

Mid-term Evaluation of the Partnership Instrument

Stakeholder consultations
27 March 2017
Brussels



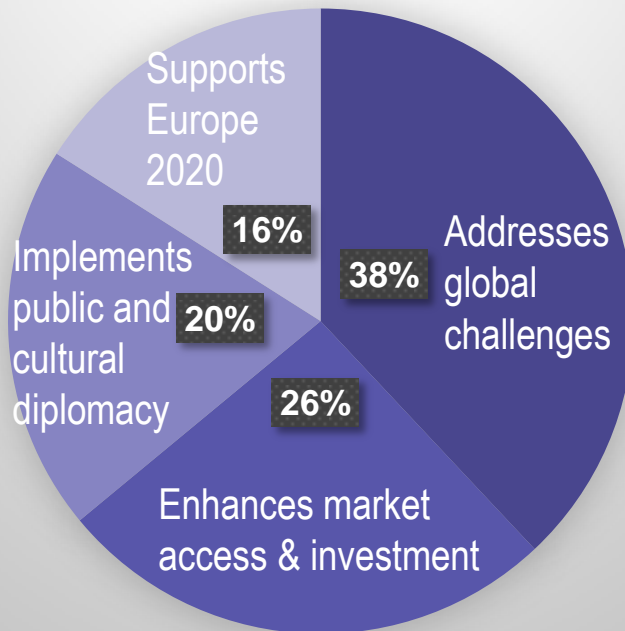
Photo by European Parliament

- Introductions
- The Partnership Instrument
- Evaluation purpose and scope
- Approach and methodology
- Conclusions and recommendations

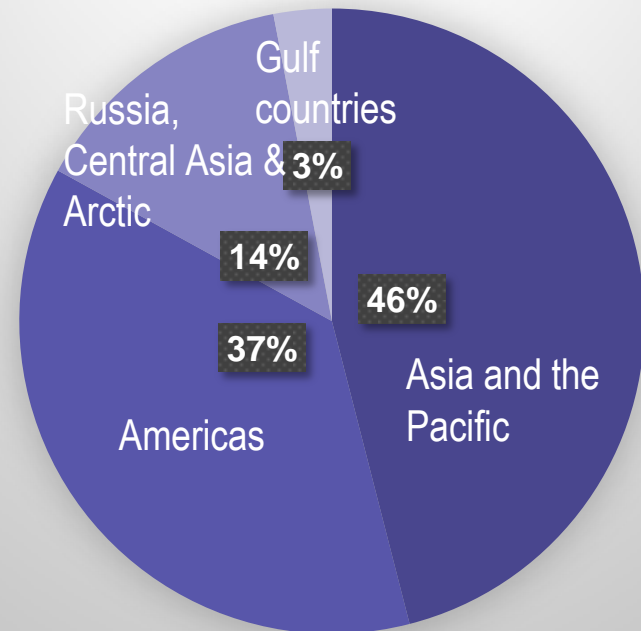
A critical instrument for EU external relations

The EU “establishes a Partnership Instrument for cooperation with third countries...to advance and promote Union and mutual interests. The Partnership Instrument shall support measures that respond in an effective and flexible manner to objectives arising from the Union’s bilateral, regional or multilateral relationships with third countries and shall address challenges of global concern and ensure an adequate follow-up to decisions taken at a multilateral level” (*Regulation (EU) 234/2014*)

What does the PI do?
(% budget 2014-2020)



Where is the PI implemented? (% budget 2014-2020)



Evaluation purpose and scope

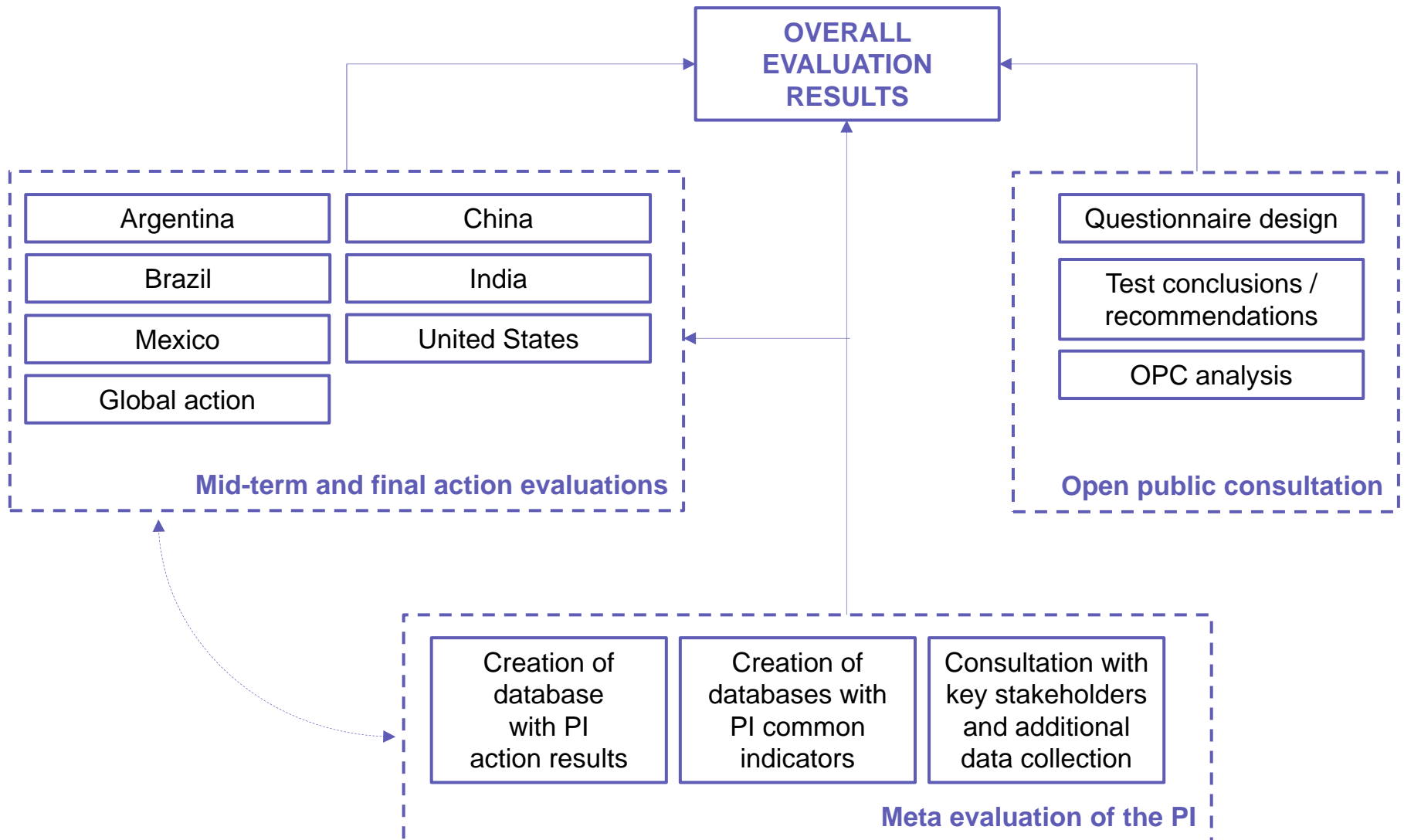
Objective: examine the relevance, effectiveness, impact, sustainability, efficiency, EU added value, leverage, synergies and coherence (internal and external) of the PI as implemented

- Identify key lessons to improve current programming and inform mid-term adjustments
- Feed into the Mid-Term Review (MTR) of the EFIs

Scope:

- Implementation, programming of PI
- Time period: 1/01/2014 – 1/06/2017
- Geographical scope: countries eligible under the PI Regulation with a focus on six countries: Brazil, China, India, Argentina, Mexico and the US
- In-depth case studies of PI supported actions
- Alignment and coordination with other EFI evaluations and MTR

Our evaluation



Our evaluation

Desk review incl.

Strategic &
policy
framework
Legal
documents
Action
programming
documents &
reports
Relevant past
evaluations

Interviews (85+)

FPI.4 policy &
evaluation
leads, head of
operations,
former HoU
2 FPI.1
5 EEAS
51 PMs
6 EFIs
7 PI
implementation
group
8 PI committee
4 strategic
partners
(Canada,
Russia, Japan,
South Africa)
2 EP

Actions review & drafting of results and indicators databases

Review of
200+ PI-
funded actions
Follow-up
interviews with
project
managers

Individual action evaluations

Argentina
Brazil
China
India
Mexico
US

DG GROW

*(field visits &
150+
stakeholder
interviews)*

CIR evaluation

Online consultation

Analysis of
EUDEL online
survey

*Open public
consultation*

A flexible instrument to promote EU interests

The PI design both responded to EU priorities at the time of adoption; and has been effective in providing a mechanism to respond to new and emerging EU priorities internationally

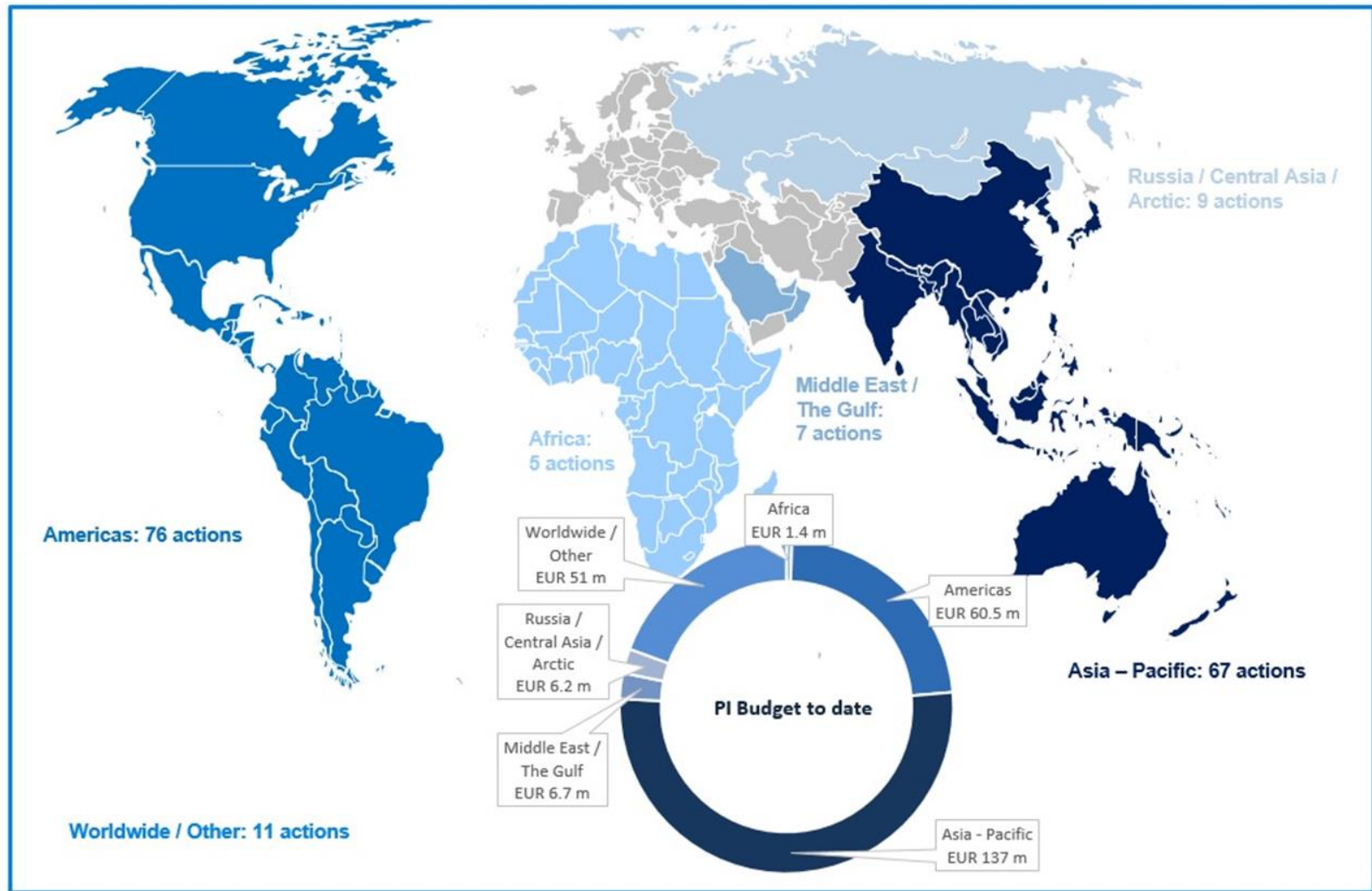
- Created in direct response to a changing international context
- Has supported the EU's ability to meaningfully engage with partners on a wide range of topics that reflect EU priorities (including new ones that have emerged since the Regulation was adopted)
- Has delivered consistency and coherence in the FPIs e.g. as a follow-on mechanism from development co-operation

Stakeholder feedback confirms that the PI is flexible enough to respond to changing needs (e.g. changed policy priorities, summit/high-level dialogue conclusions, changing contexts)

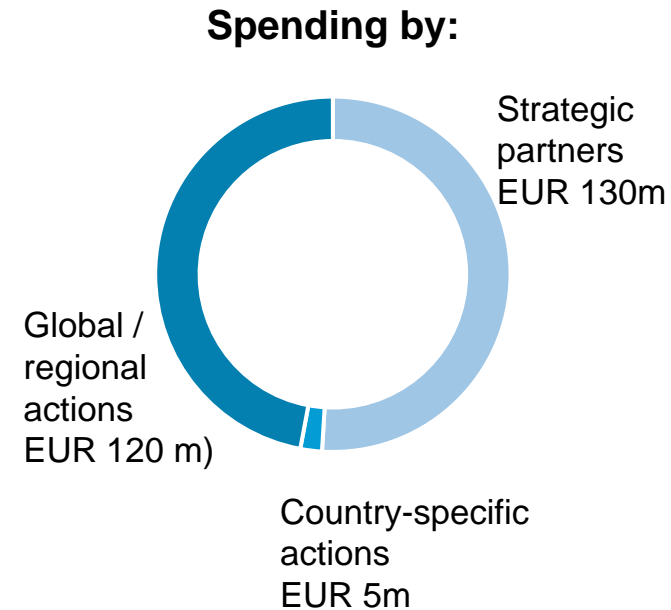
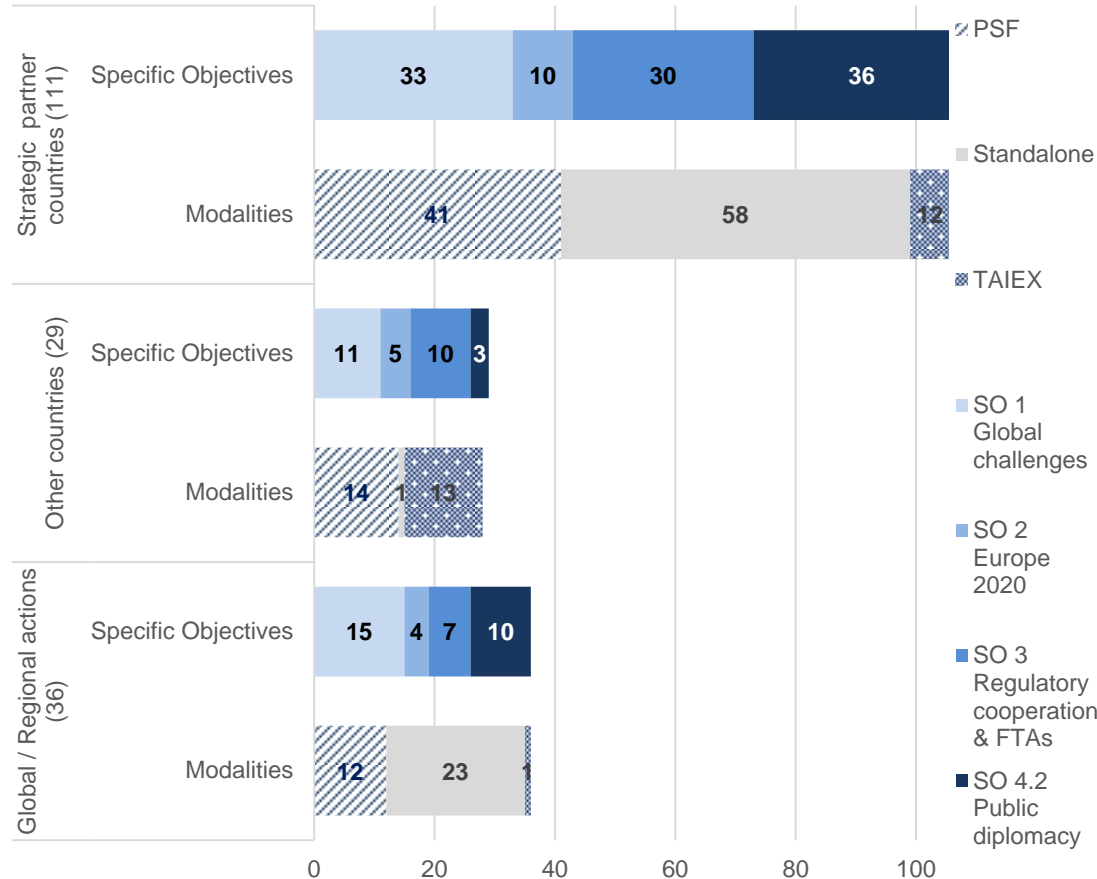
A flexible interpretation of the 2014 CIR regulation has guaranteed so far that the CIR has not hindered the PI. Only those rules which are relevant to the PI are actually implemented.

The PI has been used as an instrument of last resort and has not funded activities that could have been supported through other means – sometimes a test-bed or pilot phase for possible future interventions (PI or otherwise)

A critical instrument for EU external relations



A critical instrument for EU external relations



Number of actions by specific objective and implementation modality per strategic partner countries, other countries and global / regional actions

A critical instrument for EU external relations

The distinctive **all-encompassing thematic scope of the Instrument** enables the EU to promote its external action agenda (incl. e.g. Rio markers with 28.6% of budget allocated to mainstreaming climate action and 4.3% to biodiversity ahead of targets set)

- Evidence that PI has played a critical enabling role in strengthening co-operation and dialogue with partner countries.

Priority setting and decision-making have evolved from an initial demand-driven approach to a more strategic one and the PI processes are conducive / lead to programming, identification / formulation of effective actions aligned to EU interests

Success factors include (i) the existence of a mutual interest between the EU and the partner concerned, (ii) the harnessing of country and technical expertise and (iii) the participatory and inclusive nature of PI decision-making.

The trade-off between flexibility and costs

Ratio of administrative costs for the FPI to overall budget is reasonable and proportionate. The level of administrative support is a necessary trade-off with the strategic importance of having a relatively flexible instrument such as the PI.

PI decision-making processes are considered to be relatively quicker than the programming of most of the other EFIs: speed and flexibility of the PSF is a particular strength.

Stakeholders reported a **flexible interpretation of the implementing rules of the CIR** which allows a *relevant* alignment, in principle, between this regulation and the PI, in turn providing an enabling framework for the Instrument

There are ongoing efforts to consolidate the monitoring and evaluation framework:

- Evaluation has been complex due to lack of common framework for indicators and theory measurement
 - Rolling out of common monitoring indicators (and ensuring consistent measurement and reporting) is essential
 - Differentiating the level of reporting against indicators depending on the type of actions (e.g. some may only require activity indicators etc.)
-

An instrument fit-for-purpose

The political leverage of the PI is in the specific nature of the PI in the EFI package. For the first time the EU is able to present a package to the rest of the world, to address different types of agenda (ODA / non-ODA) and reflect different logics of action (donor logic vs. promotion of strategic interests):

- Niche instrument focusing on the promotion of EU strategic interests on non-ODA issues.
- Supporting dialogues between the EU and its partners, placed on an equal footing. There is a consensus among stakeholders that the strengthening of policy dialogues is the most obvious example of the political leverage of the PI.
- Policy dialogue and concrete realisations supported by the PI are mutually reinforcing.

The design of the Instrument does not include any co-funding conditionality, and there is no co-funding from partner countries at this point under the PI.

- Exception of the requirement of 25% match funding for some grants
 - Financial leverage might become a more strategic question in the medium- to long-term to ensure the sustainability of the PI actions (where appropriate)
-

The coherence of EU toolbox

Overall, PI actions are guided by a clear rationale and appropriate consideration for **core EU interests**. The different PI actions are consistent with **EU external action policies** (e.g. EU trade policy, fight against climate change etc.). The PI complements the interventions of other key actors, in particular EU Member States.

The actions complement other EFIs and EU instruments outside of development policy (e.g. Support to climate change and environment governance and transition to green economy (synergies between the PI and GPGC/DCI; Support to the internationalisation of SMEs and strengthening of their competitiveness (synergies between the PI and COSME)

The PI is internally coherent

- Synergies exist between actions focusing on the same topic (e.g. energy, environment and climate change, migration and mobility, trade)
- When the policy lead lies in the Delegations in particular, the mixed posts have been instrumental in ensuring the coherence between actions to the extent that their portfolios allow (e.g. when the post combines environment, energy and climate change)

PI decision-making operationalises the coherence requirement through an inclusive and coordinated approach at HQ and in DEL (notably cluster approach, QSG and inter-service consultation).

Discussion time

How has the PI performed to date?

1. What is your experience with the PI (on the basis of PI-supported actions you contributed to)?
 2. Do you think that the overall and specific objectives of the PI responded to EU priorities in 2014, back when the instrument was adopted? Why / why not?
 3. Do you think that the overall and specific objectives of the PI continue to respond to EU current priorities? Why / why not (What key changes have taken place at the international context, and in which ways has the PI adapted to address these evolving challenges)?
 4. What do you think have been the achievements of the PI to date? What are the main strengths and weaknesses of the PI?
 5. Where do you think the added value of the PI lays in? what does the PI bring to the EU as a global actor?
 6. How does the PI fit with the other EFIs? To what extent do the different PI actions complement or stimulate synergies with other EFIs? Are there any overlaps?
-

PI general and specific objectives (Reg 234/2014, Art.1)

“This Regulation establishes a Partnership Instrument for cooperation with third countries (the ‘Partnership Instrument’) to advance and **promote Union and mutual interests**. The Partnership Instrument shall support measures that respond in an effective and flexible manner to objectives arising from the Union's bilateral, regional or multilateral relationships with third countries and shall address challenges of global concern and ensure an adequate follow-up to decisions taken at a multilateral level.” The specific objectives of the PI are:

- (a) supporting the Union's bilateral, regional and inter-regional cooperation partnership strategies by promoting policy dialogue and by developing collective approaches and responses to challenges of global concern;
 - (b) implementing the international dimension of ‘Europe 2020’;
 - (c) improving access to partner country markets and boosting trade, investment and business opportunities for companies from the Union, while eliminating barriers to market access and investment, by means of economic partnerships, business and regulatory cooperation. (...);
 - (d) enhancing widespread understanding and visibility of the Union and of its role on the world scene by means of public diplomacy, people-to-people contacts, cooperation in educational and academic matters, think tank cooperation and outreach activities to promote the Union's values and interests.
-