

IPA National Programme 2011 – Bosnia and Herzegovina

1. Identification

Project Title	Project Preparation/General Technical Assistance Facility
CRIS Decision number	
Project no.	13
MIPD Sector Code	9. Support and other actions
ELARG Statistical code	04.72 Supporting programmes/Administrative support
DAC Sector code	43010 Multisector aid
Total cost (VAT excluded) ¹	EUR 3 030 000
EU contribution	EUR 3 030 000
Management mode	Centralised
EU Delegation in charge	Delegation of the European Union to Bosnia and Herzegovina
Implementation management	Delegation of the European Union to Bosnia and Herzegovina
Implementing modality	Stand alone project
Project implementation type	C01
Zone benefiting from the action(s)	Bosnia and Herzegovina

2. Overall Objective and Project Purpose

2.1 Overall Objective

The overall objective of the Project Preparation/General Technical Assistance Facility (PP/GTAF) is to improve the planning, programming and implementation of the Instrument for Pre-Accession Assistance (IPA) and to support mechanisms for an integrated EU accession process in Bosnia and Herzegovina.

¹ The total project cost should be net of VAT and/or of other taxes. Should this not be the case, clearly indicate the amount of VAT and the reasons why it is considered eligible.

2.2 Project purpose

The purpose of the PP/GTAF is to provide flexible technical support to Bosnia and Herzegovina authorities aimed at addressing specific needs identified in the course of the SAA implementation and the usage of IPA instrument.

2.3 Link with AP/NPAA / EP/ SAA

. N/A

2.4 Link with MIPD

The project is in line with the MIPD 2011-2013 and it contributes to all of its strategic priorities.

The MIPD 2011-2013 specifically states (section 3. Main sectors for EU support for 2011 – 2013) that IPA may finance actions that fall outside the scope of the specified main sectors such as, but not limited to: i) project/sector programme identification and preparation; ii) *acquis* related actions that need to be adopted/implemented according to an established timetable (e.g. negotiating framework, NPAA, adapting the policy and institutional framework for the preparation of EU pre-accession assistance to agriculture and rural development, electronic communication or information society); iii) participation in EU Programmes to which the country becomes eligible unless they are included in one of the sectors chosen above; iv) support measures for the implementation, monitoring and audit of IPA programmes; v) as well as measures to support confidence building and reconciliation.

2.5 Link with National Development Plan

N/A

2.6 Link with national/ sectoral investment plans

N/A

3. Description of project

3.1 Background and justification

The Project Preparation/General Technical Assistance Facility (PP/GTAF) scheme introduced by the European Commission for the former candidate countries has been used for fast and flexible interventions to support the adoption of the *acquis* and for the preparation of projects to be funded under the pre-accession programmes. It is proposed therefore that, based on the lessons learned from the former candidate countries, the similar needs of the BiH state administration should be supported.

In many cases the Bosnia and Herzegovina institutions need support in drafting the appropriate sector strategies to form the framework for effective change initiatives and adopting the EU accession agenda. IPA programming also requires the existence of strategic documents, which additionally emphasises and justifies demand for development of new strategies and investment plans as well as for revision of existing ones.

In addition, Bosnia and Herzegovina state institutions lack experience in programming, co-ordinating and developing mature project proposals under tight programming deadlines. In line with the IPA programming guidelines, support would therefore be provided to the

National IPA Coordinator (NIPAC) in planning and programming the IPA-funded projects. Thus, the PP/GTAF will provide support in thorough project preparation process, in particular when specific expertise is required. It will also provide support for preparation of adequate/accompanying cost-benefit analyses, feasibility studies and/or market analyses, which are pre-requisites for the good project preparation.

Additional short-term interventions in Bosnia and Herzegovina are also required in relation to the implementation of the EU financed projects. In many cases thorough project implementation documentation in the form of tender dossiers, technical specifications or terms of reference need to be drafted in order to initiate the tender procedures for acquiring the services or supplies required. Often the technical know-how required for drafting the project implementation documentation is either too specific for the BiH institutions, or alternatively the drafting process would prove to be unreasonably time consuming for the non-specialists of the field. In those cases the assistance of experts would allow speedier approach and also provide the Bosnia and Herzegovina authorities with hands-on training.

Specific short-term interventions and technical assistance are furthermore required to provide the necessary support for the EU integration process, including implementation of the Stabilisation and Association Agreement, alignment with the *acquis*, establishment of the Decentralised Implementation System (DIS), etc. All the mentioned are labour intensive and demanding processes. Accordingly, it will be compulsory to provide continuous high quality support for building capacities and systems to ensure their carrying out and for building capacities of co-ordination mechanisms in Bosnia and Herzegovina for implementation of priorities from the SAA.

Finally, it is of particular importance to ensure a flexible instrument of support to respond to the Bosnia and Herzegovina's European integration priorities that can not be foreseen at this stage. This facility will provide the possibility to respond to emerging tasks in a more flexible and immediate way. In particular, projects will be supported in those areas in which an urgent or unforeseen task would come up to support EU accession or which have a high priority. Also projects which are too small to be justified as specific and separate projects under IPA rules will be funded through this project. Such a flexible support remains critical for successful SAA implementation and EU integration of Bosnia and Herzegovina.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact

The Project Preparation/General Technical Assistance Facility will provide flexible technical assistance to Bosnia and Herzegovina authorities for assisting them in *acquis* implementation, project preparation and implementation, as well as reinforcing their institutional capacity for SAA implementation and absorption and management of IPA funds.

Primarily, the Project Preparation/General Technical Assistance Facility will contribute to the quality of processes and documents required for planning, programming and implementing of the Instrument for Pre-accession Assistance. In parallel, the PP/GTAF will strengthen capacities of the Bosnia and Herzegovina authorities' in the afore mentioned IPA process by enabling learning-by-doing or other forms of trainings in planning, programming and implementing of IPA. Longer-term impact will be well targeted projects and efficient use of IPA funds. This should lead to the enhanced ownership of the Bosnia and Herzegovina's authorities of the EU assistance programmes.

The PP/GTAF will also facilitate effective SAA implementation and strengthen capacities of Bosnia and Herzegovina authorities in this respect, through provision of required technical

assistance and advice. This will include support to smaller scale interventions that could not be covered as discreet IPA projects and/or could not be foreseen at the stage of IPA 2011 programming.

Furthermore, the PP/GTAF will enhance capacity building of institutions in Bosnia and Herzegovina. The facility will specifically support capacity building for IPA projects preparation and implementation and in relation to *acquis* application and effective implementation of the EU integration process.

3.3 Results and measurable indicators

The Project Preparation/General Technical Assistance Facility (PP/GTAF) will have the following results:

1) Result

Upon its completion, the Project Preparation/General Technical Assistance Facility should have resulted in the preparation of well justified and good-quality project proposals, tender documentation and other documents such as analyses, strategies, procedures, etc., and in strengthened institutional capacities for IPA projects preparation, implementation and management.

Indicators:

- 15 – 20 good quality projects prepared and documents produced at latest by Q5 2015.

2) Result:

Flexible and effective technical assistance support to SAA priorities implementation, *acquis* related requirements and the emerged unforeseen European integration needs, and strengthened institutional capacities in this respect.

Indicators:

- Up to 15 good quality technical assistance projects/interventions implemented and documents produced at latest by Q5 2015.

3.4 Activities

The project activities linked to the above results include for example the following activities:

- Preparation, analysis or assessment of sector strategies or multi-sector strategies for the harmonisation of national legislation with the *SAA*, and its implementation, or for the future use of EU pre-accession funds.
- Drafting of (pre-)feasibility and impact studies in relation to Bosnia and Herzegovina's compliance with the *SAA* and carrying out (pre-)investment studies (regulatory impact assessment studies, environmental impact assessment studies, business plans, market studies, economic and cost-benefit analyses, investment appraisals, etc.) for the upcoming investments;
- Preparation of projects for upcoming IPA funding, in particular those requiring specialised expertise, including support to the project preparation process and all necessary project documentation and annexes to programming documents;
- Preparation of project tender and procurement documentation (terms of reference, technical specifications, bills of quantities, guidelines for grant schemes and other supporting documents for tender dossiers);

- Drafting manuals, working procedures, job descriptions, rulebooks and other procedural documentation for the implementation of SAA priorities and in support of EU accession process in Bosnia and Herzegovina;
- Provision of technical advice and preparation of required documents and analysis to support *acquis* adoption and implementation;
- Support to urgent or unforeseen emerging priority tasks to support EU integration and SAA implementation priorities, through small scale technical assistance interventions;
- Provision of training relevant to any of the above-mentioned activities;
- Provision of information activities and material regarding EU integration.

The activities linked to the above results will be implemented through various types of contracts (Service/Framework contracts/Twinning/Twinning light/Works/Supply).

3.5 Conditionality and sequencing

Conditionality

The beneficiary institutions are bound to provide the project partner with adequate staff and other resources to operate effectively.

Sequencing

Due to the nature of the Project Preparation/General Technical Assistance Facility, it is not possible to foresee the precise timing of contracting and disbursements at the time of writing the project fiche.

3.6 Linked activities

The project is linked to the following previous and on-going activities, none of which would be overlapped.

Previous projects:

- 1) In the period 2003 – 2008, the EC contracted 6 projects (Framework contracts) to a) facilitate the participation of various stakeholders in Bosnia and Herzegovina in the EC programming and project design activities for CARDS and IPA programmes; b) train representatives of institutions of Bosnia and Herzegovina in PCM and other techniques for the programming; c) train the DEI, as a leading BiH institution in the programming activities of EC assistance, in identifying, planning and organising various trainings and workshops for BiH institutions, involved in programming and implementation of EC assistance.
- 2) In the period November 2003 – December 2005 the Phase I of the project providing Technical Assistance to the Directorate for European Integration of (DEI) was implemented. This project [“Support to the BiH Government for the European Integration Process and Co-ordination of Community Assistance”, of 24 months duration, end date: 31/12/2005] included technical assistance to the DEI for establishing capacities and capabilities of the BiH, through the DEI, to promote and pursue the integration of BiH with the EU. In January 2006 the Phase II of the project started [31 months duration, end date: 23/08/2008] providing further capacities and capabilities building of the DEI and relevant BH institutions.

- 3) In 2008 and 2009, the EC contracted two projects for IPA 2008 and 2009 programming with the aim to provide assistance to NIPAC, DEI and the relevant line ministries and other relevant institutions, as well as to the EC Delegation to BiH for improving the design of projects to be submitted for EC financing.

On-going and planned projects:

- 1) Under IPA 2008, Project Preparation Facility support to DEI and other BiH institutions has been provided, starting to be utilised in September 2009. The project assists the BiH authorities to produce good quality projects that help BiH meet the full range of its priorities deriving from the European Partnership and the Stabilisation and Association Agreement. In parallel, the PPF will strengthen capacities of the BiH authorities. A list of specific project activities to be undertaken under the envelope of PPF has been agreed and activities implementation is in progress.
- 2) Under IPA 2010, Project Preparation Facility support to DEI and other BiH institutions has also been provided and its utilisation is expected to start in the second half of 2011. The project will assist the BiH authorities to produce good quality projects and project implementation documentation in support of BiH meeting the full range of its priorities deriving from the Stabilisation and Association Agreement. Specific portion of the project will support project preparation and effective implementation management for environment and water and sanitation projects. In parallel, the PPF will strengthen capacities of the BiH and BiH institutions.
- 3) In January 2010 the phase III of the Technical Assistance to the DEI started. This project is aimed at further improving capacities and capabilities of the Directorate of European Integration, as well as of the relevant BiH institutions/DEI's partners, as a preparation for Bosnia and Herzegovina to reach status of candidate country. [“Support to the BiH Government for the European Integration Process and Co-ordination of Community Assistance” - phase III of 24 months duration, end date: 16/01/2012].

3.7 Lessons learned

The Project Preparation/General Technical Assistance Facility has been developed in light of the ongoing assessment of the project preparation and EU integration related capacities and needs of BiH authorities. The process of European integration is a dynamic and evolving process that requires acquiring new knowledge and improving the old one, and is as such asking for a flexible instrument of support and continuous assistance to the beneficiary BiH institutions. During all programming processes so far, starting with CARDS 2006, it has become clear that beneficiaries require constant support to deliver on their European integration related tasks and to improve their capacities in this regard.

In addition, the need to respond to unforeseeable emerging needs for support to BiH institutions in relation to IPA programming and implementation, SAA priorities implementation, and *acquis* adoption, has been repeatedly seen. Bosnia and Herzegovina institutions have also needs for projects that are too small to qualify as specific discrete projects under IPA rules and this calls for the establishment of a facility that can effectively respond to these needs too, in support of Bosnia and Herzegovina's European integration efforts.

This is the third time Project Preparation/General Technical Assistance Facility is programmed under IPA national programme for BiH (the first two programmed interventions were defined more narrowly as Project Preparation Facility). The lessons learned from the first PPF implemented under IPA 2008 are positive and substantial interest among beneficiary institutions in BiH for utilisation of the facility has been noted. The experience shows that the demand for this type of assistance has always been very high and this type of assistance has been particularly useful to respond quickly to urgent needs.

4. Indicative Budget (amounts in EUR)

			SOURCES OF FUNDING									
			TOTAL EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	%(2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Activity I Project Preparation/ General Technical Assistance Facility	x		3 030 000	3 030 000	100							
Multiple contracts over the lifetime of the PP/GTAF	-	-	3 030 000-	3 030 000	100							
TOTAL IB			3 030 000	3 030 000	100							
TOTAL INV												
TOTAL PROJECT			3 030 000	3 030 000	100							

Amounts net of VAT

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Multiple contracts over the lifetime of the PP/GTAF project (Service contracts, Twinning and Twinning Light, framework contracts, works contracts, supply contracts)	Ongoing from Q1 2012	Ongoing from Q2 2012, Q4 2014 at latest	Q4 2015 at latest

NB. Due to the nature of parts of this project it is not possible to accurately predict precise timing of the implementation schedule.

6. Cross cutting issues

The project will ensure that all the cross cutting issues are appropriately incorporated in the sector strategies, analyses, assessments and programmes/projects designed with the assistance of the Project Preparation/General Technical Assistance Facility, and respected during the implementation of all the activities undertaken within the project.

6.1 Equal Opportunity

Based on the fundamental principles of promoting equality and combating discrimination, participation in the project will be guaranteed on the basis of equal access regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

6.2 Environment

Due attention will be given to environmental issues in the programmes/projects designed and the documents prepared under the Project Preparation/General Technical Assistance Facility.

6.3 Minorities

Minorities in BiH are defined as all groups who are not "constituent peoples" (i.e. Serbs, Croats and Bosniaks). The Roma are the largest minority and are highly vulnerable to discrimination and social exclusion. Due attention to minorities will be given in the programmes/projects designed and the documents prepared under the Project Preparation/General Technical Assistance Facility.

ANNEXES

- I Log frame in Standard Format
- II Amounts contracted and Disbursed per Quarter over the full duration of Programme
- III Description of Institutional Framework
- IV Reference to laws, regulations and strategic documents
- V Details per EU funded contract

ANNEX I: Logical framework matrix

LOGFRAME PLANNING MATRIX FOR Project Fiche		Programme name: IPA National Programme 2011 Bosnia and Herzegovina, Fiche 15 - “Project Preparation/General Technical Assistance Facility”		
		Contracting period expires: Three years following the date of the conclusion of the Financing Agreement		Disbursement period expires: One year following the end date for the execution of contracts
CRIS Number:		Total budget : EUR 3 030 000	IPA budget: EUR 3 030 000	
Overall objective	Objectively verifiable indicators	Sources of Verification		
To improve the planning, programming and implementation of the Instrument for Pre-Accession Assistance (IPA) and support mechanisms for an integrated EU accession process in Bosnia and Herzegovina.	<p>Satisfactory ex-post evaluations of projects</p> <p>Satisfactory contracting and disbursement of the IPA funds</p> <p>Enhanced effectiveness of the EU Integration process</p> <p>Effective and timely response to emerged EU integration priorities</p>	<p>Evaluation reports</p> <p>Progress Reports</p> <p>IPA Monitoring Reports</p>		
Project purpose	Objectively verifiable indicators	Sources of Verification		Assumptions
The purpose of the PP/GTAF is to provide flexible technical support to Bosnia and Herzegovina authorities aimed at addressing specific needs identified in the course of the SAA implementation and the usage of IPA instrument.	<p>Project fiches submitted to EC in line with programming timetable, and subsequently approved.</p> <p>Contracting and disbursement in line with programming timetable</p> <p>Faster progress of BiH government towards meeting the requirements of the SAA and the acquis.</p>	<p>IPA programme documents</p> <p>IPA Monitoring Reports</p> <p>Progress report</p>		Availability of satisfactory quality expertise.

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<p>Result 1:</p> <p>Preparation of well justified and good-quality project proposals, tender documentation and other documents such as analyses, strategies, procedures, etc., and strengthened institutional capacities for IPA projects preparation, implementation and management.</p> <p>Result 2:</p> <p>Flexible and effective technical assistance support to SAA priorities implementation, <i>acquis</i> related requirements and the emerged unforeseen European integration needs, and strengthened institutional capacities in this respect.</p>	<p>15 – 20 good quality projects prepared and documents produced at latest by Q4 2015.</p> <p>Up to 15 good quality technical assistance projects/interventions implemented and documents produced at latest by Q4/2015.</p>	<p>Reports and project documentation from individual TA contracts.</p> <p>Monitoring reports within DEI</p> <p>Submitted and approved fiches</p> <p>Tender documentation</p> <p>Documents developed</p> <p>Reports and project documentation from individual TA contracts</p> <p>Documents developed</p>	<p>Identification of priority areas for assistance in a timely manner</p>
Activities	Means	Costs	Assumptions
<p>An envelope of as yet unspecified activities will be supported under the PP/GTAF project.</p>	<p>EUR 3 030 000 for specific technical assistance contracts (Service, Twinning/ Twinning light, Framework contracts/Works/Supply)</p>	<p>EUR 3 030 000</p>	

ANNEX II: Amounts (in EUR) Contracted and disbursed by quarter for the project

Contracted	Q1/2012	Q2/2012	Q3/2012	Q4/2012	Q1/2013	Q2/2013	Q3/2013	Q4/2013	Q1/2014	Q2/2014	Q3/2014
Contracts (multiple contracts over the lifetime of the PP/GTAF project: service contracts, Twinning and Twinning Light, framework contracts, works contracts, supply contracts)*	-	400 000	500 000	500 000	500 000	-	800 000	330 000			
Cumulated	-	400 000	900 000	1 400 000	1 900 000	1 900 000	2 700 000	3 030 000			
Disbursed											
Contracts (multiple contracts over the lifetime of the PP/GTAF: service contracts, Twinning and Twinning Light, framework contracts, works contracts, supply contracts)	-	240 000	150 000	150 000	660 000	300 000	290 000	182 000	780 000	-	278 000
Cumulated	-	240 000	390 000	540 000	1 200 000	1 500 000	1 790 000	1 972 000	2 752 000	2 752 000	3 030 000

NB. Due to the nature of the Project Preparation/General Technical Assistance Facility it is not possible to accurately predict the precise timing of contracting and disbursement, and the number and value of contracts for all its components.

III Description of Institutional Framework

The Directorate for European Integration of Bosnia and Herzegovina is a permanent body of the Council of Ministers in charge of coordination of the process of integration of Bosnia and Herzegovina to the European Union. The functions of the Directorate for European Integration (DEI) include promotion of the integration process and horizontal coordination of implementation of the BiH Strategy for European Integration, including activities of legal harmonisation and coordination of EC assistance.

The Directorate comprises the following divisions/units: Office of the Director, Division for Strategy and Integration Policies, Division for Harmonisation of the BiH Legal system with the *acquis*, Division for EU Assistance Coordination, Division for Translation in the field of European Integration, European Integration Promotion Unit, and General Affairs Division.

The Directorate is providing and ensuring support to the National IPA Coordinator for Bosnia and Herzegovina, and developing capacity for programming and monitoring process in line with DIS requirements. The Directorate is also coordinating the preparation of the national programme of integration into the EU for Bosnia and Herzegovina and will be coordinating its implementation.

In addition to the overall coordination role as far as European integration of the DEI, respective line Ministries and other institutions, both at state and Entity and Brcko District level, are responsible for specific sectors.

IV Reference to laws, regulations and strategic documents

Key documents of relevance for the EU accession of Bosnia and Herzegovina include:

- Council Decision of 18 February 2008 on the principles, priorities and conditions contained in the European Partnership with Bosnia and Herzegovina and repealing Decision 2006/55/EC (2008/211/EC);
- IPA Multi-annual Indicative Planning Document (MIPD) 2011-2013.

V Details per EU funded contract:

For TA contracts:

Multiple contracts over the lifetime of the PP/GTAF project (Service contracts, Twinning and Twinning Light, Framework contracts, Works contracts, Supply contracts) in the total amount of EUR 3 030 000.