	NP Luxembourg: Cercle	NW World Vision International
NP Cyprus: CYINDEP	NP Malta: SKOP	AS World Wide Fund for Nature (WWF)
NP Denmark: Global Focus	NP Netherlands: Partos	
NP Estonia: AKU	NW Oxfam International	

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