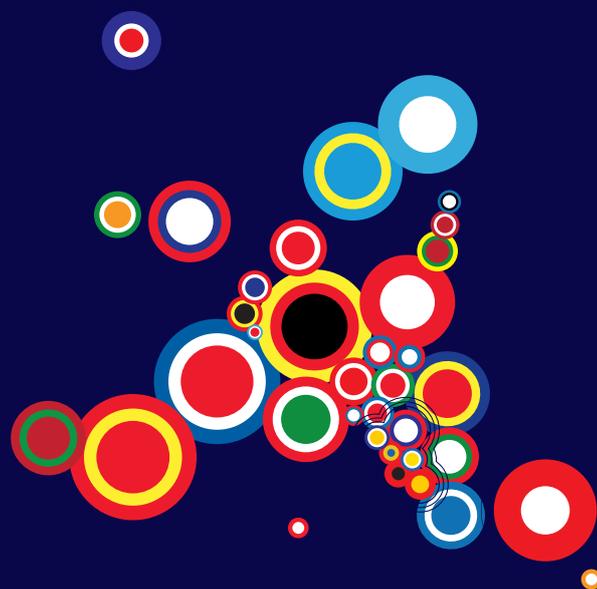




## INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

### The former Yugoslav Republic of Macedonia

Support to participation in Union  
Programmes



#### **Action Summary**

*This action is supporting the country in participating in EU Programmes. The purpose is to co-finance the costs of the "entry-tickets" which the beneficiary has to pay for the participation in Union Programmes, and, by those means, to facilitate the progressive transfer of know-how and the strengthening of capacities of the relevant administrative bodies benefiting from the participation in Programmes of the end beneficiaries.*

<b>Action Identification</b>	
<b>Programme Title</b>	Annual Action Programme for the former Yugoslav Republic of Macedonia for 2014
<b>Action Title</b>	Support to participation in Union Programmes
<b>Action Reference</b>	IPA 2014/037-701
<b>Sector Information</b>	
<b>ELARG Sectors</b>	Democracy and Governance
<b>DAC Sector</b>	43010 (multi-sector aid)
<b>Budget</b>	
<b>Total cost</b> (VAT excluded) <sup>1</sup>	EUR 9,322,414.67
<b>EU contribution</b>	EUR 6,717,811.25
<b>Management and Implementation</b>	
<b>Method of implementation</b>	<b>Indirect management</b>
<i>Indirect management:</i> <b>Responsible Unit or National Authority/Implementing Agency</b>	The NIPAC Office is responsible for overall coordination of the Union Programmes. The National Fund is responsible for financial implementation of the Union Programmes.
<b>Implementation responsibilities</b>	Mr. Fatmir Besimi Deputy Prime Minister for EU Integration, National IPA Coordinator, Secretariat for European Affairs Mr. Fatmir Ademi, Head of the National Fund, Ministry of Finance NIPAC Office
<b>Location</b>	
<b>Zone benefiting from the action</b>	The former Yugoslav Republic of Macedonia
<b>Specific implementation area(s)</b>	Nation-wide activities
<b>Timeline</b>	
<b>Deadline for conclusion of the Financing Agreement</b>	2015 (n+1)
<b>Contracting deadline</b>	d+3
<b>End of operational implementation period</b>	d+6

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

## 1. RATIONALE

The EU agreed in the Thessaloniki Agenda to open participation in Community Programmes and Agencies to the Western Balkan countries, following the approach used in the past for candidate countries. The Commission proposed concrete steps in its Communication of 3 December 2003<sup>2</sup>, underlining the need for a selective and gradual approach.

Further to the Thessaloniki Agenda for the Western Balkans and in line with its Communication “Preparing for the participation of the Western Balkan countries in Community programmes and agencies”<sup>3</sup> the Commission negotiated respective Framework Agreements with the beneficiaries. Consequently, EU funds may be used to prepare for participation and to co-finance the costs.

These agreements were signed on 22 November 2004, on the occasion of the EU Western Balkans Forum, assent was then given by the European Parliament on 10 May 2005 and, finally, Council proceeded with the conclusion of the agreements on 2 June 2005<sup>4</sup>. The Framework Agreement has been ratified by the former Yugoslav Republic of Macedonia on 10 June 2005 and entered into force on 29 June 2005. On the basis of Association Council decisions or Framework Agreements, candidate countries may participate in certain European Union programmes. The Commission proposed concrete steps in its Communication of 3 December 2003, underlining the need for a selective and gradual approach.

In the period 2014-2020, similar to 2007-2013, the Instrument for Pre-accession financial assistance (IPA II) will be used to help the country to meet part of the costs of participation in those programmes that they chose to participate, on the basis of an increasing the national contribution per programme. Depending on the available resources and capacities, as well as the results of the country’s participation in current Union Programmes, the country may opt at a later stage to participate in other Union Programmes for which it is eligible.

Experience from the enlargement context, shows that successful participation in Union Programmes requires a high degree of ownership and initiative by the beneficiary. Proactive involvement by the beneficiary in gathering the necessary information on programmes, procedures and working methods as well as in establishing networks and structures and informing the public are essential in order to reap the benefits of participation in programmes and agencies.

## PROBLEM AND STAKEHOLDER ANALYSIS

Participation in EU Programmes is a mean to promote reform and modernisation and at the same time strengthen administrative and regulatory convergence of the partner countries with the EU. By taking part in the so-called Community programmes, the country is working on technical and administrative capacity building when it comes to implementation of the EU sectoral policies.

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<sup>2</sup> Communication of the Commission “Preparing for the participation of the Western Balkan countries in Community programmes and agencies” [COM (2003) 748 of 3.12.03] - accessible on the internet at: [http://europa.eu.int/comm/external\\_relations/see/docs/com03\\_748\\_en.pdf](http://europa.eu.int/comm/external_relations/see/docs/com03_748_en.pdf)

<sup>3</sup> COM(2003) 748 final of 03/12/2003

<sup>4</sup> The Council decisions and the framework agreements have been published in the Official Journal *OJ L 192 of 22.07.2005*

During the financial period 2007 – 2013 the country participated in the following Community (Union) Programmes:

- Seventh Framework Programme of the European Union for research, technological development and demonstration activities;
- Union Programme for Employment and Social Solidarity – PROGRESS
- Competitiveness and Innovation Framework Programme (CIP) -Entrepreneurship and Innovation Specific Programme (CIP-EIP) and Intelligent Energy - Europe (CIP-IEE)
- Union Programme Culture
- Union Programme Europe for citizens 2007 – 2013
- Union Programme Customs 2007-2013
- Union Programme Fiscalis 2007-2013
- Centralised measures of the Lifelong Learning programme
- Civil Protection Mechanism & Financial Instrument

By acquiring status of associate member in the FP7 program in 2007, the country was given the right to participate in this program on equal footing with the member states of the EU in all the specific programs, and thus gaining the opportunity to getting increased number of FP7 projects, and accordingly increased financial gain. According to the European Commission official data, presented in “E-CORDA” database, in the period from January 2007 to July 2013, the country effectuated 94 projects in all with overall budget of 11.7 billion EUR. With these results, the country is included in the category of successful countries which not only did they manage to reinstate its contribution, but enlarge it almost double, which is a rare achievement for many EU countries. In spite of the positive results, there are certain anomalies which are regularly reported in the European Commission Reports, and they are the insufficient administrative capacities in the Ministry of Education and Science, inconstant and inappropriate participation of their representatives in the network of the national contact persons and facilities of the European Research space. The participation of small and medium-sized enterprises is still below the level of possibilities and needs, so, in the forthcoming period, it will be necessary to strengthen the campaign for their bigger participation in the new “Horizon 2020” Programme.

The country participates in the programme “Europe for citizens” since 2009. The overall budget on approved projects, in which associations or institutions participate in this programme including the first half of 2013, amounted to EUR 1,014,879. Complete support by the institutions is necessary for the realisations of the projects, which was frequently absent.

The country is participating in two of the three sub-programmes CIP-EIP and CIP-IEE, in CIP-EIP since 2007, in CIP-IEE since 2011. The participation in the third sub-programme CIP-ICT has been postponed due to shortage of financial means for co-financing. The overall budget on approved projects in which entities from the former Yugoslav Republic of Macedonia participated in this Programme including 2012 estimates 4,860,611 EUR, out of which EUR 3,329,593 are within the Entrepreneurship and Innovations Sub-Programme, and 1,531,018 are within the Intelligent Energy Programme. The participation in the Programme was complicated for entities from the former Yugoslav Republic of Macedonia due to several reasons: lack of former experience in EU Programmes Projects, insufficient innovations in the proposed ideas, quality applications, etc.

The country has been participating in the Culture Programme since 2008. According to the official statistics published by the European Commission/ Executive agency of Education, Culture and Audio-visual Work from 2008 to 2013, 145 projects have been conducted in which cultural operators from the former Yugoslav Republic of Macedonia are included and 60 projects are supported (out of which 2 projects have not been realised). However, in coordination with the results, cultural operators from the former Yugoslav Republic of Macedonia participate, above all, with status of co-organisers within the projects, with the exception of 2 projects in which national cultural operators are leaders and 3 projects in which national cultural operators participate as associate partners.

The country participates in the programme “Europe for citizens” (2007-2013) since 2009. The interest for participation by the interested entities is increased, and therefore, the number of approved projects where various organisations from the former Yugoslav Republic of Macedonia participate in, is increased. In compliance with the received data by the Executive Education Agency, EU Audio-visually and Culture, the country, from 2008 including November, 2013, participated in overall 58 projects in this programme, in which, in nine projects appear as a carrier of the project activities, and in the rest, as a partner country, introduced by the appropriate associations or institutions. The overall budget on approved projects where associations or institutions participate in this programme in the period 2007-2012, is EUR 3,611.108,73.

Country participates in the programme “Customs” (2007-2013) since 2009. In the period 2009-2012, a total of 70 customs officers participated in 50 events and trainings, ensuring co-operation, exchange of information and best practices with EU member states’ Customs administrations, candidate countries and potential candidate countries, work improvements on the ground, etc.

Country participates in the programme “Fiscalis” (2007-2013) after signing the Memorandum of understanding in 2009. The participation in many activities (47 trainings and events), the PRO acquired significant gains which lead to the enhancement of the working processes and introduction of new ways of work which allow strengthening of the administrative capacities.

Centralised measures of the Lifelong Learning programme: Country participates in the programme since 2012. Memorandum of Understanding was signed with the Directorate General for Education and Culture of the European Commission for participation in the centralized actions of the Lifelong Learning programme. This has paved the way to participation in network projects, multilateral projects and other types of actions that support the European cooperation in education and training. Within this programme in the period from 2012 to 2013, entities from the former Yugoslav Republic of Macedonia participated as partners in the two projects in a total amount of EUR 1,134,196.

The National agency for European educational programs and mobility is a public institution established by Law adopted by the Parliament created to promote and implement the European educational programs in the country. The agency has received long standing support in preparatory measures for participating in Life Long Learning and Youth in Action Programmes from 2007-2011, in the amount of EUR 5.3 million, with a national contribution of EUR 1.3 million.

Starting from 31.01.2012 the country became the 32nd member of the EU’s Civil Protection Mechanism. The financial envelope allocated to the instrument under the EU’s 2007-13 financial framework amounts to EUR189.8 million. Indicative annual amounts of EUR20 million are available for actions within the EU and EUR8 million for actions in third countries.

The table below shows the cost of entry tickets in comparison with the amount received for implemented projects during the period 2007 – 2013. All of the programmes were successful, except PROGRESS, where amount of the covered entry ticket was higher than the received amount on projects.

Union Programme		First year of participation	Projects implemented 2007 – 2013 EUR	Entry Ticket 2007 - 2013	
				National co-financing EUR	IPA co-financing EUR
1	FP7	2007	11.700.000	2.181.195	5.073.714

2	<b>CIP_EIP</b>	2007	3.329.593	277.216	627.184
3	<b>CIP_IEE</b>	2011	1.531.018	178.638	669.766
4	<b>PROGRES</b>	2007	1.014.879	360.000	1.020.000
5	<b>CULTURE</b>	2008	13.506.915	153.600	38.400
6	<b>Europe for Citizens</b>	2009	3.561.109	9.000	66.000
7	<b>Lifelong Learning programme and Youth in Action</b>	2012	3.114.080	351.890	2.840.000
8	<b>Centralised measures of the LLL programme</b>	2012	1.171.069	20.700	159.300
9	<b>Customs 2013</b>	2009	N/A	55.724	155.397
10	<b>Fiscalis 2013</b>	2009	N/A	44.905	128.616
11	<b>Civil Protection Mechanism &amp; Financial Instrument</b>	2012	N/A	11.056	54.005

Based on CARDS and IPA I practice, the Union's grant assistance is made available each year for the country to co-finance the entry-ticket to participate in the Union Programmes (and Agencies). The same will continue in the period 2014-2020.

Based on a previous Government approval (the country has expressed interest to participate in the following UP's for 2014:

1. Horizon 2020
2. COSME
3. Europe for Citizens
4. Culture – Creative Europe
5. Media – Creative Europe
6. Customs
7. Fiscalis
8. Civil protection mechanism
9. Erasmus plus
10. Erasmus plus extended actions
11. Progress

In addition, the Government has shown interest to also participate in the following UP's, if eligible:

1. LIFE

2. Justice , Fundamental Rights and Citizenship
3. Health for Growth Programme
4. Consumer programme
5. Programme for Employment and Social Innovation (EaSI)
6. European Earth monitoring Programme (GMES).

The participation of the beneficiary in Union Programmes follows specific terms and conditions set out for each such programme in a so called International Agreements (IA's). Such IAs have already been concluded (between the country and the Commission) with regards to the following programmes: Horizon 2020, Cosme, Erasmus +, Erasmus + extended actions, and Culture. The remaining IAs for the remaining programmes will be signed in near future.

The key stakeholders in the process are the final grant beneficiaries. Potential obstacles to smooth operation are shortage of ministerial staff, lack of political support or inadequate technical capacities to support the end beneficiaries in information sharing, etc. In this context, training of the final stakeholders is a key element for the sustainability of the preparatory actions.

On the side of the European Union Programmes and the relevant DG's it is essential to provide the necessary technical descriptions of the actions and the annual costs in time and assign adequate resources to the management/monitoring of the contracts.

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

The Country Strategy Paper (CSP) 2014-2020 identifies the need to provide assistance for co-financing entry-tickets to the relevant Union Programmes. This action document will focus on those UP's identified as priorities by the Government and are in line with the CSP respective sectors, i.e. the Rule of Law and Fundamental Rights, Democracy and Governance, Competitiveness, Environment, Transport, Education, Agriculture, etc, covering a wide spectrum of areas.

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

As mentioned in the context analysis, the beneficiary has participated in various Union Programmes. Assistance was provided through the CARDS instrument and IPA I. The number of beneficiaries has increased over the years. The absorption rate of some contracts under IPA indicates that the co-operation with the beneficiaries can be strengthened. This was also the result of changing political priorities and insufficient national resources to ensure the required ownership of the process.

The experience so far has also pinpointed the need for coupling the general information, with targeted attention for enhancing the knowledge related to the particular calls, financial and legal issues, project preparation and management and, very important, further enhancement of the participation of small and medium size enterprises.

The overall highly positive results though have at times been shadowed by unfortunate occurrence of off-setting operations by the Commission due to late payments. These situations jeopardise the implementation of the activities within the Programmes and cause delay in their execution. Hence, the experience has shown that tight cooperation between the line ministries is required in order to speed up the process of resolving off setting. Against this background it is thus very important, that the country continuous to develop a good sense and plan of the overall activities to be followed. Greater coordination, visibility and promotion of these programmes are needed. Proper evaluation of the country participation in EU Programmes is necessary.

Under IPA II assistance needs to be targeted to the political objectives. These objectives are identified in the Country Strategy Paper. This entails a degree of selection according to the national priorities.

## **2. DESCRIPTION AND IMPLEMENTATION ARRANGEMENTS**

Participation in the different Union Programmes is essential for ensuring proper capacity development and implementation of sector policies in the pre-accession period. This is an essential step towards familiarising Candidates countries with the EU principals of work, and it would serve the interests of both the Union and the country to get acquainted with the Acquis early on.

This action is focussed on the areas identified as Enlargement priorities in the Country Strategy, supporting participation in different Programmes, sharing of best practices, and liaising and networking of EU MS entities and their counterparts in the beneficiary countries.

Participation in EU Programmes would not be subject to a public call, but a Government Decision and signed International Agreement between the relevant DG and a line ministry. For the period 2014-2020, the Government has foreseen the participating in the following Programmes and Agencies:

- Horizon 2020
- COSME
- Europe for Citizens
- Culture – Creative Europe
- Media – Creative Europe
- Customs
- Fiscalis
- Civil protection mechanism
- Erasmus plus
- Erasmus plus extended actions
- Progress
- LIFE
- Justice , Fundamental Rights and Citizenship
- Health for Growth Programme
- Consumer programme
- Programme for Employment and Social Innovation (EaSI)
- European Earth monitoring Programme (GMES).

### **INTERVENTION LOGIC**

#### **Objective:**

- To ensure participation of the former Yugoslav Republic of Macedonia in Union Programmes by co-financing the costs of the entry-tickets/participation fees to be paid in areas such as education and youth, employment and social innovation, science and research, enterprises and industrial policy, culture and media, customs union, fiscal policy, taxation, environment, civil protection mechanism, Justice , Fundamental Rights and Citizenship, health, growth, consumer programme, drugs monitoring, Earth monitoring, etc.

#### **Result:**

- Enhanced participation of the former Yugoslav Republic of Macedonia in Union Programmes, including increased exchanges with EU Member States.
- Strengthened ownership and responsibility of the former Yugoslav Republic of Macedonia (including in financial terms) for participation in Union Programmes.
- Entry-ticket for participation in EU Programmes paid and contracts signed.

## **Indicators:**

- Number of programmes for which an International Agreement has been concluded: 11 (2017) – 17 (2020).
- The former Yugoslav Republic of Macedonia 's participation rates in the different Union Programmes [to be itemised according to Union programmes, as appropriate]: EUR (2017) – XX (2020).
- Number of programmes for which entry tickets were paid: 11 (2017) – 17 (2020).

## **IMPLEMENTATION ISSUES**

IPA funds of year N co-finance entry tickets / participation fees for year N+1 or in case of front-loading also for years N+1 and N+2 [e.g. participation fees for 2014 are co-financed by IPA 2013; IPA 2014-2020 would co-finance 2015-2021 fees, i.e. the last year of IPA co-financing is falling outside this financial framework].

This IPA 2014 Action will cover the participation fees / entry tickets for two years, i.e. for 2015 and 2016. Related payments will be made in two separate instalments.

The participation of the IPA II beneficiary in Union Programmes, including payment by the country of the entry ticket/participation fees, shall follow the specific terms and conditions set out for each programme in the relevant International Agreement. Co-financing rates from previous participation shall be taken into account, and in line with the principle of increasing the former Yugoslav Republic of Macedonia ownership and responsibility IPA funding rates shall decrease over the years in real or relative terms.

The former Yugoslav Republic of Macedonia must not only provide the co-financing but also the funds necessary for the payment of the total entry ticket, prior to receiving the partial reimbursement from IPA II. The reimbursement will be paid as a grant to the former Yugoslav Republic of Macedonia.

The signature of the IAs for UP participation remains the responsibility of the NIPAC for coordination and the National Fund for payment of the entry tickets, following the rules and principles established under indirect management (DIS).

The National Fund will regularly inform the NIPAC in payment of the relevant entry tickets.

The relevant final beneficiaries (Line Ministries/Agencies) will regularly provide EU Programmes implementation reports to the NIPAC.

The NIPAC will regularly monitor the participation rates and reports on them as well as on co-financing trends in the context of IPA monitoring committees.

## ANNEX

### Overview of the former Yugoslav Republic of Macedonia's public institutions that have signed International Agreements with the European Commission and dates of entry into force or latest amendments to the International Agreements

Union Programme	Signing of International agreement	Responsible DG & Contact	Line Ministry & Contact
<b>HORIZON 2020</b>	IA Agreement signed 1/7/2014	DG Research Tania Friederichs tel +32 2295 7141 tania.friederichs@ec.europa.eu	Ministry of Education & Science <b>Ms. Marina Nikolovska</b> marina.nikolovska@mon.gov.mk off.023140186
<b>COSME - Competitiveness of enterprizes and Smal and Medium-sized Enterprizes</b>	IA Agreement signed 29/9/2014	DG Enterprise & Industry Edward Tersmette edward.tersmette@eu.europa.ec +32-2-295 3886 fax.+32-2-292 1364	Ministry of Economy <b>Ms. Ardiana Abazi</b> ardiana@economy.gov.mk off.02-3093 453, <b>Ms. Sofija Kuzmanovska</b> Sofija.Kuzmanovska@economy.gov.mk
<b>Europe for Citizens</b>	IA expected to be signed in December 2014	DG Communication Pavel Tychtl	Ministry of Education & Science Ms.Aneta Trpevska aneta.trpevska@mon.gov.mk
<b>Creative Europe - Culture Programme</b>	IA Agreement signed 22/7/2014	DG Education and Culture Catherine Henriot catherine.henriot@ec.europa.eu	Ministry of Culture <b>Ms.Biljana Prentoska</b> biljana.prentoska@ccp-macedonia.gov.mk off.02-3207 446 Ms. Ivana Ristic off.02-3240 531
<b>Creative Europe - Media programme</b>	IA expected to be signed in December 2014	DG Education and Culture Catherine Henriot catherine.henriot@ec.europa.eu	Ministry of Culture <b>Ms.Biljana Prentoska</b> biljana.prentoska@ccp-macedonia.gov.mk off.02-3207 446 Ms. Ivana Ristic off.02-3240 531
<b>CUSTOMS 2020</b>	IA Agreement signed 4/8/2014	DG Taxation & Customs Union Nancy Peeters nancy.peeters@ec.europa.eu +32/2/2986/134	Customs Administration <b>Ms.Slagjana Damjanoska</b> sladjana.damjanoska@customs.gov.mk off.02/329 39 10
<b>FISCALIS 2020</b>	IA Agreement signed 4/8/2014	DG Taxation & Customs Union Nancy Peeters nancy.peeters@ec.europa.eu +32/2/2986/134	Public Revenue Office <b>Ms.Biljana Jakimova</b> (076/ 44 63 30) biljana.jakimova@ujp.gov.mk off.02/3299 684, Mr.Goran Andonovski
<b>Civil Protection Mechanism &amp; Financial Instrument</b>	IA Agreement signed	DG ECHO KOLEVA Marieta (ECHO)	Protection & Rescue Directorate <b>Ms.Tatjana Anastasov</b> off.02/3247 205

<b>ERASMUS +</b>	IA Agreement signed 26/5/2014	DG Education and Culture Catherine Henriot catherine.henriot@ec.europa.eu	Ministry of education and science <b>Ms. Aspasija Hadzisce</b> aspasija.hadzisce@mon.gov.mk aspasijah@yahoo.com <b>Mr. Darko Dimitrov</b> Executive director, National Agency darko.dimitrov@na.org.mk
<b>ERASMUS + External Actions</b>	IA Agreement signed 26/5/2014	DG Education and Culture Catherine Henriot catherine.henriot@ec.europa.eu	Ministry of education and science <b>Ms. Aspasija Hadzisce</b> aspasija.hadzisce@mon.gov.mk aspasijah@yahoo.com
<b>Programme for Employment and Social Innovation (EaSI) follow up of Progress</b>	IA expected to be signed in 2015	DG Employment, Social Affairs and Equal Opportunities, FEDORIW Lidia & WESTPHAL Christiane	Ministry of Labour and Social Policy <b>Ms. Aleksandra Slavkovska</b> aslavkovska@mtsp.gov.mk off.02/3106 358 <b>Ms. Ankica Ivanovska</b> aivanovska@mtsp.gov.mk 02-3106 358
<b>Agency for fundamental rights</b>	To be confirmed at a later stage		Ministry of Justice <b>Frosina Tasevksa</b> Ministry of Foreign Affairs <b>Djenk Sejfula</b>