

WORKING DOCUMENT ON THE MULTIANNUAL ACTION PROGRAMME FOR 2015
PART II, 2016 AND 2017 OF THE THEMATIC PROGRAMME "CIVIL SOCIETY
ORGANISATIONS AND LOCAL AUTHORITIES"

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On the occasion of the 2nd meeting of the Policy Forum on Development¹, which took place on the 1st and 2nd October 2014 in Brussels, the European Commission (DEVCO unit B2) analysed the opportunities offered by a multi-year approach to programming for the Thematic Programme "Civil Society Organisations and Local Authorities" for the years 2015/16 and 2017.

The objective of this working document is to provide ulterior information to PFD stakeholders on this proposal, while clarifying its rationale for improved transparency and predictability.

It is essential to clarify that this document presents proposals which are subject to final confirmation in the frame of formal comitology process.

PFD stakeholders are invited to send written comments to DEVCO B2 (Paul.Renier@ec.europa.eu) before the 12th January 2014. DEVCO B2 remains available for any ulterior clarification sought.

1. CONTEXT OF PROGRAMMING AND RATIONALE FOR MULTI-YEAR PROGRAMMING

The "Civil Society Organisations and Local Authorities" Thematic Programme has its legal base in the Regulation 233/2014² of the European Parliament and of the Council (11th March 2014), establishing a financing Instrument for Development Cooperation (DCI). The DCI defines the objective of the Programme as to strengthen civil society organisations and local authorities in partner countries and, when their actions relate to Development Education and Awareness Raising (DEAR) of European citizens, in the Union and beneficiaries eligible under the IPA Regulation.

The Thematic Strategy valid for the period 2014-2020 is composed of two Multiannual Indicative Programmes, one valid for the period 2014-2017; the other for the period 2018-2020, separated by a Midterm evaluation in 2017.

The MIP in turn is composed of several Annual Action Programmes, composed by the Commission implementing decision and by a number of Action Documents detailing per each programme priority the implementing provisions for a specific budgetary year.

¹ https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/6/6a/Session4_AAP_2014.pdf

² <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2014:077:0044:0076:EN:PDF>

For 2014, the Annual Action Programme has been approved on the 28.10.2014 and is available online at http://ec.europa.eu/europeaid/commission-decision-aap-2014-2015-civil-society-organisations-and-local-authorities-part-1_en.

The Thematic Programme CSOs LAs benefits, on the one hand, from a strong political commitment at the EU level to support the two actors; on the other hand, from a solid experience gained through the implementation of the predecessor Programme, the "Non-State Actors (NSAs) and Local Authorities in Development" (2007- 2013), implemented at country, regional and global levels.

The "Civil Society and Local Authorities" aims at translating EU policy orientations into actions aimed at enabling CSOs and LAs to respond to populations needs and to participate in inclusive policy-making at different levels. The Programme is in fact guided by:

- The 2012 Communication "The Roots of Democracy and sustainable development: Europe's Engagement with Civil Society in External Relations", and related Council Conclusions;
- The 2013 Communication "Empowering Local Authorities in partner countries for enhanced governance and more effective development outcomes", and related Council Conclusions;
- The 2012 Staff Working Document "Development Education and Awareness Raising (DEAR) in Europe" and the European Parliament written Declaration on "development education and active global citizenship";
- The 2013 European Parliament Resolution on "Local Authorities and Civil Society: Europe's engagement in support of sustainable development"¹⁵ (2012/2288(INI))

The initiatives to be financed shall be initiated and directly implemented by civil society organisations and local authorities. In limited cases and where appropriate, in order to ensure their effectiveness, initiatives may be carried out by other actors for the benefit of the civil society organisations and the local authorities concerned.

Since the entry into force of the new Regulation (EU) No 236/2014³ of the European Parliament and of the Council (11th March 2014) laying down common rules and procedures for the implementation of the Union's instruments for financing external action, it is also possible to programme multi-annual action programmes instead of annually ones, when the actions to be financed are recurrent (Article 6.3(a) C.I.R.). The same Article also states that where multiannual commitments are made, they shall contain provisions indicating that, for years other than the initial commitment year, the commitments are indicative and dependent on the future annual budgets of the Union.

The Programme CSOs LAs will be implemented through the use of an appropriate mix of funding modalities, so as to best respond to the widest possible range of actors, needs and country contexts – according to the possibilities granted by the Financial Regulation.

The type of actions to be supported is thus known as are the implementing modalities that will be applied recurrently.

Furthermore DEVCO considers that the possibility offered by the new Regulation would:

³ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2014:077:0095:0108:EN:PDF>

- a) Prove very effective in improving longer term planning and both the transparency of the programming process and the predictability of funds allocations, to benefit both the concerned stakeholders and potential applicants and beneficiaries (the CSOs and the LAs) and at the same time, the EU Delegations which would manage locally the country envelopes envisaged under objective 1.
- b) Reduce the number of decision procedures as well as internal Commission approval processes (e.g; related to the use of suspension clauses etc.).

2. SUMMARY OF THE MULTIANNUAL ACTION PROGRAMME

The CSO/LA Multiannual Indicative Programme for the period 2014-2017 identifies three Priorities:

1. Focus on country level: enhancing CSOs' and LAs' contributions to governance and development processes.
2. Reinforcing regional and global CSO networks and associations of LAs.
3. Develop and support Education and Awareness Raising initiatives fostering citizens' awareness of and mobilization for development issues.

Along the same lines, its Multiannual Action Programme identifies the following actions, which are articulated in Action Documents organised by actor and corresponding budget line (example: one Action Document for CSO actions at country level, one Action Document for LAs actions at country level, and so forth):

- a) **Country operations:** Action Documents I and II (to be implemented by CSOs and LAs respectively) frame the implementation of Priority 1. Country level initiatives will be at the core of the Actions to support CSOs and LAs contributions to governance and accountability through inclusive policy-making - hence empowering citizens and populations through the voicing and structuring of their collective demands to tackle injustice and inequality, to benefit from qualitative social services and to profit from wealth and job creation. This priority is managed by EU Delegations and Commission HQ where appropriate.

Implementation modalities:

- The Call for Proposals system will remain the default award mechanism. Building on previous experience, efficiency will be sought by combining as much as possible 2 CSO/LA calls of 2 consecutive years and where possible also combine them also with relevant calls launched under other programmes (e.g. EIDHR). The expected N° of Call for Proposals to be launched by Delegations is 148.
- The recourse to an award of a grant without a call for proposals may be justified when beneficiaries are in one of the circumstances listed in the art 190 of the Rules of Application (e.g. a legal, factual or technical monopoly situation).
- EU Delegations will be able to spend up to 5% of the respective annual operational country allocation for support measures accompanying the implementation of this component. Those accompanying support measures

must cover activities of direct benefit to the organisations/partners targeted by the country programme.

The table below summarises the indicative allocations for the period 2015/16/17 per geographical areas, per Budget line. Figures are estimates subject to confirmation in the frame of formal comitology process.

AAP 2015/2016/2017	CSOs BUDGET LINE	LAs BUDGET LINE	TOTAL
Africa/Caribbean/Pacific Countries	192,225,000	70,100,000	262,325,000
Latin America	95,270,000	20,750,000	116,020,000
Asia	76,620,000	24,900,000	101,520,000
Central Asia	7,360,000	2,600,000	9,960,000
Middle East	12,750,000	1,900,000	14,650,000
Neighbourhood region	38,850,000	23,790,000	62,640,000
Total	423,075,000	144,040,000	567,115,000

- b) **Regional and global operations:** Action Document III and IV (to be implemented by CSOs and LAs respectively) frame the implementation of Priority 2. Reinforcing regional and global networks of Civil Society Organisations and Associations of Local Authorities is deemed essential in development processes.

Implementation modalities:

- For the LA budget line, as already established in the AAP 2014 and 2015 part I, in order to provide continuous support to regional and global Associations of Local Authorities with which/whom the European Commission has established Framework Partnership Agreements, two operating grants for a duration of one year each will be signed contributing to the operating budget of United Cities and Local Governments - International Secretariat (UCLG) and United Cities and Local Governments - Africa (UCLG-A).
- For the CSO budget line, the Call for Proposals system will remain the default award mechanism. A call for proposal is foreseen early 2015 combining 2014 and 2015 budgets. The recourse to an award of a grant without a call for proposals may be justified when beneficiaries fulfil the conditions specified in Art 190 mentioned above.

Following the adoption of FPAs in the framework of cooperation with Associations of Local Authorities under the 2014 AAP, its use will be further rolled out to include also CSOs regional and global organisations. These FPAs will be drawn up with actors who successfully pass the call for proposals stage. An appropriate balance among geographic regions and types of actors will be sought, allowing different categories of Civil Society Organisations, as defined in the DCI Regulation, to be supported.

- c) **Develop and support Education and Awareness Raising Initiatives fostering citizens' awareness of - and mobilisation for - development issues:** Action Documents V and VI (to be implemented by CSOs and LAs respectively) frame the

implementation of priority 3. Activities will aim at developing citizens' awareness and critical understanding of the interdependent world, of their role and responsibility in relation to a globalised society; and to support their active engagement with global attempts to eradicate poverty and promote justice, human rights and democracy, social responsibility, gender equality, and a sustainable social-economic development in partner countries.

Implementation modalities

For both the CSOs and LAs budget lines, the Call for Proposals system will remain the default award mechanism. A call for proposal is foreseen in 2016, combining 2016 and 2017 budgets. The recourse to an award of a grant without a call for proposals may be justified when beneficiaries are in a legal and factual monopoly situation.

In addition, a seventh Action Document frames the implementation of:

- **Support Measures:** Action Document VII frames the use of support measures, aimed at supporting the implementation of the programme and the achievement of its objectives and might be implemented in support of any of the three objectives of the programme.

Initiatives, particularly at country level, will act in complementarity with other Programmes and Instruments benefitting Civil Society and/or Local Authorities, namely the European Instruments for Democracy and Human Rights, the Thematic Programme on Global Public Goods and Challenges, the Instrument contributing to Peace and Stability, the Partnership Instrument, the European Neighbourhood Instrument, the Pan-African Programme, the European Development Fund and projects supported by the bilateral or regional cooperation in partner countries. In fragile, crisis and risk-prone situations, synergies will be explored with emergency and humanitarian aid favouring an active role of CSOs and LAs. In countries benefitting from bilateral cooperation, actions may be supported both within and outside of the selected focal sectors. To ensure the efficiency and effectiveness of assistance, funds will not be used to top-up or duplicate activities funded under those Programmes.

At country level, EU Delegations will coordinate the implementation of the Actions with Member States and other Development Partners active in this field, particularly in the framework of the EU Roadmaps for engagement with Civil Society Organisations, as envisaged in the Communication ‘The roots of Democracy’ and in subsequent Council Conclusions and European Parliament Resolution (2012/2288(INI)).

3. BUDGET YEARLY DISTRIBUTION

The following figures are estimates subject to final confirmation in the frame of formal comitology.

CSO LA AAP 2015	Budget line CSOs 21 02 08 03	Budget line LAs 21 02 08 04	TOTAL
OBJECTIVE 1 - In country (AD I and II)	141,525,000	41,790,000	183,315,000
OBJECTIVE 2 – Regional (AD III and IV)	35,000,000	2,775,000* already committed	37,775,000

		under AAP 2014/2015 Part I	
OBJECTIVE 3 - DEAR (AD V and VI)	250,000		250,000
Support measures (AD VII)	3,368,207	470,802	3,839,009
TOTAL	180,143,207	45,035,802	225,179,009

CSO LA AAP 2016	Budget line CSOs 21 02 08 03	Budget line LAs 21 02 08 04	TOTAL
OBJECTIVE 1 - In country (AD I and II)	151,055,000	56,600,000	207,655,000
OBJECTIVE 2 – Regional (AD III and IV)	900,000	2,775,000	3,675,000
OBJECTIVE 3 - DEAR (AD V and VI)	26,600,000	0	26,600,000
Support measures (AD VII)	2,320,198	916,733	3,236,931
TOTAL	180,875,198	60,291,733	241,166,931

CSO LA AAP 2017	Budget line CSOs 21 02 08 03	Budget line LAs 21 02 08 04	TOTAL
OBJECTIVE 1 - In country (AD I and II)	130,495,000	45,650,000	176,145,000
OBJECTIVE 2 – Regional (AD III and IV)	900,000	0	900,000
OBJECTIVE 3 - DEAR (AD V and VI)	53,450,000	17,900,000	71,350,000
Support measures (AD VII)	8,087,988	760,995	8,848,983
TOTAL	192,932,988	64,310,995	257,243,983