

**PRELIMINARY DRAFT GUIDELINES FOR 11<sup>TH</sup> EDF INTRA-ACP  
PROGRAMMING**

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The purpose of this note is to define the principles which will prevail in the 11<sup>th</sup> EDF intra-ACP strategy paper and multiannual indicative programme, and to outline the programming process (legal reference, steps, calendar).

The structure of the note is as follows:

- (1) The general framework of intra-ACP programming;
- (2) The principles of intra-ACP cooperation;
- (3) Financial framework;
- (4) The programming process.

### 1. GENERAL FRAMEWORK

Intra-ACP cooperation is defined in the revised ACP-EU Partnership Agreement as a "*supra-regional cooperation*" that "*aims to address the shared challenges facing ACP States through operations that transcend the concept of geographic location and benefit many or all ACP States*". In this framework, the intra-ACP cooperation can amongst others "*contribute to international or inter-regional initiatives*".

To ensure the impact of intra-ACP cooperation, programming should be structured accordance with the principle of co-management and the flexibility needed to be able to meet new needs.

Programming must be seen in close relation to the role of intra-ACP cooperation vis-à-vis the development strategies defined in the ACP-EC Partnership Agreement, including its Compendium.

Intra-ACP is one of the means to implement the EU external policy priorities, as set up in the EU Treaty, and the ACP-EU Partnership Agreement's provisions. Its programming must take into account the overall development policy framework, including the Agenda for Change.

Intra-ACP programming will also take into account the relevant ACP Group of States Resolutions / Declarations and joint ACP-EU Resolutions and Declarations, and the specific requirements of the African Peace Facility (APF).

### 2. PRINCIPLES OF INTRA-ACP COOPERATION

Intra-ACP cooperation is a *sui generis* multi-countries programme and, contrary to thematic instruments' programmes, it is **jointly programmed** and

implemented with the beneficiary states. **Ownership**, political support and involvement of the ACP countries are thereby ensured during the programming and implementation phases. In this way, intra-ACP cooperation is one of the tools which materializes and gives financial backing to the political dimension of the ACP-EU partnership.

Intra-ACP cooperation is based on the principles of **subsidiarity, complementarity and visibility**. In addition, in line with the Agenda for Change, the cooperation is also based on the principle of **concentration**.

### **2.1. Subsidiarity**

Subsidiarity means taking care not to take action at a higher level if it can be taken equally or more effectively at a lower level, that is, seeking to identify the relevant level at which to take public action.

In the present context, given the scope of the field in which action can potentially be taken, it is appropriate to take action at **intra-ACP level in cases where the action envisaged at national and/or regional level is not practicable or where it is less effective**. Action taken must add value to operations conducted using other instruments.

Intra-ACP cooperation will be concerned principally with supra-regional ACP initiatives (programmes operating in many or all of the ACP countries) and the global initiatives which "transcend the concept of geographic location", benefiting many or all of ACP countries.

### **2.2. Concentration**

A significant effort to rationalize intra-ACP cooperation was undertaken under the 10<sup>th</sup> EDF. This effort was furthered by the mid-term review, the conclusion of which was to focus on a limited number of sectors such as climate change, education and private sector.

Taking into account political priorities, concentration will be an important parameter for guiding the programming process. This means selecting a limited number of strategic priority areas, rather than spreading efforts across too many sectors.

### **2.3. Complementarity**

Complementarity means that measures taken at intra-ACP level are in synergy with operations carried out using other cooperation instruments, including those funded from the EU budget. To this end, a complementarity table including other cooperation channels (national and regional strategies, thematic instruments and Pan-African programme) will be used to help prioritise intra-ACP cooperation.

### **2.4. Visibility**

This flows from the principle of ownership and aid effectiveness. It means that when the EU and the ACP group contribute to international or interregional initiatives using intra-ACP funds, care must be taken to ensure the appropriate visibility of this contribution.

### **3. FINANCIAL FRAMEWORK**

In accordance with annex 1c of the Cotonou Agreement, EUR 3 590 million are allocated to finance intra-ACP and inter-regional cooperation with many or all of the ACP States in accordance with Articles 12 to 14 of Annex IV to this Agreement concerning implementation and management procedures. This envelope shall include support to joint institutions and bodies created under the Agreement. It shall also cover assistance with the operating expenditure of the ACP Secretariat referred to in points 1 and 2 of Protocol No 1 on the operating expenditure of the joint institutions;

### **4. PROGRAMMING PROCESS**

The programming process for the intra-ACP is defined in annex IV, articles 12 to 14 of the ACP-EU Partnership Agreement, including the following aspects.

#### **4.1. The intra-ACP Strategy paper (article 12A)**

1. The programming of the Intra-ACP cooperation shall be the result of an exchange of views between the Commission and the ACP Committee of Ambassadors, and shall be jointly prepared by the Commission services and the ACP Secretariat, following consultations with relevant actors and stakeholders.

2. The Intra-ACP strategy paper defines the priority actions of the Intra-ACP cooperation and actions necessary to build ownership of supported programmes. It shall include the following standard elements:

- (a) an analysis of the political, economic, social and environmental context of the ACP Group of States;
- (b) an assessment of Intra-ACP cooperation as to its contribution to achieving the objectives of this Agreement and lessons learnt;
- (c) an outline of the Intra-ACP strategy and objectives pursued and the expected financing requirements;
- (d) an outline of relevant activities of other external partners in the cooperation; and
- (e) an indication of the EU contribution towards achievement of the objectives of the Intra-ACP cooperation and its complementarity to operations financed at the national and regional levels and by other external partners, particularly the EU Member States.

#### **4.2. Intra-ACP indicative programme (article 13)**

1. The Intra-ACP indicative programme comprises the following main standard elements:

- (a) focal sectors and themes of Community aid;
- (b) the most appropriate measures and actions for achieving the objectives set for the focal sectors and themes; and

(c) the programmes and projects necessary to achieve the objectives identified, insofar as they have been clearly identified, as well as an indication of the resources to be allocated to each of them and an implementation timetable.

2. The Commission and the ACP Secretariat shall identify and appraise the corresponding actions. On this basis, the intra-ACP indicative programme shall be jointly prepared by the services of the Commission and the ACP Secretariat and presented to the ACP-EC Committee of Ambassadors. It shall be adopted by the Commission, on behalf of the Community and by the ACP Committee of Ambassadors.

3. Without prejudice to point (iii) of Article 12b(b), the ACP Committee of Ambassadors shall present each year a consolidated list of requests for financing of the priority actions foreseen in the Intra-ACP indicative programme. The Commission shall identify and prepare the corresponding actions with the ACP Secretariat as well as an annual action programme. To the extent possible and in consideration of the allocated resources, requests for financing of actions not foreseen in the Intra-ACP indicative programme shall be included in the annual action programme. In exceptional cases, these requests are adopted through a special financing decision of the Commission.

#### **4.3. Review process (article 14)**

1. Intra-ACP cooperation should be sufficiently flexible and reactive to ensure that its actions remain consistent with the objectives of this Agreement and to take account of any changes in the priorities and objectives of the ACP Group of States.

2. The ACP Committee of Ambassadors and the Commission shall undertake a mid-term and end-of-term review of the intra-ACP cooperation strategy and indicative programme to adapt it to current circumstances and ensure its correct implementation. If circumstances so require, ad hoc reviews may also be conducted to take account of new needs which may arise from exceptional or unforeseen circumstances, such as those arising from new challenges which are common to ACP countries.

3. The ACP Committee of Ambassadors and the Commission may, at the mid-term and end of-term reviews, or after an ad hoc review, review and adapt the Intra-ACP cooperation strategy paper.

4. Following the mid-term and end-of-term review exercises, or ad hoc reviews, the ACP Committee of Ambassadors and the Commission may adjust the allocations within the intra-ACP indicative programme and mobilise the non-programmed Intra-ACP reserve.

#### **4.4. Requests for financing (article 12B)**

Requests for financing of intra-ACP programmes shall be submitted:

(a) directly by the ACP Council of Ministers or the ACP Committee of Ambassadors; or

(b) indirectly by:

(i) at least three duly mandated regional bodies or organisations belonging to different geographic regions, or at least two ACP States from each of the three regions;

(ii) international organisations, such as the African Union, carrying out operations that contribute to the objectives of regional cooperation and integration, subject to prior approval by the ACP Committee of Ambassadors; or

(iii) the Caribbean or Pacific regions, in view of their particular geographic situation, subject to prior approval by the ACP Council of Ministers or the ACP Committee of Ambassadors.

#### 4.5. Indicative calendar

The proposed indicative calendar is as follows:

Discussion of guidelines for programming / endorsement by EEAS/DEVCO managements	August - September 2013
Presentation of programming guidelines	EDF Committee: 26 September 2013 ACP Committee of ambassadors: tbc
Prepare draft intra-ACP Strategy Paper (EEAS/DEVCO/ACP Secretariat) with input from thematic/geographic services and line-DGs	October- November 2013
Transmission of preliminary draft strategy to CAB Ashton/Piebalgs	End of November 2013
Consultation with ACP Working Party	December 2013 / January 2014
Presentation of the draft MIP and discussion with ACP-EC Committee of Ambassadors, in close consultation with the cabinet.	April 2014
IQSG – Approval by HR/VP and the Commissioner and ISC.	May 2014
EDF Committee, including informal democratic scrutiny.	May 2014
COM Decision and Signature by the Commissioner and President of the ACP Committee of Ambassadors.	June 2014
Potential first commitment.	July-August 2014