Standard Summary Project Fiche
Project Number TR 0303.05

1. Basic Information
1.2 Title: Assistance to the Petroleum Pipeline Corporation (BOTAS) on Gas Transmission and Transit
1.3 Sector: Energy
1.4 Location: The Republic of Turkey, Petroleum Pipeline Corporation with the headquarters located in Ankara

2. Objectives
2.1 Overall Objective
The overall objective is to fully integrate the Turkish natural gas market with the EU internal natural gas market.

2.2 Project Purpose:
The project purpose is to ensure that BOTAS is capable to fulfil its responsibilities related to natural gas transportation and transit in compliance with the EU standards and practices.

2.3 AP and NPAA Priority

AP Short term priority
• Ensure the establishment of a competitive internal energy market, in compliance with the electricity and gas directives;

AP Medium term priority
• Restructure energy utilities and open up energy markets in conformity with the acquis; further strengthen administrative and regulatory structures;
• Remove restrictions on the cross-border trade in energy;
• Complete alignment of national legislation with the acquis;
• Promote the implementation of projects in Turkey listed as projects of common interest in the European Community TEN-Energy Guidelines.

NPAA 4.15 (Energy)
“Liberalization of natural gas market and enactment of necessary legislation” as a medium term target.

2.4 Contribution to National Development Plan
Turkey has now begun preparation of its first National Development Plan. This is likely to be ready by the end of 2003.

2.5 Cross Border Impact
Not applicable
3. Description

3.1 Background and Justification

On the way to membership to European Union, parallel to the European Union’s acquis and in order to keep up with the new globalisation trend, Turkey started the studies on restructuring the energy sector in 1997. As a consequence of these studies, the Natural Gas Market Law (Law No. 4646) came into force on 2 May 2001.

The Natural Gas Market Law aims at gradual liberalization of the natural gas market and thus formation of a financially sound, stable and transparent markets along with institution of an independent supervision and control mechanism over the gas market, so as to ensure supply of good-quality natural gas at competitive prices to consumers in a regular and environmentally sound manner.

The Law requires legal entities to obtain necessary licenses prior to engaging in any of the natural gas market activities described by the Law. The Law also eliminated the de jure monopoly of BOTAS in natural gas imports, pricing and sales of imported gas while it remains to be the owner and operator of the transmission system which is either existing, under construction or planned to be constructed. The Energy Market Regulatory Authority is responsible for the implementation of the Natural Gas Market Law.

The Law defines the Gas Release Programme whereby BOTAS shall transfer its existing Gas Sale and Purchase Contract and shall not enter into new such contracts until it reduces its import quantity to 20% of the national consumption. Accordingly, starting from 2003, BOTAS shall transfer its existing gas purchase contracts (fully or partially) to import license qualified companies by tender process. The transferred amount can not be less than 10 % per annum. The latest date for BOTAS to reduce its import market share is 2009.

The Law requires vertical disintegration of BOTAS, starting at the accounts level in 2003 and legal unbundling after BOTAS’ import market share drops down to 20%. BOTAS currently works on separating transmission accounts from the remaining activities. After legal unbundling into three companies, while the transmission company will remain to be state-owned, the other two companies shall be privatised.

As concerns the legal framework regarding the gas market activities EMRA has published the following regulations over the last two years:

- License regulation
- Internal installations regulation
- Transmission network operation regulation
- Certificate regulation
- Tariffs regulation
- Facilities regulation
- Regulation regarding the principles and procedures for audits, pre-examinations and investigations in the gas market
– Distribution and customer services regulation.

Some of this legislation, in particular that related to transmission tariffs, system operation and licenses constitutes the backbone of the gas transmission system operation. However, further regulations need to be issued. This includes the settlement of principles and procedures concerning system access, determination and notification of transportation amount, scheduling of transportation services, service interruptions, dispatching, system balancing, communication system operation, capacity allocation, metering.

As far as the gas transmission infrastructure is concerned, presently, the length of the existing natural gas transmission lines is about 4,500 km, which is comprised of:

- The Main Trunk Line, originating from the Russian Federation, runs into Turkey from Bulgaria near the town of Malkoclar. The line supplies power plants, industrial plants and a number of cities (residential and commercial sectors of Istanbul, Ankara, Izmit, Bursa, Eskisehir and Adapazari) on the way from Malkoclar to Ankara. In 1996, this line was extended to the Western Black Sea region through a 209 km Izmit – Karadeniz Eregli transmission line. Another extension was constructed to Can (via a 208 km Bursa – Can connector) and further to Canakkale (107 km) in 1996 and 2000, respectively.

- Eastern Anatolia Transmission Line with a total length of 1,491 km, which is operational since December 2001, is currently transmitting the Iranian gas. The line starts from the Iranian border and extends to Ankara via Kayseri. Another branch lies from Kayseri to Konya and Seydisehir.

- Karacabey – Izmir Transmission Line with a length of 241 km is operational since 2002.

- Samsun – Ankara Transmission Line with a 501 km length, which constitutes the Turkish section of the Blue Stream Project, is in operation since February 2003.

With the completion of currently ongoing and planned pipeline systems, the length of the domestic natural gas transportation system is to reach approximately 8,500 km.

BOTAS also operates a LNG re-gasification terminal located in Marmara Ereglisi, currently used for LNG deliveries mainly from Algeria and Nigeria.

As regards delivery of the Caspian, Middle East and even some part of North African gas resources to Europe, Turkey plays a key transit role. Turkey-Greece gas interconnector constitutes the first step of this big-scale project, whereby an intergovernmental agreement has been concluded between the two countries in February 2003. The gas sale and purchase agreement between BOTAS and its Greek counterpart DEPA is underway for possible start of gas deliveries to Greece (with 0.5 bcm/year) by 2005. The pipeline is envisaged to be further extended to Western Europe via Greece-Italy interconnector and/or through Balkans (Bulgaria, Romania, Hungary to Austria) and/or other possible routes (such as through the countries around the Adriatic Sea).

As concerns organizational matters, BOTAS is a related entity of the Ministry of Energy and Natural Resources; it is a 100% state-owned entity. The organizational chart is
attached in Annex 4. A total of 2,991 personnel are employed at the General Directorate, Management of Natural Gas Operations and Management of Oil Operations in Ceyhan together with their operations divisions as of March 2003. 594 of this total are employed as security personnel under Law No. 2495. Out of this, 2,109 staff is engaged in transmission activities.

3.2 Linked Activities

There are a number of activities supported by the European Commission, the World Bank and other donors completed or underway, the results of which need to be taken into account and with which close coordination is pertinent to capitalise on findings, to learn lessons and to avoid any overlapping or work in parallel. Among those linked national and regional activities the following have a direct or indirect link:

**EU Activities**

- Euro Mediterranean regional project on “Reform of the legal and institutional energy sector framework” financed by MEDA; In progress;
- Euro Mediterranean regional project on “Support to the Ad-hoc Groups of the Euro-Mediterranean Energy Forum-Interconnections” financed by MEDA; In progress;

**World Bank Activities**

- PHRD (Policy and Human Resource Development) trust fund grant for Gas Sector Liberalisation: A portion of the grant was devoted to BOTAS for the alternative gas pipeline projects, especially for the storage and planned LNG terminals. In this regard, “Preliminary Feasibility Study of BOTAS’ Storage Strategy and Possible Storage Locations” was conducted; Completed in 2002.

**Other Donor and Organisation Activities**

- USTDA (United States Trade and Development Agency) grant for BOTAS on “Gas Transportation Fee Study and Development of a Tariff Modelling System”; Completed
- OECD Study on Regulatory Reform in Turkey, Completed in 2002

3.3 Results

The activities which shall be carried out under the project and which are described in section 3.4 are expected to lead to the following results:

- The gas transmission network system operates in compliance with the EU rules and practices.
- Technical, economical and commercial aspects of all gas transit opportunities of Turkey are properly assessed prior to development of projects.
- Knowledge and skills of BOTAS transmission staff are brought to the level necessary for acquis implementation and policy development concerning
  - the EU internal gas market and the corresponding requirements for transmission system operators;
the best practice procedures as applied by transmission system operators in the EU Member States.

3.4 Activities

The proposed project will consist of the following two components:

Component 1: Legal and Know-How Support

The Technical Assistance Team (TAT) shall provide advice focused on but not limited to the following areas:

- **Tariffs:** In cooperation with EMRA, design or review of the tariff methodology for intrastate, cross-border and transit gas flows and non-discriminatory application of methodologies;

- **Accounting:** Settlement of accounting principles and system for the transmission activities in accordance with the EU rules and practices;

- **Gas Release Programme:** Design, review and/or implementation, as appropriate, of the gas release programme (through which the existing gas purchase contracts concluded by BOTAS are transferred to third parties); preparation of the required documents, to be signed between BOTAS, the transferee and the gas supplier, in order to enable a safe and smooth transfer of the gas purchase contracts;

- **Network Code:** Drafting and/or review of the code of gas operations (network code);

- **Transportation Agreements:** Drafting and/or review of a model gas transportation agreement to be used as a basis in agreements to be concluded between BOTAS, on the one hand, and import companies, wholesale companies, generation companies and export companies, on the other hand;

- **Transmission Network Development:** Development of national transmission network investment programmes in accordance with domestic and cross boundary gas transmission needs.

- **Cross-Border Trade:** In cooperation with EMRA, development of procedures for cross-border gas trade, including congestion management and capacity allocation procedures, transparency and information provision, cross-border infrastructure capacity development, harmonised cross-border exchange tarification, guidelines for good Third Party Access (TPA) practices.

- **Transit:** Supporting BOTAS on the assessment (technical, economical and financial), design and implementation of gas transit projects including but not limited to the interconnection of the Turkish gas system with those of producing and upstream transit countries and those of Europe; analysis and improvement of the role of Turkey to act as a gas trading hub.

- **Technical Operability:** Analysis of technical operability of the Turkish gas transmission system with other transmission systems in respect of harmonization of definitions and units of measurement, gas quality specifications, business rules, communication protocols and network and operational balancing agreements.
- **International Obligations**: Analysis of multilateral agreements to which Turkey is a party (such as Energy Charter Treaty) in respect of obligations imposed on the transmission and transit activities of BOTAS.

**Component 2: Institutional Improvement**

### 2.1 Technical Assistance

The TAT shall provide advice focused on but not limited to the following areas:

- **Organization**: Good governance, corporate identity, adaptation and modification of organisation structure, revising and streamlining working procedures and human resource development.

- **Information Flow**: Establishment of an effective information flow mechanism to/from other transmission companies and the EMRA.

- **Reporting**: Definition of reporting and consultation requirements for the transmission system operator in the liberalized gas market and developing the necessary procedures.

- **Guiding Documents**: Preparation of guidelines, manuals and procedures based on the recognized EU practice for engineering design, operation, maintenance and environmental protection as concerns gas transmission networks.

- **Transmission System Maintenance and Repair**: Development of appropriate software system at BOTAS that ensures the proper follow-up of the maintenance and repair activities as concerns the gas transmission network.

- **Electronic Bulletin Board**: Development of appropriate software system at BOTAS that establishes a web-based system (called Electronic Bulletin Board) related to the gas operations, which would enable the gas actors in natural gas market to be informed about gas shipment programmes, capacity allocations, gas parameters in entry and exit points, etc… as required by the Natural Gas Market Transmission System Operation Regulation

### 2.2 Training

The training activities to be conducted by the Technical Assistance Team will comprise of the following tasks:

- Development of training curriculum and manual.

- Development of specially made computer-aided training programmes.

- Implementation of training programmes for BOTAS staff, in particular for those dealing with gas transmission activities, (including training of trainers) on the matters including (but not limited to):
  
  - legislative developments in the EU, Energy Charter and other relevant international platforms relevant to the operation and development of gas markets, in particular, on the regulation and operation of gas transportation and transit;
  
  - management issues pertaining to the operation of BOTAS as a transmission system operator;
operation and maintenance of gas transmission facilities.

− Organization of seminars, workshops and other information events in Turkey.

− Organization of study tours for BOTAS staff to the Member State transmission system operators.

− Participation of BOTAS staff to conferences, exhibitions and meetings in the EU Member or Candidate States concerning the gas transmission and transit matters.

3.5 Lessons Learnt

The past experience in the EU Member States showed that the fair, non-discriminatory and transparent functioning of gas transmission system operator is of prime importance in improving competition in gas markets.

The EU Benchmarking Report on “The Implementation of the Internal Electricity and Gas Market” summarizes the implementation practices as concerns access to networks in the Member States. According to the Report:

− Organisation of the transmission network varies a great deal by Member State depending on the historical development of the service. In some countries such as Germany, Italy and Austria there are several national and regional transmission networks. In other Member States, such as the UK, there is a single national transmission network.

− Regarding Network Tariffs, there is currently no standard structure for tariffs and different parameters are used when calculating the charge for transportation.
  
  o tariff structures with significant distance-related components (in Belgium and Germany and to a lesser extent in France);

  o tariff system based on variable charges for different entry and exit points (in the UK, Netherlands, Ireland and Italy);

  o postalised charges (in Denmark, Sweden, Luxembourg and Spain).

The fifth Madrid Forum adopted a set of Recommendations on Guidelines for Good Practice in relation to third party access services, tariffation and balancing. Representatives of the Council of European Energy Regulators, the Commission, consumer organisations and traders considered that an “entry-exit” tariff structure would best facilitate the development of competition. Purely distance-related tariffs were considered to have a number of drawbacks in that they were not always cost-reflective, tend to favour large suppliers with a wide portfolio of customers, and failed to give adequate locational signals.

− Capacity Reservation procedures are important where there are a number of potential problems for new entrants. As with network tariffs, there are three main methodologies for capacity reservation based on postalised, entry-exit and point to point capacity reservation. Many Member States use a point to point capacity reservation system. Conditions are often inflexible, with capacity needing to be reserved for a minimum one year period or where shorter time periods lead to higher charges. This prevents new entrants from switching between sources of gas
and means that it is only possible to look for new customers once a year. The Madrid Guidelines for Good Practice require TSOs to offer “short-term on-demand” services.

A second issue relates to the procedures for deciding how much capacity is available both within national networks and for cross-border exchanges. It is often the case that part or all of the capacity of pipelines is contracted on a long-term basis to incumbent companies whether or not the capacity is actually used. These shortcomings exist in a number of countries including Germany and France. Transparency is another problem. The Association of Gas Transmission System Operators has agreed to voluntarily publish detailed information on available transmission capacity at cross-border points and some, but not all, transmission operators have now done this.

As far as Balancing is concerned, potential new entrants into the emerging liberalised gas markets are often obliged to purchase gas in a contract for a fixed flat volume during a year. However the customers being supplied will not have a flat demand profile. Indeed the difference between peak demand and the average is often considerable. This means that access to storage or a flexibility instrument is usually a necessary condition for new entrants to obtain effective network access. In addition, the policy of TSOs relating to balancing of the network over shorter periods is an important part of the conditions for network access.

For balancing, the most developed system is that in the UK, where there is a balancing market and the margin between the sell and buy price is usually relatively low. A similar system is planned in Austria. For most other Member States imbalance energy is charged at a multiple of the wholesale price without reference to market mechanisms.

Overall there remains considerable scope for network operators to adopt a regime that implicitly favours their associated undertakings. Requirements for third parties to balance over hourly periods, when combined with restricted access to flexibility and storage instruments, lead to significant barriers to new entrants.

Some Member States have introduced gas release programmes, such as the UK, Spain and Italy. In these cases the main importer is obliged to sell on a certain proportion of imported gas.

As regards Cross-border Issue, when assessed in terms of the actual flows of gas between Member States, it would appear that there is limited physical congestion in the EU network at present and that, overall, interconnectors are not used to their full capacity. Only transport into France and subsequently Spain shows possible evidence of congestion. By contrast, GTE’s (the European association of transmission system operators) overview shows that out of 59 border-crossing points, 42% are "red", indicating that there is little or no capacity available. Only 34% of border points have a "green light" indicating capacity available. Part of the reason for the lack of available capacity is the fact that there are no transparent procedures for calculating available capacity, and no mechanism for releasing capacity that has been booked but is then not used. This allows incumbents to hoard capacity to the detriment of new entrants. Furthermore, in addition to the lack of transparency
concerning the availability of capacity, differing balancing standards also cause difficulties for anyone attempting to transport gas across borders.

Work is also being undertaken by the Commission to reduce territorial restrictions in the gas markets and clauses having similar effects, such as profit splitting mechanisms. All these clauses hinder the creation of a single energy market as they limit the geographical possibilities for the buyers to resell gas and thus create more supply competition.

The previous **OECD Study on Regulatory Reform in Turkey** made several recommendations concerning the transmission pricing. The report underlined that the interaction between gas and electricity transmissions tariffs should be assessed by the regulator. There will have to be a substantial new build of gas fired electricity generation in Turkey over the decade and it would be highly desirable to avoid distortions in the choice of location of that plant which might arise from inappropriate interactions of gas and electricity transmission tariffs. The Report recommends that this problem can be addressed in a variety of ways, such as through more sophisticated and neutral transmission pricing in both the electricity and gas sectors, or alternatively through administrative requirements in generator approval process.

### 4. Institutional Framework

The main institution involved in the project is the Petroleum Pipeline Corporation (BOTAS).

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Some of the activities under this project may require close cooperation with the EMRA, in particular with the Gas Market Department, and the Ministry of Energy and Natural Resources. The Technical Assistance Team shall aim at facilitating the establishment of such cooperation.

### 5. Detailed Budget (thousand €)

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<tr>
<th>EU Support</th>
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<th>Total</th>
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<tr>
<td>Institution Building</td>
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<td>1,800</td>
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<td>Total</td>
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### 6. Implementation Arrangements

#### 6.1 Implementing Agency

The Implementing Agency for the proposed project will be the Central Finance and Contracts Unit (CFCU).
Responsibility for the administration related to the procedural aspects of procurement, contracting and accountancy will rest upon the CFCU. The tendering and contracting will be carried out by the CFCU and shall follow standard DIS rules.

6.2 Twinning
Not applicable

6.3 Contracts
Service contract 1,800,000 EUR

7. Implementation schedule

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<th>Start of project activities</th>
<th>Project completion</th>
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<td>Service</td>
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<td>1st quarter 2004</td>
<td>1st quarter 2006</td>
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8. Equal opportunity

Equal opportunity principles and practices in ensuring equitable gender participation in the project will be guaranteed. Male and female participation in the project will be based on the relevant standards of the EU and will be assured by official announcements published to recruit staff needed for the project. The main criteria for staff recruitment will be appropriate qualifications and experience in similar projects, not sex or age. Both men and women will have equal opportunities and salaries.

9. Environment
Not applicable

10. Rates of return
Not applicable

11. Investment criteria
Not applicable

12. Conditionality and sequencing
Not applicable

**ANNEXES TO THE PROJECT FICHE**

1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period)
4. Organisational structure of BOTAS
ANNEX No. 1 to Project Fiche

LOG-FRAME PLANNING MATRIX FOR
“Technical Assistance to the Petroleum Pipeline Corporation (BOTAS)”

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<td>Sources of Information</td>
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<td>To fully integrate the Turkish natural gas market with the EU internal natural gas market</td>
<td>• Non-discriminatory, fair and transparent application of tariffs by transmission system operator(s) by end-2006</td>
<td>• EC benchmarking reports</td>
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<td>• Physical and commercial gas flows take place between Turkey and the EU Member States by end-2006</td>
<td>• OECD/IEA reports</td>
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<td>• EMRA annual report and website</td>
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<td>• Competition Authority website and reports</td>
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<td>• BOTAS reports and website</td>
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<td>Immediate Objective</td>
<td>Indicators of Achievement</td>
<td>Sources of Information</td>
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<td>To ensure that BOTAS is capable to fulfil its responsibilities related to natural gas transportation and transit in compliance with the EU standards and practices</td>
<td>• BOTAS operates the gas transmission system in line with the gas market legislation as well as the EU internal gas market directive by end-2006</td>
<td>• EC benchmarking reports</td>
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<td>• Gas transmission system develops in parallel to market needs and in accordance with the best European practices by end-2006</td>
<td>• EMRA annual report and website</td>
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<td>• BOTAS reports and website</td>
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<td>• Government continues to support the EU acquis alignment process and in particular in the field of internal gas market</td>
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<td>Results</td>
<td>Indicators of Achievement</td>
<td>Sources of Information</td>
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| • The gas transmission network system operates in accordance with the EU rules and practices | • BOTAS’ transmission account is unbundled from that of other activities by end-2004  
• Network code is in force by end-2005  
• Transportation agreements are in force by end-2005  
• Transmission and transit tariffs, which are non-discriminatory and transparent, are published by end-2005  
• The transmission network maintenance and repair programme is updated and fully in use by end of the project  
• Electronic Bulletin Board is accessible to external users by end of the project  
• BOTAS transmission department is organized in accordance with the best EU practices by end of the project | • EC benchmarking reports  
• EMRA annual report and website  
• BOTAS reports and publications  
• Turkish Official Journal | |
| • Technical, economical and commercial aspects of all gas transit opportunities of Turkey are properly assessed prior to | • Assessment reports for transit gas projects are produced  
• An overall strategy for transit flows via Turkey is in | | |
development of projects | place by end of the project | Conditionality
--- | --- | ---
- Knowledge and skills of BOTAS transmission staff are brought to the level necessary for acquis implementation and policy development | - Training manuals are available by end of the project  
- 80% of BOTAS transmission staff at headquarters are trained on transmission and transit matters by end of the project  
- 5 trainers are trained by end of the project  
- A standard training programme is in place for new staff by end of the project | - Trained BOTAS transmission staff remains within the organization

<table>
<thead>
<tr>
<th>Activities</th>
<th>Inputs</th>
<th>Conditionality</th>
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| Legal and Know-How Support  
- Tariff system development  
- Accounting system development  
- Gas release programme development  
- Network code development  
- Model transportation agreements development  
- Transmission network development  
- Cross-border trade arrangements  
- Transit arrangements  
- Ensuring technical operability | Service contract | |
- Compliance to international obligations
- **Institutional Improvement**
  i. Technical Assistance
  - Organizational improvement
  - Establishment of effective information flow mechanism
  - Definition of reporting and consultation requirements
  - Preparation of guidelines, manuals and procedures
  - Transmission system maintenance and repair management
  - Creation of electronic bulletin board
  ii. Training
  - Training manual development
  - Training programme development
  - Training programme implementation
  - Seminars, workshops…
  - Study tours
  - Participation to conferences
ANNEX No. 2
DETAILED IMPLEMENTATION SCHEDULE OF ACTIVITIES

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## ANNEX No 3
### COMMITMENT AND DISBURSEMENT SCHEDULE (in €)

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Two new Deputy General Managers have recently been appointed. The organization chart shall be revised accordingly.