1. Basic Information

1.1 Number
1.2 Title: Support Activities to Strengthen the European Integration Process
1.3 Sector: AA
1.4 Location: Turkey, Ankara (other locations as appropriate)

2. Objectives

2.1 Overall Objective
The project overall objective is to support the EUSG and other relevant Turkish institutions in their pre-accession roles and functions, including the preparation of projects to be financed by the EC and other international financing institutions (IFIs).

2.2 Project Purpose
The project purposes are:
- to strengthen the ability of the relevant Turkish Administrations to design and appraise programmes and projects to be submitted for financing in the framework of the pre-accession financial assistance for Turkey,
- to provide the key players in the pre-accession process with adequate knowledge to actively contribute to the EU pre-accession process by delivering appropriate training relevant to Turkey’s European Union accession process, and funding ‘small scale technical assistance’ (SSTA).

2.3 Accession Partnership and NPAA priority
This project proposal is linked to the priority areas for Turkey's membership preparation, as underlined in the Accession Partnership (AP) and the National Programme for the Adoption of the Acquis (NPAA). Both documents recognise the importance improving the administrative capacity including programming in different subject areas.
Accession Partnership
Chapter 5 of the AP clearly indicates that in the field of programming substantial financial assistance through different Pre-accession financial assistance instruments will be provided. This chapter also indicates that a systematic co-operation with other international financing institutions is, with a view facilitating co-financing activities, aimed.

National Programme for the Adoption of the “Acquis”
In chapter 5 of the NPAA the capacity strengthening of the Turkish administration is mentioned as a priority in order to be able to effectively and correctly implement the “acquis”. Strengthening adequate programming will be focused on those areas that have been identified as priority areas in both the Accession Partnership (AP) and the National Programme for the Adoption of the Acquis (NPAA).

2.4 Contribution to National Development Plan
Turkey has not yet been invited to prepare a National Development Plan by the European Commission.

2.5 Cross Border Impact
Not applicable

3. Description

3.1 Background and justification

3.1.1 Project Preparation Facility (PPF)
The Secretariat General for the European Union Affairs (EUSG) is at the central level responsible for the overall internal co-ordination of the accession process. This is particularly the case for the pre-accession financial assistance where since the adoption of the new Turkey regulation aligning Turkey’s assistance with that of the other candidate countries, the EUSG performs the role of the secretariat for National Aid Coordinator. In this position, the EUSG operates as key co-ordinator between the NAO, the different line Ministries and Governmental Organisations and the Commission. In this role, the EUSG, on behalf of the Government of Turkey shares the responsibility for the qualitative level of the various project
proposals yearly submitted to the EC together with the line Ministries and Governmental Organisations.

The availability of a ‘project preparation facility’ (PPF) will be an important tool that will support the relevant line ministries developing mature and accession oriented programmes to be submitted for financing. An upgraded project design would also contribute to accelerate the disbursement and the contracting periods of programmes adopted.

The identification of single initiatives that will receive support from PPF will be jointly made by the National Aid Co-ordinator (represented by the EUSG) and the Commission services at an early stage in the programming cycle, on the basis of initial proposals for pre-accession financial assistance support received from the competent line ministries and other public authorities in Turkey.

The support will be provided in cases where an initial proposal is considered to correspond to a priority for pre-accession financial assistance support, (justified in terms of Accession Partnership short or medium term priorities; needs identified through the Regular Report; activities defined in the NPAA), but where further efforts are needed to design and appraise mature projects, ready for implementation under the upcoming pre-accession financial assistance support programme. In exceptional cases, funds may also be used to prepare projects for funding by other IFIs where such projects contribute to the accession process.

If relevant, pre-accession financial assistance projects must also meet basic EU requirements on environmental impact (EI). The "acquis" includes a directive concerning EIA and public participation. For certain large projects full EIA and public participation is required. However pre-accession financial assistance is likely to have many smaller projects that fall under the general provision of the EU law in this area, requiring that National Governments ensure through a screening of such projects that there is no adverse environmental impact. Therefore, a series of EIA studies may be needed during the project design phase.

This ‘facility’ focuses on releasing funds to provide assistance to line ministries, governmental organisations and NGOs for the identification and detailed design of projects (including the finalisation of the documents required for their financing, such as ‘project fiches’ or technical specifications).
The identification and design of sound, and mature projects is an essential and critical step in the ‘pre-accession strategy’; actually the effectiveness of the initiatives to be financed by the EC pre-accession funds for Turkey largely depends on the quality of the project proposals for both institutional building and investment projects.

Complex investment and institution building projects require detailed and reliable data and background documentation to identify the best approach for achieving the expected objective(s). In-depth feasibility studies, systems design, impact analysis and other project preparatory activities are critical for a successful implementation of projects financed both through Financial Assistance from EU and other IFIs. Background studies provide, apart from the project identification, also an analysis of the current status of the relevant sector/area, an identification of possible alternative solutions including a testing of their financial, technical and administrative feasibility and recommendations for the economically most advantageous solutions.

3.1.2 Training in European Affairs and Short Term Technical Assistance (STTA) for Acquis Related Activities

Following the recognition of Turkey as a candidate country at the Helsinki European Council of December 1999, important progress has been achieved within the framework of the Accession Partnership and the Turkish National Programme for the Adoption of the Acquis. The pre-accession period and further process towards accession negotiations require an increasing number of qualified experts, competent civil servants and necessitate expertise and EU knowledge in the judicial, economic and political matters. Upgrading the skills and knowledge of civil servants and enrichment of their experience will enhance the quality of efforts carried out towards Turkey’s accession and the results achieved in this respect.

The implementation of Turkish National Programme for the Adoption of the Acquis, approximation and implementation of EU legislation require developing institutional and legal infrastructures besides some investment. Civil servants may lack the necessary expertise, knowledge and experience to carry out these activities. In the light of this need it is essential to deliver STTA to the relevant public institution in the form of small scale actions such as seminars, workshops, experts meetings, twinning light, etc.
3.2 Linked Activities

There have been 10 PCM (Project Cycle Management) seminars organised by EUSG in cooperation with the Commission including the ones held in British Council. These seminars intended to give a detailed and concrete approach in order to guarantee that administrative staff becomes more capable of preparing adequate project proposals and other documents relevant for international financing.

In the 2001 Meda Annual Financing Plan 5,000,000 Euro are committed for “Overall Allocation for Pre-Accession Assistance” that also aims at increasing the quality of pre-accession projects design, appraisal, and implementation. There have been made commitments in 2002 annual work plan of Administrative Cooperation Fund (I) regarding “General Training on EU Matters” (intensive training on accession to the EU, organisation of a kick of meeting and establishment of a directory entitled “Who is who in EU integration”) and Management of Community Aid/Decentralised Implementation System - DIS (Study visit to a candidate country on the functioning of DIS, training on DIS procedures of all relevant government institutions, technical assistance for the set up of CFCU, in service training for newly recruited personnel of EUSG on EU matters, technical assistance for administrative capacity building, study visits to Brussels and candidate countries, technical assistance on PCM).

There is also a short-term TA action regarding the initial start-up phase of the CFCU which will end by mid August 2002. This aims to support the newly created CFCU in its initial phase and at providing advice on the introduction of the DIS.

Finally under both Administrative Cooperation Fund and Overall Allocation, a number of project preparation activities have been funded to support 2002 programming process.

3.3 Results

3.3.1 PPF

1) The quality (in terms of maturity, effectiveness, impact) of projects submitted to the EC for funding in the framework of the pre-accession assistance is increased.

2) Technical and management skills of the civil servants from the relevant public institutions and NGOs involved in the project preparation are upgraded.
3) More effective and timely delivery of all documents related to project financing to the Commission or other IFIs.

3.3.2 Training in European Affairs and Short Term Technical Assistance (STTA) for Acquis Related Activities:

1) Civil servants from beneficiary public institutions and NGOs will become more familiar with the European issues such as European integration process, its policies, EU acquis and its implementation in such that their contribution to the EU accession process will enhance,
2) The coordination between the EUSG and the other actors contributing the accession process will be improved,
3) All documents submitted to the Commission will have better quality and be fully compliant with the relevant guidelines,
4) Legislative alignment and institutional capacity in specific areas of acquis will be improved.

3.4 Activities

3.4.1 Project Preparation Facility
Technical assistance provided to line Ministries and Governmental Institutions is basically focused on the preparation and completion of:

- Feasibility studies
The PPF can finance not only entire studies, but can also be applied to complete studies or tests to ensure that their recommendations are coherent and feasible. The most obvious studies in this field are cost-benefit analyses of a recommended solution or sensitivity testing of various assumptions made in a feasibility study. This may include studies relevant to the preparation of future cross border projects.

- Detailed designs of investment projects
This includes the detailed, technical preparation of a project following the completion of a feasibility study. It may involve developing detailed descriptions and technical specifications, bill of quantity for necessary inputs, completion schedules for works delivery and drafting of
technical drawings. In addition the preparation of complex grant and aid schemes can also be envisaged.

- Environmental impact assessments
Where a programming authority has reasonable doubts over a project's environmental impact, the PPF can finance a screening process and if needed a more elaborate and detailed EIA.

- Preparation of institution-building projects, training programmes and aid schemes
The PPF can assist with the preparation of such institution building programmes, training programmes and aid schemes.

- Preparation of technical specifications, procurement plans and tender dossiers
For simple projects, detailed procurement plans are not necessary and the preparation of tender documentation mainly focuses on detailed technical documentation to be enclosed to a standard tender dossier. On more complex projects however, external technical support might be needed. This may be the case not only on complex works/supplies contracts but also for the preparation of calls for proposals for a grant scheme.

Project development to be supported under the PPF may include projects that are potential candidates for loans from IFIs, where such activities are linked to pre-accession or where co-financing by the IFIs and pre-accession financial assistance support is considered as a possibility. Project preparation costs for such project can be supported by this facility, subject to the same procedures as projects proposed for support by pre-accession financial assistance alone; i.e. an initial proposal from a competent government body at an early stage in the programming cycle, justification in terms of the priorities for accession, the allocation for project preparation to be agreed between the National Aid Co-ordinator and the Commission services.

This facility may also be used for the recruitment of external assessors for the evaluation of tenders and of other project proposals (e.g. ‘Call for Proposals’ procedures).

3.4.2 Training in European Affairs and STTA for Acquis Related Activities
The EUSG needs to be supported to continue its key tasks of supporting and facilitating EU accession process through the activities it carries out for implementation of the National
Programme for the Adoption of the Acquis (NPAA) and efficient monitoring of ongoing programmes/projects. Strengthening the qualitative level of relevant actors working on European Affairs at different levels in public institutions, NGOs and line ministries will facilitate and improve the operation of those tasks and functions. In order to familiarise public institutions, NGOs and line ministries with relevant EU information to accelerate EU integration process, the EUSG aims at organising training activities/programmes to public bodies, NGOs and to its own staff. Training should be practical and theoretical and especially focus on familiarising Turkish administrative and NGO staff at different levels with at least basic EU related subjects (its history, its structure, institutions, operations, objectives, procedures, policies, EU accession process), some specific European issues, EU acquis, implementation of EU acquis, approximation of Turkish acquis to the EU acquis, etc.) Supporting materials (training equipment, books, documents, training materials, etc.) are also essential to ensure the sustainability of this process and to enable the EUSG to further develop its training programmes.

To complement these activities, and to improve the legislative alignment and the institutional capacity in specific areas of acquis, the Turkish relevant administration and bodies also often requires receiving short-term technical assistance (STTA). The form of the STTA should be decided according to the needs of the relevant institution/organisation, the results expected from the legislative alignment and the time constraints. These STTA activities will be laid down in a quarterly workplan with clear indication of priorities. The EUSG will ensure the non-duplication of activities with the existing Administrative Cooperation programmes and with the Taiex activities. Whenever an institution working on harmonisation of EU legislation lacks the relevant expertise, it should be able to demand for STTA to the EUSG.

3.5 Lessons learned

Previous activities undertaken in support of project preparation phase, such as the PCM seminars and other technical assistance actions referred under 3.2, have shown that the understanding of the project cycle management has been weak amongst the potential beneficiaries of EU funds from public and private sector as well as major civil society organisations. The dominant approach has been to start from activities and results, and very often confusing objectives with activities in the absence of clear problem definition. The early implementation years of the MEDA programme suffered from this problem which in the end caused the major revision of many projects in order to set clearer objectives and targeted
activities to match those objectives, with important delays in implementation if not entirely related to project design weaknesses.

It has also been understood that the project preparation phase has been kept fairly short and has not been supported by background studies to define problems or feasibility studies to assess operability towards targets or exit scenarios for sustainability. Most of the projects were prepared in a short period of time, by mainly inserting procurement-oriented project ideas into standard formats.

The current facility has been prepared with due consideration to these problems and aims to strengthen the project preparation phase with various tools such as training, technical assistance and studies including environmental impact assessment. It also takes into consideration the fact that the Turkish beneficiaries are not well acquainted with EC procurement and financial management rules and therefore, is prepared to support the implementation phase of the project cycle with assistance in those matters.

The second component of the programme regarding training in EU affairs and acquis-related activities derives its lessons from the previous Administrative Cooperation programmes. The last Administrative Cooperation programme has been reshaped in the last two years to become more accession-oriented. These programmes showed that there was a continuing information gap regarding basic EU matters and adoption and implementation of the acquis communautaire at different levels of the society. The implementation under Administrative Co-operation programmes has also demonstrated that without clear definition of priorities for technical assistance activities, this demand-driven exercise becomes very ad hoc and does not leave the required impact. The current facility, therefore, proposes to structure the activities under this component in terms of priorities set out in workplans, as has been the approach in the late Administrative Cooperation programme. As the body responsible for the preparation of the NPAA, the EUSG is well-suited to identify such priorities according to the specific needs of the accession process.

Apart from the sufficient experience inherited from the previous technical assistance programmes in this field, no other preparatory study has been undertaken in the preparation of this project.
4. Institutional Framework
The “Secretariat General for European Union Affairs” affiliated to the Prime Ministry was established on 27 June 2000 under Law No 4587, with the aim of ensuring effective coordination in relations with the EU through substantiating and coordinating Turkey’s accession into the EU.

The Secretariat General, which also incorporates the Internal Coordination and Harmonisation Committee to ensure internal harmonisation, is headed by the Secretary General holding the title of Ambassador, who directs six directorates acting as main service units under the administration of the Deputy Secretary Generals appointed by four public institutions (Ministry of Foreign Affairs, Undersecretariat of State Planning Organisation, Undersecretariat of Foreign Trade and Undersecretariat of Treasury), which were previously responsible for internal coordination in their respective fields of activity.

As a result of the assistance provided by the PPF and by the training activities, the ability of the EUSG to play its co-ordination role for the pre-accession process of Turkey (including the programming of pre-accession financial assistance) will be increased.

5. Budget

<table>
<thead>
<tr>
<th>Component/Sub-Project</th>
<th>EC pre-accession support in MEURO</th>
<th>Investment Support (I)</th>
<th>Institution Building (IB)</th>
<th>Total (I+IB)</th>
<th>National Co-financing</th>
<th>IFI</th>
<th>TOTAL</th>
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<tbody>
<tr>
<td>A) Project Preparation Facility (PPF)</td>
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<td>B) Training in EU Affairs and STTA for Acquis Related Activities</td>
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</table>

6. Implementation Arrangements
6.1 Implementing Authority
The Implementing Authority for all sub-components will be EUSG.

Contact:
Secretariat General for EU Affairs (EUSG)
Director: Dr. Inci ATAÇ-RÖSCH (Head of Economic and Financial Issues Department)
Address: Avrupa Birliği Genel Sekreterliği Eskisehir Yolu 9. Km PK:06900 ANKARA
Tel.: 0090 312 285 77 20/240
Fax: 0090 312 285 63 77

National Authorising Officer (NAO)
The State Minister responsible for the Treasury heading the NF. The NAO has the overall responsibility for the financial management of EU financial assistance.

The Central Finance and Contracts Unit (CFCU) will be the Implementing Agency and is responsible for all procedural aspects of the tendering process, contracting matters and financial management (including payments) of the project activities.

Contact:
PAO: Ercan Tortop
Address: Avrupa Birliği Genel Sekreterliği Eskisehir Yolu 9. Km PK:06900 ANKARA Tel.: 0090 312 285 77 20/113
Fax: 0090 312 285 63 77

6.2 Twinning
Twinning light can be foreseen for the STTA under this project fiche.

6.3 Non-standard Aspects
None

6.4 Contracts
Project Preparation Facility - EURO 3,000,000
Due to the nature of the activities the majority are likely to be contracted throughout the Framework Contract scheme. This will lead to 15-30 contracts.
Training in European Affairs and STTA for Acquis Related Activities- EURO 1.000.000
Due to the nature of activities there will be a number of small contracts according to the applicable procurement rules.

7. Implementing Schedule

7.1 Start of Tendering/Call for proposals

7.1.1 Project Preparation Facility
ToRs will be drawn up on a needs basis; the majority of activities will be contracted through restricted tenders, Framework Contracts schemes or direct agreements as appropriate.

7.1.2 Training in European Affairs and STTA for Acquis Related Activities
ToRs will be drawn up on a needs basis; the majority of activities will be contracted through restricted tenders, Framework Contracts schemes or direct agreements as appropriate.

7.2 Start of Project Activities

7.2.1 Project Preparation Facility – 01.01.2003

7.2.2 Training in European Affairs and STTA for Acquis Related Activities– 01.01.2003

7.3 Project Completion

7.3.1 Project Preparation Facility – 31.11.2005

7.3.2 Training in European Affairs and STTA for Acquis Related Issues – 31.11.2005

8. Equal Opportunity
The selection of both trainers and trainees will be made on non-discriminatory criteria and participation of women in both positions be monitored and reported through the progress reports.
9. Environment
Not Applicable

10. Rates of Return
Not Applicable

11. Investment Criteria
Not Applicable

12. Conditionality and Sequencing
The entry into force of the DIS will be required prior to contracting of activities under the programme.

ANNEXES TO PROJECT FICHE
Annex-1 Logical framework matrix in standard format
Annex-2 Implementation time chart, cumulative contracting and disbursement schedules by quarter for full duration of programme (including disbursement period).
<table>
<thead>
<tr>
<th>LOGFRAME PLANNING MATRIX FOR</th>
<th>Programme Name and Number</th>
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</thead>
<tbody>
<tr>
<td>SUPPORT ACTIVITIES TO STRENGTHEN THE EUROPEAN INTEGRATION PROCESS</td>
<td>Contracting period expires November 2004</td>
</tr>
<tr>
<td>Total Budget: 4,000,000 Euro</td>
<td>EU Contribution: 4,000,000 Euro</td>
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</table>

Overall Objective

- Support and accelerate Turkey’s preparation for accession to the European Union with a view to its full and successful integration into European structures
- Satisfactory progress of the accession process
- Reports prepared by the Turkish Government, European Commission and other international organisations
<table>
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<tr>
<th>Immediate Objectives</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions and Risks</th>
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<tbody>
<tr>
<td><strong>PPF</strong></td>
<td><strong>PPF</strong></td>
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<tr>
<td>• Strengthening the capacity to prepare adequate programmes and projects in the</td>
<td>• By the end of the project, 95% of project fiches, submitted to the Commission for a particular</td>
<td>• Project fiches prepared by line ministries and governmental organisations</td>
<td>• That the relevant actors fully benefit from the facility.</td>
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<td>context of Turkey’s preparation for accession to the EU, with a view of financial</td>
<td>annual programming cycle meet the Commission’s submission deadlines</td>
<td>• Feasibility studies, research papers, design of investment projects, environmental</td>
<td><strong>Training in European Affairs and STTA for Acquis Related Activities</strong></td>
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<tr>
<td>support from EU programmes or IFI.</td>
<td>• Completed and successful project applications together with supporting documentation.</td>
<td>impact assessments, technical specifications, procurement plans, tender dossiers</td>
<td>• That the governmental institutions and line ministries will remain committed to</td>
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<td><strong>Training in European Affairs and STTA for Acquis Related Activities</strong></td>
<td><strong>Training in European Affairs and STTA for Acquis Related Activities</strong></td>
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<td>participate in the training activities.</td>
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<td>• Provide key players in the EU accession process with necessary knowledge to</td>
<td>• Quicker and better preparation (less mistakes) of draft legislation required for the</td>
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<td>participate effectively by delivering of appropriate training modules in European</td>
<td>adoption of the acquis in those fields where TA is received</td>
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<td>affairs.</td>
<td>• Increased number of staff working directly on the accession process with competence on EU</td>
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<td>• Funding small scale technical assistance</td>
<td>• Improved quality of documents related to the accession presented to the Commission.</td>
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<tr>
<td>Results</td>
<td>Objectively Verifiable Indicators</td>
<td>Sources of Verification</td>
<td>Assumptions and Risks</td>
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</table>
| **PPF** | • Civil servants from the relevant public institutions and NGOs will become more familiarised with the project preparation.  
  • PPF provided to line ministries and governmental institutions with drafting feasibility studies, project designs, terms of references and tender dossiers, procurement documents, financing proposals. | **Training in European Affairs and STTA for Acquis Related Activities**  
  • Number of civil servants responsible for drafting project fiches familiar with the basics.  
  • Improvement in drafting feasibility studies, project designs, terms of references and tender dossiers, procurement documents, financing proposals. | **PPF**  
  • Benefiting institutions and other stakeholders at central and decentralised level fully involved in the preparatory process.  
  • Deadline met for the presentation of the target projects.  
  **Training in European Affairs and STTA for Acquis Related Activities**  
  • Commitment of local public administration institutions to participate in the training with valuable representatives.  
  • Proper management of the technical and financial resources allocated to the EUSG. |
| **PFP** | • Number of civil servants responsible for drafting project fiches familiar with the basics.  
  • Improvement in drafting feasibility studies, project designs, terms of references and tender dossiers, procurement documents, financing proposals. | **PPF**  
  • Project fiches, feasibility studies, project designs, research reports, tender dossiers and terms of references prepared by staff of line ministries and governmental organisations.  
  **Training in European Affairs and STTA for Acquis Related Activities**  
  • The EC and the Implementing Authority through the reports issued and the assessment made of the operation of the EUSG. | **PPF**  
  • Number of civil servants trained on European issues.  
  • Number of NGO staff trained on European issues and number of NGOs involved in the accession process.  
  **Training in European Affairs and STTA for Acquis Related Activities**  
  • Number of NGO staff trained on European issues.  
  • Number of NGOs involved in the accession process. |
| **Activities** | **Means** | **Sources of Verification** | **Assumptions and Risks** |
| **PPF** | • Support to the line ministries, governmental organisations under the PPF (MERO 3.0) | **PPF**  
  • Financing Memorandum approved.  
  • Inputs delivered on schedule and considered acceptable by beneficiaries.  
  • Required tasks delivered efficiently to permit outputs to be realised. | **PPF**  
  • Progress and final reports to be submitted to the EUSG, line ministries and the EC Delegation.  
  **Training in European Affairs and STTA for Acquis Related Activities**  
  • Training reports by trainers and evaluation sheets produced by trainees upon completion of the training sessions. |**Training in European Affairs and STTA for Acquis Related Activities**  
  • Commitment of local public administration institutions to participate in the training with valuable representatives.  
  • Proper management of the technical and financial resources allocated to the EUSG. |
### Implementation time chart

<table>
<thead>
<tr>
<th>Sub-programme</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
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<tr>
<td><strong>1. Project Preparation Facility</strong></td>
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<td><strong>2. Training in EU Affairs and</strong></td>
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D = Design of sub-projects and trainings  
C = Tendering and Contracting  
I = Contract implementation  
P = Payment
NB: See also sheet 2 for disbursement schedule

Support activities

CUMULATIVE CONTRACTING SCHEDULE (MEUR)

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<tbody>
<tr>
<td>Technical assistance</td>
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<td>0,4</td>
<td>0,8</td>
<td>1,2</td>
<td>1,6</td>
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NB: all contracting should normally be completed within 6-12 months and must be completed within 24 months of signature of FM
Support Activities to Strengthen the European Integration Process

CUMULATIVE CONTRACTING and DISBURSEMENT SCHEDULE (EUR million)

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<td>4000</td>
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</tbody>
</table>

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