PHARE 2003
STANDARD SUMMARY PROJECT FICHE

1. Basic information
1.1 – CRIS Number: PHARE 2003/005-551.01.04
1.2 – Title: Support to the reform of the system of the protection of the persons with disabilities
1.3 – Sector: 
1.4 – Location: Bucharest, Romania

2. Objectives

2.1 – Overall objective(s):
Reform of the system of the protection of the persons with handicap through implementation of the National Strategy concerning the special protection and the social integration of the persons with handicap.

2.2 Project purpose:
Component I: Institutional Reform - Grant Scheme
- Restructuring/closing down the large state-run institutions in order to decrease their capacity/close them down and increase the quality of life of the institutionalized persons.
- Diversifying and developing the existing/new alternative community-based services offered to the persons with handicap.

Component II: Institution Building
- Technical Assistance to the NAPH for Grant Scheme management.
- Public awareness Campaign on:
  - making aware the persons with handicap and their families of how and where to find information about their rights and the services they can access, in order to help raise their self-awareness;
  - fighting discrimination and stigmatization.

2.3 – Accession Partnership and NPAA priority
Within the Accession Partnership, one of the political criteria refers to "guarantee adequate budgetary provisions" for the implementation of the national strategy regarding the special protection of the persons with handicap.

Short-term priorities NPAA
- Identification of the needed alternative community-based services.
- Completion of the legal framework for effective implementation of the reform.
- Support the local authorities to take over the management of the services in the process of decentralization.
- Training the specialists of NAPH in managing programs, grant-assisted projects, and communication.

Medium- and long-term priorities NPAA
- Restructuring the large state-run institutions in order to improve the quality of life for the persons in institution.
- Creation of new alternative community-based services for the persons with handicap, in accordance with the new standards of quality.
- Continuing the elaboration of the standards of quality for the alternative services (other than residential).
Change the weight of the protection and of the intervention from the institution to family environment, with the needed family support.
Development of policies aiming at social integration and employment of the persons with handicap.
Promotion of a public awareness campaign to make aware the target public of the where to find information and what services they can access, and to fight discrimination and stigmatization.
Elaboration of regulations concerning the equal opportunities for the persons with handicap.

2.4 – Contribution to National Development Plan
Not applicable

2.5 – Cross Border Impact
Not applicable

3. Description

3.1 – Background and justification

Residential institutions
The institutions under the former NAPH/STIPH authority vary in size from about 50 to 500 people. Almost all institutions have a rather diverse composition of residents: persons with a social disability, psychiatric patients, chronically ill (Korsakov), AIDS patients, and elderly. The main reasons for institutionalization are very often connected with poverty.

The living situation of the residents in the institutions varies from modest or good (small, cozy rooms, a limited number of people per room and room for privacy) to very bad (huge dormitories or small rooms cramped with beds, people and cupboards). The absence of privacy was the most striking shortcoming in all institutions. Many of these aspects could and therefore should be improved without delay.

Many of the institutions visited have one or more workshops. In some cases as a form of useful and adequate occupational therapy, sometimes as a first step to re-integration into society. Institutions that have therapeutically trained staff or social workers do have demonstrable better results regarding re-integration. A change in the composition of staff, combined with a re-training program might lead to a substantial improvement.

According to estimates the number of persons who could live at home or in supported housing, if local services were available, vary from 10% to 70%, depending on the type of institution and the type of disability. However, there are also institutions that have lists with several dozens of persons still waiting for admittance.

The deinstitutionalization process is greatly hampered by the absence of alternative supporting services, e.g. day-care centers, protected homes, home care facilities and such. Institutions claim that they do not have enough staff to set up home help services by themselves.

Tradition of the institution (often shown in the attitude of management and staff), leadership (e.g. not focused on innovation) and weak relations with the surrounding society are strong barriers in the process of change. Independent evaluation can be useful to determine if management and staff are achieving goals and results.

A Grant Scheme as part of an inter-linked series of activities will support the efforts of the NAPH to reform the system of protection of the persons with handicap. Community-based services promoted through the Phare 2003 Program will provide support, counseling, and education to families of the persons with handicap at-risk and in need. This will help raise self-awareness and contribute to poverty alleviation. Mechanisms to prevent abandonment and promote de-institutionalization of the persons with handicap promoted through the Phare 2003 Program will contribute to maintaining/reintegrating the persons with handicap into the social structure of the community. This will help them to become productive members of society in the future, contributing both to poverty alleviation and human capital development.
Local infrastructure

Group homes, day care centers, respite care projects and other kinds of innovative projects have been developed here and there and are still increasing. Clear-cut ‘models’ are hard to find, but there are some good practices. Rather interesting is the relatively large number of home help initiatives. Day centers for adult persons with disabilities however are much rarer and completely absent in many places.

However, many of these projects are very vulnerable and often isolated. They depend on the personal power of pioneers, the aid of foreign sponsors for a limited period of time and thus face the uncertainty of sufficient resources in the future.

Co-ordination of NGOs’ activities with the municipal or/and county policy for persons with disabilities is poor, the co-operation between the NGOs is rather fragmented also and there is hardly any proper support for NGOs.

An exceptional position is held by the associations for the deaf and for the blind. These organizations date from before the revolution of 1989 and although less so than in the past, they still have an extended circuit of supporting facilities for their members.

Based on the Law no. 705/2001 concerning the national system of social assistance, the County Councils and the General council of Bucharest Municipality organized, as public services, Social Assistance Public Services (SAPS) that ensure, at territorial level, the implementation of the social assistance policies in the domains of: child welfare, family, lonely persons, aged persons, persons with handicap, as well as any person in need.

The framework Regulations for the organization and Functioning of the SAPS has been approved through the Governmental Decision no. 90/January 23, 2003.

According to the provisions of the Law 705/2001, the County Councils and the General Council of Bucharest Municipality have, among other, the following attributions in the social assistance field:

a) approve the county plan of social assistance for developing local strategies of intervention to support the persons in need;
b) establish the means necessary to resolve the social emergencies at county level and, where lack of resources, at local level;
c) approve the creation, financing or co-financing of the public institutions for social assistance and evaluate the activities they deploy;
d) collaborate with SAPS for the implementation of the strategies in the field of the social assistance;
e) conclude partnership agreements with representatives of the civil society involved in running social assistance programs.

The Local Councils of the municipalities, towns and sectors of Bucharest organized, as public services, social assistance compartments, with the following main attributions:

a) ensure the identification of the social problems of the domain of the social assistance and solutions for them, in accordance with the laws in force;
b) manage and administrate the funds allocated for the social assistance;
c) organize and financially sustain the system of the social assistance services;
d) organize social assistance services depending on the local requirements;
e) allow spaces, financial and logistic means to sustain the carrying out of the activities of social assistance.

The SPPS’ functions are:

- **strategy** – elaborate the social assistance plans to prevent and fight social marginalization and the anti-poverty action programs;
- **coordination** – take measure for the development of intervention strategies to support the persons in need and prevent the situations of marginalization and social exclusion at county and Bucharest level;
- **administration** of the funds at their disposal;
- **collaboration** with the deconcentrated services of the ministries and institutions with responsibilities in the social assistance, as well as with the representatives of the civil society involved in running social assistance programs;
execution – through ensuring the human, material and financial means necessary to implement the strategies related to anti-poverty actions, prevention and fighting the social marginalization, as well as resolving the individual and collective social emergencies at county and Bucharest level; 
representation – representing the County Council, respectively the General Council of Bucharest Municipality, in the social assistance domain, internally and externally.

In exercising their attributions, SAPS deploy activities in:

A – the child welfare domain:

- identification of the problems and measures to resolve them;
- observance/monitoring of the children's rights;
- family integration/reintegration of the institutionalised children;
- development/creation of community-based alternative services;
- material and financial support to maintain the child in its family;
- educative/instruction measures;
- counselling and information;
- identification of the children/families at risk and early intervention;
- etc.

B – the domain of the adult person:

- evaluation of the socio-economic situation and identification of the needs;
- identification of the persons/families at risk and early intervention;
- social and family integration/reintegration;
- elaboration of individual intervention plans;
- observance of the rights to social assistance;
- ensure the prevention and fighting the marginalization and social exclusion;
- material and financial support, including services at home and personal assistant;
- support the activities of the sheltered units for the persons with handicap;
- ensure the achievement of the accessibilities for the persons with handicap;
- sustain – technically and financially – the social assistance activities, including the social services offered at home or in institutions;
- etc.

C – the domain of public or private social assistance institutions:

- create and organize the social assistance institutions, according to the identified needs;
- finance/co-finance the social assistance institutions;
- ensure the technical, material and human resources necessary to the well functioning of the social assistance institutions, according to the approved standards of quality;
- evaluate and monitor the activities of the social assistance institutions;
- develop and diversify, by themselves or in partnership with NGOs, the services offered within the social assistance institutions to improve the quality of life of the persons with handicap;
- etc.

D – domain of the social assistance institutions’ financing:

- elaborate and substantiate the budget proposal for the financing of the social assistance measures;
- prepare the necessary documents for setting up the social assistance services to be performed;
- ensure the payment of the financial rights of the beneficiaries of social assistance, according to the law;
- etc.

Persons with disabilities

The definition of being disabled used in Romania is a rather broad one. To become recognized as a person with disabilities one should face the County Medical Expertise Commission (MEC). Once recognized the former STIPH will then issue a ‘certificate’ that entitles the person with disabilities to
obtain specific support. The criteria on which the certificates are issued seem rather vague and can easily be manipulated.

Persons with disabilities who possess a grade 1 certificate and who are not living in an institution (122,500 persons do in Romania) have the right to opt for a so-called Personal Assistant (PA). Most of the time the PA is a family member or relative and thus the allowance is part of the family income rather than a separate title of support.

An important finding is that the necessary qualifications of the Personal Assistant have not yet been well defined.

There are no particular programs for ‘early intervention’ since children under the age for kindergarten are not the responsibility of the School Inspectorates, nor that of the National Authority for Child Protection and Adoption (NACPA) or NAPH. Starting from the age of three, until they are 18 years of age children with disabilities are in the custody of the NACPA; over 18 years they are under the regulations of the NAPH. The provisions, which both agencies can offer, do not match sufficiently. For the 3 to 5 years-of-age group non-financial support for the child and its (foster) family is missing: educational guidance, therapy, et caetera.

Not all persons with disabilities have been registered by the former STIPH Inspectorates. An unknown number is ‘hidden’ at home.

3.2 – Linked activities:

- The Twinning Light project TL/RO 0106.06 “Finalization of the National Strategy for disabled persons and Elaboration of the Action Plan for the period 2003-2006. Preparation for the implementation of the Action Plan”.
  The results of the project are: an evaluation study of the present situation in the protection of the persons with handicap in Romania; proposals to strengthening the NAPH at central and regional level; the Action Plan.
  The project ended with a National Conference to present the National action Plan for the implementation of the National Strategy (March 6-7, 2003).
- Proposal of a new Twinning Light project “Training of Specialists and Staff of Central and Local Authorities for the Implementation of the National Strategy”.
  The expected results of this project: Instruments created and A-teams trained for the assessment of the persons with handicap and elaboration of individual intervention plans; training of personnel from the County Councils in elaboration of local strategies and action plans.

The results of the two Twinning Light projects are directly linked to the preparation of the implementation of the reform of the system of protection of the persons with handicap in Romania. This will help to identifying the needs: alternative community-based services, policies, legal framework, and take the necessary steps to meet the preconditions for the EU Accession.

3.3 Results:

Component I: Institutional Reform - Grant Scheme

- A number of large state-run institutions (partially) restructured/closed down.
- The existing alternative services strengthened and working in accordance with the new standards of quality.
- Sufficient new community-based alternative services created to take over the beneficiaries from the large state-run institutions restructured/closed down.
- The life conditions of the beneficiaries in the institutions involved in the reform process improved.
- The implementation of the grant-assisted projects monitored and the projects’ objectives reached.

Component II: Institution Building

- The NAPH institutional capacity in performing the reform of the system improved.
- The PIU capacity and expertise in managing programs and grant-assisted projects increased.
- Increased number of persons with handicap and of their families know how and where to find information and what services they can access.
• Self-awareness of the target population raised.
• Number of events held on the theme of fighting the discrimination and the stigmatization of the persons with handicap.

3.4 Activities:

Component I: Institutional Reform - Grant Scheme

This program component will support the Romanian Government, through a grant scheme, to identify, finance, monitor and evaluate a number of projects until end of August 2005 that will target prevention of abandonment and institutionalization of the persons with handicap, de-institutionalization and quality of residential care improvement through alternative community-based services, such as:

- care and support centers
- recuperation and rehabilitation centers
- centers for integration through vocational therapy
- family type supported living
- day care centers
- centers for early intervention
- services for prevention and early intervention
- education and instruction at home for the non-displaceable persons
- services for therapy and recuperation at home
- family type residential services
- any other services aiming at the welfare of the person with handicap together with his/her family.

Projects within this component will include the following types of activities:

• Civil works for the development/creation of alternative community-based services.
• Procurement of equipment and material in order to improve the living condition of persons with handicap.
• Provide initial and on-going training of necessary staff according to the identified needs of local projects being financed within the Program (different types of staff and necessary set of skills required for the projects).

Support for specific projects will be provided in the context of local authorities demonstrating their commitment to development of persons’ with handicap protection services. Budget allocation to sustain the services developed under the Program and prove the sustainability of the services will be a condition for the projects selection.

Eligibility criteria:

• Applicant: County Councils + SAPS;
• Services: according to the National Strategy and Standards of Quality;
• Complementarity: the project must be part of an integrated project, at county/local level, that develops/create groups of complementary services/centers aiming at covering as much as possible of the needs of the persons with handicap;
• Costs: according Phare procedures, min. 20,000 € - max. 250,000€.

Activities:

• Contracting Technical Assistance as PIU support for the management of the grant scheme, through open international tender, according to Phare procedures:
  ➢ call for selection;
  ➢ selection against eligibility and selection criteria to be elaborated;
  ➢ contract awarding.

The TA will assist NAPH with the preparation of the Guidelines for the grant scheme, the launching of the grant scheme, the evaluation and selection of projects and subsequent monitoring.

• Call for project selection: the County Councils and the SAPS are invited to submit projects proposals for:
- restructuring/closing down the large state-run institutions;
- strengthening/developing the existing alternative services;
- the creation of new complementary community-based alternative services.

The invitation is made in at least two newspapers with national distribution, and announced, by correspondence, to the County/Local Councils and Regional Inspectorates.

- Selection of the projects proposals: a commission constituted of specialists of NAPH evaluates, against clear eligibility and selection criteria, the projects proposals submitted for selection.

Projects will be identified through a competitive selection process, based on selection criteria to be elaborated in accordance with the Phare procedures. The projects proposals should be comprehensive and may include: creation of complementary alternative community-based services; redesign and refurbishment of the existing services or (when carefully and fully justified, only for restructuring them and decrease their capacity) of the old residential care facilities. According to each particular situation, the following costs may be included: procurement of goods, administrative costs, training and technical assistance, other costs as local contribution.

The selection process has two phases:
- administrative selection: the administrative selection process supposes to verify if the general eligibility conditions are met and the documentation is complete.
- qualitative selection: qualitative selection refers to the quality of the project drawing up, the good understanding of the mission of the service/center to be created/developed, to the quality of the services offered to the beneficiaries and to cost/effectiveness of the project.

The criteria for the qualitative selection are:

a) Project quality: priority of needs, commitment of the local authorities to the welfare of the persona with handicap, and community involvement (mandatory)
b) Budget and Cost/Effectiveness: costs limit and funding, feasibility, cost-effectiveness of the proposed project, local contribution (mandatory).

- Approval, by NAPH board and EU Commission of the selected projects.

After the selection process, the list with the selected projects is submitted for approval to the NAPH board. The list approved is sent to the EU Commission for analysis and final approval.

Subsequent notification of the winners.

- Conclusion, with the County/Local authorities and SAPS, of agreements for financing, to prove their commitment in implementing the reform and the sustainability of the services created under the Program.

After projects' selection, NAPH and the County/Local Councils whose projects have been selected shall conclude agreements for project implementation financing. These agreements shall stipulate: the parties' obligations, the financial clauses, the budget for each development partner, withdrawal limits by expenditure category, financial contracting terms for the advance payments which can be granted to civil works providers, or of the guarantees, commitment not to use those sums other than for their destination, and other specifications according to the Phare procedures. To become effective, these agreements shall be submitted for approval in the County/Local Council meeting.

- The Project Implementation Unit monitors the implementation of the projects.

During the implementation phase, all Agreements and Phare procedure stipulations shall be monitored by NAPH/PIU, with respect to procurement of works, goods and TA services.

At county/local level:
- bidding procedures;
- contract award to the service suppliers.
The M&E specialist in the NAPH, with the support of the TAs, will develop a program-specific Management Information System (MIS) which will be the major tool for monitoring impacts and performance. The projects and the Program as a whole shall be monitored and evaluated in order to ensure that the objectives of the Program and the OVI are met.

Developing a Monitoring and Evaluation system will be vital for the successful implementation and follow-up of the reform program. For this purpose, Technical Assistants will be appointed during the Program to assist NAPH and PIU staff with the design and implementation of specific monitoring and evaluation systems at central level.

Implementation of the monitoring and evaluation system will allow the NAPH and the local authorities to periodically review and consequently, if needed, make changes to improve the reform process.

The NAPH, assisted by the PIU staff and the TAs, will monitor and coordinate the activities of the Program. The SAPS and community beneficiaries will furnish the NAPH with activity reports in accordance with the Phare procedures.

- Evaluation of the projects developed under the program.

**Evaluations** are independent assessments of the impact and relevance of the project, undertaken by external/internal collaborators. The evaluation is based on a review of existing information, discussions with all parties involved, and impact studies.

The evaluation includes background information on the four phases of each project life cycle.
- assessing whether the contractor has fulfilled the task;
- identifying best practice for the further project completion;
- identifying what resources are required for the future;
- identifying the needs for the improvement/development of the established System of the Protection of the Persons with Handicap

It involves the *collection, analysis and interpretation* of data indicating achievement of project objectives, in contrast to project monitoring, which considers the extent to which project operations follow specification.

**The purpose** of the evaluation is a combination of learning, guidance and control based on an assessment of what has been achieved by the project.

With an appropriate monitoring system and frequent, comprehensive project reviews, there should be no need for detailed historical investigations when the project is evaluated. Rather, the evaluation team should be able to concentrate on the evaluation itself, i.e. to assess the impact and relevance of the project in relation to the objectives, target groups and other affected parties, and in relation to its inputs. An appropriate monitoring system should improve/facilitate decision-making

Through project evaluation, we measure:

- **Effectiveness** (compares output with objective planned output) – success of the project.
- **Efficiency** (compares resource inputs with outputs): costs in money, time, staff resources, and so on, for achieving these objectives.
- **Observation**: a responsible manager attempts to maximize both effectiveness and efficiency through program evaluation because project evaluation, effectiveness and efficiency do not always go together.
- **Economy** (actual costs/planned costs) assesses the scope for elimination of wasteful expenditure.
- **Leverage** (policy inputs/total inputs) assesses the catalytic or stimulating role of policy.
- **Participation** (output/total client base) identifies achievements in relation to estimated scale of potential beneficiary population.
- **Targeting** identifies degree of targeting (target potential client group/the total number of clients served).
- **Sufficiency** assesses provision of services against an estimate of needs.

The project evaluation is: Qualitative and Quantitative and Final or Intermediary
The results of the project evaluation are useful whether they are used for learning purposes, the elaboration of a new project or the improvement/development of project activities (for an intermediate evaluation)

Activities Component II: Institution Building

- Contracting Technical Assistants for Grant Scheme Management

  - The selection and contracting of the technical assistants to support NAPH and PIU in program and grant-assisted projects will follow the Phare procedures and will be made through open international tender.
  - The technical assistants will assist PIU with the preparation of the Guidelines for the Grant Scheme, with the selection of the projects, and in elaborating the Monitoring and Evaluation System for subsequent monitoring and evaluation of the projects run under the Phare 2003 Program.
  - The NAPH/PIU, assisted by the TAs, will oversee the activities of the local public administration and other organizations related to the implementation of the projects in order to ensure: the effective completion of the Program; the observance of the provisions and conditions of the Phare 2003 Program, guidelines and procedures; and the achievement of the goals and objectives of the Program.

- TAs accompany the PIU in all the project activities and make adjustments in the working strategy if needed.

Project monitoring generates information affecting many management decisions. These decisions include whether (e.g.):

  - to reallocate staff to different sub-projects or to different geographical areas within the project;
  - more skilled staff is necessary in a particular area;
  - to increase or decrease staff efforts in particular functions;
  - to ask for an increase in the operational budget for a particular project partner or other potential funding sources;
  - to modify implementation activities in order to realize/improve the project objectives;
  - existing project policies and practices are in compliance with legal requirements, and so on.

PIU has responsibility for these and many other decisions that bear on the quality and quantity of services delivered to the persons with handicap in need of protection, their families and the institutions where they reside:

  - revise and modify the implementation activities where necessary;
  - select, train and supervise staff;
  - devise patterns of staff organization and deployment;
  - manage the financial activities of the project with adequate, established auditing procedures;
  - report to the NAPH and EU Commission regarding project operations and progress and make budget requests on the basis of reliable information about project implementation activities.

Briefly, PIU staff is responsible for reviewing project operations through monitoring procedures and for making decisions based on systematic, reliable, and valid monitoring information.

- Public Awareness Campaign (PAC)

Focused on the target population's awareness/self-awareness and on fighting the discrimination and stigmatization of the persons with handicap, The PAC's objectives include:

  - inventory of existing Information Centers (IC) at county and local level;
  - workshops to prepare the existing IC and the IC to be created to answer as well the questions of the persons with handicap and their family about the rights they have and the services they have access to;
  - TV/radio broadcasting and newsletter articles addressing the discrimination and the stigmatization of the persons with handicap and the fighting against them;
- workshops/seminars with professionals on fighting discrimination and stigmatization of the persons with handicap.

The Public Awareness Campaign shall target the following groups:

- general population;
- persons with handicap and their families;
- groups of professionals MDs, nurses, staff of residential institutions/services, social workers, social assistants, priests, teachers, etc.);
- media professionals.

Targeted groups should be informed and advised on:

- negative effects of institutionalization;
- negative effects of discrimination and stigmatization of the persons with handicap;
- rights of the persons with handicap;
- specialized services for the persons with handicap (residential facilities, alternative services) aiming at keeping the persons with handicap at home;
- how to obtain assistance and services for the target population;
- training and employment of the persons with handicap;
- importance of the accessibilities for the persons with handicap.

The Public Awareness Campaign shall be delivered by existing media on program duration, of no more than two years. It is understood that there is no requirement to develop a sustainable functional structure. This component should be developed and run by people/organization with intimate knowledge of Romanian media and culture and knowledge of international media means.

Activities for the Public Awareness Campaign:

- call for bidding to appoint a firm to design and run the campaign;
- selection of the firm and approval by the NAPH board of the selected firm;
- approval of the selected firm by the EU Commission;
- contract conclusion;
- monitoring and evaluation of the campaign.

3.5 – Lessons learned

The experience of the first Twinning Light project, its conclusions and recommendations were very helpful in the designing the present Fiche.

After completion of the Phare 2003 program, the staff involved in the Program activities, at all levels, will have increased competencies and experience in project design, project management, elaboration of policies in the sector of the special protection of the persons with handicap and in communication.

4. Institutional Framework

National Authority for Persons with Handicap (NAPH)

The role of the NAPH during at least the next four years (2003-2006) will take place in the following framework of public administration:

1. The development of inclusive policy. Until 2006 the responsible sector authorities at national, county and local level, should be prepared for this task. Special arrangements are only allowed in exceptional cases;
2. Decentralization of responsibilities the management and administration of the services and for the local policy for the persons with disabilities.
3. The availability of the budget for the different government levels and the (social) insurances, should be made clear and transparent;
4. The NGOs as service providers and as (self-) advocacy groups are going to play a more substantial role in policy development and implementation.
Implementation of the objectives of the National Strategy and National Action Plan should be a joint effort of the different actors at the national, county and local government level and NGOs, including both service providers and advocacy groups, as organized representatives of involved citizens.

**Crucial tasks**

The national coordination of the implementation is the overall assignment of the adjusted and reinforced NAPH with all the support it can mobilize, but in any case with the support of the adjusted National Institute and the reformed now regionally operating Inspectorates.

The following tasks are crucial in this matter:

1. Developing legislation: new initiatives directly connected with the aims of the National Strategy, changes in other relevant legislation and checking new legislation with an other or more general scope, aiming at harmonizing the Romanian legislation with the EU legislation;
2. Developing strategic policies and implementation in operational plans of action: with sectoral, interdepartmental and integral aspects;
3. Coordinating the implementation of the plans of action, differentiated to the division of responsibilities to the different government levels (decentralization), to the different governmental and non-governmental organizations: stimulating, facilitating, monitoring and evaluation;
4. Budgeting the actual and future running costs and additional investments for new services, training, social plans for redundant personnel and for the implementation of the plans of action like meetings, travel costs et cetera. It is further suggested to develop standards for the running costs of services by defining minimum prices per month per client;
5. Creating clear structures of responsibilities for planning, provision of services, financing and accountancy, and independent quality control or inspection. Incentives should be used in addition to the existing administrative procedures and control;
6. Developing criteria and quality standards for the existing services, the new services for persons with disabilities and for the downsizing or closure of below-standard (>50 residents) residential institutions;
7. Raising public awareness for specific target groups like professionals in the social assistance sector and commercial employers;
8. Creating accessible information and counseling facilities for persons with disabilities and/or their family, to clarify their rights and duties;
9. Developing training for the involved professionals and facilitation of the collection and exchange of 'good practices'.

As shown, the tasks of the NAPH are *conceptual* (inclusive policy, integral approach, involving all policy levels, co-operating with NGOs), **program-oriented** (directing, monitoring, controlling, budgeting, lobbying, et caetera; tasks 1 to 5) and **instrumental** (initiating training, evaluating plans, administering, providing information to third parties, et cetera; tasks 6 to 9).

**The Inspectorates**

According to the Government’s decision (Ordinance 14/2003), tasks of the 42 Inspectorates have been transferred to the Counties and their number has decreased substantially. The newly settled Regional Inspectorates now coincide with the 8 regional administrative regions in Romania.

The main attributions of the Regional Inspectorates are:

- control the way the legislation in force in the field of the special protection of the persons with handicap is respected and apply the penalties foreseen by the law;
- monitor how the policies of the special protection of the persons with handicap are applied;
- verify the accomplishment of the accessibilities by the local authorities of the public administration or by the responsible institutions and apply the penalties foreseen by the law;
- any other attribution established by order of the President of the NAPH.

In the National Authority’s domain of activity, for the problems related to children issues, they collaborate with the National Authority for Child Protection and Adoption.
The National Institute for the Prevention and Fighting the Social Exclusion of the Persons with Handicap (NI)

The National Institute for the Prevention and Fighting the Social Exclusion of the Persons with Handicap appeared also based on the GO no. 14/2003, as public institution – subordinated to the NAPH – through the reorganization of the former institute. In the new situation, the National Institute will be reformed into a broader Institute for Research and Strategy for the Protection of the Persons with Handicap and other groups of persons in need, including children with disabilities under 18. As for the implementation of the NS, this new setting is important, because it will allow the Institute to contribute to a coherent policy concerning the care for the disabled persons in a far more effective way than in the past.

The tasks

Among the tasks of the National Institute are the following:

- to provide state of the art reports of the present situation of persons with disabilities, as well as the needs and the availability of present services;
- to select good and bad practices in Romania;
- to provide guidelines for how to organize new proposals;
- to monitor and evaluate new initiatives;
- to provide the needed information for the NAPH / National Authority and to develop tools, instruments, standards, models, et cetera to support the defined developments.

One might say that the general task of the National Institute should be to develop and implement a knowledge management strategy in coherence with the activities that will be started within the NAP. The strategy should include the developing of models for individual planning systems based on quality of life standards, models on how to prepare and implement coordinated county plans, competency models for staff of Inspectorates and SAPS, training curricula et cetera. Also experiences and good practices regarding newly developed (community based) services should be collected and disseminated.

5. Detailed Budget

<table>
<thead>
<tr>
<th>Phare Support</th>
<th>Investment Support</th>
<th>Institution Building</th>
<th>Total Phare (=I+IB)</th>
<th>National Cofinancing*</th>
<th>IFI*</th>
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<td>6.0</td>
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<td>6.0</td>
<td>2.0</td>
<td>-</td>
<td>8.0</td>
</tr>
<tr>
<td>Technical Assistance</td>
<td>0</td>
<td>1.0</td>
<td>1.0</td>
<td>0</td>
<td>-</td>
<td>1.0</td>
</tr>
<tr>
<td>Public awareness</td>
<td>0</td>
<td>0.5</td>
<td>0.5</td>
<td>0</td>
<td>-</td>
<td>0.5</td>
</tr>
<tr>
<td>Total</td>
<td>6.0</td>
<td>1.5</td>
<td>7.5</td>
<td>2.0</td>
<td>-</td>
<td>9.5</td>
</tr>
</tbody>
</table>

6. Implementation Arrangements

6.1 Implementing Agency

The Implementing Authority for the two components of the Program (Institutional Reform – Grant Scheme and Institution Building) will be the National Authority for the Persons with Handicap.

Contact:

National Authority for the Persons with Handicap

President: Constantin Stoenescu

Address:
6.2 Non-standard aspects

For the creation and development of alternative community-based projects for the persons with handicap, at local level, and the Restructuring of the residential care institutions, projects will be financed through a grant scheme. Only projects of County/Local (of Bucharest) Councils in partnership with their existent services will be eligible to propose projects for financing under the grant scheme.

Costs eligible for financing under the grant scheme may include salaries, and running costs, investments and training costs. The grant scheme will respect the Phare Regulation with regard to the digressivity of financing of operational costs (projects will be designed on the basis of a phasing out of Phare support for salaries and running costs, which will be progressively covered by local public finance within a specified time period).

The grant scheme does not aim at full national coverage, but intends to develop a substantial body of experience of implementation of improved policies in the domain of the protection of the persons with handicap in the counties that demonstrate capacity and willingness to make the necessary efforts.

Projects will be selected and managed under Phare DIS procedures and rules, and in particular, rules for grant schemes, through national call(s) for proposals and transparent and competitive selection procedures.

Clear and precise project selection criteria will be established, including project financial limits (floor and ceiling) which will take into consideration not only the quality and feasibility of project proposals, but also consistency with county strategy. Selection criteria will be prepared by the NAPH in the planning phase of the program and endorsed by the EC Delegation.

The NAPH will be responsible for ensuring that all eligible organizations are provided with full information about the selection criteria, project financial limits, the deadline and conditions of calls for project proposals, and administrative arrangements.

A national project selection commission will be set up under the leadership of the NAPH. The composition and rules for the functioning of the Commission shall be agreed between the Agency and the EC Delegation. The Agency and the EC Delegation shall pay particular attention to the competence, integrity and credibility of the selection commission. The commission will assess the proposals received and make recommendations to the NAPH and the EC Delegation as to those that correspond to the eligibility criteria, and on priorities for financing.

The selected projects will be implemented through financing agreements between the CFCU and the proposing local authority, to be endorsed also by the NAPH concerning technical aspects. The decentralized nature of the program requires local and municipal authorities to assume responsibility for management of project funds provided under the financing agreements. Guidelines on financial procedures will be established, taking account of Phare DIS rules for grant schemes, covering:

1. transfer of funds from the CFCU to COUNTY authorities, including a standard format for financing agreements, and payment procedures and arrangements for financial accounting and operational reporting on project implementation, and,

2. arrangements for the financial management of projects by the COUNTY authorities, ensuring clarity as regards the authorities approving and endorsing the local contracts and payments and arrangements for financial control in accordance with national legislation, as well as specific recommendations which may be made by the Commission.
Mechanisms and criteria shall be established for monitoring the satisfactory implementation of projects financed under this Program to ensure the necessary amount of money and effectiveness of the activities being supported. The implementation arrangements, conditions and rules will be further specified in program documents including technical assistance terms of reference, program implementation manuals and program financing agreements between the program supervising and implementing bodies.

Projects proposed for improved services based on co-operation with NGOs will be encouraged.

6.3 Contracts

Grant scheme (Institutional Reform) 6.0 M?
Technical Assistance 1.0 M?
Public Awareness Campaign 0.5 M?

7. Implementation Schedule

7.1 Start of tendering/call for proposals: Oct. 2003
7.2 Start of project activity: Dec. 2003
7.3 Project Completion: Aug. 2005

8. Equal Opportunity

The field of the protection of the persons with handicap can be characterized by a much higher participation of women than men in all professions and all functions, throughout the country. In the project, all functions will be scaled and the relevant job descriptions will be prepared. In all reporting, statistics will be submitted on the proportion of men and women working for the Program and how gender issues were dealt with.

9. Environment

Not Applicable

10. Rates of return

Not Applicable

11. Investment criteria

Not Applicable

12. Conditionality and sequencing

- it is the responsibility of county, municipal and city authorities to provide funds within their budgets to sustain activities developed through Phare support.
- The Government should ensure that the financial control system relating to local public budgets is put in place in accordance with the principles of the new legislation on financial control, and applied in relation to Phare and public funds provided for the implementation of reformed persons with handicap protection policies.
- At local authority level, the funds would be provided subject to respect for the standards and guidelines established by the NAPH at national level. Projects would be subject to technical monitoring by the NAPH concerning respect for program guidelines and legally required standards.
- The same guidelines will be followed for the restructuring of the large state-run institutions (>50 residents) in the following years.
ANNEXES TO PROJECT FICHE

1. Logical framework matrix in standard format (compulsory)
2. Detailed implementation chart (compulsory)
3. Contracting and disbursement schedule by quarter for full duration of program (including disbursement period) (compulsory)
4. Reference to feasibility / pre-feasibility studies. For all investment projects, the executive summary of the economic and financial appraisals, and the environmental impact assessment should be attached (compulsory)
5. List of relevant Laws and Regulations (optional)
6. Reference to relevant Government Strategic plans and studies (may include Institution Development Plan, Business plans, Sector studies etc) (optional)
### LOGFRAME PLANNING MATRIX FOR
**Project:** "Romania Support to the reform of the system of the protection of the persons with disabilities"

The implementation of the National Strategy concerning the special protection and social integration of the persons with handicap.
Enhancing the EU accession-related sector programs and developing human capital.

<table>
<thead>
<tr>
<th>Program name and number</th>
<th>Contracting period expires</th>
<th>Disbursement period expires</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>30 November 2005</td>
<td>30 November 2006</td>
</tr>
<tr>
<td>Total budget: € 9.5 million</td>
<td>Phare budget: € 7.5 million</td>
<td></td>
</tr>
</tbody>
</table>

### Overall objective

Reform of the system of the protection of the persons with handicap through implementation of the National Strategy concerning the special protection and social integration of the persons with handicap.

<table>
<thead>
<tr>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improvement of the quality of life and of the quality of the services for 10% of the persons with handicap in Romania.</td>
<td>Official statistics, Government statistics/reports, EU Delegation project supervision reports, NAPH statistics/reports, Reports of international NGOs for persons with handicap</td>
</tr>
</tbody>
</table>

### Project purpose

<table>
<thead>
<tr>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of large state-run institutions (partially) restructured/closed down.</td>
<td>Official statistics, Government statistics/reports, EU Delegation project supervision reports, NAPH statistics/reports, Reports of international NGOs for persons with handicap</td>
</tr>
<tr>
<td>Application of the standards of quality in the residential institutions and in the alternative services involved in the Program.</td>
<td>Official statistics, Government statistics/reports, EU Delegation project supervision reports, NAPH statistics/reports, Reports of international NGOs for persons with handicap</td>
</tr>
<tr>
<td>20% of the persons with handicap from the institutions and of the waiting lists benefit of community-based alternative services.</td>
<td>Official statistics, Government statistics/reports, EU Delegation project supervision reports, NAPH statistics/reports, Reports of international NGOs for persons with handicap</td>
</tr>
<tr>
<td>Enhanced skills of PIU in</td>
<td>Media</td>
</tr>
</tbody>
</table>

### Component I: Institutional Reform

- Restructuring/closing down the large state-run institutions through grant-assisted projects in order to decrease their capacity/close them down, and increase the quality of life of the institutionalized persons.
- Diversifying and developing existing/new community-based alternative services through grant-assisted projects to increasing the range and the quality of the services offered to the persons with handicap.

### Component II: Institution Building

- Technical Assistance to the NAPH for Grant
- Enhanced skills of PIU in

### Assumptions

- Government, county and local authorities are committed to alternative community-based approaches to institutionalized care.
- Remainder of acquis in the protection of the persons with handicap implemented.
- NAPH ensures the spaces and the necessary logistic for the TAs.
Scheme management.
- Public Awareness Campaign on:
  - making aware the persons with handicap and their families of how and where to find information about their rights and the services they can access, in order to help raise their self-awareness;
  - fighting discrimination and stigmatization.

Program/project management.
- Program's Objectives reached.
- Information Centers at county/local level furnished with the necessary documentation and information and operational.
- Awareness/self-awareness of the target population raised.
Annex 1: Logframe Matrix for project Support to the reform of the system of the protection of the persons with disabilities

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Component I: Institutional Reform</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| • A number of large state-run institutions (partially) restructured/closed down. | • 20% of the large state-run institutions (partially) restructured/closed down. | • Official statistics  
  • Government statistics/reports  
  • EU Delegation project supervision reports  
  • NAPH statistics/reports  
  • Reports of international NGOs for persons with handicap | • Support of other relevant institutions related to the system of the protection of the persons with handicap.  
  • The county/local authorities ensure the sustainability of the new alternative services.  
  • Sufficient provisions from the central budget to ensure the functioning of the services.  
  • NAPH ensures the spaces and the necessary logistic for the TAs. |
| • The existing alternative services strengthened and working in accordance with the new standards of quality. | • The quality of life of the persons with handicap in the institutions restructured improved as a consequence of the implementation of the standards of quality. |                         |                                                                             |
| • Sufficient new community-based alternative services created to take over the beneficiaries from the large state-run institutions restructured/closed down. | • 20% of the persons with handicap from the institutions and the waiting lists taken over by community-based alternative services, with family support ensured. |                         |                                                                             |
| • The life conditions of the beneficiaries in the institutions involved in the reform process improved. | • Staff working in the new services trained in accordance with the standards of quality. |                         |                                                                             |
| • The implementation of the grant-assisted projects monitored and the projects' objectives reached. | • Increased number of persons with handicap and their families know how and where to find information and what are the services they can access. |                         |                                                                             |
| **Component II: Institution Building**                                   | • Self-awareness of the target population raised. |                         |                                                                             |
| • The NAPH institutional capacity in performing the reform of the system improved. | • The implementation of the grant-assisted projects monitored and their objectives reached. |                         |                                                                             |
| • The PIU capacity and expertise in managing programs and grant-assisted projects increased. | • Number of events held on the theme of the project |                         |                                                                             |
| • Increased number of persons with handicap and their families know how and where to find information about their rights and about the services they can access. | • Increased percent of the large public and professionals informed about the negative impact of the discrimination and stigmatization of the persons with handicap. |                         |                                                                             |
| • Self-awareness of the target population raised. |                                                                                                                                 |                         |                                                                             |
| • The implementation of the grant-assisted projects monitored and their objectives reached. |                                                                                                                                 |                         |                                                                             |
**Annex 1 : Logframe Matrix for project Support to the reform of the system of the protection of the persons with disabilities**

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Component I: Institutional Reform</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• NAPH/PIU assisted by the TAs elaborate the Guidelines and the Monitoring and Evaluation System, and launch the grant scheme.</td>
<td>• Spaces, logistic, consumables, adequate transportation and financial means for the monitoring visits ensured.</td>
<td>• Effective co-operation with the county/local authorities.</td>
</tr>
<tr>
<td>• Call for project selection. The County Councils and SAPS are invited to submit project proposals for:</td>
<td>• Technical Assistance.</td>
<td>• Support of other institutions involved in the grant-assisted projects ensured.</td>
</tr>
<tr>
<td>- restructuring/closing down the large state-run institutions;</td>
<td>• Clear working strategy.</td>
<td>• NAPH ensures the spaces and the necessary logistic for the TAs.</td>
</tr>
<tr>
<td>- strengthening/developing the existing alternative services;</td>
<td>• Guidelines for the grant scheme management.</td>
<td></td>
</tr>
<tr>
<td>- the creation of new community-based alternative services.</td>
<td>• Operational Monitoring and Evaluation System</td>
<td></td>
</tr>
<tr>
<td>• Selection of the projects proposals: a commission constituted of specialists of NAPH evaluates, against clear eligibility and selection criteria, the projects proposals submitted for selection.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Approval, by NAPH board and the EU Commission of the selected projects.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Conclusion, with the County/Local authorities and SAPS, of agreements for financing, to ensure their commitment in implementing the reform and the sustainability of the services created under the Program.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• The Project Implementation Unit monitors the implementation of the projects.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Evaluation of the projects developed under the program.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Component II: Institutional Building

- Contracting Technical Assistance as PIU support for the management of the grant scheme, through open international tender, according to Phare procedures.
- TA accompany the PIU in all project activities and make adjustments in the working strategy if needed.
- Public Awareness Campaign:
  - call for bidding to appoint a firm to design and run the campaign.
  - selection of the firm and approval, by the NAPH board, of the selected firm.
  - awarding of the contract and conclusion of the contract for financing.
  - inventory of existing Information Centers at county and local level;
  - design of the campaign to run, including: workshops, seminars, TV/radio broadcasting, newsletter articles;
  - monitoring and evaluation of the campaign.

### Preconditions

- Constitution of PIU by Order of the President of NAPH.
- Training of professionals, at county level, for:
  - assessment of the beneficiaries and elaboration of individual intervention plans (A-teams);
Annex 1: Logframe Matrix for project Support to the reform of the system of the protection of the persons with disabilities

- elaboration of local strategies and action plans.
- Assessment of the persons with handicap from the institutions and of the waiting lists.
- Analysis of the assessment and setting up the need of alternative services.
Annex 2: Detailed implementation chart for project Support to the reform of the system of the protection of the persons with disabilities

```
<table>
<thead>
<tr>
<th></th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>calendar months</strong></td>
<td>S O N D</td>
<td>J F M A M J J A S O N D</td>
<td>J F M A M J J A</td>
</tr>
<tr>
<td>Institutional Reform</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grant Scheme</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Institution Building</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Technical Assistance</td>
<td>D C I I I I I I I I I I I I I I I I I I</td>
<td>D C I I I I I I I I I I I I I I I I I I</td>
<td></td>
</tr>
<tr>
<td>Public Awareness Campaign</td>
<td>D D C C I I I I I I I I I I I I I I I I</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

D = Design  
C = Contracting  
I = Implementation
```
**Annex 3 : Cumulative contracting and disbursement schedule for project Support to the reform of the system of the protection of the persons with disabilities**

<table>
<thead>
<tr>
<th>DATE:</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>12/03</td>
<td>03/04</td>
<td>06/04</td>
<td>09/04</td>
</tr>
<tr>
<td>CONTRACTED</td>
<td>1.0</td>
<td>1.5</td>
<td>7.5</td>
<td>7.5</td>
</tr>
<tr>
<td>DISBURSEMENT</td>
<td>0.4</td>
<td>0.65</td>
<td>0.90</td>
<td>1.20</td>
</tr>
</tbody>
</table>

**NB:**
1. All contracting should normally be completed within 6-12 months and **must** be completed within 24 months of signature of the FM.
2. All disbursements **must** be completed within 36 months of signature of the FM.