IPA 2008 National Programme for Albania
Establishing and Strengthening of Monitoring Control and Surveilllance system in fisheries

1. Basic information

1.1 CRIS Number: 2008/020-116
1.2 Title: Establishing and Strengthening of Monitoring Control and Surveillance system in fisheries (MCS)
1.3 Sector: 03.13
1.4 Location: Albania

Implementing arrangements:

1.5 Contracting Authority (EC):
Delegation of the European Commission to Albania

1.6 Implementing Agency:
Delegation of the European Commission to Albania on behalf of the Albanian Government

1.7 Beneficiary:
Ministry of Environment Forestry and Water Management

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Financing:

1.8 Overall cost (VAT excluded)¹: 2 million €

1.9 EU contribution: 2 million €
1.10 Final date for contracting:
Three years following the date of the conclusion of the Financing Agreement

1.11 Final date for execution of contracts:
Two years following the end date of contracting. These dates apply also to national co-financing

1.12 Final date for disbursements:
One year following the end date for the execution of contracts.

2. Overall Objective and Project Purpose

2.1 Overall Objective:
Improve the sustainability of the fishery sector by strengthening the protection of marine resources and adopt responsible fishing management practices.

2.2 Project purpose:

¹ The total cost of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated (see Section 7.6)
The project purpose is to improve the management of fishing waters through the establishment of a central national system of water area surveillance in the framework of European Common Fisheries Policies (CFP) and strengthen the capacity and role of the inspection service to prevent the damaging of marine resources due to inappropriate or illegal fishing practices.

2.3 Link with AP/NPAA / EP/ SAA

The Stabilisation and Association Agreement (SAA) between the Government of Albania and the European Community was signed in June 2006. This project’s intervention field is in line with the objectives set out by this Agreement, in particular Article 96, which outlines the possibility for the Parties to identify mutually beneficial areas of common interest in the fisheries sector, through compliance of international obligations concerning International and Regional Fisheries Organisation rules of management and conservation of fishery resources.

The short and medium term priorities for Albania in the process of European Integration are outlined in the European Partnership document. With regard to this target area –fisheries- the project is in line with the following priorities as outlined in the Partnership document:

In the short term, improvements of maritime safety conditions, particularly the detention rate of Albanian ships under the Paris Memorandum of Understanding is foreseen. Whereas, in the long term, priorities where measures to ensure that Albanian fisheries policy moves closer to EU standards, in particular in the areas of resource management, inspection and control and in market and structural policies, and measures to achieve significant results in improving maritime safety conditions, including port state control facilities and performance of the register of shipping pursuant to the Paris memorandum of understanding need to be undertaken.

Establishing and strengthening of Monitoring Control and Surveillance system (MCS) is foreseen in the National Plan for the Stabilization and Association Agreement, as a middle term priority 2008-2009. In this framework is foreseen to adopt Council Regulation (EEC) No 2847/93 dated 12 October 1993 modified for the enforcement of Fisheries inspectorate and monitoring and Control of fishing fleet. Strengthening of MCS system is an important element to control fishing fleet activity in frame of Common Fisheries Policies. Strengthening of MCS system is an important element to control fishing fleet activity in frame of Common Fisheries Policies. The MCS is in accordance with the Needs and Principles set forth in the General Guidelines for a GFCM Control and Enforcement Scheme, adopted by GFCM in 2005 to ensure effective monitoring measures and its recommendation in GFCM 31 of January 2007.

2.4 Link with MIPD:

The Multi-annual Indicative Planning Document underlines the need for improvements in the fishery policy. This project’s goals comply with priorities set out by the MIPD in chapter 2.2.3.3 “Programmes to be implemented” where is mention that assistance to develop fisheries policy closer to European Standard is foreseen.

2.5 Link with National Development Plan (where applicable)

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The establishing and strengthening of Monitoring Control and Surveillance System (MCS) refers to the new Decision of the Council of Ministers on the Fisheries inspectorate and establishing of a control system to adopt appropriate management policies in fisheries (in line with Council Regulation (EEC) No 2847/93 of 12 October 1993 establishing a control system applicable to the common fisheries policy.)

2.6 Link with national/ sectoral investment plans
N/A

3. Description of project

3.1 Background and justification:
The Progress Report for Albania 2007 underlines that some progress has been achieved in the area of fisheries. Especially law enforcement and inspections on the ground are improving. An increase in the number of inspection staff allows more frequent controls. Nevertheless, measures to prevent over exploitation and illegal fishing have still to be strengthened with regard to licensing and controls.

IUU (Illegal, Unreported and Unregulated) fishing in Albanian territorial waters has been and still persist a problem. This consist not only in irregularities attained by Albanian fishing vessels (often, they don’t respect fishing activity according license conditions), but, what is distressed, from the foreign fishing vessels that conduct fishery piracy in Albanian waters. The fisheries inspectorate conditions don’t permits them to control fishing activities in all Albanian waters due to the fact that missing necessary equipments. The control in collaboration with Coast Guard permit to control the Albanian fishing vessels activities but this control is not regular and scarce in detecting of such cases.

The Monitoring, Control and Surveillance (MCS) situation is considered to be quite crucial in the case of the monitoring and surveillance (including both enforcement and voluntary compliance), while the controls as described in the legal framework were generally accepted as satisfactory. The financial and human constraints in the fisheries administration have led to a small MCS organisation (with 17 inspectors and a small administrative body) which require additional support. It is foreseen that further improvement of fishery legislation will take place and logistic support will be given to the fishery inspectorate to be able to combat the illegal, unreported and unregulated fishing.

Furthermore, apart of institutional strengthening, the controlling of fishery activities cannot be understood without the establishment of a functioning central national system of water area surveillance. This system will be established by the government. This system of control is based on Council Regulation (EEC Nr. 2847/93, dated 13 October 1993), as amended, and it is an important element of fishing vessel control in the frame of Common Fisheries Policy. Albanian fishing fleet consists of 268 vessels harbouring in four main fishing ports and about 170 small boats having their activities along the whole Albanian coast.

In accordance with the Directive 2847/93/EEC of 13 October 1993, there are currently 220 vessels (over 15 m length) obliged to install a blue-box. The necessary infrastructure for VMS (Vessel Monitoring System) will be joined to the central national system at the Coast Guard – CMOC Common Marine Operational Centre created by a Decision of the Council of Ministers.

The concurrent implementation of the MCS activities, the strengthening of the Fisheries Inspectorate and coordination of activities with other bodies such as Coastal Guard and Border Police will bring on an improvement in the enforcing and compliance of legislation in the fishery sector. The main result will be an improved sustainable utilization of resources due to enforcing of legislation against illegal or inappropriate fishing practices, enhanced
information quality and adoption of the appropriate fishing policies.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

The expected impact from the implementation and functioning of the system would be:

- Regeneration of marine resources close to the coast,
- Reduction of economic losses due to inappropriate and illegal fishing activities in the coast,
- Reduction of financial losses due to a more effective inspection and surveillance system,
- More balanced income distribution among the fishermen population,
- Encouraged sportive fishing activities and increase of awareness on the protection of natural resources,
- Improved administrative measures and acting capacity with regard to the treatment of emergency cases such as rescues in open sea or water contamination from ship spill-overs,
- More accurate information will assist in the developing of better long-term policies on resource protection,
- Elements of alignment with EU fishery policy are achieved.

Catalytic effect will be seen mostly in the medium and long-run when improving of resource production potential due to better control on the resource utilization will trigger higher revenues from fish-related activities.

When certain instruments are combined such as proper legislative framework regarding the inspection and surveillance, staffing, training and motivation of respective services and utilization of new techniques and instruments, it results that the project has ensured the elements of sustainability.

The project is expected to have a cross-border impact with Montenegro and Greece mostly in terms of resource replenishment and likely on local community cooperation on resource protection.

3.3 Results and measurable indicators:

Results
1. Responsible fishing principles and norms have been established and respected by the fishermen community,
2. Necessary legislation on the management and inspections in fishing activities developed and agreed upon,
3. Restructured and trained fisheries inspectorate has become efficient in the performing of tasks and preventing the damage to marine resources and coastal ecosystems,
4. System of the Vessel Monitoring and Information Communication functional in Coast Guard – CMOC and MEFWA

Measurable indicators
- Number of the fishing vessels equipped with a blue box,
- Number of fishing boat operators trained with the use of the new system,
- Required legislation transposed and enacted,
- Number of inspectors trained,
- VMIC system in place and functional,
- Number of violations and amount of fines collected,
- Fish harvesting index at the coastal line as resulting from monitoring.

### 3.4 Activities:
1. Assessment of the present inspection structure and proposal for its restructuring in order to establish the capacity to combat illegal fishing in coastal and inland waters,
2. Analysis of the present Albanian fishery legislation and likely transposition of the EU legislation to be incorporated into the Albanian legislation,
3. Training of the fishery inspectorate in the performing of inspection and surveillance tasks in accordance with the structure and legal provisions,
4. Identification and provision of the necessary equipment for the inspectorate to carry out its tasks,
5. Establishment of a functional Vessel Monitoring and Information Communication System in cooperation with other government bodies,
6. Identification of boats to receive the blue-box, installation and training of vessel operators,
7. Public awareness activities with the fishermen community with regard to the protection of marine resources in the coastal line and means to avoid violations,
8. Set up stock monitoring baselines in the coastal line to measure the progress in the species harvest index.

All activities (with exception of activity 4 and 6 to be covered by a supply contract 2.1) are covered by service contract 1.1

### 3.5 Conditionality and sequencing
The Ministry of Environment, Forestry and Water Administration should ensure the necessary funding to maintain the inspection and surveillance structure as recommended by the project in agreement with all stakeholders.

In order to allow for new vessels to be registered, the government has to elaborate a proper financial mechanism for the provision of vessels with blue boxes after the project is terminated.

### 3.6 Linked activities
The Ministry of Environment, Forestry and Water Administration has been assisted during 2002 – 2007 for a total amount of $ 5.6 mln by the a World Bank Pilot Projects for the Development of Fishery

### 3.7 Lessons learned
The experience of the Fisheries Policies Directorate from previous projects implementation has shown that the most important is to prepare a logical project proposal: from the identification of the problems, setting realistic objectives, results and activities, establishing management organisation, to monitoring on the basis of objectively verifiable indicators. The preparatory works (drafting tender documents) should be done in time.

This good experience is manifested during application of the Pilot Project of Fisheries Development, which had a good progress, fulfilling each of its components.
Such good experience was earned collaborating with FAO-AdriaMed project, from which, except others, Albanian Fishery system had a professional assistance in compilation and running up in the data collection and putting into data base fishery statistical system. The acquirements gained and this system itself, already, by implementation of VMS and Blue-
boxes as structural part of it will constitute the core of implementation and well operating of MCS system.

The Progress report in 2005, 2006 and 2007 and all approaching process with the UE standards displayed that the legislation approaching in fishery control field is an important component of fishery management as a whole in the frame of Common Fishery Policy. Strengthening of control and fighting against Illegal, Unreported and Unregulated fishing give to the Administrative body the possibility of correct catch monitoring and determining the priorities and policy compiling in fishery field. In accordance with the Code of Conduct for Responsible Fisheries of FAO and in accordance with Albanian law, the inspectorate structure will ensure compliance with and enforcement of conservation and management measures and establish effective mechanisms, as appropriate, to monitor and control the activities of fishing vessels and fishing support vessels. Through this system, the Fishery Inspectorate will ensure the proper application of law and also, ensure that vessels flying their flags fulfil their obligations concerning the law, regulation and license conditions, collection and provision of data relating to their fishing activities.

The Albanian legislation in fishery field, until now has given the opportunity for an effective control to entire fishery activities. Nevertheless, this legislation needs to be approached in a way to be in line with UE Directives. Of a peculiarly importance is the fish catch effort monitoring, for which the monitoring system is a first step in a way of ensuring that all catches and landings are kept under surveillance. In this context the further legislation improving and the obligation of logbooks keeping and fulfilling by the fishing vessel’s master will give the possibility to fully reform the control/inspection system for the sake of management and conservation policies compilation fish resources.

The proposal was built considering the priorities highlighted in this report, along with the regular reports prepared by the European Commission, the European Partnership and the national documents.
### 4. Indicative Budget (amounts in €).

<table>
<thead>
<tr>
<th>Activities</th>
<th>TOTAL EXP.RE</th>
<th>IPA COMMUNITY CONTRIBUTION</th>
<th>NATIONAL CONTRIBUTION</th>
<th>PRIVATE CONTRIBUTION</th>
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<tr>
<td></td>
<td>IB</td>
<td>INV</td>
<td>EUR</td>
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<tr>
<td>Activity 1 Capacity building and implementation of</td>
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<td>Contract 1.1</td>
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<td>Activity 2 Provision and installation of blue boxes</td>
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<td>Total IB</td>
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<td>Total INV</td>
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<td>Total project</td>
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5. Indicative Implementation Schedule (periods broken down per quarter)

<table>
<thead>
<tr>
<th>Contracts</th>
<th>Start of Tendering</th>
<th>Signature of contract</th>
<th>Project Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contract 1.1</td>
<td>June 2009</td>
<td>September 2009</td>
<td>September 2011</td>
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<tr>
<td>Contract 2.1</td>
<td>December 2009</td>
<td>April 2010</td>
<td>September 2010</td>
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</table>

All projects should in principle be ready for tendering in the 1ST Quarter following the signature of the FA

6. Cross cutting issues (where applicable)

6.1 Equal Opportunity:
N/A

6.2 Environment:
Increasing of marine resources due to better management and protection is expected to be the main impact on environment..

6.3 Minorities:
N/A
List of ANNEXES

1- Logical framework matrix in Standard Format

2- Amounts contracted and Disbursed per Quarter over the full duration of Programme

3 - Reference to laws, regulations and strategic documents:

4- Details per EU funded contract (*) where applicable:

For TA contracts: account of tasks expected from the contractor

For twinning covenants: account of tasks expected from the team leader, resident twinning advisor and short term experts

For grants schemes: account of components of the schemes

For investment contracts: reference list of feasibility study as well as technical specifications and cost price schedule + section to be filled in on investment criteria (**)

For works contracts: reference list of feasibility study for the constructing works part of the contract as well as a section on investment criteria (**); account of services to be carried out for the service part of the contract

(*) non standard aspects (in case of derogation to PRAG) also to be specified

(**) section on investment criteria (applicable to all infrastructure contracts and constructing works):

- Rate of return
- Co financing
- compliance with state aids provisions
- Ownership of assets (current and after project completion)
## ANNEX 1 Logical framework matrix in standard format

<table>
<thead>
<tr>
<th>LOGFRAME PLANNING MATRIX FOR Project Fiche</th>
<th>Programme name and number</th>
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<tbody>
<tr>
<td>Establishing and Strengthening of Monitoring Control and Surveillance system (MCS)</td>
<td>Contracting period expires:</td>
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<td>Disbursement period expires:</td>
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<td>Total budget: € 2 million</td>
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<td>IPA budget: € 2 million</td>
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### Overall objective

The project overall objective is to improve the sustainability of the fishery sector by strengthening the protection of marine resources and adopt responsible fishing management practices.

**Objectively verifiable indicators**

- Increasing of revenues of the fishing operators and other activities linked with fishing due to better management of the resources

**Sources of Verification**

- Statistical data,
- Special surveys

**Assumptions**

### Project purpose

The project purpose is to improve the management of fishing waters through the establishment of a central national system of water area surveillance in the framework of European Common Fisheries Policies (CFP).

**Objectively verifiable indicators**

- Presence and functioning of a central national system of water area surveillance

**Sources of Verification**

- In-situ verification
- Data generated from the system

**Assumptions**

- Cooperation among agencies involved in the creation of the system ensured,
- Additional funds allocated by the government to expand the application of the system to the newly registered boats.

### Results

**Objectively verifiable indicators**

- 

**Sources of Verification**

- 

**Assumptions**

- 

Responsible fishing principles and norms have been established and respected by the fishermen community,

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Costs</th>
<th>Assumptions</th>
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<tbody>
<tr>
<td>1. Assessment of the present inspection structure and proposal for its restructuring in order to establish the capacity to combat illegal fishing or inappropriate practices, Disapprovals of fishing community to law violations</td>
<td>• Trainers</td>
<td>0.300</td>
<td>The Ministry of Environment, Forestry and Water Administration provides significant institutional and administrative support to the...</td>
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- Necessary legislation on the management and inspections in fishing activities developed and agreed upon
- Required legislation transposed and enacted
- Official Journal
- The new legislation is approved within the timeframe of the project
- Number of inspectors trained
- Number of violations, Amount of fines collected, Fish harvesting index at the coastal line
- Project reports on the training of inspectors
- Data from the Ministry reports
- Data from surveys
- Turnover of qualified staff is reduced despite any political change, Government allocates the necessary resources to sustain the work of inspectors on the field,
- Number of the fishing vessels equipped with a blue box, Number of fishing boat operators trained with the use of the new system VMIC system in place and functional
- In-situ verification of boats equipped with a blue box, Training reports
- Data reports from VMIC system
- Cooperation among agencies involved in the MCS system established, Government willing to ban fishing from boats not having the blue box
fishing in coastal and inland waters,
2. Analysis of the present Albanian fishery legislation and likely transposition of the EU legislation to be incorporated into the Albanian legislation,
3. Training of the fishery inspectorate in the performing of inspection and surveillance tasks in accordance with the structure and legal provisions,
4. Identification and provision of the necessary equipment for the inspectorate to carry out its tasks
5. Establishment of a functional Vessel Monitoring and Information Communication System in cooperation with other government bodies
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<th>Pre-conditions</th>
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### ANNEX II
Amounts (in €) Contracted and disbursed by quarter for the project

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<td>Cumulated</td>
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### Disbursed

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<tr>
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Based in the existing legislation, the responsible institution for managing and supervising fishery resources is:

a) The Ministry of Environment, Forests and Water Administration, more specifically,
b) The Fishing Policies Directorate, which is composed of 4 specialists, as well as the local inspectors.
c) The Fishing Inspectorate has its offices in different places, wherever it is deemed necessary, in order to ensure the implementation of this law, and the legal and sub-legal acts deriving from it.

The Fishing Policies Directorate, as part of the Ministry of Environment, Forests and Water Administration, cooperates with the respective Directorates of the Ministry and with the Environment Inspectorate.

The Fishing Policies Directorate cooperates with the following:

- Ministry of Interior, General Directorate of Police, from where it secures the support regarding the controls and fines regarding the legal offences, which come up during the checks/Inspectorate’s inspections.
- Ministry of Defense, with which, pursuant to the law “On the Coastguard”, and the Coastguard Manual, they carry out special operations for the control of the sea space, in cooperation with the Inspectorate structure. The specific co-operation agreements drafted with the Coastguard specify the modalities of this cooperation.
- The Ministry of Economy, Trade and Energy.

The project foresees the adjustment of vessel monitoring. The implementation of Information and Communication System, under the Coast Guard guide would help the Common Marine Interoperation Centre, which has the obligation to control the whole Albanian marine space. VMS will be integral part of this centre joined, through the link with Fishery Policies Directorate. Within the Fishery Policies Directorate, will be built the elaboration system of fishery data’s of log-books. The Common Marine Interoperation Centre, even the Coast Guard will have a link with Ministry of Environment, Forestry and Water Administration, Fishery Policies Directorate to better coordinate the operations. On other hand, based in Regional Fishery Institutions agreements and collaboration like FAO-GFCM will be exchanged the information specially in regard of fishing vessels that come to fish in Albanian waters from foreign countries and/or vice versa that may result engaged in IUU fishing
Reference to laws, regulations and strategic documents


Law No. 9401, dated 19.05.2005, “On the adhering of the Republic of Albania in ‘The Agreement for encouraging the respect the international measures for managing and preserving sources from the fishing vessels in the open sea”;

Laws and other acts that do not transpose community acts:

- Decision of the Council of Ministers No. 135, dated 8.3.2006, “On the procedures and prices of letting the water surfaces for the purposes of the exercising of the intensive aqua-culture activity”;

The following instruments are especially related to the management of fishery field in Albania:

- 1993 FAO, Implementing Agreement, (accepted in May 2005);
- General Fishing Commission for the Mediterranean Countries, (GFCM), (ratified in July 2003);
- International Commission for the Conservation of the Atlantic Tuna, (ICCAT), (observation status);
- 1957 European Counselling Fishing Commission for Interior Waters, (EIFAC)

Reference to Stabilisation and Association Agreement

The Stabilisation and Association Agreement (SAA) between the Government of Albania and the European Community was signed in June 2006. This project’s intervention field is in line with the objectives set out by this Agreement, in particular Article 96

**ARTICLE 96**

**Fisheries**

The Parties shall explore the possibility of identifying mutually beneficial areas of common interest in the fisheries sector. Cooperation shall take due account of priority areas related to the Community acquis in the field of fisheries, including the respect of international obligations concerning International and Regional Fisheries Organisation rules of management and conservation of fishery resources.

Reference to European Partnership

The short and medium term priorities for Albania in the process of European Integration are outlined in the **European Partnership** document. With regard to this target area –fisheries- the project is in line with the following priorities as outlined in the Partnership document:

*Short – term priorities*
- Improve maritime safety conditions, particularly the detention rate of Albanian ships under the Paris Memorandum of Understanding.

Medium – term priorities
- Take measures to ensure that Albanian fisheries policy moves closer to EU standards, in particular in the areas of resource management, inspection and control and in market and structural policies;
- Achieve significant results in improving maritime safety conditions, including port state control facilities and performance of the register of shipping pursuant to the Paris memorandum of understanding.

Reference to MIPD
The Multi-annual Indicative Planning Document underlines the need for improvements in the fishery policy. This project’s goals comply with priorities set out by the MIPD in chapter 2.2.3.3 “Programmes to be implemented” where it is mentioned that assistance to develop fisheries policy closer to European Standard is foreseen.

Reference to National Development Plan
Establishing and Strengthening of Monitoring Control and Surveillance system (MCS) is linked with new Council of the Ministers Decision for Fisheries inspectorate and establishing a control system to implement management policies in fisheries (as adoption of Council Regulation (EEC) No 2847/93 of 12 October 1993 establishing a control system applicable to the common fisheries policy, under preparation)

Reference to national / sectoral investment plans
N/A
ANNEX 5

Details per EU funded contract (*) where applicable:

For **TA contracts**: account of tasks expected from the contractor
n/a

For **twinning covenants**: account of tasks expected from the team leader, resident twinning advisor and short term experts
n/a

For **grants schemes**: account of components of the schemes

For **investment contracts**: reference list of feasibility study as well as technical specifications and cost price schedule + section to be filled in on investment criteria (**) n/a

For **works contracts**: reference list of feasibility study for the **constructing works** part of the contract as well as a section on investment criteria (**); account of services to be carried out for the **service part** of the contract n/a