PHARE 2003

STANDARD SUMMARY PROJECT FICHE

1. Basic Information

1.1 Cris number: PHARE 2003/005-778.03
1.2 Title: Technical Assistance for Multi Annual Programming and Implementation of future cross border neighbourhood programmes with Serbia & Montenegro (SeM), Ukraine (UA) and Moldova (MOL)
1.3 Sector: AA
1.4 Location: Romania: north-east, east, south-west and west Regions
1.5 Beneficiary: Ministry of European Integration (MEI), Romania – CBC Directorate

2. Objectives

2.1 Overall objectives

• to help the border regions to overcome specific development problems resulting from their relative isolation in the framework of national economies; and
• to establish and develop co-operative networks on both sides of the border.

2.2 Purpose of the project

Strengthening the capacity of the relevant authorities to prepare a pipeline of mature projects in both infrastructure and environmental sectors and any other identified field under the JPD to be proposed for future Phare CBC/Neighbourhood programmes

2.3 Accession Partnership and NPAA priority

NPAA (Medium-term priority):
• Promotion of cross-border co-operation

2.4 Contribution to the National Development Plan

NA

2.5 Cross-border Impact

The project will promote cross border co-operation with Serbia & Montenegro, Ukraine and Moldova. Special attention will be given to the preparation of truly joint projects and to projects with a strong cross-border co-operation character. Projects will be identified and will be prepared in close co-operation with the regional and local authorities in the border areas.

3. Description

3.1 Background and justification

Phare CBC programmes have been designed to prepare Candidate Countries for future participation to INTERREG III A programmes. So far, CBC programmes have only been implemented at Romanian-Bulgarian and Romanian-Hungarian borders. Experience proved that it takes long to develop real cross-border projects
and to give the opportunity to all local stakeholders to actively collaborate to the identification, selection and implementation of these programmes.

In the context of the forthcoming extension of the Phare CBC Regulation to cover the external borders of Romania as of 2004, and taking into account the Communication “Paving the way for a New Neighbourhood Instrument”, in order to prepare for the implementation of Phare CBC programmes (Neighbourhood programmes) at external borders and not to deepen the gap between Member States / Candidate Countries and other neighbouring countries, Romanian authorities want to implement this project to prepare future cross-border co-operation programmes with their neighbouring non-candidate countries, namely Serbia & Montenegro, Moldova and Ukraine.

Given difficulties linked to limited administrative capacities of concerned countries, to different procedures existing in order to attract EU funding to these cross-border initiatives (PHARE for Romania, CARDS for Serbia & Montenegro and TACIS CBC for Moldova and Ukraine), additional preparation efforts are needed.

The Phare CBC Implementing Authority within the Ministry of European Integration (MOEI) which is responsible, at central level, for the overall co-ordination for the Phare CBC Programmes in Romania, will also be responsible for future programmes at “external borders” with Serbia & Montenegro, Moldova and Ukraine.

3.2 Linked activities:

Past activities on the RO/MOL and RO/UA borders were financed through the Credo Programme. Financed by the European Union’s Phare Programme, the Credo Programme 1997-2000 was launched as a multi-country grant scheme for cross-border co-operation between CEC-CEC (central & eastern European countries) border regions and CEC - NIS (New Independent States) border regions. All together the programme covered 36 border regions in 12 countries.

Areas of co-operation include: Economic development, socio-cultural co-operation, Urban and regional services, Human resources, Environment and energy, Local and regional government development

In Romania two Secretariats (NGO organisations) were established at the border of Romania with Moldova and Ukraine in order to implement Phare CBC Credo Programme (Main Round) and to coordinate in all its respect projects’ management.

The Credo Programme has not only been a project support action, but also a training action with the aim of establishing and qualifying local organisations in the border areas to become better in generating, selecting and implementing cross-border co-operation projects. For this reason the following specific structure was applied:

- National Credo Co-ordinators from central government were appointed in all countries;
- Regional Border Committees were established locally to evaluate and select projects;
- Local organisations were contracted to perform secretarial and supervising functions.

3.3 Results

- One joint programming document 2004-2006 (Neighbourhood Programme) for each of the three borders (RO/SeM; RO/MOL; RO/UA)
- Definition of adequate procedures to manage future programmes (including proposals for adapting existing procedures followed for CBC programmes to other community tools constrains: Cards, Tacis)
- Definition of adequate procedures for managing the Joint Small Project Funds
- Identification and preparation of a first set of projects (including feasibility studies, project fiches etc).

3.4 Activities
The project will provide direct support to the Phare CBC Directorate in the Ministry of European Integration (MEI), local authorities, future beneficiaries and other relevant bodies concerned by future Phare CBC / Neighbourhood programmes.

The Technical Assistance will provide support to the Phare CBC Directorate for:

1. **Preparing a Joint Programming Document (JPD) / Neighbourhood programme 2004-2006 for each of the three borders:**

   This document will be prepared using the format used for CBC programmes, according to the Guidance the Commission will provide concerning the Neighbourhood programmes. It will be fully in line with the CBC regulation requirements (including eligible activities).

   For each border, a Steering Committee will be put in place with members of the two concerned countries. On the RO side, the CBC Directorate of the MEI will ensure the secretariat of this Steering Committee with the assistance of the TA. The Steering Committee will include representatives of local stakeholders.

   The JPD will analyse strengths and weaknesses of the regions and will identify joint cross-border priorities and measures that may be addressed during the period 2004-2006. Highest priority should be given to the identification of measures that may be quickly implemented to have a maximal impact in the short term and then may gain high support from local stakeholders.

   TA will have to promote intense consultation with local stakeholders to ensure ownership of the JPD.

2. **Information of local beneficiaries on both side of concerned borders**

   The TA will be responsible for organising, under the responsibility of MEI, local workshops for beneficiaries to raise awareness on the programme, its specificity, eligible activities, project identification, preparation and approval procedures. Additional information activities will be carried out if needed (leaflets,…).

3. **Setting up procedures to manage the future programmes (including proposals for adapting existing procedures followed for CBC programmes to other community tools constrains: Cards, Tacis) in line with the guidance the Commission will provide concerning the Neighbourhood programmes.**

   The TA will assist the CBC Directorate of the MEI to define an implementation strategy for those future programmes (drafting guidelines and procedures; training programmes for staff of key local/regional institutions to be involved). Given constraints imposed by Cards and Tacis rules, the TA will try to develop simple procedures to the greatest possible extent to avoid duplications.

   The TA will also assist the CBC Directorate in defining the procedures for managing Joint Small Project Funds. To the greatest possible extent it will try to harmonise procedures with those used in Ukraine, Moldova and Serbia for similar type of projects.

   TA will also prepare information documents on cross border co-operation issues related to each border regions and will provide material for local relevant bodies and central administration to get them familiar with all matters on CBC.

4. **Training of local staff**

   The TA will assist the MEI in identifying training needs of local/regional institutions involved in the implementation of the future programmes (including JSPF): preparation of business plans, cost benefit analysis and any other matters related to the identification, preparation and implementation of projects.
A special manual will be also prepared and provided for central and local authorities. Documents for periodical information presentation in the concerned areas, to be performed by representatives of MEI, will be also provided.

5. Project preparation facility

The TA will assist the CBC Directorate in order to identify project proposals, to assess them (eligibility, cost/benefit analysis,...) and to rank them. The TA will provide assistance to beneficiaries for project preparation (completion of feasibility studies; technical design; environmental impact assessment; preparation of project fiches; tender dossiers...).
The objective is to prepare a mature pipeline of projects (minimum 8) in the fields of Justice and Home Affairs/ Border Management, Transport, Economic Development and Environment for future Phare CBC/Neighbourhood Programmes.

3.5 Lessons learned

The Interim Evaluation Report of EMS no. R/RO/ CBC/03037, issued in July 31, 2003, identifies the strengths and weaknesses concerning the CBC programmes carried out in a large and diverse range of programmes and projects, including RO-0102.04 and RO-0002.04.02 - Assistance for the Multi-annual Strategy and RO-2002/000-625.05 – PPF

The report reveals as main findings related to these projects implementation:

- the lack of staff within the CBC Directorate, which restricts the absorption and dissemination of expertise.
- The delays in contract signature, which caused significantly delays in project implementation

Lately, following the restructuring of the ministries, the staff involved in CBC programs becomes significant larger and as a consequence the capacity of absorption and dissemination of the expertise is growing.

From the date the Memorandum of Financing is signed, the course of many activities could be changed and consequently the tasks of the TA. Thus, the CBC Directorate considers that it is better to contract the TA in the shorter possible time. Taking into account the relatively small funds required for TA, as well as the above comments, it was found that the most appropriate type of contracting is the FWC, as a less time consuming and simplified acquisition procedures.

Considering the previous experience the CBC Directorate considers that the TA is to be used for JSPF projects, grant scheme systems and environmental assessment programming documents.

Also in the TA for the best overall coordination are to be used as long term experts foreign experts and for the specific activities (infrastructure, environment, etc.) the efficient way is to use, as short term experts, local experts both from Romania and the counterpart, having in view the better knowledge about the national/local legislation, reglementations, rules, procedures.

4. Institutional Framework

The main institution involved in the implementation process of the project is the MINISTRY OF EUROPEAN INTEGRATION (MEI) through the CBC Directorate which also will coordinate all activities related to the implementation of the contract

- **Beneficiary Institution** – Ministry of European Integration (MEI) , Romania
- **Contracting Authority** - Ministry of European Integration (MEI) , Romania.
5. Detailed Budget

<table>
<thead>
<tr>
<th>Component/Sub-Project</th>
<th>Phare Support (in MEURO)</th>
<th>Investment Support (I)</th>
<th>Institution Building (IB)</th>
<th>Total Phare (I+IB)</th>
<th>National Co-financing</th>
<th>IFI</th>
<th>TOTAL</th>
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<tr>
<td>1&amp;2. Preparation of Joint Programming Documents for RO/SeM, RO/MOL and RO/UA borders and information of local beneficiaries</td>
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<td>450.000</td>
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<td>3 to 5. TA for the identification / preparation / implementation of projects to be financed in the future CBC/Neighbourhood programmes</td>
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6. Implementation Arrangements

6.1. Implementing Agency

The Implementing Agency will be the Ministry of European Integration (MEI), through its Cross Border Co-operation Directorate, which will retain overall responsibility for the implementation of the programme, including: approval of tender documents, evaluation criteria, evaluation of offers, signature of contracts, authorisation of invoices. The Payments Directorate within the same ministry will make the payments of invoices.

The CBC Directorate will support the beneficiaries in their activities concerning the preparation of tender dossiers and related documents.

6.2. Twinning Arrangement

Not Applicable

6.3. Non standard aspects

There are no non-standard contracts or tender procedures envisaged within this project. “The Practical Guide to Contract Procedures financed from the General Budget for the European Communities in the context of external actions” will be strictly followed.

6.4 Contract

Three framework contracts will be concluded for completing activities foreseen under components 1 and 2. One contract will be signed for each border that will cover JPD preparation and information of local stakeholders. The total budget for the three contracts is 0,450 M€
One Service Contract will be concluded to perform activities foreseen under components 3 to 5 (Phare budget: 0.900 M€)

7. Implementation Schedule

7.1 Start of tendering/call for proposals

Terms of Reference for components 1&2 will be ready by end September 2003. For components 3 to 5, corresponding TORs should be prepared by November 2003.

Announcement (Contract Forecast) for tender launched will be in accordance with the requirements of “The Practical Guide to Contract Procedures financed from the General Budget of the European Communities in the context of external actions”

7.2 Start of project activity
January 2004

7.3 Project completion
August 2005

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 ensure that women and members of ethnic groups are included in the projects activities.

9. Environment

Not Applicable

10. Rates of return

Not Applicable

11. Investment criteria

Not Applicable

12. Conditionality and sequencing
The Ministry of European Integration undertakes to finance any additional costs, which may arise in order to ensure timely completion and implementation of this project.

Annexes to project Fiche

1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period)
## ANNEX 1 – LOGFRAME PLANNING MATRIX

Technical Assistance for Multi Annual Programming and Implementation of future cross border/Neighbourhood programmes with Serbia & Montenegro (SeM), Ukraine (UA) and Moldova (MOL)

<table>
<thead>
<tr>
<th>Wider Objectives</th>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
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</thead>
</table>
| The Technical Assistance will support the preparation of projects within the future Phare CBC/Neighbourhood programmes and as a consequence it will promote the key objectives of the Phare CBC Programme, namely:  
  - to help the border regions to overcome specific development problems resulting from their relative isolation in the framework of national economies; and  
  - to establish and develop co-operative networks on both sides of the border. |  
  - Increased Romanian and foreign investment in the region  
  - Improvement of the bilateral relations between Romania, Serbia & Montenegro, Ukraine and Moldova |  
  - Government and international statistics  
  - Protocols of co-operation signed between the two countries  
  - Reports from local authorities and NGOs |

Contracting period expires: 30 November 2005

Disbursement period expires: 30 November 2006

Total Budget: 1.35 Meuro
### Purpose of the Project

Strengthening the capacity of the relevant authorities to prepare a pipeline of mature projects in both infrastructure and environmental sectors and any other identified field under the JPD to be proposed for future Phare CBC/Neighbourhood programmes

### Indicators of Achievement

- Minimum 20% increase of the number of experts within the Romanian authorities able to prepare new projects
- Well prepared Financing Proposals for future programmes including mature projects ready to start implementation after signing of the relevant Financing Memoranda as of 2005.

### Sources of Information

- Monitoring and assessment reports;
- reports of the Phare IA (RO);
- Programme evaluation

### Assumptions and Risks

- Efficient programme management (implementation, monitoring assessment);
- Continued commitment of the Government towards the priorities of the programme and regional development;
- availability of qualified staff and institutional support;
- sustained interest of the border region population in development and co-operation.

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<table>
<thead>
<tr>
<th>Purpose of the Project</th>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
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<th>Results of Project</th>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
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<tr>
<td>1. One joint programming document 2004-2006 (Neighbourhood Programme) for each of the three borders (RO/SeM; RO/MOL; RO/UA)</td>
<td>- Minimum 8 mature projects for Justice and Home Affairs/ Border Management, Transport, Economic Development and Environment for Phare CBC/ Neighbourhood Programmes prepared under the TA.</td>
<td>- CBC IA reports; project completion reports; monitoring and assessment reports; Financing proposals</td>
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<td>2. Procedures to manage future programmes (including proposals for adapting existing procedures followed for CBC programmes to other community tools constrains: Cards, Tacis)</td>
<td>- Joint programing documents for each of the three borders</td>
<td>- Availability of adequate funds through the next Phare CBC Programmes to finance the prepared projects</td>
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<tr>
<td>3. Procedures for managing the Joint Small Project Funds</td>
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<td>- Availability of co-financing for the prepared projects from the Serbian, Ukrainian and Moldovian authorities</td>
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<tr>
<td>4. Identification and preparation of a first set of projects (including feasibility studies, project fiches etc).</td>
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Annex 1: Logframe Matrix for project “Technical Assistance for Multi Annual Programming and Implementation of future cross border programmes”

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<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Sources</th>
<th>Assumptions and Risks</th>
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</table>
| TA will provide support to the Phare CBC Directorate for:  
1.1 Preparation of three Joint Programming Document /Neighbourhood programme 2004-2006 for each of the three borders  
1.2 Information of local beneficiaries on both side of concerned borders to raise awarness on the programme (eligible activities, project identification and preparation etc.)  
2.1, 3.1 Setting up procedures to manage the future programmes (including proposals for adapting existing procedures followed for Cards CBC and Tacis CBC), as well as defining procedures for managing Joint Small Project Funds  
1.3, 2.2, 3.2 Identifying training needs of local staff involved in the implementation of future programmes, including JSPF  
4.1 Identifying and assessing project proposals  
4.2 Assistance to beneficiaries for project preparation:  
• feasibility studies  
• detailed designs of investment projects  
• tender dossiers, including technical specifications, terms of reference, procurement plans and other relevant documents  
• environmental impact assessments | • Analysing strenghts and weaknesses of theregions  
• Identifying joint cross-border priorities and measures for 2004-2006  
• Establishing the Steering Committees for each of the three borders, with a secretariat ensured by CBC Directorate of MIE.  
• Local workshops for beneficiaries  
• Drafting guidelines and procedures; training programmes for staff of key local/regional institution to be involved | • reports issued by MEI and consultants  
• MEI bank statements | • Well functioning co-operation and co-ordination between Romanian, Serbian, Ukrainian and Moldovian Authorities;  
• Continuity of staff and policy in MEI and other involved institutions enabling preparation and implementation of the projects without delays.  
• Availability of necessary information to prepare good quality documents for the preparation of the projects |

• Adequate team of consultants to provide short-term technical assistance, during two calendar years, in order to support the Phare CBC IA within the Ministry of European Integration for the Phare CBC/Neighbourhood programmes between  
• reports issued by MEI and consultants  
• MEI bank statements  
• Well functioning co-operation and co-ordination between Romanian, Serbian, Ukrainian and Moldovian Authorities;  
• Continuity of staff and policy in MEI and other involved institutions enabling preparation and implementation of the projects without delays.  
• Availability of necessary information to prepare good quality documents for the preparation of the projects |
• revision of the JSPF documents.

<table>
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<tr>
<th>Romeia and Serbia &amp; Montenegro, Ukraine and Moldova programmes. This assistance is referring to all the activities related to the Phare CBC projects life cycle (identification, programming, contracting, implementation, etc), including revision of the JSPF documents.</th>
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## Annex 2 – Detailed implementation chart

**Project title:** Technical Assistance for Multi Annual Programming and Implementation of future cross border programmes/ neighbourhood with Serbia & Montenegro (SeM), Ukraine (UA) and Moldova (MOL)

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<td>1&amp;2. Preparation of Joint Programming Documents for RO/SeM, RO/MOL and RO/UA borders and information of local beneficiaries</td>
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<td>3 to 5. TA for the identification / preparation / implementation of future CBC/Neighbourhood programmes</td>
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**Legend:**
- T: Tender Procedures
- C: Contracting
- I: Implementation
### Annex 3 – Contracting and disbursement schedule by quarter

**Project title:** Technical Assistance for Multi Annual Programming and Implementation of future cross border programmes/ neighbourhood with Serbia & Montenegro (SeM), Ukraine (UA) and Moldova (MOL)

#### Cumulative contracting schedule by quarter in Meuro (planned)

<table>
<thead>
<tr>
<th>Components</th>
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<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>Total Phare Allocation</th>
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<td>IV</td>
<td>I</td>
<td>II</td>
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<td>and RO/UA borders and information of local beneficiaries</td>
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<td>3 to 5. TA for the identification / preparation / implementation of future</td>
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<td>CBC/Neighbourhood programmes</td>
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#### Cumulative disbursement schedule by quarter in Meuro (planned)

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<tr>
<th>Components</th>
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<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>Total Phare Allocation</th>
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<td>IV</td>
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<td>II</td>
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<td>1&amp;2. Preparation of Joint Programming Documents for RO/SeM, RO/MOL</td>
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<td>and RO/UA borders and information of local beneficiaries</td>
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<td>3 to 5. TA for the identification / preparation / implementation of future</td>
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