

## **SPF REUNITING EUROPE STRATEGY 2008/09 – 2010/11**

The Strategic Programme Fund (formally GOF) is closely aligned to the FCO Strategy and Departmental Strategic Objectives. It has been created to ensure that there is a co-ordinated approach within programme and project work to provide appropriate support to the FCO's most important policy objectives.

The Reuniting Europe Programme contributes to the FCO's Departmental Strategic Objective No. 8: to develop effective international institutions, above all the UN and the EU. It does this by supporting EU enlargement and works by helping European partner countries implement the reforms necessary for EU accession or closer partnership with the EU, focusing on the political and economic accession criteria set by the Copenhagen European Council in 1997:

stable institutions guaranteeing democracy, the rule of law, human rights and the respect for and protection of minorities;  
a competitive, functioning market economy.

### **Programme Objectives**

In line with these criteria the Programme focuses on helping partner countries realise four objectives:

1. To increase political transparency and good governance.
2. To build capacity in public administration.
3. To strengthen reforms in the justice sector and promote human rights.
4. To strengthen economic reforms in line with the Lisbon Agenda.

### **Programme Benefits**

EU enlargement is a significant driver of wider reform in the European neighbourhood and thus helps deliver many of the UK's International Strategic Priorities. EU enlargement helped the Central and Eastern European countries progress from post-communist economic collapse to become among the fastest growing EU economies. They are now effective partners in tackling the new global challenges. Millions of people enjoy new rights and freedoms and have been lifted out of poverty.

Our priorities now include supporting accession preparations by Turkey and Croatia and stability and economic reform in the Western Balkans and Europe's eastern neighbourhood.

Building a strategic partnership with Turkey, as a successful Muslim majority country, is an important part of our efforts to tackle the root causes of global terrorism. Preventing conflict in the Western Balkans is an important priority for the UK (and a PSA target) as are the frozen conflicts in the Black Sea region. These regions are the major transit routes for drug and people traffickers and

thus significant partners in the battle with organised criminal groups. They are also increasingly important economic partners and strategically important as routes for energy transmission from Russia, the Caspian basin and the Middle East.

The Reuniting Europe Programme thus contributes significantly to the following strategic international priorities:

<b>1</b>	Making the world safer from global <b>terrorism</b> and <b>weapons of mass destruction</b>
<b>2</b>	Reducing the harm to the UK from <b>international crime</b> , including drug trafficking, people smuggling and money laundering
<b>3</b>	<b>Preventing and resolving conflict</b> through a strong international system
<b>4</b>	Building an effective and globally competitive <b>EU</b> in a secure neighbourhood
<b>5</b>	Supporting the <b>UK economy and business</b> through an open and expanding global economy, science and innovation and secure energy supplies
<b>7</b>	<b>Promoting sustainable development</b> and poverty reduction underpinned by human rights, democracy, good governance and protection of the environment
<b>8</b>	<b>Managing migration</b> and combating illegal immigration

In supporting EU enlargement the Programme works to increase the UK's influence and profile as a future EU partner, helping to build support for our vision for the EU and partnerships with lead Whitehall Departments on significant domestic reform issues including agricultural policy, energy market reform, criminal justice and migration policy, and better regulation.

## **Influencing**

The Reuniting Europe Programme aims to significantly leverage support from the EU and other donors to help deliver UK strategic priorities. The EU's pre-accession and neighbourhood programmes, worth €23 billion for 2007-13, are an important inspiration, as well as a lever for reform. These programmes, if used well, can have a significant impact on the delivery of our strategic priorities. A priority for the Programme is to support partner governments and the Commission to use this assistance effectively in support of our strategic priorities.

The Re-uniting Europe Programme works closely in support of the political negotiations with countries negotiating to join the EU or to build closer partnerships. Our assistance projects improve our understanding of the progress and remaining challenges countries face in meeting the conditionality set by the EU and thus help us play an effective part in the negotiations. We aim to be able to respond faster than traditional donors to support countries, tackle priority issues and overcome obstacles to implementing their partnership agreements with the EU. The Programme thus gives priority both to working with partner countries at key stages of the accession negotiations and in helping partner countries at a key stages in negotiating partnership agreements.

The Reuniting Europe Programme is one of the few programmes able to overcome political problems and operate effectively in Northern Cyprus. It is thus a high profile and important tool in helping to resolve a long running conflict that divides the island.

## **Geographical focus**

On this basis the Programme currently focuses on the following countries and regions:

- the **EU candidates**: Turkey, Croatia, and Macedonia.
- the **Western Balkans**: Albania, Bosnia and Herzegovina, Kosovo, Montenegro and Serbia.
- the **Eastern Neighbours**: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.
- **northern Cyprus**.

### **Programme Development**

Our vision is that the programme will:

(i) **Use our assistance and political leverage effectively together**: our programme has most impact where it is focused on the priority reforms we and the EU are advocating as part of the accession negotiations or association agreements/action plans.

(ii) **Increase our influence on EU assistance**: our programme delivers most results when we leverage much larger EU funded follow up. We are working with DfID, key OGDs and Posts to agree a consistent UK message and increase our influence on host government and EU plans.

(iii) **Have a tighter focus on priority issues**: we are increasing our focus on key transformational issues: (1) good governance/transparency, (2) public administration reform, (3) justice reform, (4) better economic regulation.

(iv) **Be devolved where possible to Posts**: we want to build on the successful Kiev pilot and devolve country programmes to bigger Posts.

(v) **Be driven by Posts**: we want Posts to drive the programme - creating the projects they need rather than picking from bids from project implementers.

(vi) **Have more longer-term projects**: we want to allocate multi-year budgets to Posts to enable them to plan medium term;

(vii) **Include more cross border and regional projects**: we want to address issues that may involve several countries.

(viii) **Have improved evaluation**: as we devolve project selection to Posts we want to increase our capacity for evaluation and spreading lessons learnt. We favour peer evaluation and working with partners such as DfID.

(ix) **Strengthened sector expertise**: we want to have advisory capacity to support each of our priorities, building on our successful anti-corruption adviser project. There is potential to work with DfID e.g. accessing their expertise on public administration reform.

## **Programme Management**

The Reuniting Europe Programme is managed by the Europe Programme Team in London, with strategic policy guidance and oversight from a Senior Responsible Owner (SRO) and a Programme Board, which includes members from OGDs, including DEFRA, DFID, BERR, and MOJ. The Board also includes a non-government member.

Posts in partner countries are responsible for driving the Programme to deliver its objectives. These objectives must be reflected in Posts Business Plans. Posts are responsible for project development and day to day management of ongoing projects. The Programme Team and Posts are expected to make effective use of programme and project management tools, including a programme implementation plan, risk analysis and management tools and a stakeholder analysis and communications plan.

A leaflet giving Practical Guidelines for Posts and Implementers is under development.

## **Process Indicators**

1. 80% of projects operating at the policy-making level, influencing the development of policy or the public and media debate.
2. 40% of projects engage other Whitehall Departments' support or active participation.
3. 100% leveraging achieved in follow up projects funded host government or other donors.
4. All projects selected demonstrate:
  - evidence of consultation with other donors
  - thinking about sustaining impact e.g. by leveraging follow up EU support.
5. All projects work to support post objectives / Country Business Plans and enhance the UK's overall diplomatic effort.
6. 20% of projects engage UK or host government Ministers

## **Objectives and Project Indicators**

### **Objective 1. To increase political transparency and good governance.**

The EU's agreements and action plans with neighbouring countries place a strong emphasis on progress in this area. It is fundamental to political and economic development, to combating corruption, building investor confidence and paving the way for closer EU integration.

- 1.1 Legal and institutional checks and balances that improve transparency in political and economic policy-making and implementation established and in operation.
- 1.2 Mechanisms and skills developed and functioning that enable citizens to engage with elected political candidates/representatives and so participate in local and national political processes
- 1.3 Media capacity to act as an agent for transparency and accountability developed and mobilised

**Objective 2. To build capacity in public administration.** Co-ordination of the legislative, administrative, operational and policy work demanded by the EU integration process is a formidable challenge. Governments need to review the scale and organisation of their human and financial resources and put in place strong systems for strategic direction and communication at central, regional and local level. This is a long process that may need to be supported well before accession negotiations begin. The UK is recognised as one of the most efficient EU "operators" and its expertise is in strong demand.

- 2.1 Structures, mechanisms and skills, drawing on UK best practise, in place for an effective and politically neutral civil service including transparent recruiting on basis of merit; strengthened business planning and performance management systems; effective financial and HR management
- 2.2 Structures, mechanisms and skills for planning and co-ordination of EU integration process established and operational
- 2.3 Best practice models of policy - making, service delivery and performance measurement introduced and operational in key areas of public administration
- 2.4 Players outside central government mobilised and co-ordinated to contribute to success of EU integration process

**Objective 3. To strengthen reforms in the justice sector and promote human rights.** This is one of the most challenging aspects of the EU harmonisation process. There is already substantial investment in this area by the EU and others, but monitoring suggests that more progress is needed. Even where legislation and institutions exist, effective implementation can be hampered by poor communication and lack of trust. Joined-up working can have a transforming effect in safeguarding human rights, reducing corruption, increasing efficiency and winning public and investor confidence. Aspects of human rights and minority rights can be particularly challenging. Successful social inclusion is crucial in many of countries we work in if they are to achieve political and economic stability and may be fundamental to the process of integration with the EU.

- 3.1 Mechanisms established and operational capacity developed to increase transparency of, and public confidence in, the judicial system, border management and law enforcement including through inter-agency and cross-border co-operation, to enhance effectiveness in combating organised and other serious crime
- 3.2 Mechanisms and models developed and operational and capacity building undertaken that act to reduce burdens on courts and prisons, including through inter-agency co-operation
- 3.3 Mechanisms in place and functioning, and capacity building undertaken to promote inclusiveness and a voice for marginalised groups, meet international human rights standards, and safeguard rights of vulnerable groups in the justice system

**Objective 4. To strengthen economic reforms in line with the Lisbon agenda.** It is important for the success and continuation of the enlargement process to try and prevent, or at least lessen, the risks of opposition to and disillusionment with reform. This can stem from the unemployment and income disparity that may accompany economic restructuring. Promoting growth, job

creation, innovation and productivity - the 'Lisbon Agenda' goals - is the key to overcoming this. For those closer to EU accession it can help create the conditions for strong economic growth and competitiveness post accession. It is a field where the UK is known and respected for its policies.

- 4.1 Effective and compatible structures for regulatory impact assessment established and functional
- 4.2 Regulatory environment strengthened and training delivered that improves the application of commercial and financial law
- 4.3 Mechanisms, policies and skills of local and regional authorities developed and functioning to lead economic development and access EU funds
- 4.4. Promotion of Lisbon Agenda competitiveness goals (jobs, growth and productivity) along UK lines by at least 4 countries in projects related to innovation, skills, enterprise, labour or education

*EU Programme Team  
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