Cross border co-operation between Bulgaria and Turkey
2006 Project Fiche on Cross Border Infrastructure (Priority 1)

1. Basic Information

CRIS Number: BG 2006/018-385.01.01

Title: Rehabilitation of Road I-7 Yambol-Elhovo, from km 265.000 to km 300.200

Sector: Regional Development / CBC Infrastructure - Transport (IN)

Location: Bulgaria - Turkey Border Region

Duration: 42 Months
Contracting deadline: 30/11/2008
Execution of contract deadline: 30/11/2011

2. Objectives

2.1 Overall Objectives

- Facilitation of cross-border co-operation between Bulgaria and Turkey by improving the communication infrastructure and promotion of local and regional cohesion in the border regions.

2.2 Project purpose

- Improving of road transport conditions along Road I-7 Yambol-Elhovo and thus facilitating the heavy traffic flow between Bulgaria and Turkey through the new Border Crossing at Lessovo.

2.3 Accession Partnership and NPAA priority

- Development and implementation of complex regional structures, programmes and projects for the integrated development of problem areas in the country – underdeveloped, rural, depressive and cross-border areas;
• Preparation of Bulgarian regions for the implementation of the structural policies applied by
the EU Member States through the development of strategies and programmes for sustainable
social and economic development.

NPAA (Medium-term priority):
• Promotion of cross-border co-operation in South – East Bulgaria.

2.4 Contribution to National Development Plan

CBC regions, a part of which is the area of the project, are treated in the National Development Plan
(NDP) as a high priority target. The proposed project fully complies with the objectives defined in the
NDP, which classifies CBC regions in a separate target group.

2.5 Cross Border Impact

Improvement the approach to Bulgaria-Turkey Border Crossing at Lessovo and the corresponding
transport links on both sides;
Facilitate sustainable development, trade and cultural links between the local communities;
Encourage the economic development on both sides of the border in the region.

3. Description

Road I-7 (Yambol – Elhovo - Border Crossing checkpoint Lessovo) represents an alternative route to
Road I-8 Svilengrad – Haskovo (part of Pan European Transport Corridors No.4 and 9). It carries out
mostly the transit heavy vehicle traffic from BCCP Lesovo through Elhovo to Jambol. The road section
“Elhovo – Granitovo – Lessovo” has been recently completed financed by the Bulgarian state budget.

Due to poor condition of pavement of the existing road I-7, a section between Jambol and Elhovo with
approximate length of 35 km needs to be rehabilitated. The road section is a link between regional and
district centre in the North-South direction to the Bulgarian-Turkish border. The road section provides
also connection with the future Trakia Motorway (“Karnobat – St. Zagora” section).

3.1 Background and justification

The Government of the Republic of Bulgaria is currently in the process of improving the country’s
infrastructure with respect to transport. As candidate country for accession to the European Union
Bulgaria is seeking to comply with the requirements of the EU transport and border crossing acquits.
The road network carrying the international traffic therefore needs to be upgraded to provide a safe and
efficient system that is capable of carrying future anticipated traffic volumes.

The Phare CBC Programme with Turkey is set against a background of good bilateral relations between
the two countries and is recognised by both Governments as an instrument to overcome specific
problems and to develop the socio-economic potential of the bordering regions.

The Cross Border Region between Turkey and Bulgaria encompasses the districts of Burgas, Yambol
and Haskovo in Bulgaria and the provinces of Edirne and Kirkclareli in Turkey. The territory of CBC
Region Bulgaria-Turkey is directly served by Pan-European Transport Corridors № 4, № 8 and № 10
and indirectly by Pan-European Corridor № 9 and also by the Bulgarian National Transport Corridor
“Black Sea” (border crossing–Durankulak–Varna–Burgas–Malko Tarnovo) leading towards the
province of Kirkclareli, and the Bulgarian National Transport Corridor (Silistra–Shoumen–Yambol–
Elhovo–Lesovo–border crossing) leading towards the province of Edirne.
The total length of the border of Bulgaria with Turkey is 288 km., all of which are land border. There are three operating border-crossing points on road and one on railway. The most important crossing point is at Kapitan Andreevo – Kapıkule between the district of Haskovo and the province of Edirne. The other border crossing point at Malko Tarnovo – Derya, located in the eastern part of the Region, between the district of Burgas and the province of Kırklareli, is only for smaller vehicles and has limited traffic capacity. In 2003, an enlargement of this point by building a covered hall for heavy-freight vehicles has been carried out.

In 2005 Lesovo-Hamzabeyli border crossing point was opened between the district of Yambol and the province of Edirne. The new border crossing point facilitates the flow of traffic across the border and helps reducing the current congestion at Kapitan Andreevo – Kapıkule.

The proposed project is with strong cross border cooperation character and is planned in close cooperation with the regional and local authorities. The aim of the project is to improve the exploitation safety and comfort of the existing and increasing future traffic. The rehabilitated section will comply with the EU standards, and in particular as regards the maximum authorized weight of 11.5 T per axle.

The proposed project is in compliance with the priorities established in the multi-annual Joint Programming Document (JPD) covering the period 2004-2006, agreed during the Joint Steering Committee and Joint Cooperation Committee (JCC) meetings between Turkey and Bulgaria (Ankara, 30-31 March 2004) and especially with the Priority 1 Cross-border Infrastructure, Measure 1. Development and modernization of cross-border infrastructures.

### 3.2 Sectoral rationale

The project implementation will have long-term beneficial impact on the cross-border commerce and regional cooperation, and is in line with governmental sector strategy to improve the access to border crossing infrastructure between the two countries. The road to be rehabilitated is continuation of the access road to the new BCCP Lessovo – Hamzabeyli.

According to the strategies for development of cross-border regions, the Bulgarian side is characterized by poor condition of the road network. The principal problems of transport infrastructure are as follows: low category of the existing roads; low density of the road network; difficult access through the border between Bulgaria and Turkey - the existing road pavement is in bad condition; the road directions of national and regional importance are not corresponding with the European requirements for safety and comfort while travelling.

### Sequencing

Currently the Detailed design for the project Rehabilitation and partial reconstruction of Road I-7 Yambol – Elhovo, from km 232+400 (Petolachkata) to km 300+200 (S-es after Elhovo), including bypass of Yambol is under preparation. It is financed through Financing Memorandum 2003 Phare External Border Initiative Programme in Bulgaria 2003/005-632.03 within Technical Assistance for Multi Annual Programming and Implementation of future Phare CBC/Neighbourhood Programmes with Serbia & Montenegro, the Former Yugoslav Republic of Macedonia (FYROM) and Turkey.

Such detailed design provides basis necessary for successful implementation of the projects for construction of roads. The proposed project consists of rehabilitation of 35 km designed road.
On a later stage the remaining road section (33 km), including bypass of Yambol, will be rehabilitated and reconstructed in order to achieve homogeneous direction with a design speed and bearing capacity according to the related road class.

3.3 Results

There are many improvement possibilities in the area of road construction and rehabilitation that would strengthen cross-border co-operation and benefit the economy of the CBC region. One of these would be the rehabilitation of the existing roads leading to the new border crossing at Lesovo-Hamzabeyli.

The pavement of the road from Yambol to Elhovo is in poor condition and has low road operational characteristics. It is anticipated that significant traffic volumes will use Road I-7 as a main link to the new BCCP and the project implementation aims to improve the road transport conditions along the direction. The majority of road rehabilitation involves strengthening of the existing pavement by means of asphalt overlays of varying thickness depending upon the condition of the pavement structure. The road rehabilitation also includes surface water drainage works, shoulder surface upgrading, road markings, the replacement, refurbishment or provision of new traffic signs, guardrails and kerbs.

The road network and other cross-border public utilities and infrastructures will be developed and modernized to help the local economy to expand and to improve connections with the passing trans-European networks, as well as communications between the two countries and with the Balkans and Black Sea regions.

The Project will be split into Construction Supervision Services Contract and Construction Works Contract.

The detailed design will be completed till the end of 2006. The whole duration of the Project is expected to be 42 months, including 25 months supervision, 24 months – construction, 12 months - Defect Notification Period and 5 months – Final Payment.

3.4 Activities (including Means)

**Construction Supervision Services (0.500 MEUR)**
- preparation of Tender Dossier for Service Contract (no additional funding will be required);
- tender procedure;
- contract monitoring and management during project implementation.

**Construction Works (5.500 MEUR)**
- preparation of Tender Dossier for Works Contract - under FIDIC Conditions of Contract 1999 (no additional funding will be required);
- tender procedure;
- contract monitoring and management during project implementation;
- rehabilitation of 35 km of Road I-7;
- taking-over of the works.

**Publicity Action Plan**

The Contractor will be required to propose and carry out a Publicity Action Plan. The plan will promote the project and EU contribution in the local and national media.
3.5 Linked activities

- Transit Road Rehabilitation Project III/Lot 8: Road I-6 “Sliven – Burgas”, financed by ISPA Programme under Financing Memorandum 2000 – under construction;
- Rehabilitation of road I-7, section “Elhovo-Granitovo-Lessoovo”, financed by National State budget - completed;
- Construction of BCCP Lesovo – completed;
- Construction of Road I-9, section Malko Tarnovo – BCCP with Turkey, FM 2004 Bulgaria/Turkey – under tender procedure

3.6 Lessons learned

- **Cost and time overruns.** The following steps will be taken to avoid cost and time overruns:
  - expenditure will be controlled more closely, by ensuring that variation orders are issued as soon as the varied work has been identified and correctly measured or estimated. No varied work will be approved unless it has been properly substantiated;
  - the Engineer will not be allowed to certify payments exceeding the Contract amounts without prior written approval;
  - the Engineer will be required to notify the Employer, as soon as certain quantities of the works have reached 80% of their contract quantity and advise if the quantities are expected to exceed their contract value;
  - the progress of works will be closely monitored using weekly summaries from the Contractor with the quantities of the more important works (pavement, milling etc.) planned and executed during the period. This will help early identify potential problems and delays.

- **Design problems.** Omissions and errors in designs have been a serious problem during a number of previous Phare contracts (mainly due to over aged designs). To mitigate the consequent delays and cost implications the beneficiary will conclude a consultancy contract with the designer of the project to ensure his presence on site and the timely issue of additional designs and redesigns. If it proves necessary meetings between Employer/Engineer/Designer will be held to define design problems and respective solutions.

  All of the above activities have been performed on other Phare projects and have proven to have positive effect.

4. Institutional Framework

- **Recipient country** – Republic of Bulgaria
- **Beneficiary Institution** – Road Executive Agency (REA) which will act as Employer under FIDIC Conditions of Contract.
- **Engineer** – the Engineer will be appointed after restricted International Tender Procedure for the supervision contract according to “Practical Guide to contract procedures for EC external actions” valid as from the 1/02/2006.
- **Contracting Authority** - Ministry of Regional Development and Public Works (Phare CBC IA, hereafter).
- **Owner of the asset after project completion:** Road Executive Agency
The Regional Road Administration will bear the responsibility to cover all operational, administrative and maintenance costs.

The project is in full relevance with government regional policy to promote and support the population in the border regions and with relevant Legal Framework.

5. Detailed Budget

<table>
<thead>
<tr>
<th>Year 2006 - Investment support jointly co funded</th>
<th>Phare support</th>
<th>Co-financing</th>
<th>Total Cost</th>
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</thead>
<tbody>
<tr>
<td>Construction Supervision Services and TA for Independent Evaluator</td>
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<td>0.120</td>
<td>-</td>
</tr>
<tr>
<td>Construction works</td>
<td>4.120</td>
<td>1.380</td>
<td>-</td>
</tr>
<tr>
<td>Investment support – sub-total</td>
<td>4.500</td>
<td>1,500</td>
<td>1,500</td>
</tr>
</tbody>
</table>

| % of total public funds | 75 % | 25 % |

(*) contributions form National, Regional, Local, Municipal authorities, FIs loans to public entities, funds from public enterprises. Minimum 25% co-financing of investment components is provided from the Bulgarian national budget through the Ministry of Finance.

(**) private funds, FIs loans to private entities

The PHARE contribution will finance up to 4,500 MEUR, the rest minimum 25% of the financing will be covered by the Bulgarian State Budget through the National Fund of Ministry of Finance.

6. Implementation Arrangements

6.1 Implementing Agency

**CBC Implementing Agency**

The CBC Implementing Agency is the Ministry of Regional Development and Public Works (MRDPW), which retain overall responsibility for the implementation of the project (signature of contracts, authorisation and payments of invoices).

**Ministry of Regional Development and Public Works**

**Phare CBC Implementing Agency**

**St. St. Cyril and Methodius 17-19**

**1202 Sofia**

**Dimcho Mihalevski – PAO;**

**Stefan Gerasimov – Deputy PAO and Director of the Phare IA;**

**Tel: +359 2 9405 382**

**Fax: +359 2 987 07 37**
**Beneficiary Institution**

The project beneficiary institution is Roads Executive Agency (REA). It is responsible for the operational management of the project: preparation of terms of reference, of tender documents, of evaluation criteria, of evaluation of offers, of contracts and approval of variations and invoices for payment.

For Work Contracts under FIDIC 1999 rules, an official of the REA acts as the Employer and the invoices have to be certified by an independent Engineer contracted and financed by Phare Programme. REA reports monthly to the CBC Implementing Agency (with direct copies to the EC Delegation) with monthly disbursement and commitment schedules and with sufficient detail to allow for assessment of progress made and remaining work to be done. Works will be tendered to contractor with appropriate financial capacity, technical and FIDIC experience.

**Road Executive Agency (REA)**  
_Bul. Macedonia 3_  
**Contact person: Ms. Galina Vassileva**  
**Head of EU Phare Programme Department**  
_Tel: 00359-2-952-11-47; Tel: 00359-2-952-61-37_

- **Engineer** – the Engineer will be appointed after restricted International Tender Procedure for the supervision contract according to “Practical guide to contract procedures for EC external actions” valid as from the 1/02/2006.

6.2.Twinning
N/A

6.3.Non-standard aspects

There are no “non-standards aspects”. The “Practical guide to contract procedures for EC external actions” valid as from the 1/02/2006.

6.4.Contracts

Two contracts are anticipated:

Service Contract for Construction Supervision.  
Estimated value of contract: **0.500 MEUR**.

Works Contract for Construction Works.  
Estimated value of contract: **5.500 MEUR**.
7. Implementation Schedule

**Construction Works**

<table>
<thead>
<tr>
<th>Start of tendering</th>
<th>Start of project activity</th>
<th>Project Completion</th>
</tr>
</thead>
</table>

**Supervision Services**

<table>
<thead>
<tr>
<th>Start of tendering</th>
<th>Start of project activity</th>
<th>Project Completion</th>
</tr>
</thead>
<tbody>
<tr>
<td>APRIL 2007</td>
<td>FEBRUARY 2008</td>
<td>MARCH 2010- CONSTRUCTION JULY 2011 – END OF CONTRACT</td>
</tr>
</tbody>
</table>

8. Equal Opportunity

The project implementation procedures will ensure that the project brings benefits to men and women and to ethnic groups in equal measure. Special attention will be paid to guarantee that women and members of ethnic groups are included in the project activities.

9. Environment

Environmental screening as well as Environmental Impact Assessment Report is not envisaged. The road section will be rehabilitated and consequently no Environmental Impact Assessment is necessary.

10. Rates of return

The socio-economic analysis shows project benefit from the sections to be rehabilitated about 18% IRR.

This socio-economic analysis is based on the typical “Methodology for determination of the feasibility of repair works design for Bulgarian roads” from 1993 of the Central Laboratory of Roads and Bridges.

11. Investment criteria

11.1 Catalytic Effect

Without PHARE assistance the project will not be implemented in the near future, because of lack of funds. Thus EU Phare funds are appearing as the economic assistance to the country and will mobilise economy during Pre-Accession period achieving better socio-economic effect.

11.2 Co-financing

The project will be co-financed by the Bulgarian National Budget through the National Fund Directorate in the Ministry of Finance who will provide a minimum of 25% of the total eligible project costs. The PHARE contribution will finance up to 75% of the total eligible costs of the project.
11.3 Additionality

No other financing sources from the private sector or from IFIs will be available for financing of the project.

11.4 Project readiness and Size

The Detailed Design will be prepared till the end of year 2006 through the PHARE CBC Project Preparation Facility; FM 2003 BG/TR. The implementation of the project can start according to the implementation chart (Annex 2).

Land acquisition for the section to be rehabilitated is not required. The project complies with minimum project size requirements.

11.5 Sustainability

The project will facilitate the increased traffic flows and thus will foster economic cooperation and sustainable development of the region. No adverse effects on the environment resulting from construction activities are expected.

11.6 Compliance with the state aids provisions

The project complies with the state aids provisions.

12. Conditionality and sequencing

In case the total cost of the project exceeds the amount envisaged in the project fiche the shortfall will be covered by additional national co-financing.

In order to minimize consequent delays REA will ensure design compatibility prior to contract conclusion. Designers’ superintendence will be provided on site and financed by REA if design problems arise during construction.

**ANNEXES TO PROJECT FICHE**

1. Logframe in standard format (compulsory) for each project - *see Annex 6 of this Guide for guidance* – plus (optional) sector monitoring sheet for sector programmes

2. Detailed implementation chart (compulsory for year 1, optional for future years)

3. Contracting and disbursement schedule, by quarter, for full duration of project (including disbursement period) (compulsory for year 1)

4. For all projects: reference list of feasibility/pre-feasibility studies, in-depth ex ante evaluations or other forms of preparatory work. For all investment projects, the executive summaries of economic and financial appraisals, environmental impact assessments, etc, should be attached (compulsory)

5. Map of the project proposal
# Annex 1 – Logical framework matrix in standard format

## Rehabilitation of Road I-7 Yambol-Elhovo, from km 265.000 to km 300.200

<table>
<thead>
<tr>
<th>Overall Objective</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Information</th>
</tr>
</thead>
</table>
| • Facilitation of cross-border co-operation between Bulgaria and Turkey by improving the communication infrastructure and promotion of local and regional cohesion in the border regions. | • Commerce between Bulgaria and Turkey  
• Gross Regional Product | • Trade statistics  
• Regional GDP statistics  
• Measurements by Central Laboratory, road network statistics |

<table>
<thead>
<tr>
<th>Project Purpose</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Information</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| • Improving of road transport conditions along Road I-7 Yambol-Elhovo and thus facilitating the heavy traffic flow between Bulgaria and Turkey through the new Border Crossing at Lessovo. | • 25% increase of traffic crossing the border till 2010.  
• Reduction of travel time along road I-7  
• Reduction of accidents on the road section | • Traffic surveys carried out by the Central Laboratory of Roads and Bridges.  
• Police road accidents statistics | • Economic growth in other sectors  
• Commitment of the recipients to fulfil their obligations. |

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Information</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| • 35 km rehabilitated road section along I-7 from Yambol to Elhovo. | • Improved technical characteristics and parameters of the road section  
• Bearing capacity of the road – 11,5 ton/axis and 250-260 MPa. | • Measurements by CRBL (Central Roads’ and Bridges’ Laboratory) Studies;  
• REA studies and reports | • Most of constructions works does not exceed cost estimates and no major contingency during construction  
• Adherence to work schedules, construction standards and rules. |
<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Sources of Information</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| **Construction Supervision Services**  
- preparation of Tender Dossier;  
- tender procedure;  
- contract monitoring and management during project implementation. | **Tender documents available, incl. Technical Specification for construction.**  
- Availability of funds to cover Engineer’s and Contractor’s costs.  
- Phare: 4,500 MEUR  
- National co-financing: 1,500 MEURO inputs from MRDPW and REA | **Tender Evaluation Reports**  
**Progress Reports**  
**Project Final Report** | **Continuity of staff and policy in MRDPW and REA enabling implementation of the project without delays.**  
**Construction company has sufficient capacity**  
**No significant unforeseen technical or construction problems.** |
| **Construction Works**  
- preparation of Tender Dossier;  
- tender procedure;  
- contract monitoring and management during project implementation;  
- rehabilitation of 35 km of Road I-7;  
- taking-over of the works. | | | |
| **Publicity Action Plan**  
- The Contractor will be required to propose and carry out a Publicity Action Plan. The plan will promote the project and EU contribution in the local and national media. | | | |


<table>
<thead>
<tr>
<th>Components</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
</table>

D = Design/Tender preparation  
C = Contracting  
I = Implementation/works  
T = Tender procedure
## Annex 3 – Contracting and disbursement schedule by quarter

### Project: Rehabilitation of Road I-7 Yambol - Elhovo, from km 265.000 to km 300.200

**Cumulative contracting schedule by quarter in MEUR (planned)**

<table>
<thead>
<tr>
<th>Components</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
<th>Total Allocation</th>
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<tr>
<td></td>
<td>Q1</td>
<td>Q2</td>
<td>Q3</td>
<td>Q4</td>
<td>Q1</td>
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<td><strong>PHARE contribution</strong></td>
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<td>0.380</td>
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<td>4.120</td>
<td>4.120</td>
<td>4.120</td>
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<tr>
<td><strong>National contribution</strong></td>
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**Cumulative disbursement schedule by quarter in MEUR (planned)**

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<td>Q2</td>
<td>Q3</td>
<td>Q4</td>
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<tr>
<td>1. Supervision Services (NF)</td>
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<tr>
<td>2. Construction Works (NF)</td>
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<td>1. Supervision Services (NF)</td>
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<td>2. Construction Works (NF)</td>
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<td>3,128</td>
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Annex 4 - Reference to feasibility /pre-feasibility studies
The Project is not supported by Pre-Feasibility Study (see Item 10).