1 Basic Information

1.1 CRIS Number: 2004/016-919.05
1.2 Title: Development of in-service training centre network linked to the implementation and enforcement of the acquis
1.3 Sector: Public Administration Reform
1.4 Location: Bulgaria, Ministry of Public Administration Reform

2 Objectives

2.1 Overall Objective(s):

- Improving in-service training opportunities for local inspectors working at municipal and regional level
- Prepare the Bulgarian public sector inspectorate for implementation and enforcement of Community norms

2.2 Project Purpose:

- To build up a system for in-service training of adults corresponding to the needs of the inspectorates

2.3 Accession Partnership (AP) and National Programme for Adoption of the Acquis (NPAA) priority

The project shall contribute at least, to the achievement of the following AP objectives:

- in the field of public administration:
  - Continuing to support institution building directly relevant to the acquis and management of EC funds; and horizontal reform designed to improve the effectiveness of the public administration more generally.
  - Give more attention when the EC acquis is transposed, to how this can be implemented and enforced, including at regional and local level.
  - Take steps towards ensuring sufficient qualified staff to ensure sustainability of reforms.

- in the field of agriculture:
  - continue the process of upgrading or developing all proposed long-term veterinary border inspection posts, including training of relevant personnel in all procedures required to meet EU legislation
  - continue training for official veterinarians
  - strengthen control activities by putting more emphasis on training fisheries inspectors, providing appropriate equipment, and increasing the number of inspectors for controlling sea fisheries

- in the field of employment and social policy:
  - complete transposition of the acquis on health and safety at work and develop implementation capacity, in particular of the General Labour Inspectorate
• in the field of environment:
  - ensure and reinforce the administrative structures necessary for the full implementation, monitoring and enforcement of the acquis, in particular through further strengthening of regional inspectorates, municipalities and other public bodies at the local level,…(...). Ensure adequate training and staff development plans.

2.4 Contribution to the National Development Plan (2000 – 2006)

The objective of the administrative reform is the establishment of a functioning and effective state administration with a new, open to the citizens’ administrative culture, and creation of the necessary administrative capacity for work under new conditions, especially as regards technical standards and norms.

As written in the NDP (updated June 2003): “The build-up of administrative knowledge and skills, is to be furthered to encompass not only training in the newest areas of regulation but also areas of experience gains of long standing. Further advance in qualification and training is required to familiarize civil servants with the new requirements. The glaring training needs of municipal staff need to be addressed with priority as to strengthen administrative capacity at local level. (…) The administrative structures involved in the enforcement and control of implementation of the new requirements at central, regional and municipal levels are beneficiaries from the implementation of the build-up and reinforcement of administrative capacity sub-programme”.

• The project is in accordance with the priorities set up in NDP regarding the first development axis “developing and strengthening institutions and improving administrative capacity” and its action plan which includes:
  • improving the activities of different controlling bodies competences in the field of consumer protection
  • bringing staff training, management and development in line with European criteria and curricula.

• The project addresses also the fourth development axis “improving the quality of life and adapting human resources to market requirements”. Its action plan includes six programmes in which a programme on “reform of the public administration concerning human resources”.

3. Description

3.1 Background and Justification

To proceed with the reform of the state administration, a programme and an action plan for the implementation of the Strategy for Modernization of the State Administration were adopted in January 2003 including a priority focus on training.

Overall, sustained efforts will be required in order to achieve the ambitious objective of the Strategy, which is to have a qualified and efficient civil service in place in the medium term. One priority of the reform programme is training and the new law on Civil Service provides that up to 0.8% of the budget for civil servants’ salaries should be made available for training purposes. The Institute for Public Administration and European Integration is the main national training body. The Institute organizes compulsory training for newly
appointed civil servants as well as specialized training on European integration issues. The total number of staff who have undergone training in 2003 amounts to 20,158, of which about 7,000 people through the Institute.

Each ministry, agency and municipality prepares an annual training plan. On the basis of these plans the Minister for State Administration allocates the training budget to spending units. In 2005, 300,000 leva will be allocated between units in the central administration and 360,000 leva for regional administrations. The Council of Ministers Administration does not have the capacity to analyze and prioritize training needs.

Access across the country as a whole to training of a technical nature related to the acquis communautaire is at present very limited. This is due to three factors: there is little strategic planning for use of training and development to improve performance, lack of suitable training programmes and lack of funds to cover the cost of training courses and participation costs. More needs to be done, specifically with a view to enhancing the training for regional inspectors: The need to verify that goods and standards meet these European norms implies that significant numbers of inspectors and officials working at all levels in public the public sector throughout the entire country will have to be trained to carry out the necessary checks. This will happen over the whole territory of Bulgaria and not just in the capital or a few major cities, and will apply to goods and services for domestic consumption as much as for export. The need to equip the country with this training capacity will not terminate with accession to the European Union. Training under this proposal will be available on a part-time basis so that the trainees do not need to interrupt their professional activities.

Although Bulgaria has put in place numerous pieces of legislation transposing Community measures, much has still to be done to ensure the real and adequate implementation of this legislation. Moreover, it is at local and regional level that most of the control and enforcement mechanisms will have to come into play. Responsibility for ensuring standards are met will have to be assumed at local level – both by the local offices of implementing agencies and by municipalities, and local authorities will be in the forefront of the effort to benefit fully from Community funding.

With a view to the institutional framework for structural funds, particular attention on matters of capacity building also has to be given to relevant bodies not only at central and even more at regional level (in a number of cases only recently designated) and therefore lacking trained local staff.

Training should be distinguished from the provision of information: Phare and other assistance programmes continue to provide information and expertise about the standards needed to be compliant with the acquis communautaire, but these activities do not always constitute a real practical ‘training’ in how to achieve those standards. The development of a nationwide training initiative could provide benefits in the following areas:

- It can provide a coordinated framework under Bulgarian responsibility for ensuring that all accession-related training needs are prioritized and met by 2007
- It can channel funding into a network offering accessible standardized quality-controlled training services
- It can create economies of effort and synergies between various assistance providers
3.2 Sectoral rational

N / A

3.3 Results

Component 1 – Technical Assistance

1. Identified measures for institutional building of the structure of the national system for in-service training of inspectors - Build up a National Management Unit
2. Elaborated Guidelines for applicants for the Grant scheme
3. Carried out a Grant scheme promotional campaign
4. Assisted in elaborating curricula in the six selected subject areas

Component 2 – Grant scheme for establishment of in-service training centres network for inspectors

1. 6 Training Centres for adults training organized
2. 500 beneficiaries provided with in-service training by the training centres

3.4 Activities

The project activities will be spread all over the country. However, the Grant scheme will be launched in those regions identified prior the project commencement. The survey will be conducted by means of an inventory under a PPF.

Under the project will be established a National Management Unit. The main task of this Unit is organization and coordination of the activities within the national system for in-service training of inspectors. This Unit will have a mandate for 2 years. The main task of the Unit is to ensure sustainability of the national system for the in-service training of adults.

The National Management Unit will proceed with its functions as an administrative unit, aiming at provision of the central direction of the system through:
- planning of the activities
- activities concerning methodical provision and coordination
- activities on funding of the system
- human resources provision
- control and monitoring of the national system’s activities

The National Management Unit is going to function at the Ministry of Public Administration Reform.
**Component 1 – Technical Assistance**

The envisaged results will be achieved through Technical Assistance Support. The basic activities expected by the TA are as follows:

1. Design and development of a National Management Unit for in-service training of inspectors.
2. Provision of training:
   - Training of the staff of the training centres network to work, organize and provide for in-service training of inspectors
   - The training will be focused on the provision of management knowledge and skills, organizing and methodical skills.
3. Preparation of the Grant scheme:
   - Elaboration of a Guidelines for applicants
   - Organizing and carrying out a promotional campaign

**Component 2 – Grant scheme for establishment of in-service training centres network for adults training**

Within the Grant scheme an in-service training network for inspectors will be developed.

The training centres network shall include 6 training centres. There will be an open competition for the 6 Centres which will be established in those regions identified by view of the PPF.

Through launching a call for proposals, the grant scheme will be available for adult in-service training centres - existing or newly created, which cover the particular criteria in conformity with the Government priorities concerning implementation and enforcement of the acquis.

The awarded applicants will have to ensure the implementation of the following activities:

- Procurement of training equipment and other necessary equipment;
- Provision of in-service training to the beneficiaries in the target regions and subjects of the acquis including inter alia expertise from MS experts mobilised through TAIEX.

The **key core subjects** in the first cycle of operation will cover at least the following:

1. Food production legislation and controls
2. Veterinary legislation and controls
3. Environmental standards in water and solid waste management
4. Healthcare including care of children, the elderly and the handicapped
5. Transport legislation (road, maritime and inland waterway)
6. EU Financial instruments and their management, Public procurement, Consumer Protection
3.5 Linked activities

The current project supplements and develops further activities within other projects in the field of public administration reform under Phare Programme and bilateral international projects. It carries out training in six key chapters of the acquis where further and sustainable training have been identified in the 2004 regular report as essential in the pre-accession period.

The following activities financed by the EU Phare Program have been or will be implemented:

BG 0203.07 Strengthening the Human Resource Management Capacity in the Bulgarian Public Administration

BG 2003/004-937.10.01 Strengthening the Capacity of the Bulgarian Public Administration - Implementing the Strategy for Modernization of the Public Administration in View of the Improved Service Delivery to the Public

BG 2004/016-711.10.03: Assistance for the implementation of the National program for decentralization Administrative Reform and Capacity

BG 2003/004-937.10.03: “Strengthening the capacity of the MoE to manage Operational Programme “Development of the Competitiveness of the Bulgarian Economy” under EU Structural Funds”

BG 2004/006-070.01.01 Development of an adult training centre network

Before the project starts and in order to avoid overlapping with existing or planned training initiatives, an inventory of existing training provisions is being established by PUM under the authority of the Ministry of Public Administration. This will ensure sectoral coherence with training components of existing projects related to the six areas of the acquis covered by this project.

3.6 Lessons learned:

Experience with the existing pre-accession instruments (classic consultancy, twinning, twinning light, Taiex) shows that training is an essential component of almost all assistance needs.

The need to sustain the training effort after the end of the assistance cycle is largely not met.

Responsibilising the beneficiary country to provide its own training, with a ‘safety net’ of funding and short –term MS expertise has proven to be a very successful formula in the context of the Taiex Regional Training Programme.

However it is clear that backing at national level is important as well as adequate funding and human resources to operate systematic training cycles, and that short term efforts such as punctual seminars are insufficient to meet the real sustainable training needs of the regions. Synergies can be created between the existing projects (MS bilateral assistance, TAIEX, short-term expertise, twinning light) and the creation of sustainable Bulgarian-led training programmes.
4. Institutional Framework

Key partners in the project management and implementation will be the Ministry of Public Administration, the Institute for Public Administration Reform and relevant ministries (see core areas identified under item 3.4).

The **Ministry of Finance** is the Implementing Agency (respectively Contracting Authority) of the project.

The Ministry of Finance will manage and administrate the project through **the Program Authorizing Officer (PAO)**.

The day-to-day management of the project will be entrusted to a PIU.

For the strategic management a Project Steering Committee (PSC) will be established.

**The Project Steering Committee (PSC)**

The PSC shall provide strategic guidance in respect of the project implementation and shall take all major decisions. The PSC will include representatives of key organizations as well as state organizations. The composition of the PSC shall be as follows:

The Project Steering Committee includes representatives of the relevant ministries as well as of the Institute for Public Administration Reform. The indicative composition of the PSC is the following:

- Ministry of Public Administration 1
- Institute for Public Administration Reform 1
- Ministry of Environment and Waters 1
- Ministry of Agriculture 1
- Ministry of Health 1
- Ministry of Interior 1
- Ministry of Transport 1
- Ministry of Education 1
- Ministry of Economy 1
- Commission Representatives (observers)

The PSC will take its decisions with simple majority. It will hold its regular meetings at least four times a year. When important matters are to be concerned the chairman or 2/3 of the PSC members could convene the PSC for a meeting.

The PAO has ultimate responsibility for ensuring that the programme is implemented fully in line with the Financing Memorandum and government policy in terms of sound administrative and financial management of the project, including tendering, contracting, disbursement, accounting, payment and reporting procedures and monitoring of the project.

The overall administrative and financial management is the responsibility of the Ministry of Finance. The latter include:

- Preparing and submission of the documentation based on inputs from the PIU and contracting procedures;
- Negotiations of the contracts;
- Accounting, payments and financial control for the contracts;
- Overall monitoring and evaluation of the project activities;
- Overall monitoring and evaluation of the project activities implementation;
- Preparation of quarterly and ad hoc reports on project status and fund management.
5. Detailed Budget (in Million EUR)

<table>
<thead>
<tr>
<th>Phare Support</th>
<th>Investment</th>
<th>Institution Building</th>
<th>Total Phare (=I+IB)</th>
<th>National Co-financing</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service Contract 1 - TA</td>
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<td>1.7</td>
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<td>2.725</td>
<td>0.05</td>
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<tr>
<td><strong>Total</strong></td>
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<td><strong>4.275</strong></td>
<td><strong>4.425</strong></td>
<td><strong>0.05</strong></td>
<td><strong>4.475</strong></td>
</tr>
</tbody>
</table>

(*) Bulgarian side ensures the provision of relevant locations for the regional training centres identified and the maintenance of the locations for the centres identified through national resources. It will also pay for all administrative costs related to a successful functioning of the centres rent, heating, lighting, communication facilities (telephone, internet connection, cleaning, security insurance).

6. Implementation Arrangements

6.1 Implementing Agency

The Implementing Agency (IA) is the CFCU at the Ministry of Finance

PAO: Mr. Tencho Popov – Secretary General, Ministry of Finance
102, Rakovski Street,
1040 Sofia
Telephone: (+ 359 2) 9859 2012; 9859 2777
Fax: (+ 359 2) 9859 2773

The major responsibilities of the IA under this project shall covered: tender procedures, contracting, financial accounting, monitoring and other activities in compliance of Practical Guide to contract procedures financed from the General Budget of the European Communities in the context of external actions.

The PIU shall be responsible for the day-to-day technical implementation of the project. the responsibilities of the PIU shall include observance of the procedure of the Practical Guide in the implementation of the project activities, submission of the request for launching tender procedures, preparation of tender documentation and ToRs, and their submission to the IA for approval by the PAO.

The Technical Assistance under the project will be in charge of the preparation of the main operational documentation such as Operations Manuals, Guidelines for Applicants and other project related documentation. Moreover the TA will provide assistance and guidance to the Ministry of Public Administration, the PAO and the PIU for complicated management and implementation issues, including the review of curricula

6.2 Twinning: not applicable to the project

6.3 Non-standard aspects:

Practical Guide to contract procedures financed from the General Budget of the European Communities in the context of external actions will be strictly followed.
6.4 Contracts

The envisaged activities under the project will be implemented through service contracts and grant scheme. In order to enhance effective management of the grant schemes, a call of proposals for the relevant activities will be issued amongst appropriate organizations that will further implement the activities foreseen.

The table below summarizes the possible breakdown of contracts under the project:

<table>
<thead>
<tr>
<th>Type of contract procedure</th>
<th>Project activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Service contract - Technical Assistance</td>
<td><strong>Component 1</strong> – TA for design and development of a National Management Unit for in-service training of inspectors; Provision of training and Preparation of the Grant scheme; development of curricula</td>
</tr>
<tr>
<td>Grant Scheme</td>
<td><strong>Component 2</strong> – Grant scheme for establishment of training centres network for in-service training</td>
</tr>
</tbody>
</table>

7 Implementation Schedule

The formal implementation schedule will commence in December 2004. Prior to this date, however, there will be a need to establish the PIU and PSC.

7.1 Start of the project activities - December 2004
7.2 Tendering of the TA - December 2004
7.3 Call for proposals under the Grant Scheme - June 2005
7.2 Project completion - November 2007

8 Equal Opportunities

The equal opportunities for men and women is a major principle which shall be observed at any stage and in any project component in compliance with the Bulgarian legislation providing equal conditions for training and employment for men and women.

Bulgaria has applied the equality principle between men and women in respect of vocational training and employment provision. There are no quotas relating to gender. All persons irrespective of gender enjoy equal opportunities when applying for training or job.

9 Environment

N/A

10 Rates of return

Economic rates of return cannot be calculated for the whole project but for separate project components only.
11 Investment Criteria

11.1 Catalytic Effect

The project shall contribute to the improvement of the quality of in-service training of inspectors. Establishment of training centres network will guarantee correspondence of the acquired training and qualifications and market requirements. Active involvement of different administrative bodies and public organisations in project implementation will result in a strengthening of linkages between particular stakeholders in the field of the in-service training. I will stimulate a domestic training capacity and create a framework in which economies of effort and synergies between assistance providers can be developed.

11.2 Co-financing

All aspects of the program are based upon co-financing between Phare and the Bulgarian national budget. Bulgaria has to provide as a minimum suitably equipped premises as the main component of their contribution (calculated as a nominal 0.05% of budget) out of the grand schemes budget.

11.3 Additionality

Investments from privet donors are not envisaged.

11.4 Project readiness and Size

The project envisaged 4.425 M EUR Phare aid.

A first analysis of training resources and needs for inspectors will be carried out by PUM and by a Peer Review.

Before the project commencement the proper regions for development of 6 Training Centres for adults training will be identified under the PPF.

11.5 Sustainability

The in-service training centres network developed under this project should function permanently. The proposed activities are part of the needs of the Bulgarian administration to sustain in-service training post accession.

In order to ensure the sustainability of the project, each Ministry will be required to contribute to the financing of its in-service participation in the training centres network in an increasing ratio over the period 2007-08 included by the use of the transition facility as appropriate.

11.6 Compliance with state aids provisions

The activities within the project will be implemented in accord with the Article 92 (3)(a) of the Treaty of Rome with respect to regional aid in an Objective 1 Member States.

11.7 Contributions to the National Development Plan and Regional Development Plans

These are in accordance with those elements identified in item 2.4.
12. **Conditionality and sequencing**

The Ministry of Finance and the Ministry of Public Administration will have to demonstrate to the Commission that adequate staffing and other resources have been made available to the relevant IA and PIU for the project start.

Key milestones in the project implementation:

- Establishment of PSC and PIU – prior the project commencement date;
- Selection of the regions for development of the 6 training centres for adults training;
- Signing of the contracts with the TA;
- Call for proposals and contracting of the grants;
- Implementation of the activities;
- Final Evaluation Report.

**Annexes to the Project Fiche**

1. Annex 1 – Logframe Planning Matrix for the project.
2. Annex 2 - Implementation Chart
3. Annex 3 – Contracting and disbursement Schedules
4. Annex 4 – List of relevant Laws and Regulations
5. Annex 5 – Reference to relevant Government Strategic Plans and Studies
# Phare Log Frame

<table>
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<tr>
<th>LOGFRAME PLANNING MATRIX FOR</th>
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<tbody>
<tr>
<td>Project: Development of an in-service training centre network</td>
<td>Contracting period expires: <strong>November 2006</strong></td>
<td>Execution of contracts period expires: <strong>November 2007</strong></td>
</tr>
<tr>
<td></td>
<td>Total budget: <strong>4.475 0 M EUR</strong></td>
<td>Phare contribution: <strong>4. 425 M EUR</strong></td>
</tr>
</tbody>
</table>

## Overall Objective
- Improving in-service opportunities for local inspectors working at municipal and regional level
- Prepare the Bulgarian public sector inspectorate for implementation and enforcement of Community norms

## Objectively verifiable indicators
- Changes in number and % in the qualification levels of regional inspectors

## Sources of Verification
- National Statistics Institute Reports;
- Reports and analysis of the respective Ministries peer review;
- Ex-post evaluation surveys;

## Project Purpose
- To build up a system for in-service training of adults corresponding to the needs of the various inspectorates

## Objectively verifiable indicators
- 6 Training centres for adult training developed
- 500 inspectors provided with in-service training

## Sources of Verification
- Reports and analysis of the MLSP;
- Direct and ex-post evaluation surveys;
- PIU reports.
- Peer reviews

## Assumptions
- Stable macroeconomic conditions;
- Sustainable economic growth;
- Public and professional support.
### Results

#### 3.3 Results

**Component 1 – Technical Assistance**

5. Identified measures for institutional building of the structure of the national system for in-service training of inspectors - Build up the National Management Unit  
6. Elaborated Guidelines for applicants for the Grant scheme  
7. Carried out a Grant scheme promotional campaign  
8. Assist in elaborating curricula in the six selected subject areas

**Component 2 – Grant scheme for establishment of training centres network for adults training**

6 Training Centres for adults training organized  
500 beneficiaries provided with in-service training by the training centres

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Build up a National Management Unit</td>
<td>• Reports of PIU</td>
<td>• Personnel motivation and engagement to different activities of the project</td>
</tr>
<tr>
<td>• Number of trained administrative staff at regional and local levels</td>
<td>• Reports of Consultants</td>
<td>• Active involvement of all key actors</td>
</tr>
<tr>
<td>• Guidelines for applicants</td>
<td>• Peer reports</td>
<td>• Existence of appropriate training providers capable to participate in the system</td>
</tr>
<tr>
<td>• Promotional campaign</td>
<td>• PIU reports</td>
<td>• Active attitude of the trained personnel and achievements sustainability</td>
</tr>
<tr>
<td>• Draft curricula</td>
<td>• Information reports</td>
<td></td>
</tr>
<tr>
<td>• Number of training centres developed</td>
<td>• Minutes of committees</td>
<td></td>
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<tr>
<td>• Number of inspectors provided with regional centres</td>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
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</thead>
<tbody>
<tr>
<td><strong>Component 1 – Technical Assistance</strong></td>
<td>• Service contract</td>
<td>• Available know-how (from international and/or national practice)</td>
</tr>
<tr>
<td>Design and development of a National Management Unit for in-service training of inspectors</td>
<td></td>
<td>• Availability of experts/consultants interested in project activities</td>
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<tr>
<td>Provision of training:</td>
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<td>• Available high motivation to best practices acceptance</td>
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<tr>
<td>• Training of the staff of the training centres network to provide for in-service training of inspectors</td>
<td></td>
<td>• Appropriate conditions to apply an adequate system</td>
</tr>
<tr>
<td>• The training will be focused on the provision of management knowledge and skills, organizing</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>• Service contract</td>
<td>• Information reports</td>
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</tbody>
</table>
and methodical skills.

Preparation of the Grant scheme:
- Elaboration of a Guidelines for applicants
- Organizing and carrying out a promotional campaign
- Assisting in elaborating draft curricula

Component 2 – Grant scheme for establishment of training centres network for inspectors training

Development of an inspectors training centre network

The awarded applicants will have to ensure the implementation of the following activities:

- Procurement of training equipment and other necessary equipment;
- Provision of in-service training to the beneficiaries in the target regions and subjects

Preconditions
- Political support for the proposed project
- Clear expressed support and engaging of the administrative structures

- Grant scheme

interested in participation, including MS experts via TAIEX
- Sufficient and adequate quality technical and training equipment
- Existing aspirations to broaden and increase among the inspectorates
ANNEX 2

Implementation Chart – DEVELOPMENT OF A REGIONAL TRAINING CENTRE NETWORK

<table>
<thead>
<tr>
<th>Components</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
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<td>GS</td>
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ANNEX 3

CUMULATIVE CONTRACTING AND DISBURSEMENTS SCHEDULES – DEVELOPMENT OF A REGIONAL TRAINING CENTRE NETWORK
Figures in MEURO

<table>
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<th>30/06/05</th>
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<th>31/12/05</th>
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<table>
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