COMMISSION DECISION

C(2009)6493 of 24 August 2009

on Community assistance for the year 2009, in relation to the participation of Albania in the "Greece – Albania IPA cross–border programme" under the IPA Cross–border Co–operation component

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

Having regard to Council Regulation (EC) No 1085/2006 of 17 July 2006 establishing an Instrument for Pre-Accession Assistance (IPA)¹, and in particular Article 14(2)(a) thereof,

Whereas:

(1) Regulation (EC) No 1085/2006 lays down the objectives and main principles for pre-accession assistance to candidates and potential candidate countries.

(2) In accordance with Article 7 of Regulation (EC) No 1085/2006, the assistance should be provided through multi-annual or annual programmes, which can be established by country, by group of countries or by component. These programmes should be drawn up in accordance with the general policy framework referred to in Article 4 of Regulation (EC) No 1085/2006 and the relevant multi-annual indicative planning documents referred to in Article 6 of that Regulation.

(3) The Council has established a European Partnership for Albania². On 29 September 2008, the Commission adopted the Multi-annual Indicative Planning Document 2008-2010 for Albania which presents the main priorities for pre-accession assistance to this country³.


(5) The "Greece – Albania IPA cross–border programme" aims at providing assistance to increase the standard of living of the population by promoting sustainable local development in the cross-border area. The first priority will focus on cross border economic development, the second priority will promote the development of the environment and natural and cultural resources, and the third priority will provide technical assistance to implement the programme.

¹ OJ L 210, 31.7.2006, p. 82.
³ C(2008)5352
⁴ OJ L 170, 29.6.2007, p.1
As the participating countries are not yet ready to implement the present cross-border programme in shared management, this programme shall be implemented according to the transitional arrangements laid down in Article 99 of the IPA Implementing Regulation; this decision will therefore only relate to the part of the cross-border programme concerning Albania, the part of the cross-border programme concerning Greece being subject of a separate decision.


The measures provided for by this Decision are in accordance with the opinion of the IPA Committee,

HAS DECIDED AS FOLLOWS:

Article 1

The Financing proposal under the IPA Cross-border Co-operation component for the year 2009 for the participation of Albania in the "Greece – Albania IPA cross–border programme", as set out in the Annex to this Decision, is hereby adopted.

The part of this programme concerning Albania shall be implemented by centralised management in accordance with the provisions of Article 99 of the IPA Implementing Regulation.

The part of this programme concerning Albania corresponding to budget year 2009 shall be implemented by means of a Financing Agreement to be concluded between the Commission and the Government of Albania in conformity with the Framework Agreement concluded between the same parties on 18 October 2007.

Article 2

The maximum amount of Community contribution granted from IPA to Albania for the participation in the "Greece – Albania IPA cross–border programme" shall be EUR 1 626 968 to be financed through Item 22.020402 of the general budget of the European Communities for the year 2009.

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Done at Brussels,

For the Commission
Olli Rehn
Member of the Commission
ANNEX
FINANCING PROPOSAL FOR THE YEAR 2009 FOR THE PARTICIPATION OF ALBANIA IN THE "GREECE – ALBANIA IPA CROSS–BORDER PROGRAMME"

1. IDENTIFICATION

<table>
<thead>
<tr>
<th>Beneficiary:</th>
<th>Albania</th>
</tr>
</thead>
<tbody>
<tr>
<td>CRIS number:</td>
<td>2009/021-154</td>
</tr>
<tr>
<td>Year:</td>
<td>2009</td>
</tr>
<tr>
<td>Cost:</td>
<td>EUR 1 626 968 (total value of IPA contribution)</td>
</tr>
<tr>
<td>Operating structure:</td>
<td>In Albania: Ministry of European Integration</td>
</tr>
<tr>
<td>Implementing Authority:</td>
<td>European Commission</td>
</tr>
<tr>
<td>Final date for concluding the Financing Agreement:</td>
<td>at the latest by 31 December 2010</td>
</tr>
<tr>
<td>Final date for contracting:</td>
<td>2 years following the date of conclusion of the Financing Agreement. No deadline for audit and evaluation projects covered by this Financing Agreement, as referred to in Article 166(2) of the Financial Regulation. These dates apply also to the national co-financing.</td>
</tr>
<tr>
<td>Final date for execution:</td>
<td>2 years following the end date for contracting. These dates apply also to the national co-financing.</td>
</tr>
<tr>
<td>Sector Code</td>
<td>11120, 16061, 32130, 33210, 41010, 43040, 91010</td>
</tr>
<tr>
<td>Budget lines concerned</td>
<td>22.020402</td>
</tr>
<tr>
<td>Programming Task Manager</td>
<td>DG Enlargement Unit C4</td>
</tr>
<tr>
<td>Implementation Task Manager</td>
<td>European Commission Delegation in Tirana.</td>
</tr>
</tbody>
</table>

2. SUMMARY

2.1. Introduction

2.1.1. Link with MIPD

The cross-border programme between Albania and Greece will contribute to the implementation of IPA Component II "Cross-border cooperation" of the Multi-annual
Indicative Planning Document (MIPD) 2008-2010 for Albania. This programme will provide assistance for "Democratic stabilisation and administrative capacity building", "Economic and social development", "Infrastructure" and "Technical assistance", identified as major areas of intervention in the MIPD for Albania.

2.1.2. Programming process

The programming process took place between May and November 2007. A bilateral "Task Force" was established comprising representatives from the national authorities and the European Commission.

The first meeting of the Task Force was held in Thessaloniki on 22 September 2007 followed by 4 other meetings in Greece and Albania. A meeting defining the basic orientations of the programme was organised in Kastoria, Greece. Two other meetings were held in Thessaloniki, the first one to agree on the structure and the second to approve a first draft of the programme. A fourth meeting was held in Korçë to finalise the content of the programme and its implementing provisions.

Three external expert teams supported the Task Force on specific chapters of the operational programme, the ex-ante evaluation and the strategic environmental assessment.

Before the meetings of the Task Force, a public consultation process was launched in May 2007 in order to ensure broad acceptance by the regions, sectors, social partners and other stakeholders.

2.1.3. List of eligible areas

The eligible areas are the prefectures of Vlorë, Gjirokastër and Korçë in Albania and the Prefectures (NUTS level 3 units) of Kerkyra, Thesprotia, Ioannina, Kastoria, and Florina in Greece.

2.1.4. Adjacent areas (in accordance with Art. 97 of the IPA Implementing Regulation)

The Prefecture of Grevena in Greece (at NUTS level 3) is included in the eligible areas of the "Albania-Greece IPA Cross-Border Programme" as an adjacent area with a total expenditure not exceeding 20% of the programme expenditures.

2.2. Global objective(s) of the programme

The global objective of this programme is to increase the standard of living of the population by promoting sustainable local development in the cross-border area. The programme will address sustainability in its economic, social and environmental components.

2.3. Priority axis, the related measures and their specific aspects concerning the implementation of the 2009 budget

2.3.1. Priority axis I: Enhancement of cross border economic development

Priority axis I aims at promoting sustainable economic development through common interventions and at facilitating cross-border relations.

Measure I. 1: Promotion of entrepreneurship

The specific objective of this measure is to facilitate the development of cross border economic activities through the use of the existing potential and emerging opportunities.

This measure will support the development of joint actions for cooperation, exchange of information and coordination of activities and services among professional associations and chambers. Further support will be given to research activities and studies to facilitate cross border trade and investment, the development of cross border databases and business partner
search facilities, the development of public services to facilitate cross border trade and investment, and the development of trans-boundary associations. It will also promote the transfer of know how in relevant business areas and promote common events and fairs.

**Measure I. 2: Promotion of sustainable tourism**

The specific objective of this measure is to support common cross border activities in tourism based on the existing natural and cultural heritage.

This measure will support the development and promotion of: joint tourism territorial planning; a regional brand-name and joint marketing initiatives, standards for services, common billing systems, common trainings; thematic tourism clusters and routes; eco-tourism networks; outdoor activities; combination of local craftsmanship and tourism.

**Measure I. 3: People to people actions**

The specific objective of this measure is to support common cross border activities of a smaller scale focusing directly on the interaction of the local population.

This measure will support the following activities: cooperation between universities and education institutes to develop common courses; enhancement of student's mobility; development of vocational training and qualification; know-how transfer relating to health and social welfare matters; development of innovative and customised life long learning concepts; development of partnerships and networks for exchanges on culture, training, sport, local media, public participation, citizens' action; development of mobile cross border primary health care; improvement of the quality of health services; prevention and control of infectious diseases; development of links between local and central health services and search for joint responses to health emergencies; use of new technologies and information and communication technologies in cross-border cooperation.

**Measure I. 4: Facilitate border accessibility through small scale infrastructure**

The specific objective is to support small scale interventions which contribute to fast and efficient border crossing procedures.

This measure will support the following activities: small scale upgrades at the border stations, improvement of safety procedures linked to mobility of persons, capital and goods; support information and communication technology interventions to facilitate and accelerate border checks; to develop coordinated customs procedures; to support studies in order to facilitate and accelerate border checks; to explore the potential for public transport.

2.3.2. **Priority axis II: Promotion and sustainable development of the environment and of natural and cultural resources**

Priority axis II aims at promoting common actions for the protection of the environment and at mobilising the natural and cultural heritage.

**Measure II. 1: Promote and protect the environmental resources of the area**

The specific objective of this measure is to support interventions that protect the environment and mitigate environmental impacts related to economic development.

This measure will support the following activities: implementation of trans-boundary environmental impact assessments; training and awareness programmes and regional certificates especially on eco-tourism, organic farming and renewable energy; development of networks and plans for the management and preservation of the water resources; development of links in the cross-border environmental planning; assessment of threatened elements of the environment; cross border strategies for waste and wastewater management especially in
connection to rivers; enhance cooperation in the fields of protected areas; enhance coordination and joint training of natural hazards early warning and response mechanisms; development of innovative approaches in land use and urban development.

**Measure II. 2: Promote and protect the natural and cultural heritage of the area**

The specific objective of this measure is to promote and protect the natural and cultural heritage of the border region.

This measure will support the following activities: promotion and upgrade of natural and cultural monuments including religious monuments, traditional buildings, and historical sites; promotion and marketing of the region towards special interest groups; development of information and communication technologies for the promotion and protection of natural and cultural monuments; development of common tools to protect and restore cultural landscapes; promotion of local architecture; innovative approaches in land use and settlement development around leisure and recreation settlements and cultural sensitive areas; development of actions recording and promoting shared traditional features like music, folklore including joint cultural events.

2.3.3. **Priority axis III: Technical assistance**

The priority axis III on technical assistance will focus on activities which secure the core management for the implementation of the programme and implement accompanying actions to support the generation and implementation of high quality, result-oriented cross-border projects and partnerships. Technical assistance should also take into account the specific need for information and communication for cross-border projects.

**Indicative timetable and amounts for the implementation of the measures:**

Measures under priority axis I and II will be implemented through grant schemes. It is expected that two grant schemes, one per priority, will be launched in a single call for proposals in 2010 for an indicative amount of EUR 861 336 (Priority I) and EUR 861 336 (priority II). The essential selection and award criteria for the award of grants as laid down in the practical guide (PRAG) to contract procedures for EC external aid should apply. The detailed selection and award criteria for the award of grants will be laid down in Call for proposals–Application Pack (Guidelines for applicants).

The Priority Axis "Technical Assistance" will be implemented through individual direct grant agreements without call for proposals to be established between the European Commission and the respective national authorities, in accordance with article 168 1. (c) of the Implementing Rules to the Financial Regulation, considering that the relevant national authorities, i.e. the cross-border cooperation (CBC) coordinator in the meaning of Art. 22 (2) (b) of the IPA Implementing Regulation or the Operating structures, enjoy a de facto monopoly situation for the implementation of the cross-border programme. The procurement of services, supplies or works by the direct grant beneficiaries is possible, under the terms and conditions established in the grant agreement, and in accordance with Article 120 of the Financial Regulation and Article 184 of the Implementing Rules to the Financial Regulation. The direct grant agreements can be signed as soon as the Financing Agreements have been concluded. The IPA allocation for Priority Axis "Technical Assistance" will be completed by a total amount of EUR 28 712 of national co-financing provided by the authorities of Albania.
2.4. Overview of past and on-going CBC experience, including lessons learned and donor co-ordination

2.4.1. Past and on-going CBC experience

Cross-Border Cooperation in the border area Albania-Greece was initiated with the INTERREG II (1994-1999) and PHARE CBC programmes. These programmes offered the first major opportunity for an institutionalised cooperation between the two countries. The cross-border cooperation process was continued and strengthened with the CIP INTEREG IIIA Greece-Albania 2000-2006 programme. This programme was jointly developed by Greece and Albania and revised in order to reflect the rapidly changing situation in the eligible border area and the change of status to a common Neighbourhood Programme Greece-Albania 2004-2006. Structural Funds assistance (ERDF) amounted to EUR 90 million and assistance to Albania was delivered under the CARDS instrument. The Neighbourhood Programme Greece-Albania 2004-2006 was approved in early 2005 and the first call for proposals was launched in June 2006.

The dual structure of ERDF and CARDS made the coordination among projects and partners difficult and the possibility to develop and implement joint projects was limited. The Neighbourhood programme has enabled the two countries to come closer to each other. Cooperation through bilateral meetings of the Monitoring and Steering Committees improved and the exchange of information and decision making evolved considerably. A joint secretariat has been established and is staffed with 4 persons, 2 from Albania and 2 from Greece. The need for the establishment of new structures, the Joint Monitoring Committee and the Joint Selection Committee has delayed the implementation of the programme. However, the setting up of the joint structures helped the countries to prepare the implementation of the 2007-2013 programming period.

2.4.2. Lessons learned

Most of the cross-border initiatives started only recently, making it premature to define “lessons learned”. There have been no calls for proposal launched for IPA CBC 2007 between Greece and Albania. The Financing Agreement has just been signed. However, the following points can be highlighted from the neighbourhood and cross-border experience in the Western Balkans countries:

– The projects focusing on environment protection reflect the priorities defined by the national and regional institutions, providing for a sound embedding in local and national development priorities. However, it is important to strongly associate civil society and the private sector in programme development.

– The small calls for proposals for cross-border actions launched in previous cross-border programmes showed a low capacity in project preparation of most of the final beneficiaries. This could impede the implementation of the programme. Specific training of potential applicants will be essential throughout the programme.

– A few municipalities have had a leading role in the past and current cross-border initiatives. These municipalities should have a key role when implementing the programme (transfer of know-how, etc.)

In addition, an independent evaluation on the CBC programmes under PHARE was conducted by MWH consortium. Experience has shown that the preconditions for effective implementation include, besides close co-ordination between participating countries at political and operational levels:
– cross-border cooperation between line ministries and effective working relationships between related organisations;
– functioning regional development authorities and local authorities, with appropriate staff in a stable environment;
– close working relationships between regional institutions and the respective Commission Delegations;
– functioning cross-border cooperation between respective organisations of the private sector, such as chambers of commerce, company associations and NGOs.

2.4.3. Donor coordination

The Government of Albania is involved in the process of donor coordination through the Integrated Planning System (IPS), a mechanism aiming to reform the way public funds (domestic and foreign) are managed. The IPS was approved by the government in November 2005 and should deploy a coherent strategic framework, ensuring that the Albanian core policy and financial processes function in a coherent, efficient and integrated manner. Under CARDS 2004, an EC contribution is provided to the World Bank trust fund for the implementation of the IPS.

The Government also expects to improve the consultation process with the donor community and to align international assistance with national priorities through the Department of Strategy and Donor Coordination, under the Council of Ministers. The Minister of European Integration has been appointed National IPA Co-ordinator.

The Delegation of the European Commission, in its role as head of the Donor Technical Secretariat, has facilitated coordination hosting project data of all donors since 2003. The donor co-ordination role is in process of being gradually transferred to the authorities. Close working relations are maintained with the IFIs (EIB, EBRD, World Bank, KfW).

In line with Article 20 of the IPA Regulation and Article 6(3) of the IPA Implementing Regulation, the EC has asked the representatives of Member States and local IFIs in Albania to provide their comments regarding the draft cross-border programme submitted to the Commission.

2.5. Horizontal issues

The joint applications will have to cover both parts of the border and fulfil the following criteria:
– benefit partners from both sides of the borders;
– support links between relevant institutions and organisations from both sides of the border;
– encourage equal participation of women and marginalised groups;
– be environmentally sustainable;

Project partners should establish agreed co-ordination mechanisms to synchronise the joint projects throughout their implementation.

2.6. Benchmarks

<table>
<thead>
<tr>
<th>N*</th>
<th>N+1 (cumulative)</th>
<th>N+2 (cumulative)</th>
</tr>
</thead>
</table>
Number of calls for proposals launched in Albania & 0 & 1 & 1 \\
Number of direct grants (Technical Assistance Priority) in Albania & 0 & 1 & 1 \\
Contracting Rate (%) in Albania & 0 & 100 & 100 \\

* "N" being the date of conclusion of the Financing Agreement

2.7. **Roadmap for the decentralisation of the management of EU funds without ex ante controls by the Commission**

According to Article 8(4)c) of the IPA Implementing Regulation, the beneficiary countries shall establish a roadmap with indicative benchmarks and time limits to achieve decentralisation without ex ante controls by the Commission.

In Albania, the Council of Ministers adopted in September 2007 a decision on setting up the structures, authorities and responsibilities for IPA implementation under Decentralised Implementation System (DIS). In November 2007, the Ministry of Finance transmitted a proposal for the functioning of the Central Financing and Contracting Unit (CFCU) to the Commission. A Technical Assistance project under IPA 2007 has started its activities in January 2009. The indicative planning of activities proposed by the contracted consultant may be divided in 2 phases: in the first phase, of 1 year duration, the consultant will support the Albanian authorities in reviewing, preparing and developing all the actions required to successfully prepare for DIS under component I and II; in the second phase, of a six-month duration, the consultant will both test the structures developed and their compliance with the IPA DIS requirements, and deliver training. With the beginning of the project, the Albanian side was required to adopt the roadmap for DIS and put in place the SPOs in the line Ministries.

3. **Budget for 2009**

3.1. **Indicative 2009 financial table for Albania**

<table>
<thead>
<tr>
<th>Priority axis</th>
<th>EU – IPA assistance</th>
<th>National Contribution</th>
<th>Total (IPA plus National Contribution)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>EUR (a)</td>
<td>% (1)</td>
<td>EUR (b)</td>
</tr>
<tr>
<td>Priority axis 1</td>
<td>732 136</td>
<td>85</td>
<td>129 200</td>
</tr>
<tr>
<td>Priority axis 2</td>
<td>732 136</td>
<td>85</td>
<td>129 200</td>
</tr>
<tr>
<td>Priority axis 3</td>
<td>162 696</td>
<td>85</td>
<td>28 712</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1 626 968</td>
<td>85</td>
<td>287 112</td>
</tr>
</tbody>
</table>

(1) Expressed in % of the Total (IPA plus National contributions) (column (c))

(2) Expressed in % of the grand total of column (c). It indicates the relative weight of the each priority with reference to the total funds (IPA + National)
3.2. **Principle of co-financing applying to the projects funded under the programme**

The Community contribution has been calculated in relation to the eligible expenditure, which for that of the cross-border programme "Greece – Albania" concerning Albania is based on the total expenditure.

The provisions of Article 90 of the IPA Implementing Regulation apply.

The rate of the Community contribution for this programme amounts to 85% for Albania. The co-financing under priority axis I and II will be provided by the final grant beneficiaries and it can be from public and private funds. Final grant beneficiaries should contribute with a minimum of 15% of the total eligible cost of the project, both for investment and institution building projects. The co-financing under priority axis III will be provided by the national authorities.

4. **IMPLEMENTATION ARRANGEMENTS**

4.1. **Method of Implementation**

The "Greece – Albania IPA cross-border programme" shall be implemented according to the provisions referred to in Article 99 (Transitional arrangements) of the IPA Implementing Regulation.

The part of this programme concerning Albania shall be implemented on a centralised basis by the European Commission in accordance with Article 53a of the Financial Regulation and the corresponding provisions of the Implementing Rules.

In the event of centralised management the role of the Commission in the selection of operations under a cross-border programme is specified in Article 140 of the IPA Implementing Regulation.

4.2. **General rules for Procurement and grant award procedures**

Procurement shall follow the provisions of Part Two, Title IV of the Financial Regulation and Part Two, Title III, Chapter 3 of its Implementing Rules as well as the rules and procedures for service, supply and works contracts financed from the general budget of the European Communities for the purposes of cooperation with third countries adopted by the Commission on 24 May 2007 (C(2007)2034).

Grant award procedures shall follow the provisions of Part One, Title VI of the Financial Regulation and Part One, Title VI of its Implementing Rules.

Where appropriate, the Contracting Authorities shall also use the standard templates and models facilitating the application of the above rules provided for in the “Practical Guide to contract procedures for EC external actions” ("Practical Guide") as published on the EuropeAid website at the date of the initiation of the procurement or grant award procedure.

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9 See footnote 2 and 3 supra.
10 current address: http://ec.europa.eu/europeaid/work/procedures/implementation/practical_guide/index_en.htm
4.3. Environmental Impact Assessment and Nature Conservation

All investments shall be carried out in compliance with the relevant Community environmental legislation.

The procedures for environmental impact assessment as set down in the EIA-directive\(^\text{11}\) fully apply to all investment projects under IPA. If the EIA-directive has not yet been fully transposed, the procedures should be similar to the ones established in the above-mentioned directive.

If a project is likely to affect sites of nature conservation importance, an appropriate nature conservation assessment shall be made, equivalent to that provided for in Article 6 of the Habitats Directive must be documented\(^\text{12}\).

5. Monitoring and Evaluation

5.1. Monitoring

The implementation of the cross-border programme will be monitored by the joint monitoring committee referred to in Article 110 of the IPA Implementing Regulation, established by the participating countries, which include representatives of the Commission.

In Albania, the Commission may undertake any actions it deems necessary to monitor the programme concerned.

5.2. Evaluation

Programmes shall be subject to evaluations in accordance with Article 141 of the IPA Implementing Regulation, with an aim to improve the quality, effectiveness and consistency of the assistance from Community funds and the strategy and implementation of the cross-border programmes.

6. Audit, Financial Control and Antifraud Measures;

The accounts and operations of all parties involved in the implementation of this programme, as well as all contracts and agreements implementing this programme, are subject to, on the one hand, the supervision and financial control by the Commission (including the European Anti-Fraud Office), which may carry out checks at its discretion, either by itself or through an outside auditor and, on the other hand, audits by the European Court of Auditors. This includes measures such as \textit{ex ante} verification of tendering and contracting carried out by the Delegations in the beneficiary countries.

In order to ensure the efficient protection of the financial interests of the Community, the Commission (including the European Anti-Fraud Office) may conduct on-the-spot checks and inspections in accordance with the procedures foreseen in Council Regulation (EC, Euratom) 2185/96\(^\text{13}\).

The controls and audits described above are applicable to all contractors, subcontractors and grant beneficiaries who have received Community funds.

7. **LIMITED CHANGES**

Limited changes in the implementation of this programme affecting essential elements listed under Article 90 of the Implementing Rules to the Financial Regulation, which are of an indicative nature\(^\text{14}\), may be undertaken by the Commission's authorising officer by delegation (AOD), or by the Commission's authorising officer by sub-delegation (AOSD), in line with the delegation of powers conferred upon him by the AOD, in accordance with the principles of sound financial management without an amending financing decision being necessary.

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\(^{14}\) These essential elements of an indicative nature are, for grants, the indicative amount of the call for proposals and, for procurement, the indicative number and type of contracts envisaged and the indicative time frame for launching the procurement procedures.